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# BETTER ORGANIZATION FOR BETTER GOVERNMENT

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## Report of the Committee on the Structure of State Government



# Committee On The Structure Of State Government

John H. Filer, *Chairman*  
James W. Fesler  
Ruth L. Sims  
James A. Wade

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Harold A. Hovey, *Staff Director*

December 20, 1976

Dear Governor Grasso,

This is the final report of the Committee on the Structure of State Government.

As you know we have interviewed many state officials and interested citizens and have exposed our preliminary conclusions for public comment. As a result of this process we have established (1) that Connecticut government could be improved by major organizational changes and (2) that some groups strongly resist alterations in the status quo.

We believe that major restructuring of state government should take place with primary emphasis on improving the staff support available to the Governor and on reducing the number of separate departments and agencies reporting to the Governor. As you will note from reading this final report these continue to be our major themes, although we have made a number of significant changes from our draft recommendations.

While we believe that citizen support exists for restructuring state government, no agreement is evident on the details of such reorganization. If restructuring is to await consensus by every affected group, however, it will never take place. At some point those concerned with effective functioning of state government must act on that concern, hoping that those who do not agree will accept the concept that overall reform will benefit all, especially those seeking the services that only state government can provide.

The Committee has worked for a year to find ways to improve the structure of Connecticut government. We would like to see the results of our efforts implemented. Therefore, we believe that we should continue the Committee throughout the 1977 legislative session so that we and our staff can be available to discuss our recommendations with interested individuals and groups and provide any assistance you and the General Assembly may desire. We recognize that General Assembly consideration of these recommendations will be lengthy and difficult. What is at stake is more than the theoretical consequences of reorganization, more than the question of "whose ox is gored" and more than the question of improvements in service or cost savings associated with reorganization.

At stake in the legislative decision of whether to reorganize is something both more intangible and more important: public confidence in government. Public opinion surveys indicate that public confidence in government at all levels remains low, and that it is lower nationwide for state government than for local or federal government. This lack of confidence has more than a little to do with the inability of public officials to obtain the resources needed to discharge their responsibilities. We do not contend that more efficient organization of state government will restore confidence, but do suggest that lack of action on reorganization will further erode it.

Sincerely yours,

*John H. Filer*  
*James W. Fesler*  
*Ruth L. Sims*  
*James A. Wade*

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# Better Organization For Better Government

## Report Of The Committee On The Structure of State Government

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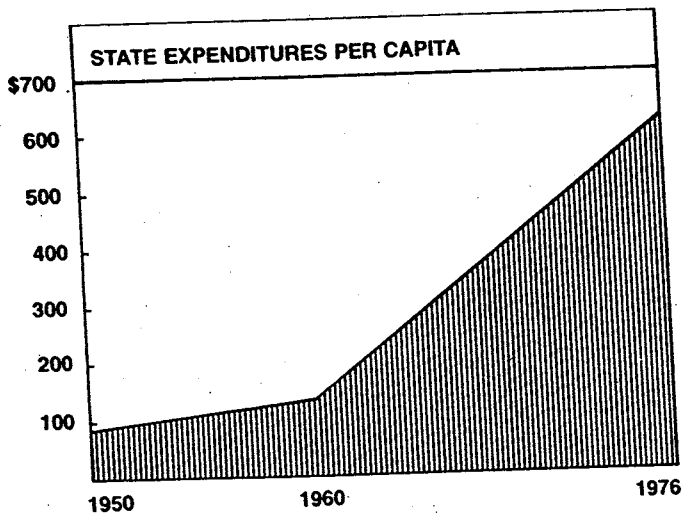
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# 1. PROBLEMS AND RECOMMENDATIONS

## The Problems

State government has been rapidly expanding in an attempt to keep pace with increasing demands for state services. The number of state employees has nearly doubled in the last twenty years. Per capita expenditures, which amounted to \$90 in 1950, and \$123 in 1960, are now close to \$600. Even when the effect of inflation is taken into account, the growth has been substantial.



In order to meet the increased demand for state services, new organizational units have been created. Unfortunately these new units generally have been formed without adequate consideration of their relationship to the existing structure of state government. The trend has been to establish a new board, commission, or agency for every new program.

The Committee began its work by taking an inventory of these state agencies. Using the Secretary of State's Register and Manual and statutory sources, the Committee has identified some 210 state agencies, which are listed in Appendix B to this report. This list omits certain boards and commissions not considered by the Committee because of their local government, legislative, or judicial nature. This list has also been portrayed as a state organization chart inserted in this report. The chart shows within each agency organizational units that relate to that agency, some of which report directly to the agency heads and others which do not.

This chart shows the Governor and five other elected officials at the first level. At the second level it shows 25 departments and the Commission for Higher Education. As shown on the far right side of the chart the Commission is a coordinating body, not a governing body, so that the

four higher education boards of trustees and the Board of State Academic Awards are independent bodies, making the total number of entities on the department line of the chart 31.

The second level of the chart shows three tiers of state agencies numbering some 68 in all. In commenting on our draft report, some observers sought to minimize the organizational problems of state government by suggesting that the important activities of state government are concentrated in the 26 agencies discussed above. This, in our view, minimizes the importance of the many functions carried out by the 68 agencies on this tier of the organization chart. Those functions include licensing and policing the professional conduct of providers of medical and para-medical services; dealing with the problems of the deaf; providing housing; agricultural research; administering workmen's compensation; police training and law enforcement assistance activities, operating the lottery, providing student loans, regulating public utility rates and terms of service, handling probation, managing the state library and assistance to local libraries, and regulating liquor. Clearly these are all functions that can have a major impact, for better or worse, on the lives of Connecticut citizens and on the taxes and utility rates they pay.

Within each of the departments of the state the chart shows various organizations, primarily boards, that are established by the statutes of Connecticut. These entities differ in their power or importance but all share the characteristic of being separate organizational entities requiring their own appointments.

Clearly, there are too many agencies. Over 32 agencies deal with general government matters such as finance and taxation and there are 27 agencies in the health field. The present structure operates with too many independent parts, within each functional area, to permit effective management and coordination. Merely providing office space and supplies for a new employee requires the involvement of several different agencies.

If state government is to maintain adequate service levels and control costs, it is imperative that it be structurally aligned so that it can be well managed.

The Committee is aware of the limitations on what its recommendations can accomplish. Efficient operation of government depends on many independent variables: whether good policies are chosen by the Governor and the Legislature; whether competent people can be attracted to state service; whether federal policies encour-

age or discourage efficient state operations; whether service delivery systems are well designed to meet needs; and whether state government is well organized within each structural part to get its job done. Clearly, better structure is not a panacea for all the problems of state government. Good structure alone will not necessarily inspire sound decisions (though it can help promote better ones), nor recruit good people (though it can help), nor avoid unnecessary spending on ineffective programs.

However, improving state structure is a good starting point for the improvement of state government. While a logical and sensible structure does not guarantee that all problems will be identified and addressed, poor structure immensely increases the odds that problems will accumulate unresolved.

### RECOMMENDATIONS OF THE COMMITTEE

The Committee recommends that *the Executive Branch be reorganized into a simple, understandable and above all, manageable structure composed of 15 major state departments, an Office of Policy and Management, an Executive Office of the Governor, and the elected officials of the state.* The major departments would be as follows:

- Administrative Services
- Business Regulation
- Consumer Protection
- Corrections
- Economic Development and Agriculture
- Education (elementary and secondary)
- Environmental Protection
- Health Services
- Higher Education
- Human Services
- Income Maintenance
- Labor
- Public Safety
- Revenue Services
- Transportation

(See Chart on next page)

The idea of consolidation is not new but the specific recommendations are. In 1937, the Cross Committee recommended 17 departments; in 1950 the Bowles Committee recommended 17 departments; and in 1971 the Etherington Commission recommended 9 departments. Thus, each notable review of Connecticut state structure has concluded that the number of state agencies should be reduced substantially.

Consolidating agencies with parallel functions can increase efficiency by eliminating persistent inter-agency disagreement on issues that are too "small" to go to the Governor for decision, and such consolidation can also

facilitate the sharing of data. Simplification of the administrative structure of state government can also give the citizen a better chance to find the agency responsible for solving his or her problem and reduce the prospect that problems will remain unnoticed because they are not within the narrowly defined functions of smaller agencies. Simplification will also give the Governor tools to manage government better.

The simplification of state administrative structure suggested by the Committee is consistent with reorganization actions that have been taken in other states in the past decade. Although the Georgia reorganization is the most often discussed nationally, reorganizations have taken place to simplify state structure from Florida and Massachusetts through South Dakota to California and Washington. Enough evidence is now in to suggest that the new larger agencies have made it easier for Governors and Legislatures to manage and to deliver services efficiently.

We know of many states that have implemented reorganization along the lines suggested in this report. However, we know of no state that has worked with such a reorganized structure and then returned to the structure that it had before reorganization.

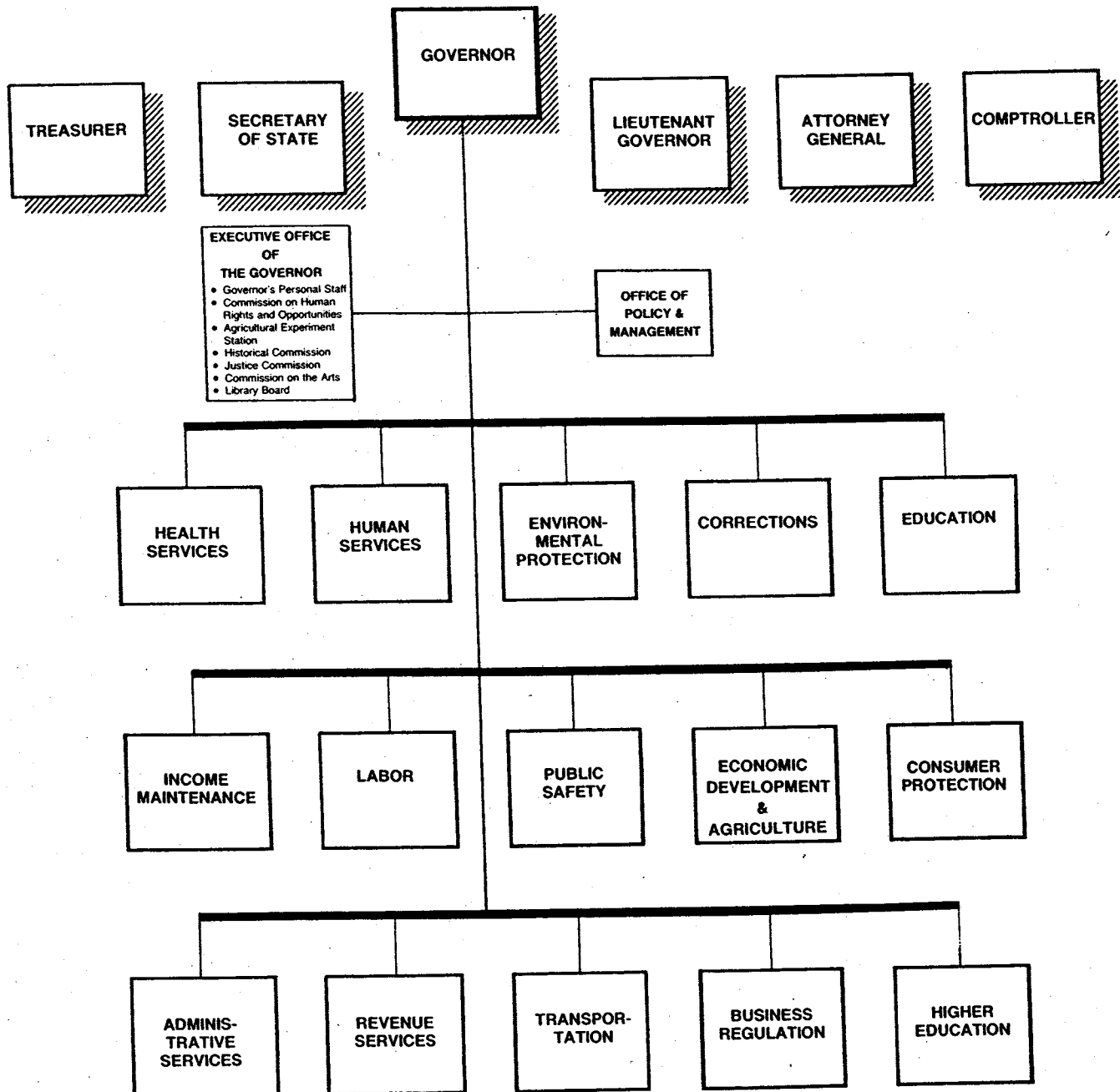
### Cost Savings

These restructuring proposals are designed to increase the efficiency with which the dollars spent by state government are used to provide services. Assuming our proposals have the desired effect, the result could be more service at the same cost or the same service at lower cost. Unfortunately, no satisfactory method has been found to measure the quality of every state service. In addition, so many factors affect state services and costs (e.g. inflation, changed concepts of programs, population shifts) that sorting out the exact impact of restructuring is difficult.

Similar goals to the Committee's have characterized reorganizations implemented in about half the states in the last several decades, and substantial cost savings have been cited in many instances. Attempts by the press and public to refute or verify these savings confirm the exceptional difficulty of justifying restructuring largely on expected cost savings.

Therefore, although making claims of major savings might facilitate the adoption of reorganization recommendations by the Governor and Legislature, the Committee cannot in candor promise that any specified amount of savings will result from acceptance of its recommendations. Whatever savings are realized may be overshadowed by other factors which contribute to the overall costs of state government. State support of local

# Committee on the Structure of State Government Proposed State Organizational Chart



schools, the level of welfare payments, the costs of health care, and the fluctuation in interest rates are examples of variables largely independent of how the state is organized. The Committee did not consider its mandate to include analysis of what services the state should provide or what functions should be performed, but rather how best to structure the current functions of state government. Consequently, the Committee did not recommend abolishing any function or service.

Thus, we view the need for restructuring to be based primarily on concerns with effectiveness in delivery of state services and the manageability of state government as a whole. We believe that economies will develop directly out of some recommendations, but we are reluctant to put a price tag on them.

### THE COMMITTEE'S PROCESS

The remainder of this chapter will explain how the Committee arrived at its recommendations through a discussion of goals and principles and their application.

The Committee members are four Connecticut citizens from Hartford, New Haven, and Greenwich; one is an attorney, one a businessman, one a professor, and one a public advocate. Its staff includes four members who have been state budget and planning directors, university professors, a state legislator, and a city councilor.

#### Goals

We have tried to involve as many Connecticut citizens as possible in our efforts. We have interviewed many state officials, interest groups and experts. We made our preliminary conclusions available in draft form and found that over 3,800 Connecticut citizens obtained copies. Written comments on our report were made by over 200 persons and oral comments were furnished by hundreds more directly to the Committee or its staff and in a series of regional meetings. We have profited from discussions with the Governor, the legislative leadership and their staffs. To supplement our efforts the Connecticut Association for Human Services has conducted additional interviews and surveys of opinion. The press and electronic media have been helpful in exposing the major conclusions of the draft report and in expressing thoughtful comments on those conclusions. As a result of this process, seven goals were established:

1. Improved accountability of the Governor to the people by clearly focusing the responsibility for executive functions in the Governor and by creating a structure capable of developing performance reporting systems.

2. Improved citizen involvement in the governing process by clearly establishing a pattern of consultation between agency heads and citizens.

3. Improved regulation of various economic activities by building consumer representation into the regulatory agencies where this is not already the case.

4. Improved prospects for eliminating obsolete and ineffective programs through greater program evaluation capability and the linking of such evaluations to budget decisions.

5. Improved access for citizens or organizations to needed services by establishing one clearly defined, widely publicized organizational unit to provide appropriate services based on the needs of each citizen.

6. Improved ability by the state to direct services to those concerns deemed most critical by the establishment of agency heads who have clear responsibility for program administration and the knowledge and authority to respond to a changing environment appropriately through reallocation of resources.

7. Reduced duplication, or near duplication, of functions.

### Principles for State Government Structure

The Committee next defined the means to realize the goals. These took the form of the following three principles. If these are applied throughout the state governmental structure, state government will better achieve its purposes.

**Accountability:** The tax paying public, including state employees and other active participants in our state government, has a right to expect prompt and efficient delivery of service in return for taxes paid. The public has a right to know how and why tax dollars are spent, and state government has an obligation to account to the public. In theory, accountability to the public can exist as long as the Legislature and the public have reasonable access to information and as long as some elected official retains appointment and removal power for the heads of Executive Branch agencies.

In practice, weaknesses in the chain of accountability abound in state government. The state employee delivering service to the public frequently does not have explicit instructions on what is supposed to be accomplished, at what pace, and by what standards his or her performance is being measured. The supervisor is confronted with the additional obstacle of limited authority, particularly when dealing with support areas, such as purchasing, outside his or her immediate department. Senior level officials in many agencies are insulated from control by elected officials (either the Governor or the Legislature) because they report to boards or commissions, the heads of which are not accountable to the Governor or Legislature for day to day operations. Even where

the heads of the agencies serve at the Governor's pleasure, the Governor is not in a position to hold them accountable for day-to-day performance because no systems exist to measure and report performance. Moreover, there is no way that the Governor and her small staff could possibly monitor the performance of a large number of state agencies.

The result is that public, legislative, and gubernatorial controls are difficult to establish and maintain.

*Manageability and Span of Control:* The Committee believes that the Executive Branch of state government should be structured in such a way that it can be managed easily and effectively. The job of managing, vested in the Governor, includes the functions of planning, organizing, staffing, directing, coordinating, reporting, and budgeting. The Governor should delegate responsibility to a small number of officials in order that he/she can be actively involved in their selection, education, performance monitoring, interaction, and their allocation of resources. At present, direct line authority over more than a hundred subordinates precludes the Governor's active involvement with individual officials. While there is not a specific number of subordinates reporting to a governor which is abstractly optimal, the span of control of Connecticut's Governor under the present structure is well beyond reasonable limits and should be reduced drastically.

*Efficiency in Delivery of Services:* The Committee believes that the citizens of Connecticut have the right to reasonably effective delivery of services by the state. Obviously state government will not be perfect in its service delivery, but it can improve. In some cases, we believe the source of service delivery problems mentioned in the various chapters of this report is faulty structure.

### **Application of Principles**

The Committee believes that certain steps should be taken which are central to restructuring and which will improve adherence to the Committee's goals and defined principles.

*There Should Be Fewer Departments Reporting to the Governor:* Every committee that has reviewed the question of structure in Connecticut state government has concluded that a governor should not be expected to manage an extremely large number of semi-autonomous departments. Management experts say that the span of control of a manager should extend only as far as it can rationally be expected for the manager to monitor or to control the functions being spanned.

The state structure should be such that the Governor could hold a meeting of department heads in one normally sized room. If that were true, then the Governor

could have day-to-day contact with each department head if that were desirable or necessary.

*Departments of Connecticut State Government Should Be Functionally Aligned:* When there are 10 public safety organizational units, 27 health units and 23 education units, questions about accountability, manageability, and efficiency are almost never answered adequately. Fewer departments, functionally aligned, would allow clear placement of responsibility, facilitation of proper coordination and reduction of duplication.

*There Should Be Less Management By Committee:* Management by committee exhibits inherent weaknesses. What committees do poorly, whether their members are full time or part time, is day-to-day supervision of operations, coordination with other groups, and all the other aspects of management.

In Connecticut state government management by committee abounds. The committees are called by various names — authorities, councils, boards and commissions. Some of them perform policy roles, and some are quasi-judicial, but most are neither.

The Committee does recognize that lay boards can provide limited management where the board is expected to meet infrequently, where the board will have as one of its principal roles the selection of an executive director or similar official who will run the agency, and where the board itself does not seek to manage the agency on a day-to-day basis. While such an arrangement is not good from a management standpoint, it can be used in circumstances where the state government does not desire to operate a function directly, but rather to support a somewhat independent entity (e.g. elementary and secondary education or the arts).

The Governor's managerial authority over many state services is subject to many limitations. For example, the terms of office of appointed officials, particularly board and commission members, often differ from that of the Governor so that effective change cannot occur even within a single term of office. Further, the extensive proliferation of agencies, boards and commissions has so expanded the number of gubernatorial appointments that it is beyond the Governor's ability to exercise much real managerial authority after initial appointments are made to such boards and commissions. Even the initial appointment may be constrained by statutes specifying very narrow classes of individuals who may be appointed.

Thus, the board or commission form of organization has the dual problems in many cases of management by committee and lack of responsiveness to gubernatorial policy direction. To solve these problems the Committee recommends, in most cases, either taking away the man-

agement role and leaving an advisory role or abolishing the board or commission altogether.

*Support Services Should Be Under the Control of the Governor and Closely Related to Each Other:* Currently support services provided to agencies (such as purchasing, travel, printing, accounting, tele-communications) are spread all over the state government organization chart. Some are not even within the control of the Governor even though the agencies receiving the service are under her control. Failure to consolidate services required for business-like management has undoubtedly prevented the state from seizing some cost reduction opportunities.

While many activities of state government have only limited comparability to activities in the private sector, the administrative service functions are directly comparable to those provided in industry. Indeed, many administrative services provided to state agencies (e.g. data processing, supplies and equipment) can be purchased privately. The state should adopt the goal of providing these services as well as they are provided in the private sector. Periodically and in the budget process, prices charged for various services should be compared with prices prevailing if the line agencies were to purchase the service from private sources directly.

The Committee recommends the consolidation of all these services into a single Department of Administrative Services.

*The State Budgeting System Should Tie Cost to Performance and Performance of State Officials Should be Readily Understandable to the Governor, Legislature, and Public:* The institution of a performance measurement system should be a goal of the Legislature and/or the Governor. The increased use of performance measurement will permit improved management in the agencies and improve the quality of budgeting decisions.

*The Staff Support for Policy Making Should Be Located Organizationally Close to the Policy-Makers and Should Be Organized as a Staff Function:* Currently such staff functions as planning, budgeting, and working with local governments are spread in a number of different agencies, many of which have regular operating functions as well. The Committee recommends a consolidation of staff functions into an Office of Policy and Management. This centralization would improve the Governor's capability to make well informed decisions and would improve the information available to the Legislature and the individual state agencies in the performance of their functions.

*Citizen Participation in Government Decision-Making Should Be Maximized, But Responsibility and*

*Accountability Must Remain in Clearly Identifiable, Accountable, and Responsive State Officials:* One reason for the proliferation of boards and commissions in state government may be the feeling that citizen involvement in state decision-making is improved by this expansion. However, there is no need for this involvement to take the form of policy-making or agency administration. Under the Committee's recommendations, the role of many boards and commissions would be redefined to enhance their important roles of providing advice and citizen representation. An argument against abolishing these entities is that the frequent use of advisory committees and part time boards broadens the participation and control of Connecticut citizens in state government. In part this is true, but often it is also true that the boards help isolate the agency from broader public interest by maintaining a narrow agency-based view. We propose the marrying of executive authority and accountability with these citizen advisory boards by having them fulfill the following functions:

Participate in policy formulation by:

- The initiation of policy proposals or recommendations to department executives.
- Reviewing and commenting on policy proposals initiated by the department executives.
- The solicitation of comments from the public on policy proposals under consideration by department executives.

Participate in the formulation of rules and regulations by:

- Advising department executives on the formulation of rules and regulations.
- Reviewing draft rules and regulations prepared by the department and conducting public hearings, when required.
- Recommending rules for adoption by department executives.

Advisory councils can be of considerable value to the top officials of the Executive Branch and contribute greatly to the overall success and public acceptance of state programs and services. Moreover, the advice and constructive criticism of a body of public-spirited citizens can be a wholesome thing and entirely in keeping with the strong tradition in Connecticut for citizen participation in the affairs of government.

*A Principal Department Head Should Have The Power to Make Decisions For Which He/She is Held Accountable:* This means the manager must have complete authority to hire and fire, subject to civil service rules, the persons who work for him; to assign and reassign functions; to shift resources within the agency; and to control the recommendations regarding the budgets of his/her subordinates. Only if he/she has these powers can the

optimal match be made between personal talents and substantive problems to accomplish work most effectively. The best control is to hold the agency head accountable for cost and performance.

