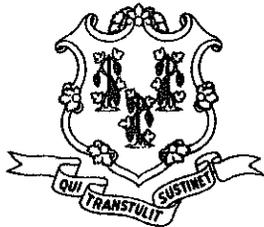


**Connecticut
General Assembly**

**LEGISLATIVE PROGRAM REVIEW AND
INVESTIGATIONS COMMITTEE**



January 9, 2013

Senator Joan Hartley, Co-Chair
Representative Steve Dargan, Co-Chair
Joint Committee on Public Safety and Security
Room 3600 Legislative Office Building
Hartford, CT 06106

SENATOR
JOHN A. KISSEL
Co-Chair

REPRESENTATIVE
MARY M. MUSHINSKY
Co-Chair

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DIANA S. URBAN

CARRIE E. VIBERT
DIRECTOR

Dear Senator Hartley and Representative Dargan:

Section 243 of Public Act 12-1 (June Special Session), which passed on June 12, 2012, requires the Legislative Program Review and Investigations Committee (PRI) to conduct a study to develop "recommended standards for use by the Commissioner of [the Department of] Emergency Services and Public Protection in determining the commissioner's proposed level of staffing for purposes of the biennial budget." The act further requires PRI to report recommended standards to the Public Safety and Security Committee by January 9, 2013.

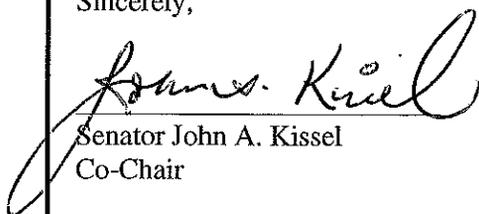
Attached is an interim report, with the final report to be completed on or by March 1, 2013. Regrettably, the reason this is an interim as opposed to final report is because the January 9, 2013 completion date in PA 12-1 JSS was established without prior PRI committee input and virtually unattainable. The prospect of such legislation had been discussed during the regular session, but with no affirmative result. The PRI committee did not know until the day of the June Special Session that the study requirement was in the proposed legislation under consideration.

However, the committee when faced with PA 12-1 JSS, understanding both the importance of the topic and the challenge of starting a study of this magnitude and complexity relatively late in the year, and given the other PRI projects already underway, committed to make every effort to meet the January 9, 2013 deadline but established a firm completion date of March 1, 2013. This decision was recorded in the study scope approved by the PRI committee on June 29, 2012.

Please be assured the committee through its staff has been working diligently on this project. The attached interim report contains background information prepared by PRI staff that is very relevant to the development of recommended state police staffing standards. Of particular interest is the figure on page 23 of Part One, which depicts many factors to be considered in regard to state police staffing.

Please feel free to contact us if you would like any further information about this project at this time, or would like to discuss any project aspects.

Sincerely,


Senator John A. Kissel
Co-Chair


Representative Mary M. Mushinsky
Co-Chair

Connecticut State Police Staffing Standards
Interim Report
to the Joint Committee on
Public Safety and Security
January 9, 2013

Pursuant to Section 243 of Public Act 12-1
June Special Session

Legislative Program Review and Investigations Committee
Connecticut General Assembly



Report Contents

Part One

- 9/25/12 PRI Staff Study Update: Highlights and Report

Part Two

- 12/18/12 PRI Staff Status Update

Appendix A. Section 243 of Public Act 12-1 JSS passed 6/12/12

Appendix B. PRI Scope of Study approved 6/29/12

PART ONE



Connecticut State Police Staffing Standards

Background

The primary responsibility of the Department of Emergency Services and Public Protection (DESPP), as outlined in its mission, is “to protect and improve the quality of life for all...” From the inception of the Connecticut state police force in 1903, and throughout most of its history, state law has required a minimum number of sworn state police personnel to help fulfill the department’s main duties and responsibilities.

As Connecticut’s state police force adapted and expanded its roles and responsibilities to account for changes occurring in the state, namely highway development and construction, crime, and technology, the statutory minimum staffing level increased 18 times until 1973. From 1973-1998, no specific number of sworn state police personnel was required in statute. This changed in 1998, when P.A. 98-151 set sworn state police staffing at no less than 1,248.

The statutory staffing level remained unchanged until 2012, when it was eliminated by Section 243 of P.A. 12-1 June SS. Instead, the act requires the department’s commissioner to appoint and maintain a sufficient number of sworn state police personnel to efficiently maintain the operation of the Division of State Police.

