



General Assembly

**Substitute Bill No. 1287**

January Session, 2001

**AN ACT CONCERNING THE DEVELOPMENT OF A STATE  
CHILDREN'S POLICY.**

Be it enacted by the Senate and House of Representatives in General Assembly convened:

1 Section 1. Section 17a-5 of the general statutes is repealed and the  
2 following is substituted in lieu thereof:

3 In accordance with the provisions of sections 4-5 to 4-8, inclusive,  
4 the Governor shall, after consultation with the Council on Children  
5 and Families and with the approval of the General Assembly, appoint  
6 a [Commissioner] Secretary of Children [and Families] who shall be  
7 the administrative head of the department [. He] and who shall devote  
8 [his] full time to the duties of [his] the office. The secretary shall have  
9 an advanced degree, broad knowledge of children's issues and  
10 extensive experience in high-level management positions requiring  
11 skills in strategic planning, financial analysis and negotiation.

12 Sec. 2. Section 17a-6 of the general statutes is amended by adding  
13 subsection (p) as follows:

14 (NEW) (p) Serve as chairperson of the Children's Cabinet  
15 established under section 3 of this act.

16 Sec. 3. (NEW) (a) There is established a Children's Cabinet  
17 consisting of: The Secretary of Children, who shall serve as  
18 chairperson; a pediatrician, appointed by the majority leader of the

19 House of Representatives, with the advice of the Connecticut chapter  
20 of the American Academy of Pediatrics; a public child welfare social  
21 worker, appointed by the minority leader of the House of  
22 Representatives, with the advice of the Connecticut chapter of the  
23 National Association of Social Workers; a psychologist, appointed by  
24 the Connecticut Psychological Association; an attorney, appointed by  
25 the Connecticut Bar Association; a judge of the Family Division of the  
26 Superior Court, appointed by the Chief Justice of the Supreme Court; a  
27 representative of private children's agencies, appointed by the  
28 president pro tempore of the Senate, with the advice of the  
29 Connecticut Association of Nonprofit Providers; a representative of  
30 education, appointed by the Governor; a representative of a children's  
31 advocacy organization, appointed by the Commission on Children; a  
32 representative of a children's health organization, appointed by the  
33 Commissioner of Public Health and a representative of workforce  
34 development, appointed by the minority leader of the Senate. Each  
35 member of the Children's Cabinet shall serve a five-year term. The  
36 Department of Children shall provide support staff for the Children's  
37 Cabinet.

38 (b) On or before July 1, 2003, and biennially thereafter, the  
39 Children's Cabinet shall prepare a biennial state-wide policy plan for  
40 promoting the well-being of children through preventive services and  
41 submit the plan to the State Prevention Council established under  
42 sections 6 to 10, inclusive, of this act. The plan shall include, but need  
43 not be limited to:

44 (1) Elements addressing various areas of services to children,  
45 including welfare and protection, education, physical and mental  
46 health, housing and employment and training;

47 (2) Outcome-based benchmarks for each element to measure the  
48 well-being of Connecticut children and families and the effectiveness  
49 of state prevention programs;

50 (3) Ways to best deliver integrated preventive services to children

51 and their families based on their individual needs; and

52 (4) Recommendations of strategies for research-based prevention, as  
53 defined in section 6 of this act, that implement its prevention policy  
54 plan.

55 (c) The Children's Cabinet shall meet not less often than once per  
56 month and shall:

57 (1) Review the biennial prevention budget that the State Prevention  
58 Council submits to the Office of Policy and Management;

59 (2) Identify indicators of risk for children, including, but not limited  
60 to, the areas of education, physical and mental health, child welfare  
61 and protection, juvenile justice and housing;

62 (3) Assess the effectiveness of state preventive programs against the  
63 benchmarks the Children's Cabinet establishes and recommend to the  
64 State Prevention Council programs that should be expanded, revised  
65 or terminated;

66 (4) Meet at least twice a year with the State Prevention Council;

67 (5) Recommend training and education initiatives on prevention for  
68 professional development training programs, health systems and  
69 community services;

70 (6) Encourage the direct involvement of the public, consumers,  
71 parents, the business community and local government in partnership  
72 with state government to promote prevention; and

73 (7) Recommend prevention policies for the Department of Children.