For this reason, the Committee's organizational recommendations do not generally go below the level of the department head. We have recommended that there be a Commissioner of Administrative Services with responsibility for such functions as telecommunications, printing, and purchasing. We have not, however, tried to say that he should have three deputies or one deputy or that telecommunications and printing should be assigned to the same deputy or division director. Nor have we suggested that modules used to link computers to telephone lines should be assigned to his telecommunications division or his information systems (data processing division). We recommend that the Legislature also take this same view and repeal any statutes vesting functions below the commissioner level in any agency with the exceptions mentioned below.

In certain cases, such as major regulatory boards (e.g., the proposed Department of Business Regulation), specifying units within a department may be appropriate for the purposes of reducing administrative costs and making sure that no more departments report to the Governor than can be expected to be managed. However, assignment of power to the commissioner to appoint members of a regulatory board and the power to overturn quasi-judicial determinations of such a board would not be appropriate.

Each case must be considered on its own merits. The need is to strike a balance between providing enough authority to the department head to manage the department while preserving the independent regulatory status of certain boards, commissions or section heads, and preserving the integrity of some of the agencies being transferred.

### **Implementation Procedures**

The Committee has considered a number of major ways of implementing reorganization. The basic alternatives include:

(1) Establishing "reorganization act" procedures through which the Governor could submit reorganization plans which would have the effect of law unless vetoed within a stipulated period by either house of the General Assembly;

(2) Amending the Constitution, as some states have done, to set a ceiling on the total number of state agencies and a deadline by which the Legislature would have to get to that total; and

(3) Handling reorganization by the passage of laws through the General Assembly.

We believe that the third alternative is most appropriate as it avoids the time loss associated with amending the Constitution, avoids using the Constitutional amendment process for things that can be handled by statute, and brings the Legislature fully into the reorganization process.

We recognize that one of the difficulties the Legislature has had in implementing past reorganization recommendations has been the problem of translating the recommendations into specific statutory language. To assist the legislature the Committee is preparing draft bills to implement our recommendations.

### **CONCLUSION**

When all is said and done, people not structural charts, run government. Bad structure can make people less effective; bad procedures can make people less effective; but good structure and procedures cannot make good managers out of bad ones. It is also true that a bad manager in a large consolidated department can do more harm than a bad manager in a small agency. However, we suspect that Connecticut governors will try to appoint strong commissioners who show promise of being good managers.

Implementation of our recommendations will afford the Governor the opportunity to have a working cabinet, an institution that currently exists in the statutes but not in reality. The cabinet would be composed of the heads of the fifteen major departments plus the head of the Office of Policy and Management and could be used for collective discussion of major administrative decisions. Experience suggests that some chief executives find the institution of the cabinet to be very useful, while others do not use it at all. Governors who desired to use a cabinet system would at least have the option of having the heads of all agencies meet together in a reasonably sized room — an option that does not exist today.

We believe that implementation of our recommendations will also make the commissioner positions more attractive. There are fewer commissioners under the proposed structure, so smaller numbers of qualified and willing individuals need to be recruited to these politically sensitive positions. With a smaller number of department heads, it might also be possible for salaries to be provided at better levels without increasing the total compensation of agency heads. The success of restructuring state government (and for that matter current state government) is critically dependent upon the ability of the state to recruit and retain competent agency heads.

Further, we conclude that implementation of our recommendations would help to retain the competent employees already in state government and make future recruitment easier. By abolishing structural and procedural barriers to getting things done for people, this restructuring could increase the satisfaction level of state employees. Further, we believe that by treating personnel policies as important enough to be a function of the Governor's office, training programs, career ladders and other working conditions important to state employees would receive higher priority.

The pattern of government proposed in these recommendations and detailed in the later chapters of this report is designed to overcome the major defects within the existing structure of Connecticut government by fixing authority and responsibility to ensure accountability for performance, by establishing manageability through a narrowing of the Governor's span of control, and by providing for more effective delivery of services through restructuring on a functional basis. We do not suggest that this is the only pattern that could have been proposed, but are sure that this pattern will significantly improve the performance and slow the increase in the cost of state government.

Our challenge has been succinctly indicated by a recent report of the Advisory Commission on Intergovernmental Relations, which states,

The time has been reached where the twin principles of separation of powers and checks and balances

need full application at the state level. All states ostensibly adhere to these principles. But, in contrast to the decision of the Founding Fathers to create strong, but balanced, national government, most states in practice have adhered to a theory of pulverized power. At the state level, in contrast to the national, authority is not always responsibly divided and balanced, but is too often smashed into minuscule portions and scattered all over the public and private sectors. Multiple constitutional officers, line agencies, boards and commissions in the executive branch and frequently fragmented but usually shackled legislatures, combined with powerful pressure groups operating outside and sometimes inside both branches, all add up to a system that Madison would not applaud. Indeed the pulverization of the power of most state governments threatens genuine constitutionalism and the entire American federal system.\*

The burden of the Legislature and the public is to consider, examine, and deliberate upon the recommendations and to adopt, change, modify, and improve upon them. Our common goal is to make the necessary improvements to ensure that our instrument of government is equal to the 20th century task so that our common quest for accountability, responsiveness, manageability, and economy in government will be successful.

\*Advisory Commission on Intergovernmental Relations, *Improving Urban America: A Challenge to Federalism* (September, 1976), p.261

## 2. IMPROVING STATE GOVERNMENT MANAGEMENT

The reorganization we have recommended would, we believe, encourage better management of state government. But those changes alone cannot guarantee good management. Management improvements are also needed, and should be implemented no matter what is done about state organization.

Many citizens have the stereotyped view that all governments — state, local and federal — are mismanaged. While we recognize that the absence of clear measures of governmental effectiveness and the absence of competition may tend to make state government management difficult, we do not believe that Connecticut state government is inherently unmanageable. It is more difficult to manage than, for example, a private corporation for a variety of reasons — for instance, more rapid turnover of personnel at the top levels; absence of profit orientation; less flexibility in reassigning, rewarding and disciplining employees at lower levels; and the expectation that the Governor will spend a large percentage of his or her time on functions other than day-to-day management. These problems add to the challenge of state management, but do not suggest that there is no room for improvement.

### A COMMITMENT TO IMPROVED MANAGEMENT

No management technique will be of much help unless there is a fundamental commitment to manage by state personnel. The reorganization recommended by this report would improve the Governor's *capability* to manage, but obviously cannot affect any particular Governor's desire to manage. We hope that the citizens of this state will recognize the immense importance to them of selecting Governors who view day-to-day management as one of their most important tasks. No matter what the Governor's commitment may be, management can improve very little unless personnel in state service recognize the need to serve the public as effectively as possible. There is no procedure to guarantee that state employees will be committed to the persons they serve and that they will seek new ways to deliver service at less cost. Yet citizens will be unlikely to allocate additional resources to governments unless they are convinced that those funds will be used well.

### SETTING OBJECTIVES/MEASURING PERFORMANCE

A continuing frustration of citizens in trying to hold any government accountable for its performance is that there are no real standards for that performance and thus it is difficult to determine whether performance is adequate. Likewise it is difficult for a Governor to hold a

commissioner responsible for his or her performance if the Governor has no way to monitor it.

Goal-setting is the essence of effective leadership in any organization: "If the trumpet shall sound uncertain, then who shall heed the call?" is as true now as it was when first asked centuries ago.

Slightly over half the states now measure performance of state government in some organized way in at least some functions.\* Such measurement is a method for the Governor and Legislature to affect the efficiency of state programs and personnel. Connecticut state government should adopt goals and performance standards for all state functions.

In some cases these standards would be procedural, for example, that complaints to any regulatory agency be acknowledged within seven days and that initial investigatory action begin within 14 days. In other cases, the standards or objectives would deal with something that is generally under the control of the agency, such as a standard of state police response to emergency calls within 10 minutes. In other cases, the objective would be such that both state action and other factors would effect the desired result. This would be the case, for example, in the objective of cutting the Connecticut highway death rate: the result would depend upon the state enforcing speed limits but also on such factors as the use of seat belts and automobile design, which are not under the control of the state. In many cases the desired result would be so difficult to measure that substitute measurements of performance would have to be used. For example, it is easy to measure the number of students served by an educational program, but much more difficult to determine whether they learned something worthwhile.

As an example of the value of having such standards, consider the example of a state manpower training program. The basic objective is successful placement in a job that uses the training provided. Enough experience exists with such programs to set a standard on number of training-related placements, recognizing that achievement of the standard may be affected by factors beyond the control of the training agency, such as a general recession. Targets for achievement could be set through a dialogue between the people who deliver the service and their managers. The targets could ultimately be adopted by, or at least reported to, the Governor and the Legislature and the interested segment of the public. Once standards are established, managers would have a basis

\*Urban Institute, *The Status of Productivity Measurement in State Government: An Initial Examination* (1975).

for holding subordinates accountable for not performing up to target levels and rewarding them for exceeding them. The individuals working in the program would know exactly what is expected of them.

We are aware of the problems associated with trying to measure the performance of government and setting objectives for government agencies. However, the choice is basically between working without objectives and seeking to establish them. No amount of difficulty in setting rational objectives could lead to the conclusion that it would be better to try to operate without objectives. The evidence from other states shows it is possible to manage state government by objectives.

The movement toward explicit statement of objectives and performance measurement could be led by either the Legislature (as has been the case in some states) or by the Governor (as has been the case in others). Such a system could be implemented independently of the budgeting process or, preferably, combined with that process. In that bargain, the Governor and Legislature would agree to provide certain amounts and kinds of appropriations and the agencies would agree to provide certain kinds and amounts of services.

Whether the resulting budget objective documentation and process would be called performance budgeting, program budgeting, management by objectives or something else is of little consequence. What is of consequence is that with such an approach the budget process would proceed more rationally, productivity of agencies and employees would be improved, progress compared with prior years might be measured, and agencies could be held accountable by elected officials and the voters for service they provide.

If the Legislature or the Governor desired, guidelines for the budget to be prepared for submission to the 1978 session of the General Assembly could be provided that include various measures of performance, output, or effectiveness (e.g., number of cases successfully handled), workload measures (e.g., number of permits issued), and efficiency measures (e.g., cost to issue a single permit). These performance commitments could be considered in the Executive Branch as the Governor's budget is developed and reported to the Legislature as part of the budget documentation.

The setting of objectives and monitoring performance against them at the top levels of state government should be combined with similar processes at intermediate levels. For a commissioner to be assured of meeting performance commitments to the Governor and Legislature he or she should have performance commitments from middle-level subordinates. Comparably, for the middle-level managers to make such performance com-

mitments with assurance, they should have similar commitments from lower levels within their organizations. The existence of these commitments at all levels of the organization can thus be a mechanism for communication through all management levels. Such commitments can also provide the basis for a meaningful employee evaluation system. Such a system can open communication between the employee and the supervisor as well as provide the opportunity for managers to identify poor performers and to identify and upgrade the strong performers on reasonably objective criteria. In addition, such a system can improve employee satisfaction because it signals to employees and employers alike when a good job is being done. This type of evaluation also permits individual assessment encounters (written and oral) and makes it possible to place more emphasis on performance, as distinct from testing, in promotion policies.

## PLANNING AND BUDGETING

The Committee believes strongly that state government should plan for its own conduct in the future. Many key state decisions, including tax levels at one extreme and management training and office space procurement decisions at the other, depend upon having reasonably reliable forecasts of future state actions and their costs.

We urge state budgeting authorities to maintain some sort of forward fiscal plan, which does not need to be elaborately detailed nor fixed and immutable. However, such a plan would allow the Governor to focus on what he or she wants his or her contribution to be for the remainder of the current term and would provide the basis for reasonable fiscal planning. In addition, to provide the Legislature and public with comparable perspectives, we recommend that there be included two summary tables in the annual budget. The first table would show, for the next five years, the costs of continuing current state service levels and the revenues from existing revenue sources at existing rates. The second table would show the five-year implications of the specific expenditure and revenue policies recommended in the Governor's budget.

Better information cannot guarantee better decisions. However, we believe that if the Governor and Legislature have better performance information and projections of the costs of current and recommended programs, better decisions would likely result. The proposed Office of Policy and Management provides the place for bringing planning and budgeting together in the Executive Branch.

## PROGRAM EVALUATION

Government programs, once established, tend to

take on a momentum of their own, not necessarily responding to changed circumstances such as population and technological change and changing priorities. This tendency can be countered by making sure that there are both structures and procedures for periodic program evaluation.

In terms of structure, the Office of Policy and Management recommended in this report would provide a place for program evaluation within the Executive Branch.

In terms of process, we believe that the state should adopt some mechanism for the periodic review and appraisal of individual state programs. In the Legislative Branch this could take the form of periodic "oversight" hearings or, as in some states, the automatic expiration of laws authorizing the programs, requiring legislative action if they are to be continued. Several states have adopted this approach under what is called "sunset" legislation. We believe that this approach is particularly applicable to regulatory activities of state government to ensure that such regulation is for the benefit of consumers rather than to protect the regulated industries against competition.

In the Executive Branch, we also believe that periodic program evaluation should be built into standard operating and policy review procedures. The basic concept should be that commissioners and the Governor should look first to the termination and reduction of old programs as a way to finance new initiatives. Whether the concept is implemented by something called zero based budgeting or some other procedure that produces essentially equivalent results is less important than making sure that continuous review of current programs takes place.

## CONTROL MECHANISMS

In the private sector it is possible to organize work around "profit centers" within even the largest companies. The performance of profit centers is relatively easily monitored because the key elements of performance (sales, profit or loss) are easily recorded and understood. It is thus feasible to manage by results, with the corporate staff dealing with profit centers on matters of overall company policy and on demands made by such centers on the corporation, such as the demand for additional investment capital. The top level corporation staff does not normally become involved in day-to-day operating decisions of the profit centers.

In interviewing state agency heads and their subordinates, our staff discovered strong sentiment that state government should provide more flexibility for line managers in relation to such staff and support functions as budget, purchasing and personnel. Agency personnel

suggest that if they are held accountable through control over their overall budget and performance, there is no need to control their day-to-day decisions as well. Many of them would be willing to exchange more performance reporting and evaluation for less central staff involvement in decisions such as whether a particular position should be filled.

For example, there are many clearances associated with the decision to interview a candidate for a position. We suspect that the costs of this much checking outweigh any savings resulting from the checks themselves. While the detailed procedural requirements of the Department of Personnel and the Department of Finance and Control are the subject of another task force, we do hope that the implementation of our recommendations for a streamlined organizational structure and the use of performance measures will make it possible to place less emphasis on narrow purpose control mechanisms.

## PERSONNEL

No discussion of state government management would be complete without consideration of personnel management policies. Connecticut government service is critically dependent upon the roughly 39,000 people who provide that service. Our recommendation that the new Office of Policy and Management concern itself with overall personnel policy is intended to recognize this fact by placing personnel policy on a par with such subjects as budgeting and program evaluation.

Compensation policy and mobility are two key elements of any personnel system. While not long ago Connecticut was in the top 10% in the country in state employee salaries, it has recently dropped closer to the mid-way mark. There is nothing wrong with this fact, so long as salaries are still competitive. Collective bargaining will, no doubt, become a major factor in the determination of salary levels throughout the state service. However salaries are determined, the key point is that the salary system be competitive with comparable salaries available outside of state service and that the system provide incentives for good performance.

One, but not the only, way to provide incentives for performance is to offer mobility, as it is hard to motivate employees who are in "dead end" jobs. The performance evaluation system described earlier could be used as part of a general system to make sure that employees in every department would be considered for openings throughout state government. Management training could be expanded to improve mobility and career opportunity as well as to improve the employee performance in current jobs.

Recruitment of competent personnel is also key.

Presently administrative restraints, such as the requisition system and aspects of the examining system, reduce the potential pool of new employees. The Committee suspects that some administrative deregulation of this system would be desirable and that an aggressive recruiting approach utilizing advertising and searches would improve the quality of those hired.

## CONCLUSION

In the course of its deliberations the Committee has been told by several persons that organization of state government is not particularly important because good managers will do a good job in any organizational setting. We agree with this comment enough to say that we would like to see the management suggestions of this chapter

implemented regardless of what is done about state organization. At the same time, it is clear to us that the potential for improved management of state government is limited by the current organization. For example, we do not see how the state could undertake a major improvement in program evaluation without combining the capabilities of planning and budget staffs in something like our proposed Office of Policy and Management. We find it difficult to see how it would be possible for anyone other than a Commissioner of Human Services to develop an overall case management system that would bring the optimal mix of services to the aid of particular clients. Thus, in many respects improving management and improving organization are linked as parts of the solution to improving Connecticut government.

### 3. OFFICE OF POLICY AND MANAGEMENT

The functions being performed within state government fall into three distinct groupings: (1) line functions, which involve delivering a service to the public, such as making welfare payments or repairing roads, (2) support functions, such as state purchasing and accounting, which have no purpose other than to support line agencies so that they can do their jobs and (3) staff functions, which are neither direct service delivery nor support, such as planning, budgeting and central management. This section deals with the staff functions.

#### COMMITTEE RECOMMENDATIONS ON STAFF FUNCTIONS

The Committee recommends that the staff functions which are currently scattered throughout the state government structure be brought together in a new Office of Policy and Management, reporting directly to the Governor. The Committee includes the Governor's personal staff in an Executive Office of the Governor, along with six agencies which, as discussed in Section 18, the Committee believes should remain independent.

It is clear to the Committee and to many of the persons with whom we have discussed the subject that the Governor needs more staff support in order to stay fully aware of the activities of the state's departments and agencies and to coordinate effectively among the various agencies. The Governor's personal staff has simply not had time to work in detail in the coordination of individual social service delivery systems, or to deal in depth with such problems as the future of major Connecticut cities, land use or other broad policy questions that involve many different state agencies. The Governor has been reluctant to add to her personal staff to deal with these subjects. We consider this position to be reasonable, as we feel the necessary staff support can best be provided by a new Office of Policy and Management. This office would be responsible for staff work in the areas outlined below.

**Budgeting:** The budget function consists of issuing guidelines for state agency budget requests, reviewing these requests and advising the Governor on appropriate budgets, helping to explain the recommended budget to the Legislature, and administering the budget after it is passed. This function is currently lodged in the Department of Finance and Control along with certain support functions such as data processing and purchasing. This arrangement combines inherently dissimilar functions, namely major policy questions such as pay of employees, support of schools, welfare payment levels and financial relationships to local government which are inherent in the budget function with the management of support ser-

vices. This makes it difficult to recruit a suitable Commissioner of Finance and Control as a person who has specialized in support services is unlikely to be comfortable in the role of budget policy advisor to the Governor and a person who fits best in the role of policy advisor may make a poor supervisor of support services. In addition the combination of support and budget functions tends to give a "control" orientation to the support functions rather than a service orientation. This problem is further complicated because the heads of line agencies will have so many issues in the budget area to discuss with the Commissioner of Finance and Control that they will likely be reluctant to push on the adequacy of service from the support activities. Thus, we recommend that the budget function be separated from the support or administrative service aspects of the Department of Finance and Control and placed in a purely staff role reporting to the Governor. This change will also make it possible to integrate management and budget functions with planning activities.

**Management:** The Governor currently has no management staff, as such, which could assist in developing and implementing some of the management techniques described earlier in this report. There is a management section in the current Department of Finance and Control, but those people act more as an internal management consulting team for state agencies than as a management arm of the Governor. We recommend that this staff move with the budget function, to which they are closely related, into the new Office of Policy and Management.

**Planning:** The overall state planning function consists of providing a source of long range thinking and policy advice, administration of funds and coordination of regional planning bodies and the development of the proposed plan of conservation and development. In addition, the function includes work under the federal Coastal Zone Management Program and any land use planning and control activities on which Connecticut might later embark. Planning in state government can also include such activities as reorganization studies, goal setting, economic forecasting, and coordination of planning by individual state agencies, such as Transportation.

Overall state planning activities are currently organized with the energy function in the Department of Planning and Energy. We consider this arrangement undesirable for these reasons:

(1) The planning staff is so far removed from the Governor organizationally that it provides little support to the Governor's decision-making. The result is to unnecessarily burden the staff of the immediate office of the Gov-

error and to prevent the planning staff from having much influence on overall state policies.

(2) The placement of planning and energy program operation in the same department combines an agency which is expected to coordinate a group of other agencies with a function that it is supposed to be coordinating.

(3) Budgeting and planning should be integrally related. When budgeting and management are separated from long range policy and goal setting functions of state planning either the planning operation tends to duplicate some of the analytic capabilities of the budget unit or the planning tends to slip into organizational oblivion through lack of contact with the Governor on the many matters that are brought to his or her attention in the budgeting process.

The Committee recommends that the planning function be combined with the budget function in the new Office of Policy and Management. The combination of these functions in one office should make it possible for the state to use state plans as a basis for action rather than as simply a part of a paperwork system. Meaningful use of five-year budget plans, for example, can provide the basis for better decisions about tax policy, office space acquisition and disposal, and data processing equipment purchases.

*Intergovernmental Relations:* Effective organization of the intergovernmental relations function in state government is critical to the development of state policies toward local government and state positions on federal legislation and regulation.

Currently, responsibility for dealing with local governments on overall issues is divided between the Department of Community Affairs and the Office of the Lieutenant Governor. The state programs of local government liaison have focused primarily on providing technical assistance to local government officials in such areas as housing and planning. While supportive of technical assistance, the Committee believes that, where possible, it is better to turn funds for technical assistance over to local officials and let them choose where they wish to get their assistance.

Technical assistance presumes that there is a problem that can be solved by local officials if only someone would tell them what the technical solution is. Such assistance is inherently inapplicable to problems that have both causes and solutions that lie outside of the jurisdictional reach of the local officials involved. Current central city problems in Hartford, Waterbury and New Haven, for example, are hard to address working only with the resources of those local governments. State concern for local government should mean facing these problems

and potential state action to deal with them. While the Committee takes no position on the value or desirability of these devices, we believe that someone close to the Governor should be considering such alternatives as limited sharing of tax base within a metropolitan area, assumption of some functions now performed locally by regional government, possible modifications in the state's role in financing education, potential delegation of authority and funds to local government for certain problems, etc.

Other local government problems will be found outside of the central cities. Suburban areas are experiencing rapid growth and need to relate closely to each other and state government in determining how to cope with growth, the extent to which it can or should be regulated, and how to fulfill the many demands for public infrastructure (schools, roads and sewers) that accompany growth. An entirely different set of problems exists for smaller towns throughout the state that face difficulties associated with stagnant economies.

Both the sources of these overall problems and their solutions cut across many different state agencies. Economic growth stimulation efforts, transportation decisions, housing policy, distribution of money for sewage treatment projects, education financing, health facilities decisions and many other separate activities of state government help determine the urban environment — for better or worse. The people who deal with these problems at the state level need to be outside the environment of a single department, and in a staff relationship to the Governor sufficiently close to decision-making so that these overall concerns of local government can be considered in major Gubernatorial decisions.

State policies affecting local government are closely related to federal policies in such areas as education, housing and community development and transportation. We believe that it continues to be desirable to keep the overall responsibility for state-federal relations in the same office that houses the state-local relations function. Currently the state-federal relations activities are concentrated in the office of the Lieutenant Governor. The location of these functions in the office of the Lieutenant Governor is a very unusual pattern of organization among the states. Therefore the Committee recommends that the function be placed in the Office of Policy and Management.

While each Governor and Lieutenant Governor will have to work out the arrangements best suited to themselves, the Committee believes that the importance of the overall relationship with the federal government is too important to be delegated outside of the Governor's immediate control. The federal government accounts for a

major proportion of state government revenues. Federal policies are constantly under consideration (e.g., national health insurance and welfare reform) which have potentially massive impacts on Connecticut's people and the state's financial health. Furthermore, a number of Governors in the Midwest and New England states have been working to change what they consider to be the overall discrimination built into the federal grant system against the economic health of those states. The Governor should be taking the lead with state agencies in these and other problems.