The act further requires the program review committee to conduct a study of state police staffing standards. PRI is to examine several specific areas as part of its study, and recommend standards to the legislature and the DESPP commissioner for determining the proposed staffing level of the Division of State Police for purposes of the biennial budget.

The program review committee authorized its study on June 29, 2012, for completion no later than March 1, 2013.

Main Points

The Division of State Police within the Department of Emergency Services and Public Protection is the primary law enforcement agency for the state’s highways and properties along with primary police jurisdiction in 81 municipalities. The division consists of two key offices with main responsibilities for police services: Office of Field Operations and Office of Administrative Services; additional units exist within the division to provide specialized services. State police patrol services are organized into 11 troops (i.e., barracks) within three districts. Each troop patrols a specific geographic territory, assists local police departments (primarily with investigating major crimes), and works with federal and local authorities on special initiatives.

With the exception of Alaska, no other state has as functionally comprehensive a state police force as Connecticut.

Fifty-five municipalities rely on the police services of Resident State Troopers (RST). Towns without police departments, or only employing trained constables, may contract with the Division of State Police for RSTs. Contracts last a maximum of two years, may be renewed or cancelled, and specify the types of services provided and the cost of such services (state law requires towns pay 70% of RST costs and the state, 30%).

Information on staffing levels of sworn state police personnel:

- There has been an 11% decrease in the Connecticut State Police (CSP) force within the past three years.
 - During FYs 2005-09, while the total number of CSP sworn officers rose slightly (5%), the number of patrol troopers remained unchanged.
- As of June 1, 2012, there were 1,069 Connecticut State Police.
 - Within the Division of State Police, 76% were sworn officers.
- In FY 11, approximately 44% of CSP were patrol troopers assigned to one of the 11 barracks.
 - Approximately 1 in 20 of these patrol troopers was out on leave or performing light duty at some point during FY 11.
- The CT State Police Training Academy is the source of new state troopers.
 - One in five enrollees withdraws from the training program.
 - Given the attrition rate, more applicants would have to be offered spots in order to reach targeted numbers of new CSP.

Next Steps

PRI staff will examine the relationship between staffing levels (including the use of overtime) and public and trooper safety related measures, such as response time, solvability (crime clearance rates), safety/crime statistics, highway accident/fatality/safety statistics, consumer satisfaction, and trooper injuries.

Legislative Program Review and Investigations Committee Staff Office
State Capitol * 210 Capitol Avenue * Room 506 * Hartford, CT 06106-1591
P: (860) 240-0300 * F: (860) 240-0327 * E-mail: PRI@cga.ct.gov

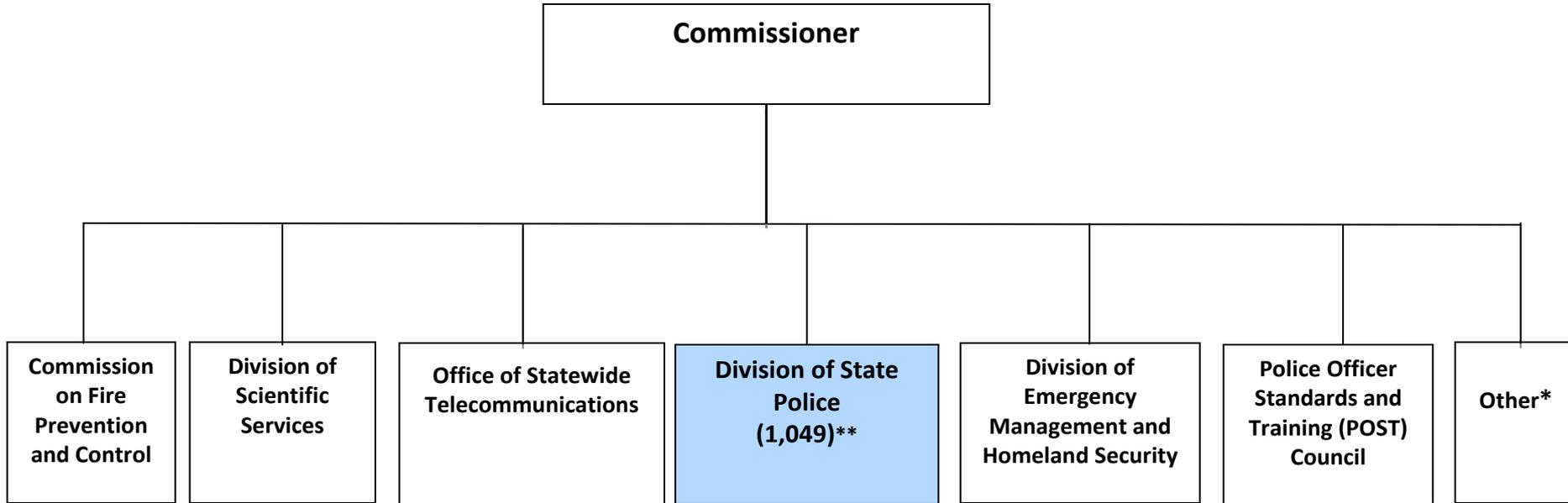
Connecticut State Police Staffing Standards