74 Sec. 4. Section 17a-2 of the general statutes is repealed and the  
75 following is substituted in lieu thereof:

76 (a) There shall be a Department of Children [and Families] which  
77 shall be a single budgeted agency consisting of the institutions,  
78 facilities programs now existing within the department, any programs

79 and facilities transferred to the department, and such other  
80 institutions, facilities and programs as may hereafter be established by  
81 or transferred to the department by the General Assembly.

82 (b) Said department shall constitute a successor department to the  
83 Department of Children and Youth Services and to the Department of  
84 Children and Families, for the purposes of sections 2c-2b, 4-5, 4-38c, 4-  
85 60i, 4-77a, 4-165b, 4a-11b, 4a-12, 4a-16, 5-259, 7-127c, 8-206d, 10-8a, 10-  
86 15d, 10-76d, 10-76h, 10-76i, 10-76w, 10-76g, 10-94g, 10-253, 17-86a, 17-  
87 294, 17-409, 17-437, 17-572, 17-578, 17-579, 17-585, 17a-1 to 17a-89,  
88 inclusive, 17a-90 to 17a-209, inclusive, 17a-218, 17a-277, 17a-450, 17a-  
89 458, 17a-463, 17a-474, 17a-560, 17a-511, 17a-634, 17a-646, 17a-659, 18-69,  
90 18-69a, 18-87, 19a-78, 19a-125, 19a-216, 20-14i, 20-14j, 31-23, 31-306a,  
91 38a-514, 45a-591 to 45a-705, inclusive, 45a-706 to 45a-770, inclusive,  
92 46a-28, 46a-126, 46b-15 to 46b-19, inclusive, 46b-120 to 46b-159,  
93 inclusive, 54-56d, 54-142k, 54-199, 54-203 and in accordance with the  
94 provisions of sections 4-38d and 4-39.

95 (c) Whenever the words "Commissioner of Children and Youth  
96 Services", "Department of Children and Youth Services", or "Council  
97 on Children and Youth Services" are used in sections 2c-2b, 4-5, 4-38c,  
98 4-60i, 4-77a, 4-165b, 4a-11b, 4a-12, 4a-16, 5-259, 7-127c, 8-206d, 10-8a,  
99 10-15d, 10-76d, 10-76h, 10-76i, 10-76w, 10-94g, 10-253, 17-86a, 17-294,  
100 17-409, 17-437, 17-572, 17-578, 17-579, 17-585, 17a-1 to 17a-89, inclusive,  
101 17a-90 to 17a-209, inclusive, 17a-218, 17a-277, 17a-450, 17a-458, 17a-463,  
102 17a-474, 17a-511, 17a-634, 17a-646, 17a-659, 18-69, 18-69a, 18-87, 19a-78,  
103 19a-125, 19a-216, 20-14i, 20-14j, 31-23, 31-306a, 38a-514, 45a-591 to 45a-  
104 705, inclusive, 45a-706 to 45a-770, inclusive, 46a-28, 46a-126, 46b-15 to  
105 46b-19, inclusive, 46b-120 to 46b-159, inclusive, 54-56d, 54-142k, 54-199,  
106 54-203, the words ["Commissioner of Children and Families",  
107 "Department of Children and Families", and "Council on Children and  
108 Families"] "Secretary of Children", "Department of Children", and  
109 "Council on Children" shall be substituted respectively in lieu thereof.

110 (d) The governance structure for the Department of Children shall  
111 provide for the following offices: (1) The Office of Child Protection; (2)

112 the Office of Behavioral Health; (3) the Office of Family Services; and  
113 (4) the Office of Juvenile Justice. Budgetary and administrative  
114 accountability for all programs in each office shall be the responsibility  
115 of the office head and final budgetary approval and overall policy  
116 coordination shall be the responsibility of the Secretary of Children.