Problems of coordination could be reduced by bringing the intergovernmental relations function into the Governor's office. For example, when dealing with the New England Regional Commission, is the primary concern planning (Planning or Energy Policy) or federal-state relations (Lieutenant Governor's Office)? The Office of Policy and Management avoids such problems.

*Energy Policy:* The overall energy policy functions of state government are currently integrated with planning functions in the Department of Planning and Energy Policy. The energy policy function actually consists of several distinct functions. The first is energy planning, which is a complex of activities revolving around understanding the existing uses and supplies of energy and the implications of alternative supply and demand situations in the future, including energy models and forecasts. From such analyses come policy recommendations on both state and federal policy regarding energy. This energy planning function is closely related to overall state planning in several respects. The function provides data and information for planning and action in a number of different state line agencies, such as Environmental Protection, Power Facilities Evaluation Council, Public Utilities Control Authority, and Transportation. The function also interacts strongly with land use planning activities.

The second energy function is the promotion of energy conservation. Campaigns to promote fuel conservation and encouragement of public policies to this end are involved.

The third major energy function is the design and administration of controls in anticipation of and during periods of energy supply emergencies as, for example, would occur with another Arab oil boycott.

We recommend that responsibility for all three of these activities be moved with planning from the Department of Planning and Energy Policy to the new Office of Policy and Management. However, recognizing its role as a staff, not a line agency, the Office of Policy and Management would be expected to delegate tasks of energy program operation to appropriate line agencies. For example, in the event of another energy emergency,

the large staff required for the administration of a "set aside" or controls program should be developed by the recommended Department of Public Safety. This department would have the capability for large scale decentralized clerical operations (in its vehicle licensing function) and can relate directly to emergency situations (in its civil defense and national guard functions). If major financial support for energy conservation is to be provided, the administration of such programs could be delegated to the appropriate line agencies. For example, if funds are being provided to subsidize insulation of housing, this program could be administered by the proposed housing division of the new Department of Economic Development and Agriculture.

*Personnel:* State government can only be effective through its personnel. No quantity of good management tools and strengthened organization will improve government services if the state's employees are not competent, well trained for their jobs, and highly motivated.

In their interviews of line agency officials, the Committee's staff uncovered a high level of dissatisfaction with the operation of the state's personnel function. Some of this dissatisfaction is related to specific procedures which can be improved. However, we believe that some of the problem is related to a general attitude toward the personnel function as reflected in the Department of Personnel and its organizational relationship to the Governor and her staff. In our view the main problem is that personnel is not recognized as a vital part of management. The Committee urges a recognition at all management levels of state government that people who work for state government are important and that a good personnel office does more than simply administer the civil service statutes.

To make sure that this recognition takes place the Committee recommends that a small (three or four person) unit dealing with personnel problems and management improvements involving personnel be lodged in the new Office of Policy and Management. This unit would not have operating responsibility for the state personnel system (which would continue to be lodged in a personnel operation that would become part of the proposed Department of Administrative Services). It would have responsibility for major policy recommendations to the Governor in such key areas as the working hours for state employees, compensation policy, labor relations and policies regarding employee payment for food and lodging furnished by the state. It would be expected to recommend improvements in training and mobility of state employees and generally to encourage employee satisfaction and motivation.

*Program Evaluation:* We recommend that the Office

of Policy and Management be given a major program evaluation function. Some program evaluation is implicit in the assignment of the budget and planning functions to this office. Additional program evaluation should be undertaken as part of the periodic reviews of programs suggested in section 2 of this report. Such evaluations should extend to activities of state government that do not consume substantial state resources (e.g., regulatory activities that impose costs on the private sector or limit competition) as well as those that do.

*The Special Problem of Revenue Bonds:* Connecticut currently has several agencies which are given authority to issue revenue bonds, bonds which are not general obligations of the state and do not pledge the full faith and credit of the state to the repayment of the debt. The funds for repayment of the bonds come from the revenues of the projects which they finance. Agencies currently authorized to issue Connecticut revenue bonds include the Connecticut Resources Recovery Authority, Connecticut Housing Finance Authority, and the Connecticut Health and Educational Facilities Authority. As of July 1, 1976, these agencies had outstanding obligations of \$426 million and annual debt service requirements of \$23 million.

The organizational arrangements under which these agencies operate have been established consistently with the view that the agencies are not in a position to do the state any harm. In theory, at least, once their charters are set by the General Assembly, the agencies will be regulated by external forces at no risk to the state. The housing agency, for example, will finance housing that will go in places where there is a demand for it (otherwise there would not be sufficient revenue to support the debt service) and the bond market forces will guard against over-investment, as excessive issues of bonds would be met by market resistance in the form of higher interest rates and/or inability to sell the bonds. Even if matters turn out badly, it is legally the bondholders, not the state government or the state's taxpayers, who lose. Thus, the theory goes, there is no need to control these agencies as closely as agencies that use the state's general funds.

The Committee suggests that this theory is subjecting the government of Connecticut and its taxpayers to large and unjustified risks. Enough evidence is in from revenue bonding agencies in other states to indicate that it is certainly possible for such independent revenue bonding authorities to present major unanticipated problems for the state treasury. In New York, for example, the state was subjected to major financial drains in the midst of other fiscal problems by the inability of the Urban Development Corporation to finance its own operations. A similar situation has developed in housing in Massachusetts. The response of both states has been to decide that a default on the revenue bonds would adversely affect the overall

credit of the state, frustrate the achievement of the objectives of the revenue bonding agency, and make it difficult to sell revenue bonds through the other revenue bonding agencies. As a result, these states have decided that it is necessary for the general funds of state government to stand behind the revenue bonds. It is quite possible that a similar logic would lead to similar decisions in Connecticut.

The Committee believes that Connecticut state government should be as careful in issuing revenue bonds as in issuing general obligation bonds. Thus, we recommend that these bonds be issued only by the Treasurer of the state, with the receipts segregated for the use of the revenue bonding agencies on whose behalf the bonds were issued. Bonds could only be issued with the consent of the Bond Commission as to purpose and amount. The anticipated revenue bond issues and a general outline of the projects that they will be used to finance should be included as part of the budget submitted to the General Assembly by the Governor.

*Relationship to Line Agencies:* The Office of Policy and Management would be a staff rather than a line agency. It would not run any major programs of state government. *In no sense would the commissioners of the line agencies report to the Director of Policy and Management.* The influence of this person and the agency which he or she would head would be dependent upon the ability of the agency to make successful recommendations to the Governor. The Governor's ability to make good decisions should be enhanced by the types of analyses and alternatives that this office would make available, but the purpose of the office is not to assume the Governor's decision-making role.

*Expected Benefits:* The creation of the recommended Office of Policy and Management would:

- (1) Bring together staff functions in personnel policy, intergovernmental relations, budget and management and planning which are now spread throughout state government in five separate agencies,
- (2) Encourage the integration of planning, budgeting and program analysis, and
- (3) Provide increased staff support for the Governor without increasing either the Governor's personal staff or requiring additional expenditures by simply using better the funds that are already being spent on staff functions in various departments.

The Committee expects that this office would set a standard of professionalism for state government, as similar offices have done in other states and the federal government. The office should consist primarily of people who expect to move into various line agencies of state government, or who have already had experience in such

agencies and are reentering the office at a higher level.

The Office would be expected to perform the initial fact gathering and identification of alternatives on policy issues of interest to the Governor and her immediate staff, thereby relieving that staff of that workload. The Office also could be used by the Governor for some of the work involved in the review of bills presented for the Governor's signature. Finally, it should be possible to improve the utilization of clerical personnel because the budget workload tends to peak at times when the Governor's office is less busy, and the budget office tends to be less busy when the Governor's office is in its peak periods.

In terms of the organization and functions of the personal staff of the Governor, we feel that the subject should be left to the Governor. The Office of Policy and Management would represent a continuing reservoir of professional assistance to the Governor and would be expected to play this role in essentially uniform ways from one administration to another. On the other hand, the personal staff of the Governor can fluctuate depending upon the interests of the Governor and the workload at the time. Thus, we favor continuing to allow the Governor to appoint his/her own staff and assign their functions without regard to civil service classifications and procedures.

Because the functions are staff rather than line, it is difficult to measure whether they are being performed successfully and equally difficult to claim that specific quantifiable results will flow from this proposed reorganization. However, we believe that these major advantages can be achieved from this reorganization.

(1) The Governor will be able to receive quick and competent staff work on a variety of detailed substantive issues, staff work that is not readily available under the current system.

(2) Local governments will be able to approach state government at a level high enough to get things done.

(3) Tying together the federal relations function and the budget function will tend to improve the ability of state government to fund programs with federal dollars which would otherwise represent a drain on state dollars.

(4) The state will be able to approach collective bargaining with a staff equipped to handle it.

(5) A more systematic job of program evaluation will be done and in an agency that can use the budget function to ensure implementation.

(6) The planning staff will not be tied to the leadership of a particular line department and will be in a better organizational position to be effective.

## 4. ADMINISTRATIVE SERVICES

### CURRENT SITUATION

This chapter deals with support functions — such as personnel, purchasing and data processing — that are not ends in themselves but exist to help other agencies deliver services to the public. The Committee recommends that a Department of Administrative Services be established to house all support functions. This department would consist of the current Departments of Finance and Control (minus budgeting, which would go to the Office of Policy and Management, and central collections, which would go to the Revenue Services), Public Works (minus some regulatory functions which would go to Public Safety) and Personnel. Current diffusion of responsibilities for these activities is described below.

The purchasing function is now performed by several departments. The Department of Public Works purchases property and space in order to house state agencies. The Comptroller's Office is responsible for purchasing and providing office furniture, stationery, general office supplies, telephone and air travel. Within the Department of Finance and Control a purchasing division is responsible for obtaining all other supplies and services.

The Capitol Center Commission consists of the Commissioners of Finance and Control, Public Works, Commerce, Chairman of the Commission on the Arts, legislators, gubernatorial appointees, and the Chairman of the Hartford Committee on the City Plan. Its task is to create a master plan for the development of a Capitol Center within Hartford. The commission may acquire property by purchase, lease, or gift. While a master plan has been developed, the state's financial picture has not enabled the commission to acquire property by purchase or lease. Indeed, the Capitol Center Commission has met infrequently in the last several years.

Printing functions are partly decentralized in various agencies with their own printing facilities, and partly provided by the Secretary of State. Approval for publishing rests with Finance and Control.

Records management is currently lodged under the State Library through a Records Management Committee, which sets record management standards for state and local government.

Data processing authority is centered in the Department of Finance and Control, although other agencies have their own computing facilities.

Seven governmental bodies perform personnel-related functions. The Personnel Department performs the normal personnel functions, such as recruitment and classification. Policy is set by the Personnel Policy Board, composed of the Commissioners of Labor, Personnel, and

Finance and Control, a representative of public higher education and three public members. The Personnel Appeal Board hears and decides disputed claims between state employees and management. The State Employees Group Insurance Commission handles the procurement of group insurance. The Medical Examining Board for State Employee Disability Retirement, the State Employees' Retirement Commission and the Teachers Retirement Board all deal with pensions of state employees or employees of political subdivisions of the state.

Central accounting functions of state government are handled by the Comptroller, although the Department of Finance and Control is involved through the allotment process.

While Connecticut's organizational structure for central administrative service is not much different from that found in many states that have not undergone reorganization recently, one aspect that is different is having the Comptroller responsible for parts of such central services as purchasing and travel control, over and above the involvement that is inherent in the accounting role. In the reorganized states, Departments of Administrative Services which combine all support functions, or all those functions except personnel, are common.

### Committee Recommendations

The Committee recommends that *all administrative and housekeeping services be combined in a new Department of Administrative Services*. This department would have responsibility to implement the Governor's ground rules for centralized or decentralized service to line agencies.

This reorganization will solve a number of problems associated with the current organization. First, it will make it possible for the person in charge of most administrative services to devote full time to aiding other state agencies. As long as the budget function remains combined with administrative services, the Commissioner can spend little time on administrative services because of the immense responsibilities of the budget function. Yet he or she has such a powerful position in state government that agencies are reluctant to complain to the Governor about how the administrative service function is handled.

Second, a number of jurisdictional problems among agencies under the Governor, and between those agencies under the Governor and agencies under elected officials can be avoided. For example, when a data processing installation is to be made a part of a new state building and connected to leased telephone lines, the Commis-

sioner of Administrative Services can determine who is responsible for the necessary decisions. Currently such a situation gives rise to jurisdictional questions among Finance and Control (computers), Public Works (the building) and the Comptroller (telecommunications).

The recommended organizational structure will also permit streamlining of some of the procedures which line agencies find so confusing. For example, the current Form 14 (requisition for personnel) is done in sextuplet. The form must be reviewed and initialed by four Personnel employees, by four Finance and Control employees, and returned to Personnel for logging and one final signature. One state official shared with the Committee's staff a log of 24 phone calls made over an 88-day period in an attempt to speed this process for one decision.

The Committee notes that departments organized along the lines of this proposal have been functioning successfully in other states for years.

Stripping certain regulatory functions (now in Public Works) and the budget function (now in Finance and Control) away from the support services should have a very salutary effect on the experiences of state agencies with the service function. No longer would the function be

viewed as a "control" operation, though controls would continue to exist on such matters as permissible classifications and purchasing procedures, but rather as a service operation to be judged by how economically and effectively it supported the agencies serving the public. The agency's mission would be service, and we would expect that the heads of the line agencies could be quite persuasive with a Governor if the services were not provided well.

Because the functions of this department would have close parallels to business operations we would encourage the commissioner and his top staff to utilize informal ad hoc groups from the business community to advise on improving procedures. We would also suggest that the department — with encouragement from the Office of Policy and Management and the line agencies — constantly test its costs against the costs that would be incurred if the agencies were permitted to purchase services directly from the private sector. The rationale for asking agencies to use a central service state agency rather than letting them contract elsewhere is presumed economies of scale. If those economies do not develop, there is little reason to continue using the central services.

## 5. HUMAN SERVICES AND INCOME MAINTENANCE

### CURRENT SITUATION

#### Department of Social Services

The current Department of Social Services administers the state's public welfare system. The department is headed by a commissioner appointed by the Governor. The Commissioner is advised by a gubernatorially appointed Citizens' Advisory Committee on Social Services, with 12 members serving four-year terms with appointments being made every two years. The Commissioner is an ex officio member of the committee.

The Department of Social Services administers the federally assisted Aid to Families with Dependent Children Program and the Aid to Families with Dependent Children with Unemployed Fathers Program, operates the federal Food Stamp Program, and provides a variety of other social services including rent and emergency assistance. The Agency administers Title XX of the Federal Social Security Act which provides funds for comprehensive social services, including many services purchased from other state agencies. The department also administers the Work Incentive Program jointly with the Labor Department, and has responsibility for supplementation payments to recipients of the federal Supplemental Security Income Program for the aged, blind and disabled. The Department of Social Services also has the current administrative designation for the Medicaid program, which makes payments to health care providers serving Connecticut's medically indigent, mostly welfare recipients.

#### Department on Aging

The Department on Aging created in 1969 is a relatively small agency, headed by a gubernatorially appointed commissioner. The department administers several federal and state programs including the Older American's Act and the National Nutrition Program. Under these federal-state cooperative programs, the department provides a variety of services to the elderly, including meals on wheels, preretirement education, geriatric nutritional education and services, and physical fitness. In addition, the elderly are provided a variety of support activities to aid in finding jobs and access to other state social services of which they may be in need. An advisory council of 24 members, which includes both officials from other state agencies and private citizens, serves the agency.

#### Department of Children and Youth Services

The Department of Children and Youth Services (DCYS) is headed by a Commissioner appointed by the Governor. The department was created in 1970 to provide custodial, treatment, and rehabilitation services for delinquent youngsters and to develop programs for the prevention of juvenile delinquency. In 1974, state legisla-

tion moved DCYS into a "Lead Agency" role for the provision of a wider variety of services to children in need. The department currently provides those social and protective services for children which were previously provided by the Department of Social Services. In addition, DCYS includes the administration of adoption and foster care programs, aid to unwed mothers, and programs for children with certain educational disabilities.

Legislation enacted in 1974 further expanded DCYS's functions. Children's psychiatric services were transferred from the Department of Mental Health to DCYS, and DCYS was given additional authority to plan, coordinate, and implement a child care system for Connecticut. In order to plan for and facilitate the transfer of psychiatric services to DCYS, a nine-member commission was established. In the last session of the General Assembly this commission was changed into a body with wider scope called the Commission on Children's Services. Now composed of 13 members, including state officials and public members, the reconstituted commission is to assist the agency in the planning and coordination of a comprehensive child care system. There is also a 14-member State Advisory Council on Children and Youth Services appointed by the Governor for four-year terms, which advises the DCYS Commissioner. He is an ex officio member of this council.

#### Department of Mental Retardation

The Department of Mental Retardation, which until recently functioned as an Office of Mental Retardation in the Department of Health, is responsible for a diversified program of services to the mentally retarded, including the operation of a system of training schools, regional centers and leased group homes. It also engages in licensing and certification of public or private residential facilities, provides for foster care placement of retarded individuals, and gives grants to private agencies aiding the retarded. The department additionally administers the federal developmental disabilities program.

#### Division Of Vocational Rehabilitation

The Division of Vocational Rehabilitation and Disability Determination is currently an operating division of the Department of Education. The division administers the federal Vocational Rehabilitation Program, which seeks to enhance the employability of disabled persons. Disability is broadly defined under this program to encompass, in addition to physical and mental handicaps, emotional disturbance or handicaps stemming from poverty and related conditions. The division also runs special programs of work-related rehabilitation for alcoholism and drug-dependent clients.

## Related Rehabilitation Agencies

Closely related to the Division of Vocational Rehabilitation is the Division of Workmen's Rehabilitation, currently linked to the Workmen's Compensation Commission. This agency provides a similar range and type of rehabilitation services specifically for disabled workers who have been injured on the job and receive workmen's compensation awards. Basically, any person eligible for workmen's rehabilitation is eligible for the broader vocational rehabilitation program. In addition, the Board of Education and Services for the Blind operates another program of quite comprehensive rehabilitation services for visually handicapped individuals. This board consists of six public members appointed to four-year terms by the Governor and includes the Governor and Chief Justice of the Supreme Court, *ex officio*. Finally, the Commission on the Deaf and Hearing Impaired, a commission of both agency and citizen members, both advocates and attempts to facilitate the development of rehabilitation programs for the deaf and hearing impaired. Some direct counseling and interpreting services are provided as well as referrals of the hearing impaired to other agencies.

## Human Resources Development Bureau

Now located within the Department of Community Affairs, the Bureau of Human Resources Development operates programs of child day care and "human resources development." These problems are targeted for families living in poverty and include such activities as job development and manpower training, referrals, community recreation programs for low income families, provision of emergency food and medical services, and mobility training services. As the state economic opportunity office, the Bureau also coordinates with local economic opportunity programs. Child day-care support provided by the Bureau of Human Resources Development subsidizes over 80 child day-care centers.

## Other Child Day-Care

The Office of Child Day-Care, which reports to the Governor, is engaged in developing standards for day-care centers and attempting to develop a general child day-care policy for Connecticut. The office is aided in those tasks by the Child Day-Care Council which is composed of six agency members and six public members. Day-care centers are licensed by the Department of Health, and family day-care homes are licensed by the Department of Social Services under an agreement with DCYS.

## Other Social Service Entities

In addition to these operating line agencies, there are other social service-related bodies. These include: (1) The Connecticut Manpower Services Council and the Connecticut Manpower Planning Council, which generally supervise the federally assisted Comprehensive Employment and Training Act targeted for disadvantaged unemployed; (2) The Governor's Council on Opportunities for the Spanish Speaking, created by executive order, which attempts to provide advocacy and emphasis for programs for Spanish-speaking individuals within the state; (3) The Cuban Refugee Program Committee; (4) The Council on Human Services; and, (5) The Indian Affairs Council. There is also a wide variety of other advisory councils or committees associated with all these line agencies.

There have been at least two major studies in Connecticut which recommend a consolidation of human service programs. The Zimmerman Commission and the Etherington Commission both proposed that all of the state's human service functions, including health services, be consolidated into a single department of human services. When specific legislation to implement the Zimmerman Commission's plan failed to pass the General Assembly in 1973, the Council on Human Services was established to try to facilitate coordination among human service agencies generally and to develop another plan for a department of human services for later presentation to the Governor and the General Assembly. However, the council was not notably successful — there was considerable dissension between the public members of the council and the commissioners of the human services agencies involved. There was also apparent dissatisfaction with the council's focus on operating demonstration projects funded by federal grants, instead of developing procedures for the coordinated delivery of human services. In addition, the council did not succeed in developing a plan for a Department of Human Services.

Human service programs in Connecticut are uneven, scattered and overlapping. Responsibility for provision of specific services to specific individuals is often unclear, coordination not provided for, and accountability diffused. A few examples will illustrate this point:

- Departments operate on dissimilar organizing principles. Some are concerned with specific types of services such as welfare, rehabilitation, and counseling for all kinds of people. Others are concerned with all kinds of services for certain categories of people such as the aging or children and youth.

- The different organizing principles used in structuring current Human Service agencies present some of the most serious service delivery problems. For example, during the course of the hearings, the Committee was told that children are very "special" and their problems should be handled in a special way with all necessary services to children being provided by a single agency. However, the Committee was also told that mental retardation is a life-long problem and must be dealt with over a lifetime. These two statements present some interesting problems. Who worries about making sure that a retarded child is appropriately transferred to the proper agency at the age of 18, or some other age of majority? How is this transition to be handled? Whose responsibility is it to prepare the child for the inevitable transition?
- The night clerk at the Thomas Hooker Hotel in Hartford finds a 78-year old woman sitting in her room, weeping. She has no friends, no family. She has lived in an Asylum Hill rooming house which is being torn down. She lives on Veterans Administration benefits and social security; she has notified them of her change of address, but the checks didn't come at the end of the month, and her follow-up calls have been unavailing. The clerk calls a United Way trouble-shooter who "walks her through" the programs of the Department of Social Services (DSS), Social Security, Veterans Administration, Hartford Housing Authority, Larabee Fund, Meals-on-Wheels, Dial-a-Ride, Salvation Army, Health and Aging. He (literally) gets her back on her feet again, having cut the red tape that prevents the DSS worker from getting authorization to replace the woman's artificial leg. He is no more capable or compassionate than the others, just less encumbered and more knowledgeable about the fragmented system, having been put there for that purpose by DSS, which pays three-fourths of his costs, and the United Way, which pays the balance.
- In one town, a large corporate homemaker service vacuumed up the life savings of its client, an elderly lady living alone who had had a minor stroke. The agency continued to deliver the services, seven days a week, 24 hours a day, without utilization review, until unpaid bills amounted to \$23,000. It then billed the town, which, after a conservation hearing in probate court, settled under protest out of court for \$10,000. The client's doctor testified that the over-use of the service had

rendered her more incapable because it had prevented her from performing strengthening tasks for herself. Because her incapacity was irreversible by the time of the hearing, she was put on complete public support in a nursing home. There is no peer review and no state standard-setting or regulation for the company, which says its "employee's meet its own standards."

- A mother of five children has strangled her youngest. The father seeks a homemaker because he wants to keep the other four together and to keep his job. The Department of Children and Youth Services (DCYS) can't provide the homemaker without forgoing federal reimbursement unless prior authorization has been given by DSS. This is cumbersome and time-consuming; the father needs help now. The DCYS worker resorts to a variety of expedients, including her own time and money, to hold the situation together until authorization comes through. Meanwhile, other children with psychotic mothers await the worker's attention.

These few examples and others heard at the committee's hearings were not meant to point blame at particular state officials or employees. Rather, they illustrate the difficulty in pulling together the wide range of human service programs to help those in need promptly. This difficulty stems almost exclusively from the lack of an administrative structure which could require coordinated delivery of state services.