Staff Update

September 25, 2012

Department of Emergency Services and Public Protection

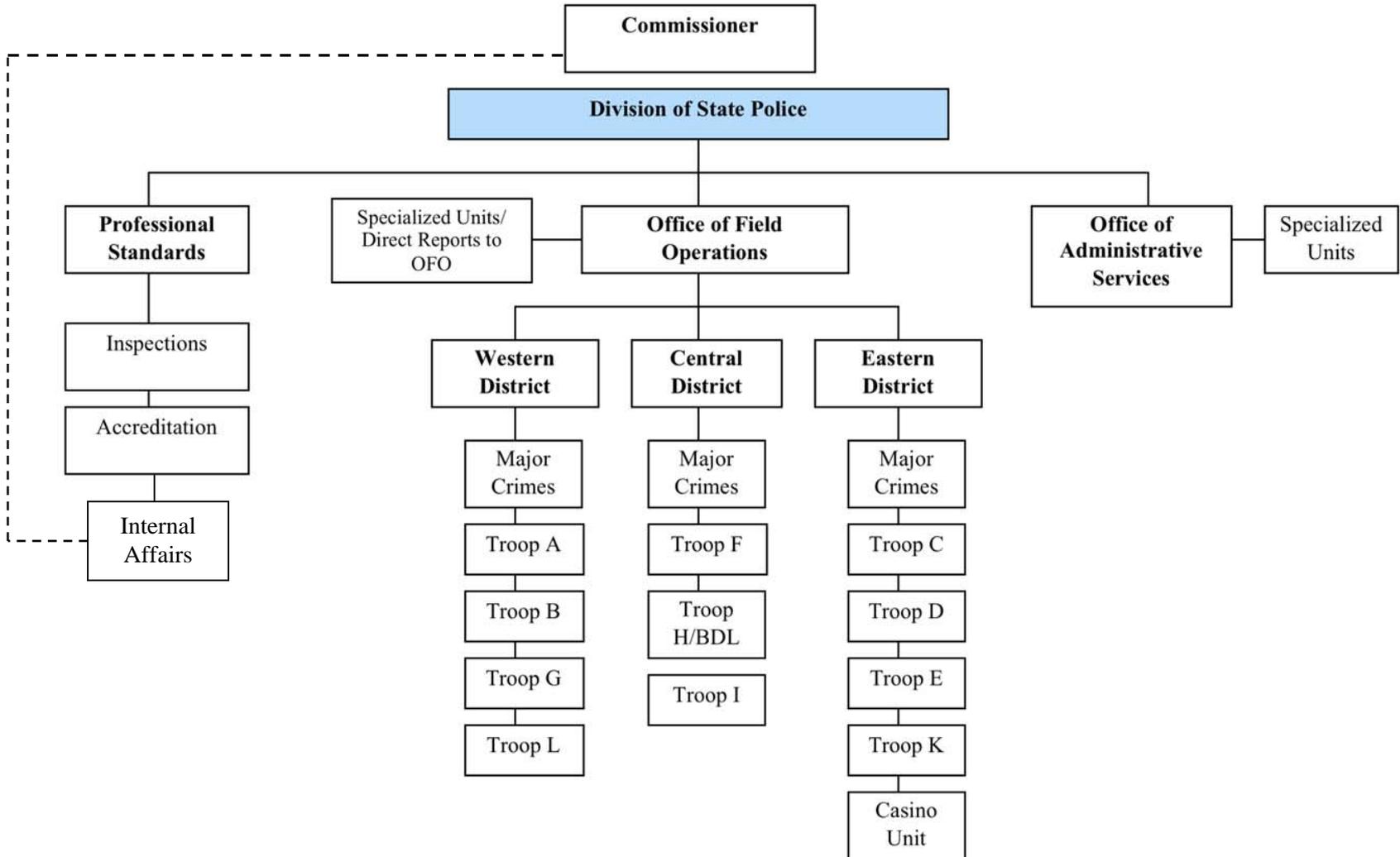
Commissioner and Staff