117 (e) The Office of Child Protection shall be responsible for abused  
118 and neglected children, foster care, adoption and regional offices. The  
119 Office of Behavioral Health shall be responsible for mental health  
120 services, substance abuse services and families with service needs. The  
121 Office of Family Services shall be responsible for prevention activities  
122 within the department's purview. The Office of Juvenile Justice shall be  
123 responsible for Long Lane School and the Connecticut Juvenile  
124 Training School and the juvenile justice services provided by the  
125 Department of Children and Families.

126 Sec. 5. (NEW) (a) The Office of Policy and Management shall  
127 employ an independent team of management and financial experts to  
128 assist the Secretary of Children for a period of five years. Such  
129 assistance may include, but need not be limited to:

130 (1) An assessment of the programmatic and financial management  
131 responsibilities and competencies required and available for the  
132 Department of Children compared with those of the former  
133 Department of Children and Families and recommendations on an  
134 immediate and ongoing basis for changes in management structures  
135 needed for the department as it transforms from the Department of  
136 Children and Families to the Department of Children;

137 (2) An implementation strategy for alternatives to juvenile  
138 detention;

139 (3) Recommendations for assuring that policies and services are  
140 integrated across the offices established under section 17a-2 of the  
141 general statutes, as amended by this act, both centrally and in regional  
142 offices, including assessments of the feasibility of establishing: (A) A  
143 deputy secretary responsible for overall management and continuous

144 integration of services; (B) a deputy secretary responsible for  
145 coordinating expenditures according to budget and policy priorities  
146 while maintaining financial efficiencies; (C) a crisis response team  
147 composed of designated managers who quickly gather information,  
148 take corrective action and provide status reports when a crisis, such as  
149 a child's death, occurs so as to avoid ad hoc responses; and (D) an  
150 assessment of the adequacy of the state and community resources  
151 available to the department to carry out its four functional areas of  
152 responsibility as established in section 17a-2 of the general statutes, as  
153 amended by this act, and recommend resource development or  
154 reallocation, as appropriate.

155 (b) The technical assistance team established under subsection (a) of  
156 this section shall be accountable to the Secretary of Children.

157 (c) On or before January 1, 2002, and annually thereafter for the  
158 duration of the technical assistance team established under this section,  
159 the Secretary of Children shall report to the select committee of the  
160 General Assembly having cognizance of matters relating to children on  
161 the technical assistance team's recommendations and the  
162 implementation of such recommendations.

163 (d) The sum of three hundred thousand dollars is appropriated to  
164 the Office of Policy and Management, from the General Fund, for the  
165 fiscal year ending June 30, 2002, for the purposes set forth in  
166 subsection (a) of this section.

167 Sec. 6. (NEW) As used in sections 6 to 10, inclusive, of this act:

168 (1) "Prevention" means policies and programs that (A) promote  
169 health, safety and learning and reduce the likelihood of crime,  
170 violence, substance abuse, illness, academic failure and other socially  
171 destructive behavior, and (B) build competencies to ensure healthy,  
172 safe and productive lives for the citizens of this state;

173 (2) "Prevention services" means the following programs or activities  
174 directed to anticipate and meet specific needs: (A) Prevention

175 behavioral services, including, but not limited to, prevention of abuse  
176 or neglect, crime and violence and substance abuse; (B) prevention  
177 health services, including, but not limited to, primary health care,  
178 health promotion, prevention of injury and suicide, prevention of  
179 infectious disease, nutrition, prevention of unhealthy lifestyles and  
180 prevention of multiple health problems; and (C) prevention social and  
181 multiple-focused services, including, but not limited to, academic  
182 success, child and youth development, youth employment, parenting  
183 skills and family support, family planning and reduction of adolescent  
184 pregnancy, prevention of homelessness and housing-related issues;

185 (3) "Research-based prevention" means prevention services,  
186 strategies or programs that (A) have a design and implementation that  
187 has been subjected to a rigorous scientific research methodology, (B)  
188 have been evaluated by recognized experts following accepted  
189 methodologies, (C) are subject to peer review, and (D) result in  
190 publication in respected academic journals; and

191 (4) "Prevention impact statement" means a set of processes  
192 approved by the General Assembly for use by state agencies to  
193 examine, in advance, the effects or potential effects of any proposed  
194 action or nonaction involving prevention services.