The absence of a rational administrative structure gives rise to a number of fundamental service delivery problems. One is the non-existence of adequate case management. A fundamental problem in the human services field is that each separate agency has its own narrowly defined set of services, its own client intake system, and its own method of client follow-up. Entry into the human service system is uneven. Clients may be told that the only services available to them are those that one agency has to offer. If an individual client or a family requires multiple services, there is no simple, uniform, or reliable means for providing intake, problem assessment and diagnosis, and case management for the family and no way of assuring that referrals of the client to needed services are actually accomplished.

Another issue is inefficient use of resources. It seems clear that the fragmentation of human service agencies causes a substantial drain on the limited resources available to all of the agencies providing care. This is due to duplicate administrative support systems in each separate agency, multiple home visits by case workers from sev-

eral agencies, duplicative paperwork, etc.

Finally, the lack of systematic planning to relate the public human service system to private sector service agencies causes further gaps. Under federal legislation which amended the Social Security Act, there is a provision for developing a planning process for the coordinated provision of social services to both public and private sector clients. However, the Title XX program, as currently operated by DSS, does not even reach out to all parts of the public sector social service system.

During the past seven to ten years, over 26 states have created relatively comprehensive human service agencies. A "comprehensive" agency is defined as including public welfare and at least three other major human service programs. These more comprehensive human service agencies have been studied at some length to determine both what they are doing and how well they are doing it. Findings on the latter point have been somewhat inconclusive. However, two things appear evident. First, most elected officials responsible for policymaking in the state with regard to human services programs (Governors and Legislators) believe that comprehensive human service agencies work better than fragmented systems. Accountability is enhanced, management is made easier, and policy priorities come closer to being implemented. Perhaps more important, only in those states with a confederated or consolidated human services agency have any significant steps been taken toward actually integrating and coordinating service programs at the point of delivery. On the other hand, it is very difficult to consolidate social service systems. Careful attention must be paid to working out potentially serious conflicts with federal legislation and with highly detailed federal regulations which govern the provision of most human service programs. However, while problems exist, no state which has built a comprehensive human services agency has dismantled it.

These comprehensive agencies take several different forms. Some of them are simply loose "confederations" of semi-autonomous, service-providing agencies coordinated by a departmental head or secretary, having budget and planning authority over previously independent agencies. Others are referred to as "consolidated" whereby formerly separate social service programs tend to become operation divisions of a larger department. Administrative and support functions, like personnel, management information systems and training are consolidated at the department level in addition to budgeting and planning. Still more comprehensive human service agencies have attempted to erase the lines between formerly independent social service programs and organize the agency to provide a wide range of needed services to

all clients without labeling the services individually.

Outside of the 26 states which have "comprehensive" human service agencies, the normal pattern is fragmentation, without significant recurring patterns or combinations.

## COMMITTEE RECOMMENDATIONS

Several major concerns have shaped the Committee's recommendations in the human services area. First, the Committee is convinced that the key to improving human services lies in coordinating and integrating now separate service programs at the point of delivery to the client. In fact, during each of the public hearings, both representatives and clients of human services agencies emphasized the need for better program coordination and encouraged the Committee to emphasize the improvement of service delivery. One major suggestion was that a coordination system be established in the Governor's office. Under this plan, the commissioners of the various human service agencies would be "coordinated" by a central staff using the authority of the Governor. Aside from the fact that such an approach seriously confuses staff and line functions, the Committee believes that this is not substantially different from having coordination power vested in a director of a consolidated confederated human services agency.

While some have argued that necessary coordination can occur voluntarily by mutual agreement of the many agencies involved, there is no evidence of significant movement in this direction. The failure of the Council on Human Services in Connecticut and the absence of any voluntary coordination systems in other states make a persuasive argument for some method of *requiring* service coordination.

Second, the Committee is committed to preserving and strengthening successful human service programs. It is not our intention to damage any agency or its clientele through reorganization. However, the Committee does not accept the premise that a *separate* agency for each set of services or each special client group is required to assure "good" programs. The Committee has no objective evidence to support the view that combining agencies into a broader administrative framework does any harm to any program or group of people. The only study mentioned to the Committee (by the Board of Education and Services for the Blind) which reaches such a conclusion specifically rejects the use of objective data for comparing state programs.

As a third point, the Committee is impressed by the dissimilarity between "income maintenance" type programs (welfare cash payments, food stamps, Medicaid

vendor payments, etc.), and "Human Service" programs (children's protective care, rehabilitation, community group homes for retarded, etc.). The first set of services is not only oriented toward more routine technical and clerical matters of determining eligibility and issuing checks, but also carries — perhaps unfairly — the stigma of being "charity" or a "dole." The latter group of services is more often seen as programs aimed at helping people who want to help themselves. Many of the people entitled to these services are not "on welfare" and say they do not wish to go through procedures that are sometimes described as being "demeaning." This may just be another way of saying that they don't want to be considered as welfare recipients. Perhaps more important, the Committee believes that public support for all human services is substantially undermined by a lack of citizen confidence in the efficiency and honesty of the welfare system. To the extent that the people of Connecticut believe that welfare fraud or cheating is widespread, they will be unwilling to support needed human services programs. Conversely, if the people believe that welfare programs are handled in an efficient, fair and honest fashion, their basically compassionate nature will result in continuing support for critically needed services.

Finally, the Committee acknowledges that no single set of organizational decisions can solve all of the problems related to individuals or families with a wide range of needs. Even if most human service programs were brought into a broader agency, there would remain a need to coordinate with other state agencies for educational services, job referral, and other supportive services. The specific recommendations which follow will substantially improve the current situation but provide no panacea in eliminating all interagency coordination problems.

#### **Department of Human Services**

*The Committee recommends that a new Department of Human Services be created which will include all of the human service functions mentioned heretofore with the exception of the income maintenance programs which are discussed later.*

The Department of Human Services would be headed by a commissioner appointed by the Governor and subject to legislative confirmation. There would not be a board having administrative power for the human services system although a variety of advisory councils, as deemed appropriate, could be created to assist the commissioner. Current boards, such as that for Education and Services to the Blind, would be retained for policy advisory purposes as would all agency-specific boards. However, the Council on Human Services would be abol-

ished. The department would have principal responsibility for the development of integrated provision of social services, child day-care in all its aspects, rehabilitation services, services to retarded citizens, children and youth services, and services to the aging. It would also have responsibility for administering manpower planning and Title XX planning, and would develop programs of special emphasis, such as those for the handicapped, hearing impaired, blind, and Spanish-speaking.

The Commissioner of Human Services, subject to appropriate consultation with the Governor, should be free to adopt an internal organizational pattern designed to provide for the closely coordinated provision of social services to those in need. This would permit the commissioner to continue innovative approaches to service delivery if he or she chooses. The commissioner would have a staff office, which would have responsibility to develop methods for integrating human services delivery and developing policies regarding that mission. Other department staff functions would include budgeting, personnel policy and training for the department, and program development. Planning for the coordination of human services would also be consolidated into a planning staff at the commissioner's level but line units would continue to perform planning for specific programs.

With regard to mental retardation, the committee believes that services to retarded and developmentally disabled citizens would function best within the framework of the Human Services Department, probably as a separate division. Internal coordination with other human service programs should prove beneficial to the clients of the mental retardation program.

The Committee also recommends that all programs of the Board of Education and Services to the Blind should go into the Department of Human Services to retain a comprehensive service program for the visually handicapped. Closer relationships with other human service programs should improve overall services to the blind, as they will to other narrowly defined target groups.

Because federal regulations in the area of vocational rehabilitation require administrative distinctness of a departmental subdivision for rehabilitation, we would expect that the Commissioner of Human Services would probably develop a division for rehabilitation programs, including workmen's programs, services to the hearing impaired, services to the blind, etc.

The Committee strongly recommends priority attention be given to the establishment of a coordinated human services delivery system. This system would emphasize "one stop shopping" for human services and would move all human service programs into common

facilities wherever possible. Common forms would be used by all operating agencies and a system developed with uniform client intake, diagnosis of client needs, referral for appropriate services and continuing case management for follow-up and evaluation to assure that the services required by each client are actually received and their impact assessed.

The Committee believes that it is important to coordinate the delivery of human services at the level of delivery to the client and to assure that the planning process for human services accurately reflects local needs and conditions. We believe the Commissioner of Human Services should establish a network of uniform regional areas for service delivery following consultation with the Governor. We also suggest the use of regional advisory boards to provide for local input, to coordinate program-specific regional bodies in the human services field, and to assure improved coordination of services.

The Committee is also convinced that better integration of state-provided human services permits an improved and more consistent policy for state agency relationships with the private sector's human services agencies or providers. We believe that there should be consistent and more rational decision making regarding the state contracting with and reimbursement of private agencies and regarding the development of clear criteria for deciding when to use private agencies. This could be best handled in the context of a confederated human services agency.

### **Department of Income Maintenance**

The Committee recommends that a new *Department of Income Maintenance* be created. This agency would be responsible for all eligibility determination, issuance of benefit payments, fraud and error detection and investigation, for Aid to Families with Dependent Children, Aid to Families with Dependent Children — Unemployed Father, Supplemental Security Income, General and Emergency Assistance, Food Stamps, and possibly Medicaid.

In addition to this basic structural change, the Committee believes that income maintenance programs should be operated with a somewhat different philosophy and type of personnel than in the past. Some time ago, federal regulations mandated the administrative separation of eligibility determination and provision of social services within state welfare agencies. Some of the intended benefits of this separation have not been realized because the income maintenance functions have been performed by social welfare personnel without adequate grounding in handling large scale benefit payment operations.

We believe that the income maintenance functions should administratively and technically resemble an "internal revenue service" type of operation. Income maintenance programs should be regarded as being basic legal entitlements with precise statutory and administrative criteria for eligibility. Detection and elimination of fraud and error should be emphasized and all reasonable methods to reduce under- and over-payments, payments to ineligible parties and fraudulent practice should be employed. Appropriate accounting and management information systems utilizing current computer technology should be employed for efficient operation.

Those eligible for benefits should receive prompt and dignified treatment and timely payment of benefits. All persons applying for income maintenance programs should be referred to the appropriate human services intake office, probably in the same building. Similarly, those receiving services should be referred for income programs as appropriate.

The Committee believes that the separation of responsibilities inherent in the two new departments should not preclude the Human Services caseworker from assisting clients in financial planning. To the contrary, this function should be enhanced.

### **Concluding Comments**

The Committee wishes to reemphasize that no organizational pattern can be derived which will entirely eliminate the need for coordination between state agencies. For example, the centralization of child day-care responsibility within the Department of Human Services will not eliminate the need to coordinate and communicate with the Department of Education regarding educational standards and with the Department of Health Services regarding health care standards and facilities licensure.

We believe these recommendations will result in cost savings and reduction of confusion and overlap in services. But more important, these recommendations will permit those clients who badly need support and services to have easier access to the system and more likelihood of benefit from their encounter with it. This is no small accomplishment, for the current fragmentation of the human services effort in Connecticut is awesome and wasteful.

## 6. HEALTH SERVICES

### CURRENT SITUATION

The current range and organization of health service activities in Connecticut is somewhat complex and fragmented, particularly when compared with the present organizations of other state functions like education and environmental protection. The major parts of the state health services network consist of the following:

#### Department of Health

The Department of Health is headed by a commissioner appointed by the Governor confirmed by either house of the General Assembly. General public health policymaking and some regulatory authority is vested in a Public Health Council made up of 11 gubernatorial appointees plus the Commissioner of Health. Members of the council serve staggered six year terms, thus providing for continuity but insulating the council and the department from the policy direction of the Governor. The council's activities are concentrated in regulatory actions related to public health, and include final determinations on physician licensing and license revocation, and the setting of general policy for the Department of Health. The department operates fairly typical public health programs including health statistics, maternal and child health, crippled children's services, community health care, public health nursing, laboratory services, hospital and medical care, preventable disease control, environmental health, tuberculosis care and control, and emergency medical services. The department has statutory responsibility for licensing and renewal of licensing of practitioners of the healing arts in all its branches, as well as licensing of hairdressers and cosmetologists.

#### Commission on Hospitals and Health Care

This commission is a 15 member regulatory body, consisting of the commissioners of Health, Mental Health, and Insurance, and gubernatorial and legislative leadership appointees. It is charged with containing health care costs and optimizing health care facilities utilization. The commission must approve proposals of health care institutions to offer additional services, capital and operating budgets of all public and private health care hospitals or other facilities, acquisition of health care equipment costing in excess of \$25,000, and increases in the rates or charges of health care institutions in excess of certain prescribed limits. As a result of legislation enacted in 1975, only an executive director, appointed by the commission, serves as direct commission staff. All support staff are provided to the commission by the Depart-

ment of Health from its health planning unit.

#### Department of Mental Health

The Department of Mental Health, administered by a commissioner appointed by the Governor, provides inpatient and out-patient services, education and other supportive services through a network of state mental hospitals, mental health centers and institutes. Financial support and technical assistance is provided to over 75 private and municipal out-patient psychiatric clinics and community mental health centers. The department also has responsibility for the state's alcoholism and drug abuse programs, and for licensure and certification of private psychiatric hospitals and other facilities. The department has a number of boards and advisory councils at state and regional levels which overlap in purpose and program coverage.

#### Veterans Home and Hospital

The Connecticut Veterans Home and Hospital functions autonomously, administered by a commandant who is appointed by a governing commission of eight members who are appointed by the Governor for staggered terms of eight years. The facilities, located in Rocky Hill, provide general medical and surgical care for veterans. Services range from simple physical examinations to the provision of prosthetic devices and rehabilitation programs. The hospital also offers alcoholism programs and detoxification rehabilitation.

#### Other Health Care Entities

Outside the administrative control of the above health service agencies but directly affecting the health care system is the federal medicaid program, through which the costs of health care for eligible medically indigent are paid to physicians, hospitals, pharmacies, and laboratories. Current responsibility for administering the medicaid program has been assigned to the Department of Social Services. In addition to determining client eligibility for services, Social Services makes all payments to health care providers, for approved services. However, the Department of Health has a variety of responsibilities associated with the medicaid program, including the adoption of standards of care and the licensure and certification of health care facilities which provide services under medicaid.

An overall lack of structural relationships between various components of the health care system in Connect-

icut results in confusion regarding responsibility, duplication of purposes and overlapping of functions. Some problems caused by this situation include:

(1) *Excessive Administrative Load.* In areas such as the operation of institutions by health, mental health and a client group (e.g. veterans), similar administrative functions add to overall costs of government in Connecticut. Social Services has a Hospital Cost Committee which sets reimbursable cost rates for in-patient care provided under medicaid. At the same time, the Commission on Hospitals and Health Care performs a similar task for hospital services generally. Confederation or consolidation of functions would permit provision of more efficient and less costly supervision and supportive services.

(2) *Fragmented Health Care Planning and Cost Containment.* The objective of health planning is to assure that adequate amounts of quality health care are available from private and public sources at reasonable cost. Thus, one important need is to guard against excessive building of hospital facilities, to control duplication of costly medical equipment and to relate the total number of hospital beds with the needs of the population. These tasks are now performed by the Commission on Hospitals and Health Care. To discharge these cost control responsibilities, good planning is required. On the other hand, recent Federal legislation has stimulated the creation of a state Health Coordinating Council which is supposed to play a major role in approving health plans including plans for facilities and equipment as well as overall health care costs. Serious conflict is likely to result from this fragmentation.

(3) *Utilization of Institutions.* The Departments of Health and Mental Health, and the Veterans Home and Hospital all currently operate health care institutions. These institutions are scattered in various locations throughout the state and must provide a wide range of health care services. As is the case in the higher education system, there are often health care facilities of various types within the same area, with one facility being overcrowded and another having excess capacity. This suggests the possibility of better utilization of institutional care facilities by taking into consideration capacity and need on an areawide basis.

In other states there are generally three basic organizational patterns affecting public health programs. In the first pattern, health services are part of an overall human services agency, either closely integrated into this larger agency or merely coordinated by a higher level cabinet officer who attempts to relate health service programs to other human service programs. Both the Etherington Commission and the Zimmerman Commission recommended the consolidation of Health Services with other

human services. In the second approach most health services are organized independently of one another, with separate departments of health, mental health, etc. This is the current situation in Connecticut. The third approach, used in a few states, is to group health care services (including public health, mental health, and sometimes mental retardation) into a relatively comprehensive health services agency for the specific purpose of coordinating health care activities.

## COMMITTEE RECOMMENDATIONS

The Committee recommends *that health services in Connecticut be planned and managed by a Department of Health Services, led by a gubernatorially appointed commissioner of health services.* The department would include the traditional public health function as well as all mental health services. It would administer the Veterans Home and Hospital, provide all staff services to a semi-autonomous Commission on Hospitals and Health Care, and would carry out a consolidated occupational licensing and certification program for the health care professions. The Committee also recommends *that the Department of Health Services have primary administrative responsibility for the medicaid program.* The current Public Health Council would become a Health Services Advisory Council, providing the Commissioner of Health Services with policy advice on matters of general health services. There would be no other policy-making or regulatory boards other than the various occupational licensing boards and the Commission on Hospitals and Health Care, which would retain its current powers for rate setting, issuing "certificates of need," and budget review. These decisions would not be subject to review or change by the Commissioner of Health Services. The Committee recommends *that the Commission on Hospital and Health Care be restructured in such a way that it could also be designated as the State Health Coordinating Council, required by the federal Health Planning and Resources Development Act.* This would unify the planning and cost control functions.

The Commissioner of Health Services would be authorized to adopt an internal departmental structure subject to the approval of the Governor. However, it is deemed likely that during the initial reorganization period, the commissioner would retain separate operating entities for public health and mental health. Institutional management might be consolidated under a single internal entity.

The Committee has considered whether or not the combination of those health service functions which have been separate, represents a harmful change in public policy. We have concluded that this is not the case. On the contrary, a more comprehensive approach to state health

services seems imperative. The Committee also rejects the notion that the Veterans Hospital and Home or the mental health program are so unique that they require their own departmental structure in order to muster adequate attention for the client group which they serve.

The Committee recognizes that there will need to be substantial communication and coordination between the Department of Health Services and the proposed Departments of Human Services and Income Maintenance. This is particularly the case with regard to administration of the medicaid program. However, the medicaid program is fundamentally a health services program. The fact that the "medically indigent" sometimes receive other social services is insufficient justification for placing overall medicaid responsibility with the Department of Human Services. No program of health cost containment can be adequately realized without concern for the utilization of health care services by medicaid recipients. The Committee is of the opinion that the only way to integrate these policy views adequately is to assign primary responsibility for supervision and administration of the medicaid program to the Department of Health Services.

The Department of Health Services could contract with the Department of Income Maintenance for reimbursing vendors of health care and for establishing routine and probably computerized reviews of, and safeguards against, inappropriate services, fraud, excessive utilization of services, and the like. It is the Committee's opinion that such reviews will benefit from the policy and technical direction of the Health Services Department and closer relationships with such control mechanisms as physician peer review, standards of care, cost and rate base review and approval, and licensure.

The Department of Income Maintenance would specifically have contracted responsibility for certifying the eligibility of clients for medicaid services and issuing appropriate identification cards.

In addition to the general advisory functions of the Public Health Council and the health planning and rate regulation responsibilities of the Commission on Hospitals and Health Care (State Health Coordinating Council), we expect that the Commissioner of Health Services would establish a variety of advisory councils and committees for the purpose of obtaining advice and technical expertise from health care providers, consumers of health care, the business and labor sector, and citizens generally. The Committee cannot anticipate all health care needs of the people of Connecticut and thus, no attempt has been made to specify the structure of such advisory mechanisms.

The Committee recommends that, while the Department of Health Services should have responsibility for the licensing of health care and related professionals, the department should use a consolidated mechanism for handling all such licensing procedures administratively. In addition, the Committee believes that individuals from the professions being regulated have excessive control of the licensing and certification process. All of the health professions would benefit, as would the general public, from increased public membership on licensing boards. Accordingly, the Committee recommends that every health care licensing board should have some public members rather than all professionals (where that is the case). The Committee recognizes, however, the important role of professionals from the health care field on the boards, since their expertise is clearly needed to help set standards for competence.

The Committee believes that these recommendations will result in a far more efficient public health services system with strong potential for planning to meet the needs of Connecticut citizens while constraining the rise in health care costs.

## 7. LABOR

### CURRENT SITUATION

#### Labor Department

The Connecticut Labor Department provides a variety of services to the state's labor force. These services include basic employment services (such as aiding the unemployed to find jobs), payment of unemployment compensation, wage and hour regulation, administration of occupational safety and health functions, apprenticeship training, labor relations including mediation and arbitration, and manpower planning. The Labor Department receives substantial federal funding for administration of several federal-state partnership programs, the principal one being the Wagner-Peyser Act, which provides federal support for basic state employment services and unemployment insurance.

The Department is administered by the Commissioner of Labor, who is appointed by the Governor with the advice and consent of either house of the General Assembly.

#### Manpower Planning

Within the Connecticut Labor Department is a state Manpower Planning Office, created in response to the federal Comprehensive Employment and Training Act. The office engages in manpower planning — development of programs that provide training, education, and support services for clients — and provides staff services to the Connecticut Manpower Services Council, a federally required council which attempts to set statewide policy for manpower services for all state and local "prime sponsors" of federal manpower activities. In addition to the Connecticut Manpower Services Council, there is a Balance of State Prime Sponsor Council which specifically supervises the federal manpower program for all portions of the state not covered by local prime sponsors.

#### Workmen's Compensation

Workmen's Compensation is administered separately from the Department of Labor on a sub-state district basis. The state is divided into seven districts, and the Workmen's Compensation Commission, consisting of eight commissioners (one of whom "rides circuit"), covers the districts. Each commissioner holds hearings in his geographic area on disputed claims for job-related workmen's compensation.

Under the Workmen's Compensation Commission is a Division of Workmen's Rehabilitation. The division is funded by a 1% assessment of the liability payments made by insurers who cover workmen's compensation

claims. Any workmen's compensation commissioner can refer injured workers to the division for rehabilitation services. Alternatively, the director of the division can certify an individual for rehabilitation. Rehabilitation services, generally in the form of special training or education, are purchased from other state agencies. This function is similar to that of the Division of Vocational Rehabilitation within the State Department of Education.

#### Public Safety Functions

The Labor Department has responsibility for certain public safety functions including inspection of steam boilers, elevators, escalators, and passenger tramways. These functions are not generally considered to be part of the Labor Department's more specific concern with worker safety.

#### Youth Farm Labor

The Department of Agriculture engages Youth Farm Labor Inspectors to see to it that farms employing summer youth workers meet certain state standards regarding working conditions. Similar inspection responsibilities are lodged in the Labor Department.

### COMMITTEE RECOMMENDATIONS

The Committee recommends that *the basic structure of the Labor Department be left intact.*

However, the Committee recommends two major changes. First, the Workmen's Compensation Commission should be linked with the Labor Department for administrative purposes as is done in a number of other states. Under this arrangement, the Labor Department could provide more efficient handling of case load, processing of claims and awards, etc. More important, this arrangement would permit the meshing of occupational safety and health functions with factual data regarding the location, number and types of industrial accidents. This linkage should permit a far more realistic and results-oriented occupational safety and health program.

Second, the Committee recommends that the Division of Rehabilitation of the Workmen's Compensation Commission be joined with other rehabilitation functions now housed with the State Department of Education, and that the combined function (together with rehabilitation services to other groups) become part of the proposed Department of Human Services. This will eliminate duplication of both program counseling staff and administrative staff and permit assessed funds from compensation awards to go further by being matched with federal funds.