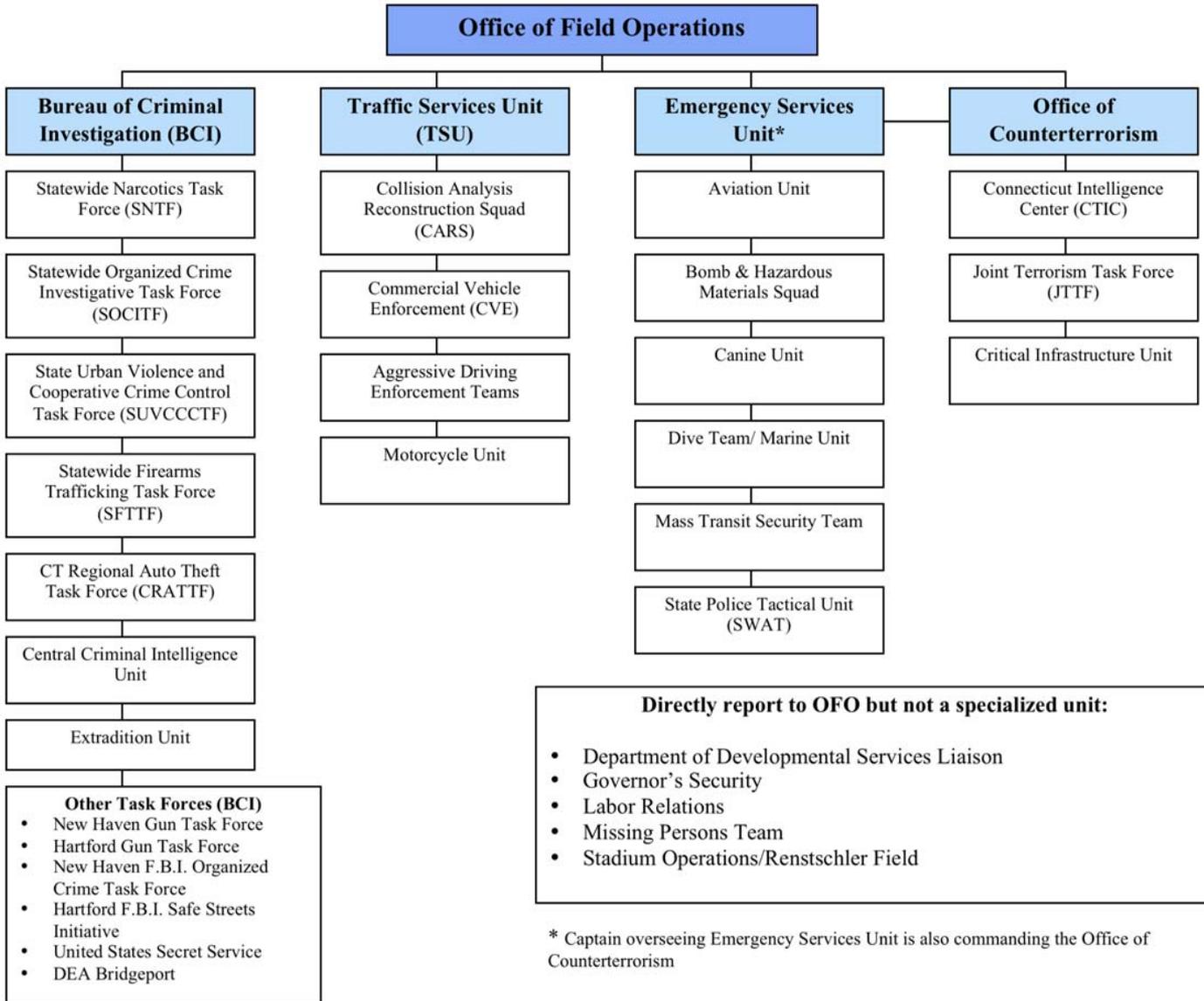
*Other includes: Human Resources, Fiscal Services, Equal Employment Compliance, Legal/Government Affairs, STOPS, Professional Standards