195 Sec. 7. (NEW) (a) There is established a State Prevention Council  
196 consisting of the following members, or their designees: (1) The  
197 Secretary of the Office of Policy and Management; (2) the Chief Court  
198 Administrator; (3) the Commissioner of Social Services; (4) the  
199 Secretary of Children; (5) the Commissioner of Public Health; (6) the  
200 Commissioner of Mental Health and Addiction Services; (7) the  
201 Commissioner of Education; (8) the Commissioner of Higher  
202 Education; (9) the Labor Commissioner; (10) the Commissioner of  
203 Correction; (11) the Commissioner of Public Safety; and (12) such other  
204 members, or their designees, as the Governor may appoint. The  
205 Secretary of the Office of Policy and Management, or the secretary's  
206 designee, shall serve as chairperson of the council.

207 (b) The State Prevention Council shall:

208 (1) Recommend a primary prevention budget, including prevention  
209 services;

210 (2) Identify existing appropriations for prevention services and  
211 identify research-based prevention that is cost-effective with proven  
212 positive outcomes that promote health, community safety, learning  
213 and family strength while reducing illness, crime, school failure and  
214 family dysfunction;

215 (3) Generally increase state accountability by appropriating funding  
216 only for prevention services known to improve the social health of the  
217 state; identify less effective interventions in violence reduction, illness,  
218 mental health disorders, academic failure and drug and alcohol abuse  
219 and recommend redeployment of existing state funding to more  
220 effective prevention services;

221 (4) Recommend training and education initiatives on prevention for  
222 professional development training programs, health systems and  
223 community services;

224 (5) Reduce, through such preventive strategies and objective cost-  
225 benefit analyses, public spending on more intensive, expensive  
226 treatment and problem-driven programs, embedding the science of  
227 prevention and preventive services for youth in all programs of state  
228 government;

229 (6) Strengthen the capacity of local communities, nonprofit youth-  
230 serving networks, coalitions and parents to create prevention  
231 programs and sustain services in their communities;

232 (7) Initiate realignment of existing and future public expenditures to  
233 establish balance among state expenditures directed at prevention,  
234 intervention and treatment services for children and youth;

235 (8) Elevate the science of prevention through investment in  
236 research-tested programs and pilot projects, each evaluated and

237 measured quantitatively for effectiveness; and

238 (9) Encourage the direct involvement of the public, consumers,  
239 parents, the business community and local government in partnership  
240 with state government to promote prevention.

241 (c) The State Prevention Council, acting through the Office of Policy  
242 and Management or any other state agency, governmental entity or the  
243 private sector, may, within available appropriations, provide financial  
244 assistance, lend staff or provide in-kind contributions to the  
245 Governor's Partnership To Protect Connecticut's Workforce,  
246 Incorporated, for the purposes of assisting the State Prevention  
247 Council in prevention planning, training, technical assistance,  
248 initiating pilot or demonstration projects and such other assistance as  
249 the Office of Policy and Management may decide.

250 (d) On or before October 1, 2001, the State Prevention Council shall  
251 identify, within each of the involved state agency budgets, all existing  
252 appropriations for preventive services and submit a report on the  
253 effectiveness of such preventive services, including, but not limited to,  
254 the percentage of the at-risk population served by such programs, to  
255 the joint standing committee of the General Assembly having  
256 cognizance of matters relating to appropriations.