In addition, the Committee believes it would facili-

tate the development of an integrated human services program to transfer administration of the federal manpower planning program to the proposed Department of Human Services. Many clients of federal manpower programs tend to be drawn from the ranks of the disadvantaged. The programs often serve multi-problem families where poverty, lack of education and training, physical and mental handicaps and other factors are barriers to employment. The Labor Department can furnish only a few of the services — such as employment services and apprenticeship training — purchased by the manpower programs. Other services such as counseling, rehabilitation, and supportive services (including day-care and transportation) must come from the Department of

Human Services. Still others must be purchased from secondary or post-secondary educational institutions. Transfer of the manpower planning system to the Department of Human Services will not preclude the purchase of needed employment services from the state Labor Department where necessary, nor will it prevent a focus on job finding for clients.

On a more minor note, the Committee recommends the transfer of steam boiler inspection (including the Boiler Safety Board) and the inspection and certification of elevators, escalators and passenger tramways to the Department of Public Safety.

## 8. ELEMENTARY AND SECONDARY EDUCATION

### CURRENT SITUATION

The State Board of Education is composed of nine members, appointed by the Governor with the advice and consent of the General Assembly, and the chief executive officer of the Commission for Higher Education who serves *ex officio*. Board members serve six year staggered terms. They appoint the Commissioner of Education, who carries the additional title of Secretary to the State Board of Education, and who heads the Department of Education.

The Board administers the state's pre-school, elementary and secondary education, special education, adult education and vocational rehabilitation programs. The Board provides funding, research and technical assistance for local education agencies throughout the State. It is also responsible for the Mystic Oral School.

### COMMITTEE RECOMMENDATIONS

The Committee recommends *the continuance of the present Department of Education and the State Board of Education with the modifications discussed below.*

*Vocational Rehabilitation:* The Committee recommends that the *Division of Vocational Rehabilitation be shifted from the Board of Education to the proposed new Department of Human Services* where it would be housed with parallel social service programs for adults. The advantages of this recommendation are detailed in the human services section of this report. Many of the public comments on the Committee's draft report supported this concept which included the same recommendation.

*Size, Composition and Appointment of the Board:* The Committee has considered the size, composition and appointment authority for the Board and the alternatives to the present arrangement found in other states. These include having no policy making board as such and electing the board by popular vote. We rejected the alternative of having popular elections for either the Board or the chief state school officer as the experience in other states has been that there is limited voter participation in such elections. Also, electing the chief state school officer contravenes the principle of having cabinet members appointed by the Governor. Doing without a Board is certainly an alternative even if the chief school officer is appointed rather than elected. However, Connecticut has a long tradition of citizen determination of educational policy. The Committee saw no compelling reasons for change nor any indication of support for eliminating the Board.

*Appointment of the Commissioner:* The committee believes that *the Commissioner of Education should be appointed by the Governor subject to the concurrence of the Board of Education for a fixed term of two years.* The Committee believes there should be a line relationship between the Governor and the principal officer of the public elementary and secondary education system. This relationship is important partly because education is a major state function and one which utilizes a large portion of state tax dollars. But there is also a need to consider education as part of the total operation of state government and to have the administrative capability to coordinate education with the other state programs (e.g. labor, welfare, health) to which it must relate.

The Committee believes that there is a distinction between the elementary and secondary education function, in which the state provides funds and technical assistance to local school districts which actually carry out the educational programs, and the higher education function wherein the state directly operates the programs. This distinction suggests that it is appropriate for the Governor to play a role in appointing the chief administrative officer for elementary and secondary education but not to do so in the field of higher education. The State Board of Education would continue to be the major policy-formulating body for public education programs at the elementary and secondary level. This relatively long term board and a gubernatorially appointed commissioner should provide adequate insulation from the pull and tug of political pressures, and still permit the will of the people to be felt through the election of a new chief executive.

We recognize that there may be cases where the Board of Education and the Governor might differ on policy issues or priorities. In such a case, a question arises as to who may remove the Commissioner of Education. To balance the interests involved, the Committee is of the opinion that only the Board of Education should be able to remove the Commissioner of Education and that it be permitted to do so only by the vote of an extraordinary majority of its membership. Specifically, the Committee recommends a *two-thirds majority (six members) of the Board must vote for the removal of the Commissioner.*

This arrangement, coupled with the Commissioner's fixed term of appointment, should provide the necessary balance between the interests of the Board members, who set basic educational policy and the Governor, who must administer the line operations of the state government.

## 9. HIGHER EDUCATION

### CURRENT SITUATION

In addition to the Commission for Higher Education which acts as a coordinating and planning agency, public higher education is currently governed by five major boards as follows:

Title	Members	How Selected
Board of Trustees of the University of Connecticut	19	12 by Governor, three <i>ex officio</i> , two by alumni, two by students
Board of Trustees for State Colleges	16	14 by Governor (inc. two alumni), two by students
Board of Trustees for State Technical Colleges	16	14 by Governor (inc. two alumni), two by students
Board of Trustees for Regional Community Colleges	16	14 by Governor (inc. two alumni), two by students
Board for State Academic Awards	5	All by Governor

The University of Connecticut includes the main campus at Storrs, the Health Center in Farmington, various professional schools in West Hartford, the Marine Sciences Institute in Groton and branches in West Hartford, Torrington, Stamford, Waterbury and Groton. State colleges, all with a four-year curriculum, are located in New Britain, Willimantic, New Haven and Danbury. Technical colleges with two-year technically oriented programs are located in Hartford, Norwich, Norwalk and Waterbury. Community colleges, with two-year programs, are found in Enfield, Hartford, Bridgeport, Manchester, Waterbury, Middletown, Norwich, Winsted, Norwalk, Danielson, New Haven and Farmington.

The Commission for Higher Education was established in 1965 to coordinate and plan higher education in Connecticut. The Commission consists of 18 members, 12 appointed by the Governor with General Assembly approval, one from each of the constituent units and the Commissioner of Education *ex officio*. The Commission's major functions include (1) program planning, (2) research and management information systems, (3) administration and finance, (4) student financial assistance, and (5) licensure and accreditation of programs and institutions.

### Current Problems

The organizational situation in higher education has been the subject of concern for many years, as indicated by the existence of 11 major studies dealing with the subject. This concern has most recently been evidenced by interest in legislation that would have created a new Board of Regents, but that would have retained many aspects of the current structure (varying in different versions of the bill). This legislation passed one house of the General Assembly. Interest in such a single board is the result of the existing structure's apparent lack of success in achieving many of the objectives for which it was established. The current problems include:

(1) *Lack of Insulation from Politics:* One of the purposes of having a coordinating or controlling board over all higher education institutions is to ensure that judgments about resource allocation within higher education are based upon educational need, rather than through a political battle among institutions before the Governor and Legislature. In a functioning single board or coordinating commission structure, the Governor and Legislature retain the ability to participate in such decisions, but are encouraged to focus their primary attention on the total resources to be devoted to higher education, rather than on the distribution of those resources among individual institutions. Such a system not only gives higher education experts more of a role in educational resource allocation, but also it frees individual institutions from significant commitment to lobbying every year for resources as well as allowing the Legislature and Governor to avoid mediating educational disputes.

(2) *Independence from Administrative Agencies:* Although people differ in their views on this point, desire to run higher education by a board, rather than a commissioner, is generally associated with the concept that a university or college is a different kind of institution from a normal state agency and should be administered differently. The current Connecticut system, despite all the insulating layers of boards and commissions, still has administrative services such as travel and purchasing for higher educational institutions provided and controlled in the same way as regular state agencies.

(3) *Facilitating Student Access:* From the student's perspective, the state should be able to tell him or her what courses and programs are offered where, what options are available for transfer from institution to institution, and what courses will be treated as comparable for transfer purposes. In addition, from a student perspective, it should be easy to determine whether the requirements of one institution can be satisfied by taking a single special course at a second institution while still attending the

first, a situation which is less than clear in a number of circumstances.

(4) *Economical Operation:* It is difficult to estimate the true costs of the superstructure of higher educational administration because each level of review creates its own costs plus the costs of the people who must deal with the reviewers. It is also difficult to measure costs associated with duplicating programs in the institutions. While the CHE current authority to disapprove programs should prevent this problem from arising, the Commissioner's impact in this area has not been substantial and has not effectively eliminated overlapping programs.

(5) *Educational Output:* To the Committee, the key question about higher education is whether the state can satisfactorily provide — within the limitations of available resource — the range and quality of education that its citizens want and need. A higher education system that is inefficient is doubly wasteful — wasteful in the use of taxpayer dollars and wasteful in terms of the unfulfilled potential of the students who use it. Many higher education experts say that a key to preventing waste is a comprehensive planning approach identifying institutional goals and costs and allocating resources accordingly. Whatever potential may exist within the existing structure for this type of authoritative master planning has not been used effectively.

The advent of collective bargaining and the probable declining rate of growth in student enrollment in the future puts new pressures on the higher educational system. Policies that were excusable at a time when rapid growth in enrollment tended to overshadow mistakes are no longer tolerable. For example, the Committee was advised of one situation in which the personnel for a particular program were budgeted for one institution, but that institution was unable to get funds for the equipment required for the program. At the same time, another institution had the equipment, but not the personnel. The real loser in such situations is, of course, the student.

Students in Connecticut's higher education institutions will, we feel, be best served by an organization that can shift resources better from institution to institution and program to program than the current system of one board trying to coordinate four boards that are themselves trying to coordinate various campuses.

### **Committee Recommendations**

The Committee believes, with reservations noted below, that the most certain solution to the problems of Connecticut higher education would be to abolish all of the coordinating and governing boards and have all public higher education administered by a Commissioner reporting to a Board of persons, not employed by public or

private educational institutions, who would be appointed by the Governor and confirmed by the General Assembly. The Board would appoint the Commissioner with the approval of the Governor. Arrangements similar to this — a single governing board — are now in existence in North Carolina and Wisconsin.

Under this arrangement three system Chancellors would report to the Commissioner. They would be the Chancellor of the University of Connecticut, the Chancellor of the Connecticut State Colleges and the Chancellor of Connecticut Community and Technical Colleges. There would be other persons reporting to the Commissioner to handle such functions as budgeting, financial assistance, and planning. The Commissioner would be expected to staff an immediate office which would have those functions now performed by the Commission for Higher Education, although coordinating diverse elements should become less burdensome with this simpler organizational structure.

The Board would decide on the organizational arrangements for each campus. As time passed and educational needs, doctrines and enrollment patterns changed and registration and transfer procedures became fully established for the system as a whole, the Board would have the power through the budget to recommend new campuses and the consolidation of others. Advisory boards would be established for each campus.

The Committee believes that if the higher education establishment is willing to be organized in this streamlined fashion it will not be necessary for state policies and procedures to hold higher education units accountable for administrative details. Thus, we would recommend for example that the organizational interrelationships between institutions and the functions of the Departments of Personnel and Finance and Control, and the State Comptroller be loosened to leave such functions as approval of low-dollar purchases and travel solely within the higher educational structure.

The Committee has considered the question of whether the higher education system is too large to be governed by a single board and concluded that it is not. Several states with greater enrollment and higher spending than Connecticut are governed in this way, and the budget of the entire recommended system would be less than those of some of the larger state universities in other states.

The Committee has also considered the concerns of the private higher educational institutions in this state and their view that a board responsible for governing the public system cannot adequately consider balance between private and public systems because of over-concern with the public system. We would share this concern if the

board were to include employees of the public system. But with a lay board, we feel that this will not be more of a problem than it has been with the Commission on Higher Education or than it would be with any form of coordinating commission we could devise. Even in a coordination role, such an organization would inherently spend more time on issues related to public institutions than to private ones.

We believe that the legitimate concern of many citizens that private higher education be preserved and strengthened should not drive the state into a less than optimal organization for public higher education. The basic problems of interaction of private and public institutions are financial, not organizational, relating to such questions as the level of tuition for the public and the level of state support through student aid programs. However, to ensure that private higher education is not neglected in higher educational planning, we would recommend language dealing with this point be included in the statute creating the Board.

We also recommend that an advisory committee on private higher education to the Board to be appointed by the Governor and that it be provided with a small staff (one or two persons administratively housed with the Commissioner). In addition to participating in master planning, working with the Commissioner's staff on matters of financial aid and contracting for certain courses to be handled by private institutions, this group would make an annual report directly to the Governor and legislature on the status of private higher education in Connecticut and recommendations for improving the private educational situation.

In addition to this advisory committee, we would expect the Commissioner to establish a variety of mechanisms for obtaining student, business, labor, and citizen input into the educational governance process. In certain cases, such as the community colleges, it would be desirable to have this input structured much like the current advisory councils are structured. In other cases, such as dealing with programs in particular subject areas, the basis of organization should be around the program involved rather than the geography of institution in which the program would be found.

The Committee feels that advisory committees on a regional basis could be particularly valuable in those areas of the state, such as Greater Hartford, which are served by institutions of more than one of the existing systems. The Board will have the power to shift programs among these institutions, to offer joint programs, and to concentrate particular programs in one of them and other programs in others. The initial step in considering these possibilities should be citizen input that can begin to de-

velop shortly after the Board is established.

The single governing board offers possibilities which would be nearly impossible to develop with the existing structure:

(1) A carefully considered and explained program of transferability so that students would know exactly what would be transferable to which institutions. The Board would *not* be required to make all credits transferable anywhere in the system.

(2) A master plan that could provide reasonable certainty in construction plans for as much as six years in advance.

(3) The development of centers of excellence around the state in various program areas.

(4) The concentration of certain high cost courses within a metropolitan area in a single public institution in that area.

(5) The establishment of experimental programs which could later be easily dropped or spread throughout the system.

The Committee has considered a number of objections that have been raised to the concept of a single governing board for higher education. One of these is the possibility that the new arrangement would be litigated as being in conflict with the state Constitution's indication that the University of Connecticut have a board of trustees and the mention of boards, suggesting the existence of more than one board. Higher education reorganization legislation considered in the last session of the General Assembly sought to avoid any legal problems by having multiple boards with common membership. Whatever the result of any litigation that would result from higher education reorganization, the litigation itself would provide an undesirable period of uncertainty. To minimize this problem we recommend that the legislation provide an effective date sufficiently far into the future so that litigation would be completed before the planned effective date.

The Committee is also concerned that the single governing board could be too isolated from the problems of the individual campuses in the system. To the extent that this isolation would keep the board out of the day-to-day administration of individual campuses we would consider this an advantage. However, there would unquestionably be more of a tendency to implement uniform policies for all campuses under a single governing board than with a coordinating board and two or more governing boards. Some transition problems regarding collective bargaining are also involved in the single governing board proposal.

In light of these potential problems the discussion draft of the Committee's report also offered for public comment the concept of what is frequently called a "three tiered" system.\* In such a system the community and technical college boards would be combined, but no changes made in the other boards. The Committee indicated that as part of this alternative the Commission for Higher Education would be reconstituted by excluding from membership persons employed by institutions of higher education.

Comments received by the Committee on this alternative and the history of past reorganization efforts affecting higher education lead the Committee to these conclusions about the practicality of various reorganization recommendations:

(1) The merger of the two-year boards enjoys considerable support and probably could be accomplished, particularly if coupled with assurance that this was the only organizational change to be made.

(2) With somewhat more opposition it might be possible to combine the boards for state colleges and the University of Connecticut, although the benefits from such a combination are more problematical than from the consolidation of the two-year boards and would still leave major coordination issues (e.g., UConn branches and two-year institutions) at the level of the Commission for Higher Education.

(3) A persuasive argument can be made that it is possible to achieve some of the results discussed above with a well-managed coordinating board operating under the current powers available to the Commission for Higher Education, though we believe that such results are more likely under a single governing board.

(4) There exists in the higher education community sufficient fear of a single governing board so that the concept would basically have to be forced upon higher edu-

cation by a Governor and Legislature determined to improve the system even in the face of substantial opposition from within the system itself.

(5) Within the higher education community there is both considerable concern over reorganization proposals and over public dissatisfaction with the system's performance (of which some consider the interest in reorganization to be a symptom). Yet, to date, the higher education community has not been able to agree on any combination of reorganization proposals and commitments to system performance that would cause political decision makers to lose interest in trying to improve higher education performance through reorganization.

In this circumstance, the Committee would prefer improvements in higher education to originate within the higher education system itself using strong public and legislative interests in reorganization as a catalyst to encourage agreement or near-agreement within the system as an alternative to having an organizational solution imposed from outside. Thus, we challenge public higher education leaders to produce an alternative that has as much agreement as circumstances will permit which both deals with the organizational situation by eliminating at least one of the current boards and which has specific time-phased performance commitments responsive to the concerns raised in this chapter and elsewhere. We believe that the current leadership of the Commission for Higher Education and its staff should spearhead this effort and that its success or failure should be announced by late January.

Should the higher education community not be able to produce these kinds of results, we would consider this but another argument that some major structural changes should be made and encourage the legislature in the 1977 session to proceed with enactment of legislation for a single governing board for Connecticut higher education.

\*As the word "tier" implies a vertical arrangement not the number of entities operating at the same level of organization, this nomenclature is not used in this report.

## 10. BUSINESS REGULATION

### CURRENT SITUATION

The major Connecticut business regulatory agencies — the Banking Department, the Insurance Department, the Connecticut Real Estate Commission, the Public Utilities Control Authority, and the Liquor Control Commission and their associated councils and commissions — are currently independent organizations, reporting directly to the Governor, with policy determined by a mix of boards and commissions in addition to the commissioners.

#### Banking Department

The Banking Department regulates financial institutions doing business in the state. It examines and regulates banks, savings and loan associations, brokers, dealers and salesmen of securities, investment counsel and investment counsel agents. Credit unions are regulated, as well as assisted with organizing, accounting procedures, and processing applications for share insurance with either the National Credit Union Administration or the Connecticut Credit Union Share Insurance Corporation (also under supervision of the Department of Banking). The Banking Department also regulates consumer collection agencies, sales finance companies, debt adjuster, retail installment sales and the like, and is responsible for enforcing Connecticut's truth-in-lending law.

#### Real Estate Commission

The Connecticut Real Estate Commission is operated by a five member board appointed by the Governor for five-year staggered terms. This commission enforces the Real Estate Code and has supervisory authority over real estate corporations, partnerships, agencies, etc., as well as brokers, salespersons, real property, security dealers, and out-of-state land developers selling land within the state. It also regulates mobile home parks. The commission hears complaints against licensees, approves real estate courses offered by educational institutions, and handles consumer inquiries.

#### Insurance Department

The Insurance Department is responsible for the supervision of insurance companies. It enforces and administers the statutes regarding automobile insurance; audits financial statements and records of insurance companies doing business here with an eye toward solvency; licenses insurance brokers, adjusters, and premium finance companies; hears complaints arising out of activities of licensees; revises rules and rates for property and casualty insurance; and licenses advisory and joint underwriting associations.

#### Liquor Control Commission

The Liquor Control Commission is made up of three commissioners appointed by the Governor for six-year staggered terms. The Governor designates the chairman, who serves at her pleasure. The commission regulates every aspect of the liquor industry in the state. It issues and renews permits for the sale of liquor, it inspects the premises of any permittee selling liquor for sanitary conditions as well as general orderliness, and it issues permits for the manufacture, transportation, and distribution of liquor.

#### Public Utility Control Authority

The Public Utility Control Authority regulates public service companies dealing with electricity, gas, water, cable television, telephone, telegraph and sewer service. In addition, the authority has certain powers over transport (i.e., taxi, livery, truck, railroad, and certain motorbus services). The department's responsibilities are pervasive: rate-setting, land sale, audit, new plant justification, borrowing and several others. Many of the powers are exercised through a quasi-judicial hearing procedure conducted by five commissioners.

#### Consumer Counsel

Independent of any regulatory agency, but related by its basic mission, is the office of Consumer Counsel. This office provides a consumer advocate in all matters which affect consumers with respect to public service companies. Obviously, because of the Public Utility Control Authority's regulatory powers over public service companies, the office of Consumer Counsel works most closely with the authority.

#### Others

Also closely related in function to the authority is the Power Facility Evaluation Council, made up of gubernatorial and legislative appointees, the Chairman of PUCA, and the Commissioner of Environmental Protection. The Council reviews, holds hearings and issues permits for utilities to acquire land or build power facilities. The test applied in its decisions is the balance between environmental quality and public need. The Nuclear Power Evaluation Council was created by the 1975 legislature in a special act to study what regulatory powers the state should exercise over nuclear energy. The council must submit its report in February, 1977.

## COMMITTEE RECOMMENDATIONS

The Committee recommends that a *Department of Business Regulation* be created combining all of the business regulatory functions described above, but with safeguards to ensure the independence of the quasi-judicial functions involved. Continuing these agencies as separate entities would present several problems. First, it would not permit the relatively small, but meaningful savings in sharing administrative services and costs to be realized. Second, it would increase the number of separately budgeted agencies reporting to the Governor. Third, it would leave as separate agencies at the cabinet level a number of agencies headed by boards or commissions.

To preserve the autonomy of the quasi-judicial functions, the Committee recommends that, unlike statutes creating other departments, the statute creating the *Department of Business Regulation* specify the internal organization of the department. The department would be headed by a commissioner appointed by the Governor and confirmed by the General Assembly. Its principal internal operating components would be:

- a division of Banking
- a division of Real Estate
- a division of Liquor Control
- a division of Insurance
- the Public Utility Control Authority
- office of Consumer Counsel.

In addition, the commissioner would be empowered to create other divisions to allow for the organization of administrative services or other similar cross-cutting activities.

Although the committee is generally opposed to subordinates within a department being appointed by

anyone other than the commissioner of that department, an exception should be made in this case because of the regulatory nature of the divisions. The heads of these units should be appointed by the Governor, with the opportunity for legislative review through the confirmation process.

The authority of the commissioner would also be somewhat circumscribed in the case of regulatory functions. The commissioner would have normal administrative powers such as control over office space, communications, etc., the power to recommend agency budgets, and the personnel function. His functions would be specifically defined by statute. All functions not transferred specifically to the commissioner would remain with the regulatory agency. The commissioner would not be permitted to reverse his subordinates' decisions in matters that were quasi-judicial or regulatory. Appeal from such decisions would be made directly to the courts, not to the commissioner.

The office of Consumer Counsel is attached most logically to the Department of Business Regulation for administrative support because of its close relationship to other activities of the department.

The committee recommends the inclusion in this *Department of the Board of Accountancy* for fiscal and budgetary purposes only. It also recommends the abolition of the *Banking Commission*, the *Connecticut Public Deposit Protection Commission*, the *Advisory Council on Banking*, and the *Advisory Council on Mobile Homes*. Authority rests with the commissioner and in this department, to some extent, with division heads. Therefore, statutory advisory committees are not necessary. In any area where expert advice is needed, such advice may be requested but the exact vehicle for providing advice need not be prescribed by statute.

# 11. ECONOMIC DEVELOPMENT AND AGRICULTURE

## CURRENT SITUATION

### Department of Commerce

The Department of Commerce was created in 1973 as a central contact point within state government for business and industry. The department seeks to attract plant relocation and expansion and tries to encourage a favorable environment for businesses in the state. The Department of Commerce is also responsible for tourism.

Within the Department of Commerce is the Connecticut Development Authority which prepares plans for the encouragement and promotion of new business in the state. The authority has as its membership the Commissioner of Commerce, the State Treasurer, the Commissioner of Finance and Control, and four members appointed by the Governor. The authority provides financing for business expansion and certain air pollution control investments.

Another business stimulator within the Department of Commerce is the Connecticut Product Development Corporation (CPDC), which is composed of six directors appointed by the Governor. The purpose of the corporation is to stimulate and encourage the development of new products in the state by providing "risk capital" for invention and innovation. The State Bonding Commission has the power to authorize bonds up to an aggregate of \$10 million for CPDC.

In addition, there are two committees, the Advisory Committee on Industrial Modernization and the Committee of Concern for Connecticut Jobs, which are housed administratively within Commerce for budget purposes.

Two related functions now lie outside the current Department of Commerce: agriculture and housing.

### Department of Agriculture

The Department of Agriculture is currently an independent department which regulates and licenses farm activities and products. It is also concerned with the promotion and development of Connecticut agricultural products. The department serves as a focal point for Connecticut's farmers and growers spanning all areas of concern. The nine-member Board of Agriculture is a policy board recommending to the Commissioner ways of encouraging and promoting agriculture within the state. The Connecticut Marketing Authority is an eleven-member committee appointed by the Governor whose purpose is

to develop markets by acquiring property either by purchase or lease.