** Sworn personnel

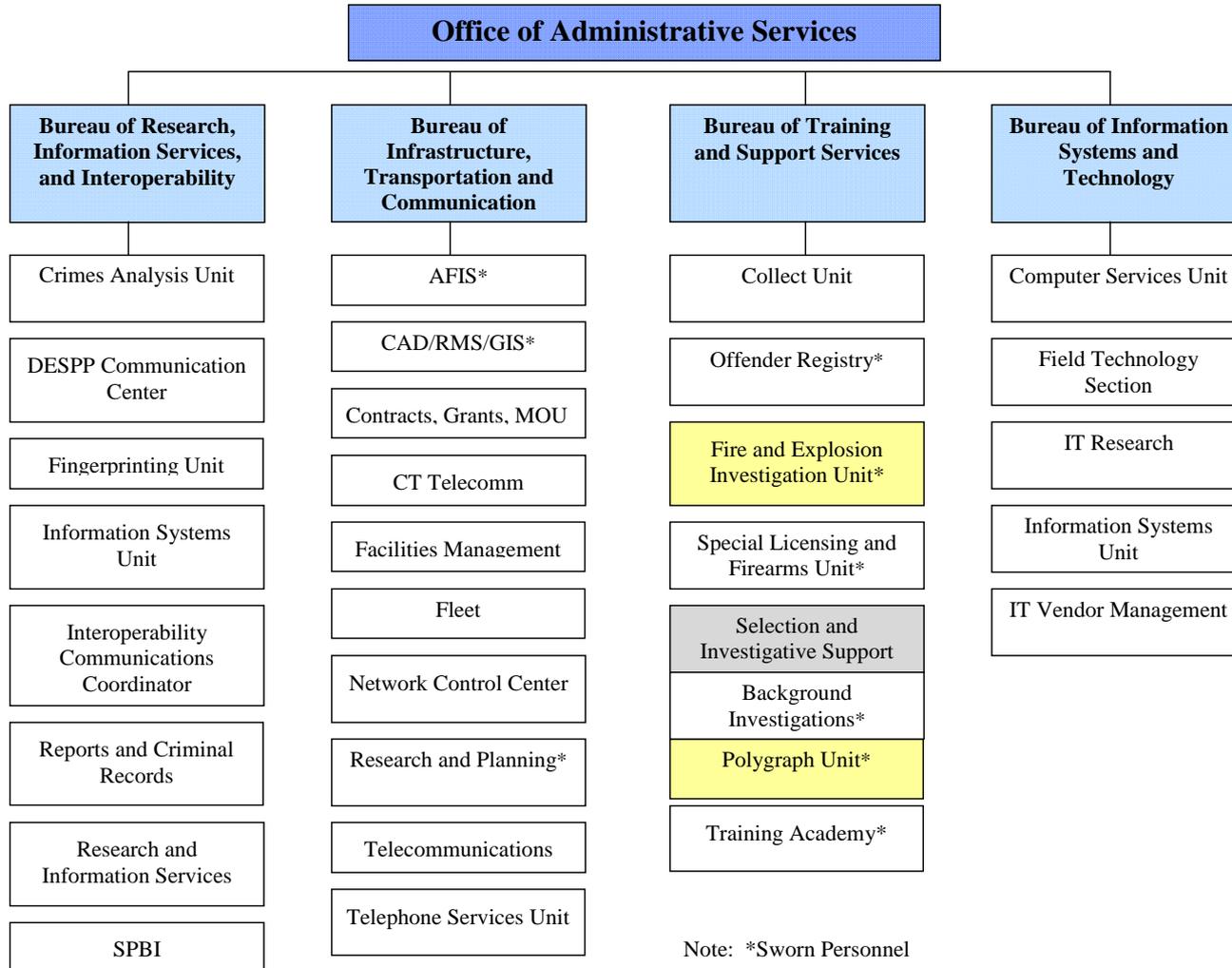
**Department of Emergency Services and Public Protection
Division of State Police**