257 (e) On or before October 1, 2002, and biennially thereafter, the State  
258 Prevention Council shall submit, to the Office of Policy and  
259 Management and to the joint standing committee of the General  
260 Assembly having cognizance of matters relating to appropriations, a  
261 prevention budget developed within each agency identifying that  
262 agency's preventive services. The prevention budget shall include  
263 identified programs, initiatives, pilot projects, grants and contracts by  
264 the Office of Policy and Management and the Departments of Social  
265 Services, Children, Public Health, Mental Health and Addiction  
266 Services, Education, Higher Education and the Labor Department.

267 (f) On or before February 15, 2003, and biennially thereafter, the  
268 Secretary of the Office of Policy and Management, on behalf of the

269 Governor, shall submit to the General Assembly, a comprehensive  
270 State-Wide Prevention Plan and Budget providing a description of the  
271 total state strategy and expenditures on preventive services. Such plan  
272 and budget shall describe the balance of program spending among  
273 services in prevention and such other applicable services as each  
274 agency has proposed.

275 (g) Beginning July 1, 2004, the budget of each agency that is a  
276 member of the State Prevention Council shall establish a goal for the  
277 allocation of its total general and federal funds towards prevention  
278 services.

279 Sec. 8. (NEW) (a) On or before July 1, 2004, and annually thereafter,  
280 each of the involved agencies of state government proposing new  
281 programs or expansion of existing services shall submit a prevention  
282 impact statement to the Office of Policy and Management and the  
283 General Assembly evaluating each such program in advance of  
284 approval and implementation. Such impact statement shall use a  
285 format and methodology adopted by The University of Connecticut  
286 School of Family Studies and The University of Connecticut School of  
287 Allied Health in cooperation with the Office of Policy and  
288 Management. Statements shall be required of any proposed  
289 expenditures using state or federal funds exceeding five hundred  
290 thousand dollars.

291 (b) Prevention impact statements required by subsection (a) of this  
292 section shall include, but need not be limited to:

293 (1) A description of the proposed action;

294 (2) The consequences on policies, practices or services as a result of  
295 the proposed action, including, but not limited to, direct and indirect  
296 effects that might result during and subsequent to the proposed action;

297 (3) A cost-benefit analysis addressing the extent to which the action  
298 will promote prevention policies or the extent to which  
299 implementation would redirect resources away from prevention

300 policies as set forth by the State Prevention Council;

301 (4) An analysis of short and long-term social and behavioral costs  
302 and outcome benefits of the proposed action, specifically on the  
303 promotion of parenting, health, safety, learning, family planning and  
304 the reduction of adolescent pregnancy, child abuse and neglect, the  
305 prevention of homelessness and housing related issues and the  
306 diminution of illness, crime or school failure upon the target  
307 population or individuals for which the action is intended; and

308 (5) Benchmarks and timetables to fully serve the at-risk population.

309 Sec. 9. On or before July 1, 2002, the Office of Policy and  
310 Management shall develop objective outcome performance and  
311 accountability measures to guide prevention planning and to provide  
312 quantitative and qualitative measures to evaluate such programs. The  
313 outcome performance and accountability measures shall be flexible but  
314 shall utilize uniform and consistent standards to, at a minimum: (A)  
315 Measure program efficacy; (B) measure cost effectiveness; (C) avoid  
316 duplication; and (D) evaluate the effectiveness of new programs on at-  
317 risk case loads.

318 Sec. 10. (NEW) (a) There is established a Connecticut Prevention  
319 Advisory Board, which shall be within the Office of Policy and  
320 Management for administrative purposes only. The board shall be  
321 composed of seven members appointed by the Governor, four  
322 members appointed by the speaker of the House of Representatives,  
323 and four members appointed by the president pro tempore of the  
324 Senate. The Governor shall appoint one of the members to serve as  
325 chairperson. No member shall serve more than eight years within a  
326 twelve-year period. Members shall include individuals with interest,  
327 expertise and direct experience in prevention and preventive services  
328 and shall include primary prevention experts from the fields of health,  
329 safety and learning.

330 (b) The board, in collaboration with the State Prevention Council,  
331 shall annually submit to the Governor and the General Assembly a