The State Milk Regulation Board is also a component of the Department of Agriculture. There are six members, with the Commissioner of Agriculture sitting as chairman. The board is charged with assuring the state's consumers of milk a wholesome supply by issuing regulations affecting both the farmer and the dealer.

The Connecticut Equine Advisory Council, which has 18 gubernatorially appointed members, is concerned with the promotion of horse breeding and advising the Commissioner of Agriculture on the equine industry. The Board of Veterinary Registration and Examination is furnished office facilities and clerical assistance by the Department of Agriculture.

### Housing

The second related function is housing, which is being handled by the Connecticut Housing Finance Authority and the Department of Community Affairs in its Bureau of Housing. The authority has as its stated purpose the stimulation and encouragement of low- and moderate-income housing in the state. It may negotiate with the federal government and/or the private sector to secure adequate financing, and may issue bonds in its own name on the commercial market. The Bureau of Housing has been active in housing for the elderly as well as giving assistance to private developers for low- and moderate-income housing. It also works closely with local housing authorities in preparing and implementing plans to stimulate lower cost housing.

## COMMITTEE RECOMMENDATIONS

The Committee recommends that a new *Department of Economic Development and Agriculture* be created. The functions of the current Department of Commerce would be included in the new department along with the functions of the Connecticut Marketing Authority and the other Agricultural Department functions such as the development of agriculture and also licensing and regulating of farm activities. Also added would be the housing industry promotion, stimulation, and advisory functions from the Department of Community Affairs and the Connecticut Housing Finance Corporation.

The recommendation would concentrate commerce-related functions in this department, just as labor-related functions have been recommended for concentra-

tion in the Department of Labor. The economic development of all Connecticut industries will be encompassed in the new department. The organization within the department of divisions dealing with housing and agriculture will concentrate attention on the analysis of the welfare and promotion of these industries.

The Committee clearly understands the need for those dealing in agriculture to have a central place in state government to go for advice, licensing and regulation and market information. But the Committee also understands that agriculture is an industry which can be promoted in the context of other state economic development efforts.

It also clearly perceives the dual housing functions of state government. The first is performing a social service function by encouraging low- and moderate-income housing as well as housing for the elderly. The second aspect is housing as an industry that generates employment and requires the support of other industries and professions. Further, housing is part of a total community development effort, just as are job and business development. Therefore, placing housing in the Department of Commerce does not relegate housing to a minor role, but places it in conjunction with other development efforts. Housing is a social goal, which also generates employment, industrial integration, and community development. In the governmental structure, it properly stands with other commercial interests.

The Committee recommends the abolition of the Advisory Committee on Industrial Modernization, the Committee of Concern for Connecticut Jobs, and the Commission on Job Innovation and Development. The responsibilities which these titles suggest should be carried out by the entire department. If the department feels

the need of expert advice in specific areas, the commissioner should appoint persons to provide it. Both the Connecticut Development Authority and the Connecticut Product Development Corporation would retain their current status (subject to controls on revenue bond issuance discussed earlier in this report) as would the Connecticut Marketing Authority.

The Committee recommends the abolition of the Board of Agriculture and the Equine Advisory Council as unnecessary statutory devices to enlist advice, but suggests the commissioner seek advice where he deems such aid necessary.

The Milk Regulation Board should be abolished and the Division of Agriculture within this department should undertake all on-the-farm licensing and regulation of milk. The Department of Consumer Protection will undertake the licensing and regulation of all milk and dairy products once they have left the farm. The Board of Veterinary Registration would still receive clerical support from the Division of Agriculture.

The Connecticut Housing Finance Authority would be abolished as an entity. The functions of planning and encouraging low- and moderate-income housing would be placed within the Department of Economic Development and Agriculture and work as a unit with those functions coming in as a part of the former Bureau of Housing in the Department of Community Affairs. The issue of revenue bonds is discussed earlier in this report.

## 12. TRANSPORTATION

### CURRENT SITUATION

The Department of Transportation (DOT) was created in 1969 and brought all transportation modes under one administrative roof. The Department, headed by a commissioner appointed by the Governor is responsible for the planning, development, maintenance, and improvement of transportation in the state.

While the internal organization of "DOT's" varies by state, the Connecticut Department, like many others, is divided by transportation modes into bureaus: the Bureaus of Aeronautics, Highways, Public Transportation, and Waterways. In addition, DOT has a Bureau of Administration and a Bureau of Planning and Research.

The department has major responsibility not only for planning and developing the state's highways, airport systems and harbor improvements, but is also responsible for the movement of freight and/or people over the land and navigable waters of the state. Further, the department licenses and regulates airports, harbor pilots and harbor masters, provides technical assistance to municipalities in airport development, operates six state-owned airports and the state-owned aircraft, and runs bus lines and the state pier at New London while supporting commuter transportation.

There are a few committees, task forces and commissions related to the DOT.

The Governor's Railroad Advisory Task Force was created to advise the Governor on rail needs in Connecticut. Its members include representation from industry, government and users of rail service. The State Traffic Commission establishes standards for traffic control devices.

The Transportation Division of the Public Utilities Control Authority has limited regulatory functions since federal bodies regulate almost all aspects of the rail industry. The major thrust of the authority's rail function is therefore tied to rail safety in checking bridge heights, roadbed conditions and investigating deaths tied to rail transport.

### COMMITTEE RECOMMENDATIONS

The Committee believes that the Department of Transportation provides a proper framework to focus the administration of transportation functions under a single executive responsible to the Governor. Therefore, *the Committee recommends retention of the Department.* However, the Committee takes no position regarding the internal structure of the Department. This is consistent with the Committee's general posture with regard to internal structure of agencies.

*The rail regulatory portion of the Transportation Division of the Public Utilities Control Authority should be transferred to the Bureau of Public Transportation of the DOT.* The specific functions to be transferred to the DOT would be the control of railroad bridge construction, approval of the alteration of railroad facilities due to highway construction, annual inspection of all railroad track in the state, and the review of railroad income to provide tax exemption for low income lines. *The Railroad Advisory Task Force should also be transferred to the DOT for administrative purposes.* These transfers will lodge in one agency all rail-related activities, which should enhance the public transportation function within the state.

## 13. ENVIRONMENTAL PROTECTION

### CURRENT SITUATION

#### Department of Environmental Protection

The Department of Environmental Protection (DEP) is an umbrella agency created in 1971 which administers most of the state's land, air, and water programs. It establishes environmental standards, adopts and enforces regulations, issues licenses, and generally monitors the state's environmental situation. The agency also manages parks, forests, wildlife, and marine and inland fisheries, administers the state's anti-pollution programs including noise abatement, water and air quality programs, and pesticide control programs. It is headed by a commissioner appointed by the Governor.

#### Council on Environmental Quality

There are a number of committees and commissions related to the Department of Environmental Protection. The most prominent is the Council on Environmental Quality, currently an autonomous body associated with the department for fiscal and budgetary purposes only. The Council consists of nine members, four legislative and five gubernatorial appointees. It assesses the condition of the state's environment and makes an annual report to the Governor. It hears citizen complaints about violations of environmental quality. The Council also reviews state agency construction projects, including those of the Department of Transportation and the Department of Public Works, to assure compliance with environmental standards. During the present year the Council has not been staffed and the budget for the Council is quite small.

The Natural Area Preserves Advisory Committee is a seven-member committee, four members appointed by the Governor and three employees of the Department of Environmental Protection, whose charge is to determine the availability and set standards for the acquisition of land to be acquired by the state for preservation and to educate the public on natural area preserves.

#### Connecticut Resources Recovery Authority

Also working closely with the department is the Connecticut Resources Recovery Authority, whose purpose is to acquire land, buildings and facilities for the disposal of solid waste. Members of the authority are appointed by both the Governor and the legislative leadership with the advice and consent of the General Assembly. The Commissioners of Environmental Protection, Transportation, and Finance and Control serve as voting ex officio members of the authority. A considerably larger Solid Waste Management Advisory Council, with appointees of the Governor and the Legislature and representatives of Connecticut's regional planning agencies, advises the author-

ity on achieving its goals. The chairman of this Council is a non-voting ex officio member of the authority.

A critical aspect of the authority's role is its power to issue revenue bonds to finance recovery activities. While the bonds are not considered to be a general obligation of the State of Connecticut, the chairman of the authority may certify to the Commissioner of Finance and Control and the Treasurer an amount necessary to restore its capital fund. Money then can be paid to the authority from the General Fund, but the "loan" must be repaid when the authority's finances allow the repayment and, in any case, within a year after the debt requiring the loan has been paid. In view of recent developments with revenue bond authorities in other states, it would appear wise to reconsider the structure of approvals for such bonds.

#### Department of Agriculture

The Department of Agriculture currently performs a few functions which are closely related to those handled by DEP. The Board of Agriculture has been charged with taking an inventory of state agricultural land and developing a plan for future use of those lands. Obviously, this is a land use function which is closely allied with land management programs in DEP, particularly in its parks and forest management and by virtue of the authority of the commissioner of DEP to acquire land. There is also a division within the Department of Agriculture which deals with aquaculture, specifically management of shellfish grounds. However, Marine Fish Management as well as algae and aquatic control are in DEP.

It is apparent, therefore, that while DEP has jurisdiction over many environmental matters in the state, there are many other environmentally related functions performed elsewhere in state government, giving rise to possible coordination problems.

In addition, the Committee has heard complaints regarding the operation of the department which seem to stem from problems in the internal organization of the department. Many of these problems in turn may be caused by legislation which specifies the internal structure of the agency in such detail as to prevent flexibility and response to changing conditions.

### COMMITTEE RECOMMENDATIONS

The Committee recommends that *the Department of Environmental Protection be retained as the focus for environmental concerns within Connecticut state government*. It is recommended that the Commissioner of DEP be given authority to reorganize the department internally

to permit greater responsiveness to changing conditions. Further, the Committee recommends that certain environmentally related functions lodged elsewhere in the executive branch be transferred to DEP to ensure a more integrated and coordinated effort.

The Council on Environmental Quality should be retained in association with DEP and staffed to permit execution of its mission. The Natural Area Preserves Advisory Committee should be confederated with DEP for administrative and planning staff support. This specific function will enhance the land use planning and management efforts in the Department.

The administrative and resource allocation functions of the Connecticut Resources Recovery Authority and its advisory council, the Solid Waste Management Advisory Council, should be assigned to DEP. Approval of bonding the authority should be handled by the Treasurer and the Office of Policy and Management.

A few functions performed by the Department of Agriculture should be transferred to the DEP. These include the agricultural lands inventory and planning/preservation activities and the aquaculture programs.

## 14. PUBLIC SAFETY

### CURRENT SITUATION

There are several agencies and departments in Connecticut government concerned with various aspects of public safety.

In the area of motor vehicle safety, the Department of Motor Vehicles is charged with the protection of life and property by administering motor vehicle laws and regulating, disciplining and educating those involved in motor vehicle operations. The Public Utilities Control Authority has licensing, inspection and certain safety responsibilities for some types of vehicles under its regulatory functions. Often, the division of responsibility between these two agencies causes confusion for the vehicle owner in making sure all the proper licenses are obtained and regulations are followed.

Responsibility for the Uniform State Building Code is lodged in the Department of Public Works and is administered jointly by the State Building Inspector and the State Building Code Standards Committee, all appointed by the commissioner. They attempt to ensure protection of the public health and safety by establishing building standards, and in addition provide training classes, examinations, and certification of local building inspectors.

Inspection and licensure of steam boilers, elevators, escalators and passenger tramways are handled by the Department of Labor.

The State Police have three main areas of responsibility. One is to enforce highway and motor vehicular law; a second is the enforcement of criminal laws; and the third is the operation of the State Fire Marshal's Office which is discussed in more detail below. Related functions of the State Police are riot control and subduing civil unrest. In addition, the State Police are called on in emergencies and are charged by statute to have emergency equipment on hand.

The Commissioner of the State Police, who is also the State Fire Marshal, administers the State Fire Safety Code. Tasks here include reviewing building plans, inspecting to ensure compliance, and conducting arson investigations. There is no uniform application of the Fire Code, however, because community fire departments, wardens, fire districts and officials from the State Police, Labor and Public Works are all involved. The 1976 session of the General Assembly established a Commission on Fire Prevention and Control, whose purpose is to set a statewide plan for fire prevention and control, and to set minimum standards for fire fighters.

The Municipal Police Training Council is the training center for municipal police. Recruits from nearly every municipality receive their training at the Council's headquarters academy in Meriden. Beyond the initial recruit stage, the academy also provides in-service programs on drug enforcement, emergency assistance and rape crisis. The academy works closely with the Connecticut Justice Commission in developing new programs to meet police needs. The state police use the same facilities for their training programs.

There is also an Advisory Committee on Organized Crime Prevention and Control which is a nine-member group with two-year terms, appointed by the Governor.

The individual who seeks a license in a building or occupational trade is the same person who must conform to the fire and building codes. However, the boards and commissions licensing persons for the building trades are scattered throughout state government although, for budgetary purposes, some are located in the Department of Public Works. Examples of those in public works are architects, engineers, land surveyors, and the Commission on Demolition. But the landscape architects and the Board of Occupational Licensing (electricians, elevator installers, heating, piping and cooling workers, plumbing and piping workers) are independent agencies. All these boards are appointed by the Governor. In short, there is no central point in state government which coordinates the formulation of building codes, their administration, and certification.

State level response to emergencies is likewise located in several agencies. The Office of Civil Preparedness of the Military Department is engaged in emergency planning for all natural and man-made emergencies. Presently, it provides emergency medical and fire training for all kinds of situations, as well as centralized delivery of those services in the event of an emergency. The Military Department manages the Connecticut National Guard, which has both military and civil defense functions and has statewide access to large complements of people and equipment which can be used in time of disaster or emergency.

The Department of Planning and Energy Policy currently maintains the responsibility for developing and administering (when needed) a standby emergency fuel allocation plan. The department does not have a field staff to implement any allocation system and would require staff support from other agencies.

Finally, there is the Connecticut Safety Commission, which works with citizen groups to conduct public safety education programs. Themes here have included the hazards of winter driving and the dangers of dry Christmas trees.

In summary, the functions relating to public safety are scattered among several departments. Diffusion leads to a lack of coordination (especially in the area of safety education), gaps in delivery (especially in the fire safety area), and confusion on the part of the public (especially in the application of fire and building codes).

### COMMITTEE RECOMMENDATIONS

The Committee recommends *the creation of a Department of Public Safety* to bring together most of the agencies and functions discussed above and to provide for the integration of programs to protect life and property. More specifically, the Committee recommends that the Department of Motor Vehicles be placed in the Department of Public Safety with its licensing, regulating and safety inspection functions. However, the Consumer Protection aligned functions of monitoring motor vehicle dealers and repairers should be placed within the Department of Consumer Protection. The motor carrier regulation and safety inspection functions from PUCA should be transferred into this department in keeping with the notion that these functions are substantially related to public highway safety.

The Committee also recommends that the State Police be a major part of the Department of Public Safety. The principal thrust of their duties is protection of the citizen and his property through law enforcement. However, the Fire Marshal assignment of the Chief of State Police should be moved to the fire administration and prevention portion of the new department. The Committee's intention is to bring all the components of fire prevention and suppression together for easier coordination and administration of fire codes and fire laws.

Closely related to fire codes are all building codes and the regulation and safety inspection of existing buildings. Therefore, the Committee recommends the inclusion of building code enforcement as well as the licensing and regulation of the building and occupational trades. Further, the Committee recommends assignment of the regulation and safety inspection of elevators, escalators, passenger tramways and steam boilers to Public Safety from Labor. These safety programs are not restricted to worker protection but cover most public places. Thus, the public would be better served if their regulation were combined with other similar public safety functions. In order, therefore, to centralize all building code licensing and inspection and the licensing of those engaged in the

building and occupational trades, the Committee recommends that the following functions be included in the Department of Public Safety:

1. The State Building Inspector, the State Building Code Standards Committee and the Board of Materials Review from Public Works;
2. The Commission on Fire Prevention and Control as well as the Office of the State Fire Administrator;
3. The State Fire Marshal's authority and function should be split from the State Police and placed with other fire-related functions;
4. The Occupational Licensing Boards;
5. Professional licensing boards now in the Department of Public Works;
6. Steam boiler inspection with its Advisory Boiler Safety Board from Labor;
7. Elevator and passenger tramway inspection, also from Labor.

As a result of bringing together these scattered boards, agencies, and functions, the Committee is convinced that "one-stop service" for all building code related problems will better serve those dealing with them.

The Committee recommends incorporating the Military Department and the Office of Civil Defense into this department. Emergency activity is related to police and fire functions not only in terms of the specific agencies involved but also because of a need for better coordination of supportive systems, communications frequencies and often equipment. Therefore, the Committee believes that having State Police, military officials, and emergency planners in a public safety agency can lead to better statewide emergency planning. The Committee acknowledges concerns that in an emergency close access by civil preparedness officials to the state's elected officials is imperative; and feels that the Department of Public Safety would not impede such accessibility. Indeed, agency level coordination and preparation would be enhanced and would speed up the capability for key state emergency officials to come together. The Committee strongly recommends that those emergency units, which work closely in planning for disaster relief, use the emergency medical services and personnel in the Department of Health. However, those medical services are substantially health related and therefore should be part of the health agency.

The Committee recommends the *abolition of the Connecticut Safety Commission and the folding in of its functions to the Department of Public Safety*. A major part of the rationale of the Department of Public Safety is education of the public as to safety precautions. If the com-

missioner feels that safety education would be best served by a committee, there would be no reason why he could not appoint one which would be representative of all areas of public safety.

Finally, the Committee recommends attaching the Municipal Police Training Council and the Advisory Committee on Organized Crime Prevention and Control to the Department of Public Safety for administrative support and in the case of the Police Training Council for operation of the training academy.

# 15. CORRECTIONS

## CURRENT SITUATION

### Department of Correction

The Department of Correction, founded in 1967, oversees the state's correctional institutions at Cheshire, Enfield, Niantic, and Somers and the community correctional centers at Bridgeport, Brooklyn, Hartford, Litchfield, Montville, and New Haven. In addition, the department provides medical services and administers educational and industrial arts programs, as well as drug and alcohol rehabilitation programs, in some of these institutions.

The department also has responsibility for field services outside the institutions, including supervising parole and providing community services such as group homes and volunteer services.

The Governor appoints the Commissioner of Correction after consultation with the Council of Correction.

### Council of Correction

The Council of Correction is made up of seven members appointed by the Governor for four-year terms. The Commissioner of Correction and the Chairman of the Board of Parole serve as ex officio members without a vote. The purpose of the Council is "to formulate policies for the administration of a sound correctional program by the department and its institutions, to discuss the implementation and operation of said program . . ."

### Board of Parole

The Board of Parole is a separate body, but it receives clerical, administrative, and fiscal services from the Department of Correction. The department's division of field services administers the parole board's field services, parole supervision and other duties essential to the proper administration of the parole process.

The Board of Parole consists of 10 part-time members who are appointed to four-year terms by the Governor with the advice and consent of either house of the General Assembly. The chairman is the administrative and executive head of the board, a full-time paid position. Each board member is assigned to a three-person panel and permanently assigned to a particular institution. The panels conduct hearings to determine the appropriate time for release of an offender. The board also conducts monthly revocation hearings to determine whether to return an offender to prison for a parole violation.

### Board of Pardons

The Board of Pardons is also tied to the Department

of Correction for budgetary purposes. There are five members appointed by the Governor for six years with the advice and consent of either house of the General Assembly. The Board of Pardons has absolute "authority to grant commutations of punishment or releases, conditioned or absolute" as to sentences for crimes against the state and commutations from the penalty of death. The board meets when and where occasion requires.

### Department of Adult Probation

The Department of Adult Probation for the Superior and Common Pleas Courts is a separately budgeted agency now independent of both the Department of Correction and the Judicial Branch. It is headed by the Commission on Adult Probation which consists of five members appointed by the Governor for six-year terms and the Chief Justice of the Supreme Court who acts as chairman but has no vote except in case of a tie.

The purpose of this commission is to provide presentence information and supervise probation for all the courts with criminal jurisdiction, except the Juvenile Court. There is a Director of Probation who is the chief executive officer of that department.

The Committee recommends a *confederated Department of Corrections* which would include the Boards of Parole, Pardons and Adult Probation. The Department of Corrections would continue to offer staff support to the Boards of Parole and Pardons, but the Department of Adult Probation will remain as a separate division within the confederation staffed by its own personnel. The Committee feels that there is such a significant difference between the function and philosophy of overseeing a person on preincarceration probation and overseeing a parolee who has served a penal sentence in a correctional institution that the supervisors must be different.

Parole and probation are distinct conditions; they occur at different points in time in the criminal justice process. Therefore, the psychology of how a probationer or a parolee is supervised is different. To merge the parole and probationary staffs would ignore the inherent differences and could possibly impede any success that either might achieve. Therefore, because probation and parole are not synonymous, they must have distinct organizational treatment. Therefore, the Committee recommends a separate Division of Probation within the Department of Corrections for budget and fiscal purposes only.

The Committee stresses its awareness of the delicacy of having pre-sentence investigation and supervision of

probation performed in the executive branch. However, we feel that this confederation of agencies would serve the goal of efficient service as well as provide the needed flexibility to perform closely related tasks. The Committee also notes that many other states have co-located the adult probation and parole functions with considerable success.

Finally, the Committee recommends the *abolition of the Council of Correction*. This abolition is in keeping with the principle that the department head should be directly responsible to the Governor and should have administrative and policy authority for the department. If the Commissioner of Corrections has a need for policymaking advice, the Commissioner may appoint an advisory committee.

## 16. CONSUMER PROTECTION

### CURRENT SITUATION

#### Department of Consumer Protection

The Department of Consumer Protection, created in 1959, is headed by a commissioner appointed by the Governor. The department is charged with enforcing legislation intended to protect the consumer from injury by product use or merchandising deceit. It carries out its goals through divisions of food, drug control (including concern for adulteration and misbranding of drugs, cosmetics and related devices), weights and measures, consumer frauds, consumer education, and athletics (which has jurisdiction over all professional boxing and wrestling bouts in the state). A major consumer function the department does not perform is the monitoring of motor vehicle dealers and repairers. This is now the responsibility of the Department of Motor Vehicles.

#### Commission of Pharmacy

The Commission of Pharmacy (within the department) is headed by six commissioners appointed by the Governor for six year terms from a list presented by the Connecticut Pharmaceutical Association. The commission regulates and advises the pharmacy profession. It issues licenses to pharmacists and pharmacy interns registers or licenses pharmacies and patent medicine stores and the oversees prescriptions filling.

#### Board of Television and Radio Examiners

The Board of Television and Radio Service Examiners issues licenses to electronic technicians and service dealers. The board, established in 1971, is made up of five members appointed by the Governor for five year terms; three members are from the public and two are television technicians. At present, it is in the Department of Consumer Protection for budgetary and fiscal purposes only.

#### State Chemist

The State Chemist (currently there are two) are gubernatorially appointed people who perform chemical analyses for the state upon request. They are paid for each analysis performed and are now independent of any agency.

#### Consumer Advisory Council

In 1971, a Consumer Advisory Council was formed, consisting of seven members appointed to four year terms by the Governor with the advice and consent of either house of the General Assembly. One member must be from the Attorney General's Office. The council acts to: (1) advise the Governor on consumer matters regardless of which department has jurisdiction; (2) recommend legislation to protect and promote consumer interests; (3)

conduct educational programs for consumers, and; (4) appear before governmental agencies, departments and commissions "to represent and be heard on behalf of consumers' interests". Recent council meetings have been concerned with auto repairs, interest rate information, the truth-in-lending law, and health costs, availability and quality. The council addresses problems in all areas and is not under the aegis of the Department of Consumer Protection.

#### Department of Agriculture

Some specific functions of a consumer protection nature are being performed in the Department of Agriculture. These include: overseeing of milk, cheese and butter quality, monitoring of egg product sales, inspection of certain labels, and publication of supply and price information on produce and dairy products. These functions are quite similar to functions in the Department of Consumer Protection.

### COMMITTEE RECOMMENDATIONS

*The Department of Consumer Protection should be continued, with the addition of some consumer related functions not presently performed by the department.*

The Governor's Consumer Advisory Council should continue to be a policy advisory, educational and investigative body, but these functions should be undertaken solely as an advisory body to the Department of Consumer Protection rather than as an independent body. The basic role - working to present advisory views to the department, the Governor and the legislature — would remain the same, but the effort would be clearly channelled, thus enhancing the impact of the Department of Consumer Protection.

The Committee recommends that the State Chemist(s) become a part of the Department of Consumer Protection as an assistance to this department in performing chemical testing on foodstuffs, drugs and cosmetics.

The Committee believes that the functions of inspection of food products at the farm should remain with Agriculture, but inspections dealing with processors, packagers, branders and retailers should be functions within the purview of Consumer Protection. The concept is that consumers' can best be protected through marketplace regulation, not at the farm. This division of functions both reinforces Consumer Protection and enables all on-farm product regulation and inspection to be left together, in the new Department of Economic Development and Agriculture.

The other major function to be brought within the purview of Consumer Protection is the regulation of motor vehicle dealers and repairers from Motor Vehicles. This will develop a consumer orientation in regulation of what are basically commercial transactions while not diminishing safety concerns since actual motor vehicle inspection for safety would remain a responsibility of the Department of Public Safety.

The Committee considered at some length the optimal organizational location for regulatory functions in banking, insurance and public utilities.

Combining these regulatory agencies with consumer protection functions like TV repair regulation has a certain appeal. However, the regulatory activity itself is not the same in the sense that the regulatory functions of consumer protection focus on quality of service while those of banking and insurance focus primarily on financial integrity and assets, and public utility regulation devotes considerable effort to rate base and rate of return. In addition, the consumer protection agency is devoted primarily to individual consumers, while business itself is a major consumer affected by a number of the regulatory activities suggested for the Department of Business Regulation.

## 17. REVENUE SERVICES

### CURRENT SITUATION AND COMMITTEE RECOMMENDATIONS

The Committee recommends that a new *Department of Revenue Services* be created. The department should be headed by a single commissioner appointed by the Governor with the advice and consent of the General Assembly. The Department would absorb the Tax Department and the Commission on Special Revenue, and the tax abatement function from the Department of Community Affairs in addition to all of the activities currently in the central collection unit of the Department of Finance and Control. After the Department of Revenue Services has been in existence for several years and can clearly absorb additional functions, consideration should be given to having it make Veterans' Bonus payments, a function now lodged with the Treasurer, who should retain the investment management function and custody of the funds.

In the case of the tax abatement functions of the Department of Community Affairs, the tasks involved are relatively simple ones and, as a practical matter, could be handled by any one of a number of state departments. Because the current tax department has a number of similar functions, and because other recommendations of the Committee call for the elimination of the Department of Community Affairs, the Committee recommends that the tax abatement administration be moved to the new Department of Revenue Services. Policy regarding housing stimulation, including changes in abatement legislation, would be handled by the housing division of the proposed Department of Economic Development and Agriculture.

The central collections function could work in either the proposed Department of Revenue Services or in the proposed new Department of Administrative Services, the department which would have most of the other activities now found in the Department of Finance and Control. On balance the Committee believes that some of the central collections functions are sufficiently similar to the function of auditing and collecting delinquent taxes so that some economies, particularly in the field operations, should develop by co-locating central collections and tax collection. In addition, we believe that responsibility for these tasks would encourage the Commissioner of Revenue Services, working with the Treasurer, to take a strong interest in working with line agencies to improve their collections generally.

With respect to the Commission on Special Revenue, there are two separate questions to be considered. The first is whether the functions of the Commission (lottery, racing, jai-alai and off-track betting) can usefully be combined with the functions of the Tax Department. Some states combine lottery administration with tax administration while in other states the function is independent. Various patterns also exist for the regulation of racing and other forms of gaming activities. The nature of certain activities of the Commission is such that there is not even a strong argument to be made for combining them with other functions of the Commission. For example, little of the expertise used in regulating racing is applicable to lottery operations and vice-versa. Racing can be a separate activity, or combined with other regulatory functions as it is in some states, or combined with other revenue raising functions as it is in Connecticut. The Committee favors the concept of combining the revenue raising functions reflected in the existence of the Commission's responsibilities, but suggests that tax functions be included as well. We do not believe that any onus associated by some with racing and betting should form a basis for state organizational decisions.

The second question regarding special revenue is whether the function should be headed by a single individual or by a board or commission. As noted earlier in this report, we generally do not favor government by committee. The task of administering racing, for example, can lend itself to corruption, but so can such other functions as administering the tax laws, administering state purchasing and regulating various industries. There is nothing in the experience of other states that would suggest that racing corruption is avoided by having a board or commission handle it. There is much to be said for the view that day to day administrative functions are better handled by a single individual than a board. To further the goal of establishing a manageable departmental network under the Governor, the Committee recommends that *the special revenue function become part of a new Department of Revenue Services*.

A board, comparable to the present commission, would sit as a quasi-judicial agency for the granting of racing days and permits to operate wagering activities. Its members would be unpaid, but would be appointed by the Governor with the advice and consent of the General Assembly. This board would review those decisions where diffusion of responsibility for decision might help to reduce the possibility of corruption but it would not have day-to-day management responsibilities.

## 18. EXECUTIVE OFFICE OF THE GOVERNOR

The Committee continues to endorse the concept of making it possible for the Governor to manage state government by providing a Governor's span of control sufficiently small so that it would be reasonably possible that he or she could effectively supervise all the agency heads that report to him or her. This concept was one of the major bases for the Committee's conclusion in its draft report that the state should be reorganized into fewer departments and one office of policy and management.

### **Governor's Personal Staff**

The personal staff of the Governor provides such services as arranging the Governor's schedule, providing clerical assistance, handling the Governor's legislative and press relations, dealing with the mail, and assisting the Governor in decision-making. It currently has a staff of less than thirty people. The Committee recommends *no changes in the Governor's personal staff.*

### **Independent Agencies**

As expected, the Committee's requests for comments and criticisms produced many comments, particularly from those who felt that their particular interest in government would be "submerged" by the combination of the agency serving that interest with other agencies. These comments were received regarding practically every agency that the Committee's draft suggested be merged with one or more other agencies. While, as indicated in other chapters of this report, the Committee has not accepted all these endorsements of the status quo in state organization, some of them do appear to have some merit. We found particularly appealing the case made for independent status of state agencies having one or more of these characteristics:

(1) Having a function that includes both service to other state agencies, or regulation of them, and a function that involves dealing directly with the public,

(2) Performing resource allocation among various state agencies,

(3) Involving a committee or a board primarily in the activity of adjudication or the allocation of funds among competing claims on an annual or periodic basis, as distinct from day-to-day involvement of a board in operating functions of an agency, and

(4) Representing an area of state administration where the Governor and legislature may legitimately not be interested in decisions regarding the agency except for the total budget to be made available to it and the personnel who are to decide what to do with those resources.

The agencies which have the most compelling case for some independence in light of these criteria are the *Commission on the Arts*, the *Historical Commission*, the *State Library*, the *Commission on Human Rights and Opportunities*, the *Connecticut Justice Commission*, and the *Connecticut Agricultural Experiment Station*.

**Commission on the Arts:** The Connecticut Commission on the Arts is a body composed of 25 members appointed by a combination of the Governor and the legislative leadership. The Commission receives revenues from state grants, from federal programs and from private donations and spends them in support of the arts throughout Connecticut. Comparable agencies in other states are generally headed by multi-member commissions or boards and are usually independent agencies, though some are found in Departments of Education or Commerce and one is combined with Planning and Budgeting. The interests of elected officials in the operations of the council are not likely to extend beyond such matters as can be handled in the budget process or through general legislation.

**Connecticut Historical Commission:** The Historical Commission has 12 members appointed by the Governor for a term of 4 years on a staggered term basis with terms of four years. The Commission operates state-owned historic properties, reviews state and federal proposed actions to determine impact on historic structures, works with federal and state registers of historic places and develops standards and criteria for historic districts. The work of the Commission is somewhat more closely interrelated to that of other state agencies than the Commission on the Arts. This is particularly the case in land use conflicts, as designation of historic sites is an alternative use of land which can compete with other demands such as industrial or commercial development, transportation rights-of-ways and other governmental uses. However, the other functions of the Commission are comparable to those of the Commission on the Arts in that they do not parallel those of other state agencies and it would appear likely that elected officials would generally not desire to control many of the decisions of the Commission. In addition, it is difficult (though not impossible as the draft report of this Committee indicated) to find an agency with responsibilities sufficiently similar to those of the Commission to suggest strong logic in support of a merger with another agency.

**Connecticut State Library:** The State Library manages a number of quite disparate functions. On the one

hand it is an administrative support agency providing services to other state agencies such as library services and records management. It is also an agency parallel to the Historical Commission and the Department of Environmental Protection in that it provides visitors with the experience of visiting its Museum and Memorial Hall. It is also a service agency for local libraries, a policy setting body for libraries and a grant administering agency. The agency is administered by a Board composed of three *ex officio* members (two from the judiciary) and five appointees of the Governor who serve for staggered and fixed terms.

The library services of Connecticut do have some important interactions with other units of state government, particularly in the library service area.

**Commission on Human Rights and Opportunities:**

The Commission is composed of 12 members appointed by the Governor for staggered terms of 5 years. The Governor also appoints the 25 hearing examiners that serve the Commission. The Commission deals with complaints principally alleging discrimination in employment but also in public accommodations and other areas. The jurisdiction of the Commission extends to state agencies as well as private employers.

**Connecticut Justice Commission:** This commission has 19 members appointed by the Governor and serving at the pleasure of the Governor and 2 co-chairpersons who serve *ex officio*. The composition of the commission is heavily influenced by federal requirements. The Commission's major function is criminal justice and juvenile justice and delinquency prevention planning, including determining the allocation of available federal funds among state and local agencies in these fields. States differ substantially in where they put this function organizationally. Some combine it with other criminal justice agencies as suggested in this Committee's draft recommendations. Others put it into a staff agency such as the Governor's immediate office or the planning and budgeting agency. Still others maintain the function in an independent agency. The strongest argument against putting such a Commission in with other law enforcement agencies is that those agencies are usually in the position of being one of many claimants competing for resources before the Commission.

**Connecticut Agricultural Experiment Station:** This research facility is managed by a board of control which consists of eight members: the Commissioner of Agriculture or his designee; one each by the governing boards of the University of Connecticut, Sheffield Scientific School (Yale University), and Wesleyan University; and two appointees of the Governor. The Governor and the director of the station are *ex officio* members of the board.

The station conducts original scientific research which affects life in Connecticut. The subjects researched can vary from the gypsy moth to pollution in lakes. In addition, laboratory work is performed for the state departments of Consumer Protection, Agriculture, and Environmental Protection.

## COMMITTEE RECOMMENDATIONS

There is no perfect solution to the organizational placement of these six agencies.

If they are organized as independent agencies with their present composition of commissions they violate a number of basic organizational principles. First, they represent part of the span of control problem for the Governor contributing to the unmanageable number of agencies that now report directly. Furthermore, although they have some characteristics that make them less likely candidates for consolidation than some others, the continuation of such small agencies outside the structure of any department would tend to increase the pressures to have other agencies so treated and thus threaten the whole logic of state reorganization. Second, they do involve having committees serve as the head of an operating agency rather than single individuals directly accountable to the Governor. The part time and *ex officio* memberships, however, have caused each of these organizations to delegate substantial operating responsibilities to career executive officers or comparable personnel in each of the agencies. Third, the use of staggered terms of Gubernatorial appointees and the presence of appointees by persons other than the Governor and *ex officio* members who are not appointed by the Governor all tend to make it difficult, if not impossible, for the Governor to assume responsibility for the results of these commissions' activities. The staffs of these agencies tend to consider freedom from control of the Governor as a virtue of the arrangement rather than a vice, a view from which we dissent. The case for independence is usually put in terms of an example of a politically oriented Governor seeking to work influence on a basically non-political and professionally expert commission staff supported by an impartial, unbiased group of commissioners. However, independence cuts both ways — it also means that, short of organizational change, there is no way for a newly elected Governor and legislature to root out incompetence or poor policy without waiting a number of years for the opportunity to appoint a majority of commissioners.

The current arrangements regarding the Commission on the Arts and the State Library also raise questions of the separation of powers. Finally, the existence of such relatively small independent bodies raises the question of whether certain economies of scale would be achieved

by combining certain administrative functions such as the fiscal and accounting functions.

All of these factors caused the Committee in its initial draft report to recommend consolidation of each of these agencies with other agencies into the system of 13 major departments and one staff agency recommended for Connecticut. However, in consideration of the public concern expressed over these agencies, the quasi-judicial nature of some of them, the difficulty in finding appropriate agencies for housing them, and the absence of major cost savings and efficiency improvements associated with merger, the Committee has reluctantly decided that these agencies should not be merged with other state agencies.

However, we do believe that some organizational changes in the relationship of these agencies to the Governor should be made as follows:

(1) All of these agencies should be considered a part of the Executive Office of the Governor rather than on a par with the departments. This recommendation would not affect the operating procedures and policies of the agencies nor their reporting relationship to the Governor nor any of the services that they deliver. The recommendation does recognize that these agencies are not the same as the departments and should not be considered to be potential members of a cabinet if a Governor chooses to administer state government in a cabinet system. Currently these agencies are not designated as part of the cabinet. This recommendation does permit the state to have an organization simpler than the present one. State organization would consist of a reasonable number of departments coupled with an Executive Office structure housing the Governor's personal staff and some basically independent functions;

(2) The ability of the Governor to have some authority over the functioning of these state agencies should be enhanced somewhat by some combination of the following (not all of which would be applicable to all agencies):

- (A) Permitting a newly-elected Governor to designate the chairman of a multi-headed agency from among the members of the board or commission,
- (B) Shorter terms for members
- (C) Making more terms terminate at about the time of the beginning of a new Governor's term,
- (D) Permitting the Governor, or his/her designee, such as the Director of Policy and Management, to make recommendations to such agencies as to other than quasi-judicial matters with the requirement that the agency consider and act upon the recommendation in an open meeting, but with no requirement that the agency act favorably on the recommendation.

The Committee believes that these types of changes should be considered at such time as other legislation is being considered affecting these agencies, as distinct from being part of legislation related to reorganization alone.

(3) In addition, we suggest that the Governor will want to designate someone on the Governor's personal staff or the Director of the Office of Policy and Management to handle day-to-day dealings with these agencies so that the Governor personally would not feel the direct burden of supervision or coordination with agencies that are substantially smaller than many divisions within the larger departments.

## 19. STATE ELECTED OFFICIALS

The previous chapters of the report have dealt with the functions of state government which the Committee recommends be lodged in departments of state government under the Governor. Some of these functions, such as purchase of furniture and intergovernmental relations, are moved to agencies under the Governor from offices headed by elected officials. Our discussion of state government would be incomplete without some discussion of the offices which would continue to be elected under the Committee's recommended plan of organization.

*Short Ballot:* The Committee considered at length the concept of the short ballot; that is, reducing the number of officials elected on a statewide basis. In support of this concept, it is clearly difficult for voters to be well-acquainted with the positions and qualifications for the many candidates who run on a statewide basis. In addition, the fragmentation of executive responsibility among many officials makes it difficult to hold the Governor accountable for the conduct of state government, and makes it more difficult for the Governor to effectively coordinate state functions. Short ballot forms of organization are workable, the most obvious example being the election of only a chief executive and a Vice President in the federal government.

However, there are a number of substantive arguments against the short ballot. The potential for misuse of power by the chief executive and his or her staff could be substantially enhanced if the persons supervising legal functions (e.g. Attorney General) and holding the state's money (e.g. Treasurer) are not independent of that chief executive. The long ballot allows more persons to participate in the process of state government, provides career paths for elected officials, and affords the voters the opportunity to witness the performance of potential governors when they occupy lesser offices. In addition, it is difficult to make a compelling case that such functions as the supervision of elections are so closely intertwined with other activities in such fields as transportation and social services that they must be combined under a common executive.

There are also procedural arguments against changing the role of elected officials as specified in the Constitution (distinct from statutory specifications). The Committee tried to design its reorganization so that it could be accomplished in the 1977 legislative session. Obviously, any recommendation requiring a constitutional change could not be achieved within that legislative session.

The financial control area of state government posed a special problem. The Committee's deliberations

brought it to the conclusion that the accounting, pre-auditing, and post-auditing functions were too diffuse. They are spread between the Auditors of Public Accounts (legislative), the Department of Finance and Control (executive) and the Comptroller (elected). The Committee's preliminary recommendation was to abolish the Comptroller, transferring all pre-audit functions to the executive branch, and to strengthen the auditors for post-audit functions. The first part of the recommendation would of course have required a constitutional amendment. During the public discussion period, the Committee has heard strong support for the existing check and balance system and little support for change. Thus, the Committee is abandoning the concept of abolishing any elected official's position, and recommends *retention of the Comptroller with his constitutional duties.*

However, the Committee believes that the statutory power for provision of furniture, stationery and other necessary supplies and equipment for the various state offices be removed from the Comptroller and given to the proposed Department of Administrative Services. The provision and maintenance of telephone and telegraph services and the maintenance of office equipment should be transferred to the Department of Administrative Services. The authorization of air travel now performed by the Comptroller should be transferred to the Office of Policy and Management.

In addition, while the Committee has generally not recommended the development of new functions or programs for Connecticut State government, we suggest that the legislature consider assigning the Comptroller responsibility for monitoring local government accounting systems, audit reports and fiscal conditions to the extent that the state chooses to become involved in such activity.

The Committee's recommendations with regards to other elected officials follows:

The capability of the Governor to perform executive functions economically and efficiently and to become chief executive of Connecticut, in fact, will greatly improve with implementation of the recommendations in this report.

The Lieutenant Governor should continue to assume the functions of the Governor when the Governor is unavailable to perform the duties of the office.

As a general policy the Committee supports the concept of the Governor assigning specific functions to the Lieutenant Governor. Such action is consistent with the concept of making sure that the Lieutenant Governor's

office has sufficient stature and is sufficiently interesting so that persons of a Governor's stature will compete for the position. In addition, such assignments use time of the Lieutenant Governor which otherwise would be less well used, and provide experience for the Lieutenant Governor that is needed in light of the possibility of becoming Governor. Obviously, the exact assignments to the Lieutenant Governor will vary with the needs of the state and the working relationship of the individual Governors and Lieutenant Governor.

Governors have many different patterns in using Lieutenant Governors. Some use them almost as deputy Governors with substantial responsibilities in all fields of state government and many delegations of power from the Governor. Other Governors ask their Lieutenant Governors to assume a major role in dealing with the legislature. Still others assign them one or more state agencies to supervise in lieu of appointing a commissioner to such an agency. We believe that the Connecticut statutes should be sufficiently flexible to permit any and all of these delegations to the Lieutenant Governor, while at the same time not requiring the Governor to make any particular assignment.

The Committee has decided that the federal-state-local relations area is not particularly well suited to man-

agement by the Lieutenant Governor due to its logical inclusion in the Office for Policy and Management (see section 3).

As substitute assignments for the Lieutenant Governor we would suggest that the Governor could assign the Lieutenant Governor some combination of the following:

- (1) A general role as an ombudsman for citizens who encounter difficulty in dealing with state agencies,
- (2) Responsibility for dealing with special identifiable groups in the state such as youth or the aged,
- (3) Chairman's responsibility for special task forces dealing with such questions as economic development in particular areas of the state, and/or
- (4) Responsibilities for troubleshooting in particular problem areas.

The *Secretary of State* should continue to be the keeper of state records and should perform election monitoring tasks.

The *Attorney General* should remain as the chief state legal officer. The Attorney General alone would continue to be allowed to represent the state in litigation.

The *Treasurer* should continue to receive and account for all monies coming to the state.

## 20. CONCLUSION

For the past five years an annual public opinion survey sponsored by the Advisory Commission on Intergovernmental Relations has asked the question, "From which level of government do you feel you get the most for your money — federal, state or local? In each of those five years state government has come in last. This year, of those expressing an opinion, 44 per cent chose the federal government, 31 per cent chose local government and 25 per cent chose state government.\* Other surveys have documented the widespread public view of state government as an inefficient deliverer of services.

Yet state services are important. The state funds a portion of local school costs and is responsible for the quality of public higher educational opportunities. We all depend upon the state for our transportation needs. The state looks after our needy, heals our sick, protects our property, and assumes responsibility for our children when adults fail. The state protects us as consumers, seeks to bring new jobs to the state and to train our citizens to take those jobs. The state regulates the quality of life in many ways, from support of the arts to the prevention of pollution. Our welfare as Connecticut citizens is closely tied to how good a state government we have.

Fortunately, we are governed democratically — how good a state government we have is something we can all help to decide. If we care and are prepared to act on our concerns, all of us can have a hand in better government. If we care, we can encourage a government that is responsive to the needs of all our citizens as they fill their varied roles including that of taxpayer, not one that is designed primarily for maximum responsiveness to special interest groups.

To achieve this as citizens, we must work through our elected officials. We must give those officials, particularly the Governor, an organizational and management structure that can work for the present, and is flexible enough to provide effective implementation of future programs. Adoption of the reorganization and the management recommendations in this report would be, the Committee believes, two major steps in this direction.

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\*Advisory Commission on Intergovernmental Relations, *Changing Public Attitudes on Governments and Taxes* (Washington, ACIR, 1976), pp. 2f.

## Appendix A: Composition of New Departments

This appendix provides a list of the new agencies recommended for creation. Under each agency is shown the current agencies that would be subsumed within the agency as well as various functions to be assigned. Where there is a suggested division of the functions of an existing agency, the assignment of functions is specified.

For details on the organizational relationship of functions transferred to a new agency, please consult the individual sections of the report. Where the Committee has specifically recommended that a particular board or agency be abolished when the function is transferred, the word *abolish* appears after the entry in this appendix. However, please consult the first section of the report which deals with the general matter of advisory boards.

### DEPARTMENT OF ADMINISTRATIVE SERVICES

- Appraisal Fee Reference Committee
- Connecticut Capitol Center Commission
- Department of Personnel
- Forms and Procedures Appeal Committee
- Medical Examining Board for State Employees
- Disability Retirement
- Personnel Appeal Board
- Professional Advisory Committee — abolish
- Professional Policy Committee — abolish
- Records Management Committee
- Standardization Committee
- State Capitol Preservation and Restoration Commission
- State Employees Group Insurance Commission
- State Employees Retirement Commission
- State Insurance Purchasing Board
- State Properties Review Board
- Teachers Retirement Board
- Information systems functions (from Finance and Control)
- Printing functions (from Finance and Control)
- Purchasing functions (from Finance and Control)
- State property management functions (from Dept. of Public Works)
- Telecommunications functions (from Comptroller)
- Travel approval and furniture purchase functions (from Comptroller)

### DEPARTMENT OF BUSINESS REGULATION

- Advisory Committee on Mobile Homes — abolish
- Advisory Council on Banking — abolish
- Banking Commission — abolish
- Banking Department
- Board of Accountancy
- Conn. Public Deposit Protection Commission — abolish
- Conn. Real Estate Commission
- Insurance Department
- Liquor Control Commission
- Nuclear Power Evaluation Council
- Office of Consumer Counsel

- Power Facility Evaluation Council
- Public Utilities Control Authority (most functions)

### DEPARTMENT OF CONSUMER PROTECTION

- Board of Television and Radio Service Examiners
- Commission of Pharmacy
- Consumers Advisory Council (make advisory)
- Department of Consumer Protection
- State Chemists
- Licensing and supervising functions for automobile dealers and repairers (from Motor Vehicles)
- Milk regulation off farm (from Agriculture)

### DEPARTMENT OF CORRECTIONS

- Board of Pardons
- Board of Parole
- Commission on Adult Probation
- The Corrections Industries Advisory Commission
- Council of Correction — abolish
- Department of Corrections

### DEPARTMENT OF ECONOMIC DEVELOPMENT AND AGRICULTURE

- Advisory Committee on Industrial Modernization — abolish
- Commission on Job Innovation and Development — abolish
- Committee of Concern for Conn. Jobs — abolish
- Conn. Development Authority
- Connecticut Equine Advisory Council — abolish
- Conn. Marketing Authority
- Conn. Product Development Corp.
- Department of Agriculture (all on farm regulation, promotion)
- Department of Commerce
- State Board of Agriculture — abolish
- State Board of Veterinary Registration and Examination
- State Milk Regulation Board (on farm regulation)
- Weather Control Board — abolish
- Connecticut Housing Finance Authority policy functions
- Bureau of Housing (from Dept. of Community Affairs)

### DEPARTMENT OF EDUCATION

- Advisory Board on State Certification of Teachers — abolish
- Advisory Council for Special Education
- American and Francophone Cultural Commission — abolish
- Conn. Advisory Council on Vocational and Career Education
- School Construction Economy Service Advisory Council — abolish
- State Board of Education
- State Department of Education Arbitration Panel
- Trustees of Mystic Oral School

## **DEPARTMENT OF ENVIRONMENTAL PROTECTION**

Conn. Resources Recovery Authority policy functions  
Conn. Well Drilling Board  
Council on Environmental Quality  
Council on Water Company Lands  
Governor's Task Force on the Preservation of Agricultural Land  
Natural Area Preserves Advisory Committee  
Solid Waste Management Advisory Council  
Aquaculture functions from Agriculture

## **EXECUTIVE OFFICE OF THE GOVERNOR**

Governor's Personal Staff  
American Revolution Bicentennial Commission of Conn.  
(combined with State Historical Commission)  
Commission on Human Rights and Opportunities  
Conn. Agricultural Experiment Station  
Conn. Historical Commission  
Conn. Justice Commission  
State Commission on the Arts  
State Library Board  
Tree Protection Examining Board (within Conn. Agriculture Experiment Station)

## **DEPARTMENT OF HEALTH SERVICES**

Advisory Council for Comprehensive Health Planning — abolish  
Advisory Boards for Local Mental Health Centers (10)  
Advisory Council on Alcohol and Drug Dependence — abolish  
Advisory Council on Hearing Aids — abolish  
Advisory Council on Speech Pathologists and Audiologists — abolish  
Board of Mental Health (make advisory)  
Commission on Hospitals and Health Care  
Commission on Medicolegal Investigation  
Committee on State Payments to Hospitals — abolish  
Conn. Advisory Committee on Emergency Medical Services — abolish  
Conn. State Alcohol Advisory Council)  
Conn. State Alcohol Council ) consolidate  
Council on Tuberculosis Control Hospital Care and Rehabilitation — abolish  
Department of Health  
Department of Mental Health  
Division of Community Services Advisory Board — abolish  
Drug Advisory Council)  
Drug Council ) consolidate  
Governor's Committee on Fitness — abolish  
Health facilities policy and resource allocation function (from Health and Educational Facilities Authority)  
Hospital Cost Committee — abolish  
Interagency Committee on Health and Safety Codes — abolish  
Kidney Disease Advisory Commission — abolish  
Public Health Council (make advisory)

State Camp Safety Advisory Council — abolish  
Statewide Health Coordinating Council  
Tuberculosis Appeal Board — abolish  
Veteran's Home and Hospital Commission — abolish  
Division of Health Licensing and Professional Boards  
Board of Examiners of Barbers  
Board of Examiners of Hypertrichologists  
Board of Examiners of Psychologists  
Board of Licensure of Nursing Home Administrators  
Commission of Opticians  
Conn. Board of Examiners of Embalmers and Funeral Directors  
Conn. Homeopathic Medical Examining Board  
Conn. Medical Examining Board  
Conn. Osteopathic Examining Board  
Conn. State Board of Physical Therapists  
Conn. State Board of Examiners for Nursing  
Conn. State Board of Examiners in Optometry  
Conn. Board of Examiners in Podiatry  
Dental Commissioners  
State Board of Chiropractic Examiners  
State Board of Natureopathic Examiners  
State Board of Registration for Sanitarians  
State Board of Subsurface Sewage Disposal System Examiners

## **DEPARTMENT OF HIGHER EDUCATION**

Board of Trustees for the Regional Community Colleges — abolish  
Board of Trustees for the State Colleges — abolish  
Board of Trustees for the State Technical Colleges — abolish  
Board of Trustees for the University of Conn. — abolish  
Commission for Higher Education — abolish  
Conn. Education Council  
Board for State Academic Awards administrative function  
Conn. Student Loan Foundation policy and administrative function  
State Scholarship Commission  
Educational facilities policy and resource allocation function (from Health and Educational Facilities Authority)

## **DEPARTMENT OF LABOR**

Department of Labor  
Conn. State Board of Labor Relations  
Conn. Board of Mediation and Arbitration  
Employment Security Board of Review  
State Advisory Council on Employment Security  
Advisory Committee on Occupational Safety and Health  
Conn. Occupational Safety and Health Review Committee

Conn. State Apprenticeship Council  
Workmen's Compensation Commission  
Youth farm labor inspection function (from Agriculture)

#### **DEPARTMENT OF HUMAN SERVICES**

Advisory Council on Aging  
Department on Aging  
Adoption Review Board  
Child Day Care Council  
Commission on Children's Services  
Department of Children and Youth Services  
Regional Advisory Boards for Children and Youth Center Facilities (3)  
State Advisory Council on Children and Youth Services  
Advisory Council on Community Affairs — abolish  
Cuban Refugee Program Committee — abolish  
Indian Affairs Council — abolish  
Governor's Council on Opportunities for the Spanish Speaking  
State Inter-agency Model Cities Committee — abolish  
Board of Education and Services for the Blind (make advisory)  
Division of Workmen's Rehabilitation (from Workmen's Compensation Commission)  
Governor's Committee on Employment of the Handicapped — abolish  
State Advisory Council on Developmental Disabilities Services and Facilities  
State Commission on the Deaf and Hearing Impaired (make advisory)  
Council on Human Services — abolish  
Council on Mental Retardation  
Department of Mental Retardation  
Regional Centers for Mentally Retarded Advisory Boards (11)  
Conn. Manpower Planning Council (from Dept. of Labor)  
Conn. Manpower Services Council (from Dept. of Labor)  
Citizens' Advisory Committee on Social Services  
Department of Social Services (excluding income maintenance)  
Boards of Training School Trustees (2)  
Human resources development (from Dept. of Community Affairs)  
Manpower planning function (from Dept. of Labor)  
Vocational rehabilitation (from Dept. of Education)

#### **DEPARTMENT OF INCOME MAINTENANCE**

Food Stamps (from Dept. of Social Services)  
General Assistance including Emergency Payments and Transportation (from Dept. of Social Services)  
Medicaid — Contracted Payments (from Health Services)

Medical Advisory Committee  
Public Assistance (from Dept. of Social Services)  
Supplemental Security Income (from Dept. of Social Services)

#### **DEPARTMENT OF PUBLIC SAFETY**

Advisory Committee on Organized Crime Prevention and Control  
Architectural Registration Board  
Board of Firearm Permit Examiners  
Board of Materials Review  
Boiler Safety Board  
Building codes and inspection function (from Dept. of Public Works)  
Civil Preparedness Advisory Council  
Commission on Fire Protection and Control  
Conn. Safety Commission — abolish  
Conn. State Board of Landscape Architects  
Department of Motor Vehicles  
Military Department  
Municipal Police Training Council  
Public safety functions from Labor (inspection and safety regulation of boilers, elevators, escalators, and passenger tramways)  
PUCA (motor transport regulation and safety inspection)  
State Board of Registration of Professional Engineers and Land Surveyors  
State Boards for Occupational Licensing  
State Building Codes Standards Committee  
State Commission on Demolition  
State Fire Codes Standards Committee  
State Police Department  
Vehicle Equipment and Safety Commission

#### **DEPARTMENT OF REVENUE SERVICES**

Board of Trustees of the Soldiers, Sailors and Marines Fund  
Bonus for Veterans of Vietnam Era Appeals Board  
Central collections function (from Finance & Control)  
Conn. Commission on Special Revenue — abolish  
Tax abatement functions (from Community Affairs)  
Tax Department  
Veteran's bonus payments function (from the Treasurer)

#### **DEPARTMENT OF TRANSPORTATION**

Connecticut Public Transportation Authority  
Department of Transportation  
Governor's Railroad Advisory Task Force  
State Traffic Commission  
Rail regulation and safety inspection (from PUCA)

**OFFICE OF POLICY AND MANAGEMENT**

Bond Commission

Council of Economic Advisors

Expressway Bond Committee — abolish

Conn. Energy Advisory Board

Department of Planning and Energy Policy

State Planning Council — abolish

Governor's Committee on Intergovernmental  
Cooperation

State/Local Relations (from Department of Community  
Affairs)

Personnel Policy Board — abolish

Council on Voluntary Action

Policy Review of Bond issuance of

Connecticut Housing Finance Authority

Connecticut Resources Recovery Authority

Connecticut Student Loan Foundation

Health and Educational Facilities Authority

Budgeting Management function (from Dept. of Finance  
and Control)

State/federal relations (from Lt. Governor)

Personnel policy function (from Personnel Department)

**TREASURER**

Investment Advisory Council — Treasurer

## Appendix B: Recommended Placement of Current Agencies

This appendix alphabetically lists 210 separate agencies of state government and indicates where they and/or their functions would be found in the organizational structure recommended by the Committee. This list omits certain boards and commissions not considered by the Committee because of their local government, legislative, or judicial nature.

Adoption Review Board —  
DEPT. OF HUMAN SERVICES

Advisory Board on State Certification of Teachers —  
abolish

Advisory Boards for Local Mental Health Centers (10)—  
DEPT. OF HEALTH SERVICES

Advisory Committee on Industrial Modernization —  
abolish

Advisory Committee on Mobile Homes — abolish

Advisory Committee on Occupational Safety and Health — DEPT. OF LABOR

Advisory Committee on Organized Crime Prevention and Control — DEPT. OF PUBLIC SAFETY

Advisory Council for Comprehensive Health Planning—  
abolish

Advisory Council for Special Education —  
DEPT. OF EDUCATION

Advisory Council on Aging —  
DEPT. OF HUMAN SERVICES

Advisory Council on Alcohol and Drug Dependence—  
abolish

Advisory Council on Banking — abolish

Advisory Council on Community Affairs — abolish

Advisory Council on Hearing Aids — abolish

Advisory Council on Speech Pathologists and Audiologists — abolish

American and Francophone Cultural Commission —  
abolish

American Revolution Bicentennial Commission of Conn.  
(COMBINED WITH STATE HISTORICAL COMMISSION  
IN THE EXECUTIVE OFFICE OF THE GOVERNOR)

Appraisal Fee Reference Committee —  
DEPT. OF ADMINISTRATIVE SERVICES

Architectural Registration Board —  
DEPT. OF PUBLIC SAFETY

Banking Commission — abolish

Banking Department —  
DEPT. OF BUSINESS REGULATION

Board of Accountancy —  
DEPT. OF BUSINESS REGULATION

Board of Education and Services for the Blind (becomes  
advisory) — DEPT. OF HUMAN SERVICES

Board of Examiners of Barbers —  
DEPT. OF HEALTH SERVICES

Board of Examiners of Hypertrichologists —  
DEPT. OF HEALTH SERVICES

Board of Examiners of Psychologists —  
DEPT. OF HEALTH SERVICES

Board of Firearm Permit Examiners —  
DEPT. OF PUBLIC SAFETY

Board of Licensure of Nursing Home Administrators —  
DEPT. OF HEALTH SERVICES

Board of Materials Review —  
DEPT. OF PUBLIC SAFETY

Board of Mental Health (make advisory) —  
DEPT. OF HEALTH SERVICES

Board of Pardons —  
DEPT. OF CORRECTIONS

Board of Parole —  
DEPT. OF CORRECTIONS

Board of Television and Radio Service Examiners —  
DEPT. OF CONSUMER PROTECTION

Board for State Academic Awards (administrative  
function) — DEPT. OF HIGHER EDUCATION

Board of Trustees for the Regional Community  
Colleges — abolish

Board of Trustees for the State Colleges — abolish

Board of Trustees for the State Technical Colleges —  
abolish

Board of Trustees for the University of Conn. —  
abolish

Board of Trustees for the Soldiers, Sailors and Marines  
Fund — DEPT. OF REVENUE SERVICES

Boards of Training School Trustees (2) —  
DEPT. OF HUMAN SERVICES

Boiler Safety Board —  
DEPT. OF PUBLIC SAFETY

Bond Commission —  
OFFICE OF POLICY AND MANAGEMENT

Bonus for Veterans of Vietnam Era Appeals Board —  
DEPT. OF REVENUE SERVICES

Child Day Care Council —  
DEPT. OF HUMAN SERVICES

Citizen's Advisory Committee on Social Services —  
DEPT. OF HUMAN SERVICES

Civil Preparedness Advisory Council —  
DEPT. OF PUBLIC SAFETY

Commission for Higher Education — abolish

Commission of Opticians —  
DEPT. OF HEALTH SERVICES

Commission of Pharmacy —  
DEPT. OF CONSUMER PROTECTION

Committee of Concern for Conn. Jobs — abolish

Commission on Adult Probation —  
DEPT. OF CORRECTIONS

Commission on Children's Services —  
DEPT. OF HUMAN SERVICES

Commission on Fire Protection and Control —  
DEPT. OF PUBLIC SAFETY

Commission on Hospitals and Health Care —  
DEPT. OF HEALTH SERVICES

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Dept. of Agriculture  
 On farm regulation functions and promotion —  
 DEPT. OF ECONOMIC DEVELOPMENT AND  
 AGRICULTURE  
 Off farm regulation —  
 DEPT. OF CONSUMER PROTECTION  
 Aquaculture functions —  
 DEPT. OF ENVIRONMENTAL PROTECTION  
 Youth farm labor inspection function —  
 DEPT. OF LABOR  
 Dept. of Children and Youth Services —  
 DEPT. OF HUMAN SERVICES  
 Dept. of Commerce —  
 DEPT. OF ECONOMIC DEVELOPMENT AND  
 AGRICULTURE  
 Dept. of Community Affairs  
 Housing functions —  
 DEPT. OF ECONOMIC DEVELOPMENT AND  
 AGRICULTURE  
 Human Resources development —  
 DEPT. OF HUMAN SERVICES  
 State/Local Relations —  
 OFFICE OF POLICY AND MANAGEMENT  
 Tax abatement functions —  
 DEPT. OF REVENUE SERVICES  
 Dept. of Consumer Protection —  
 DEPT. OF CONSUMER PROTECTION  
 Dept. of Corrections —  
 DEPT. OF CORRECTIONS  
 Dept. of Education —  
 DEPT. OF EDUCATION  
 Division of Vocational Rehabilitation — DEPT. OF  
 HUMAN SERVICES  
 Dept. of Environmental Protection —  
 DEPT. OF ENVIRONMENTAL PROTECTION  
 Dept. of Finance and Control  
 Budgeting — OFFICE OF POLICY AND  
 MANAGEMENT  
 Central Collections function —  
 DEPT. OF REVENUE SERVICES  
 Information Systems function —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 Printing functions —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 Purchasing functions —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 Dept. of Health —  
 DEPT. OF HEALTH SERVICES  
 Dept. of Labor —  
 DEPT. OF LABOR  
 Public safety functions —  
 DEPT. OF PUBLIC SAFETY  
 Manpower planning function —  
 DEPT. OF HUMAN SERVICES  
 Dept. of Mental Health —  
 DEPT. OF HEALTH SERVICES  
 Dept. of Mental Retardation —  
 DEPT. OF HUMAN SERVICES  
 Dept. of Motor Vehicles —  
 Motor vehicle licensing and safety functions —  
 DEPT. OF PUBLIC SAFETY  
 Automobile dealer and repairers licensing and

supervising functions —  
 DEPT. OF CONSUMER PROTECTION  
 Dept. of Personnel —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 Personnel policy functions —  
 OFFICE OF MANAGEMENT AND POLICY  
 Dept. of Planning and Energy Policy —  
 OFFICE OF PLANNING AND MANAGEMENT  
 Dept. of Public Works —  
 Building codes and inspection functions —  
 DEPT. OF PUBLIC SAFETY  
 State property management functions —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 Dept. of Social Services —  
 DEPT. OF HUMAN SERVICES  
 Income maintenance —  
 DEPT. OF INCOME MAINTENANCE  
 Dept. of Transportation —  
 DEPT. OF TRANSPORTATION  
 Dept. on Aging —  
 DEPT. OF HUMAN SERVICES  
 Division of Community Services Advisory  
 Board — abolish  
 Drug Advisory Council ) consolidate —  
 ) DEPT. OF  
 Drug Council ) HEALTH SERVICES  
 Employment Security Board of Review —  
 DEPT. OF LABOR  
 Expressway Bond Committee — abolish  
 Forms and Procedures Appeal Committee —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 Governor's Committee on Employment of the  
 Handicapped — abolish  
 Governor's Committee on Fitness — abolish  
 Governor's Committee on Intergovernmental  
 Cooperation — OFFICE OF POLICY AND  
 MANAGEMENT  
 Governor's Council on Opportunities for the Spanish  
 Speaking — DEPT. OF HUMAN SERVICES  
 Governor's Railroad Advisory Task Force —  
 DEPT. OF TRANSPORTATION  
 Governor's Task Force on the Preservation of  
 Agricultural Land — DEPT. OF ENVIRONMENTAL  
 PROTECTION  
 Health and Educational Facilities Authority  
 Educational policy functions —  
 DEPT. OF HIGHER EDUCATION  
 Health policy functions —  
 DEPT. OF HEALTH SERVICES  
 Bond issuance functions —  
 OFFICE OF POLICY AND MANAGEMENT  
 Hospital Cost Committee — abolish  
 Indian Affairs Council — abolish  
 Insurance Dept.  
 DEPT. OF BUSINESS REGULATION  
 Interagency Committee on Health and Safety  
 Codes — abolish  
 Investment Advisory Council —  
 TREASURER

Kidney Disease Advisory Commission — abolish  
 Liquor Control Commission —  
 DEPT. OF BUSINESS REGULATION  
 Medical Advisory Committee —  
 DEPT. OF INCOME MAINTENANCE  
 Medical Examining Board for State Employees  
 Disability Retirement — DEPT. OF ADMINISTRATIVE  
 SERVICES  
 Military Dept. —  
 DEPT. OF PUBLIC SAFETY  
 Municipal Police Training Council —  
 DEPT. OF PUBLIC SAFETY  
 Natural Area Preserves Advisory Committee —  
 DEPT. OF ENVIRONMENTAL PROTECTION  
 Nuclear Power Evaluation Council —  
 DEPT. OF BUSINESS REGULATION  
 Office of Consumer Counsel —  
 DEPT. OF BUSINESS REGULATION  
 Personnel Appeal Board —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 Personnel Policy Board — abolish  
 Power Facility Evaluation Council —  
 DEPT. OF BUSINESS REGULATION  
 Professional Advisory Committee — abolish  
 Professional Policy Committee -- abolish  
 Public Assistance (from Dept. of Social Services) —  
 DEPT. OF INCOME MAINTENANCE  
 Public Health Council (make advisory) —  
 DEPT. OF HEALTH SERVICES  
 Public Utilities Control Authority —  
 DEPT. OF BUSINESS REGULATION  
     Inspection and safety regulation of rails —  
     DEPT. OF TRANSPORTATION  
     Motor transport regulation and safety inspection —  
     DEPT. OF PUBLIC SAFETY  
 Records Management Committee —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 Regional Advisory Boards for Children and Youth  
 Center Facilities (3) — DEPT. OF HUMAN SERVICES  
 Regional Centers for Mentally Retarded Advisory Boards  
 (11) — DEPT. OF HUMAN SERVICES  
 School Construction Economy Service Advisory  
 Council — abolish  
 Solid Waste Management Advisory Council —  
 DEPT. OF ENVIRONMENTAL PROTECTION  
 Standardization Committee —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 State Advisory Council on Children and Youth  
 Services — DEPT. OF HUMAN SERVICES  
 State Advisory Council on Developmental Disabilities  
 Services and Facilities — DEPT. OF HUMAN SERVICES  
 State Advisory Council on Employment Security —  
 DEPT. OF LABOR  
 State Board of Agriculture — abolish  
 State Board of Chiropractic Examiners —  
 DEPT. OF HEALTH SERVICES  
 State Board of Education —  
 DEPT. OF EDUCATION

State Board of Natureopathic Examiners —  
 DEPT. OF HEALTH SERVICES  
 State Board of Registration of Professional Engineers  
 and Land Surveyors — DEPT. OF PUBLIC SAFETY  
 State Board of Registration for Sanitarians —  
 DEPT. OF HEALTH SERVICES  
 State Board of Subsurface Sewage Disposal System  
 Examiners — DEPT. OF HEALTH SERVICES  
 State Board of Veterinary Registration and  
 Examination — DEPT. OF ECONOMIC  
 DEVELOPMENT AND AGRICULTURE  
 State Boards for Occupational Licensing —  
 DEPT. OF PUBLIC SAFETY  
 State Building Codes Standards Committee —  
 DEPT. OF PUBLIC SAFETY  
 State Camp Safety Advisory Council — abolish  
 State Capitol Preservation and Restoration  
 Commission — DEPT. OF ADMINISTRATIVE SERVICES  
 State Chemists —  
 DEPT. OF CONSUMER PROTECTION  
 State Commission on Demolition —  
 DEPT. OF PUBLIC SAFETY  
 State Commission on the Arts —  
 EXECUTIVE OFFICE OF THE GOVERNOR  
 State Commission on the Deaf and Hearing Impaired  
 (becomes advisory) — DEPT. OF HUMAN SERVICES  
 State Dept. of Education Arbitration Panel —  
 DEPT. OF EDUCATION  
 State Employees Group Insurance Commission —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 State Employees Retirement Commission —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 State Fire Codes Standards Committee —  
 DEPT. OF PUBLIC SAFETY  
 State Insurance Purchasing Board —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 State Inter-agency Model Cities Committee — abolish  
 State Library Board —  
 EXECUTIVE OFFICE OF THE GOVERNOR  
 State Milk Regulation Board  
     On farm regulation —  
     DEPT. OF AGRICULTURE AND ECONOMIC  
     DEVELOPMENT  
     Off farm regulation —  
     DEPT. OF CONSUMER PROTECTION  
 State Planning Council — abolish  
 State Police Dept. —  
 DEPT. OF PUBLIC SAFETY  
 State Properties Review Board —  
 DEPT. OF ADMINISTRATIVE SERVICES  
 State Scholarship Commission —  
 DEPT. OF HIGHER EDUCATION  
 State Traffic Commission —  
 DEPT. OF TRANSPORTATION  
 Statewide Health Coordinating Council —  
 DEPT. OF HEALTH SERVICES  
 Tax Dept. —  
 DEPT. OF REVENUE SERVICES

Teachers Retirement Board —  
DEPT. OF ADMINISTRATIVE SERVICES

Tree Protection Examining Board  
(Within Conn. Agriculture Experiment Station) —  
EXECUTIVE OFFICE OF THE GOVERNOR

Trustees of Mystic Oral School —  
DEPT. OF EDUCATION

Tuberculosis Appeal Board — abolish

Vehicle Equipment and Safety Commission —  
DEPT. OF PUBLIC SAFETY

Veteran's Home and Hospital Commission — abolish

Weather Control Board — abolish

Workmen's Compensation Commission  
Division of Workman's Rehabilitation Commission —  
DEPT. OF HUMAN SERVICES