Specialized Units under the Office of Field Operations



Units under the Office of Administrative Services



Note: *Sworn Personnel

Indicates specialized Unit



Troop Overview

| Troop | Total Population 2010 | Total Population 2000 | % Change in Population | Total Land Area (sq. miles) 2010 | Public Road* Mileage | State Highway** Mileage |
|--------------|-----------------------|-----------------------|------------------------|----------------------------------|----------------------|-------------------------|
| A | 394,086 | 371,709 | 6% | 487.26 | 2,374 | 372 |
| B | 79,170 | 76,098 | 4% | 513.56 | 1,134 | 304 |
| C | 133,554 | 118,828 | 12% | 360.82 | 1,169 | 257 |
| D | 88,843 | 82,136 | 8% | 447.17 | 1,173 | 293 |
| E | 231,970 | 220,158 | 5% | 438.59 | 1,583 | 403 |
| F | 185,138 | 174,367 | 6% | 406.48 | 1,516 | 334 |
| G | 1,031,423 | 997,660 | 3% | 483.24 | 4,060 | 581 |
| H | 829,723 | 794,081 | 4% | 634.94 | 3,766 | 773 |
| I | 330,877 | 315,125 | 5% | 255.14 | 1,656 | 284 |
| K | 118,795 | 110,125 | 8% | 423.19 | 1,215 | 304 |
| L | 150,518 | 145,278 | 4% | 391.97 | 1,375 | 261 |
| Total | 3,574,097 | 3,405,565 | 5% | 4,842.36*** | 21,021 | 4,165 |

*A public road is any road or street owned and maintained by a public authority and open to public travel. [23 U.S.C. 101(a)]. Under this definition, a ferryboat is not a public road (Federal Highway Administration). Number does not reflect whether CSP has jurisdiction.

**Highway - includes any state or other public highway, road, street, avenue, alley, driveway, parkway or place, under the control of the state or any political subdivision thereof, dedicated, appropriated or opened to public travel or other use. (C.G.S. Sec. 14-1(40)) Number does not reflect whether CSP has jurisdiction.

***Total area would be 5,120.52 sq. miles if including water systems.

Source: U.S. Census Bureau 2010, 2000 Data; Connecticut Department of Transportation: Bureau of Policy and Planning 2010 Data.

Consolidation Efforts

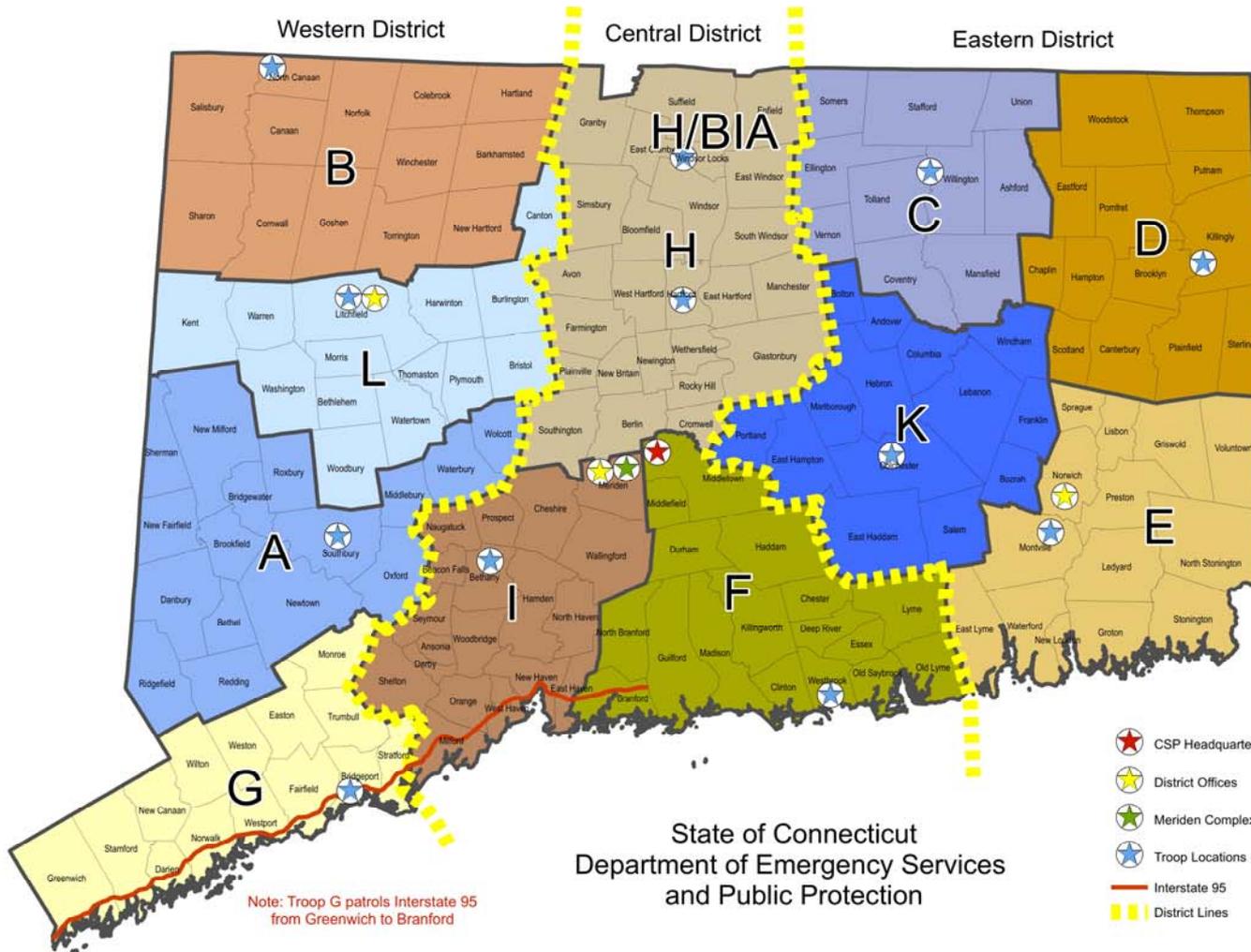
Dispatch Consolidation:

- Troops Consolidated: A, B, L
- Function Consolidated: Dispatch
- Prior to the consolidation, each of the dispatch centers was staffed with a sworn officer and at least one civilian dispatcher each shift
- Primary reason for the consolidation was to redeploy the sworn officers from the dispatch function back to patrol
- Central and Eastern districts considered for consolidation at future date

Troop Consolidation:

- Troops H and W merged in 2012; Bradley International Airport is patrolled by Troop H

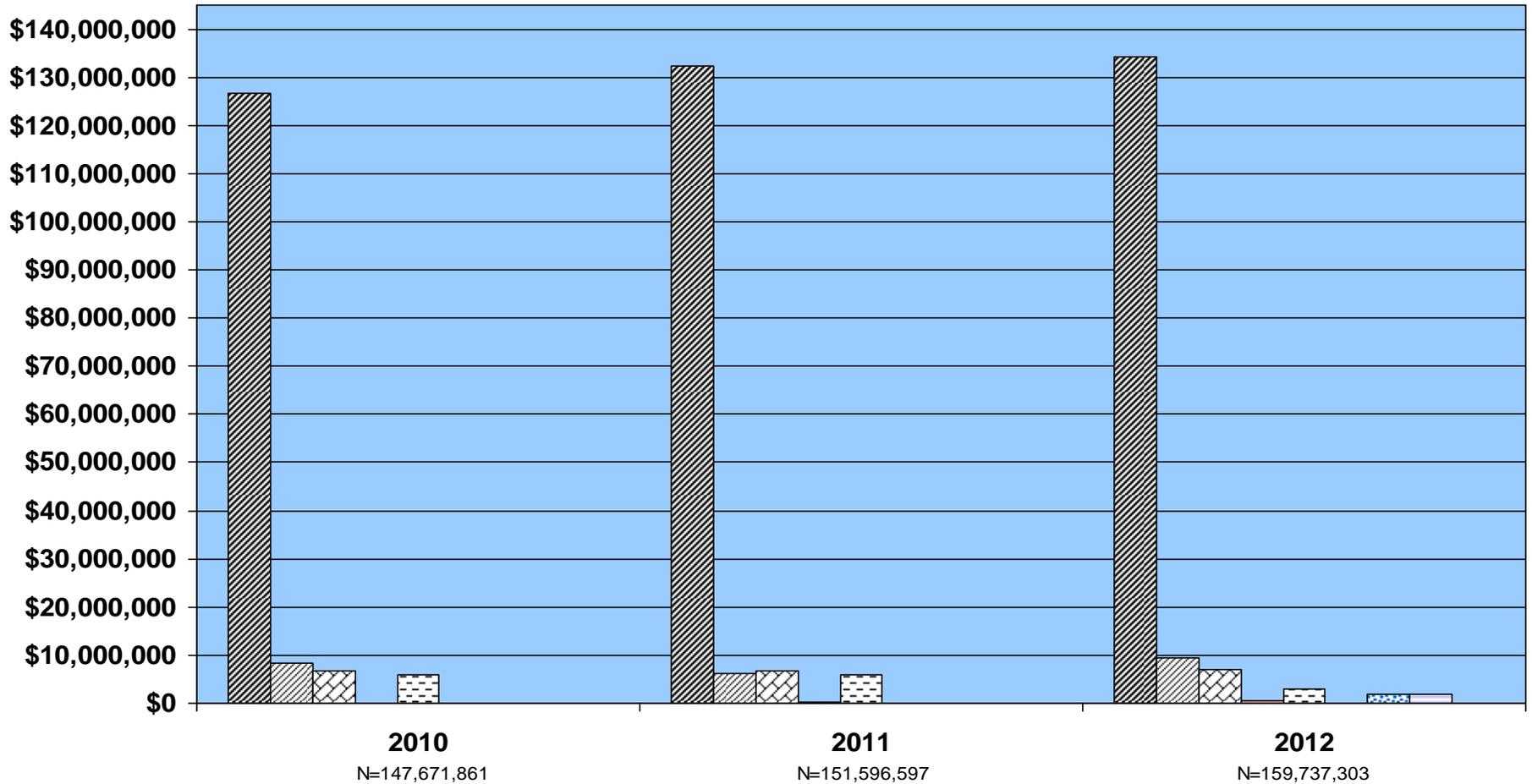
Connecticut State Police Facilities



Map Prepared by OSET GIS Division
16 August 2012

Source: Connecticut State Police

DESPP General Fund Expenditures by Function FYs 2010-2012

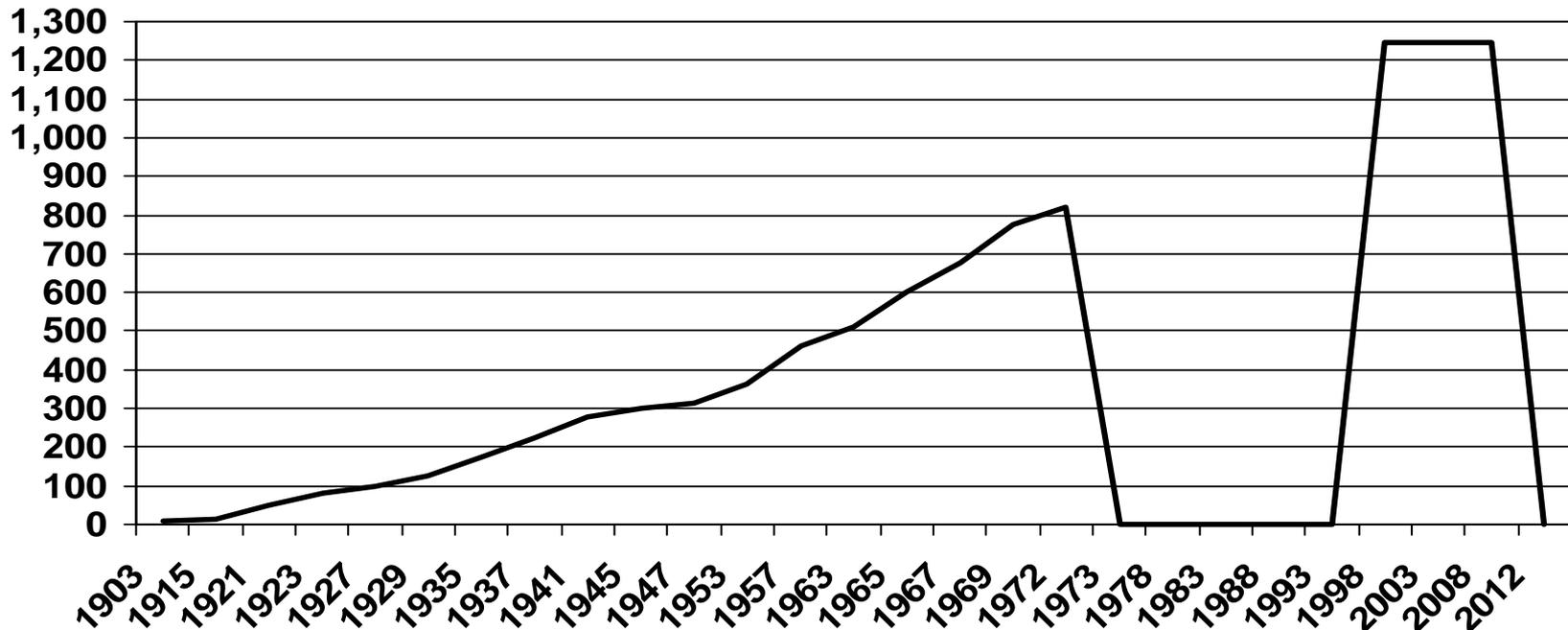


- ▨ Police Services
- ▨ Forensic Services
- ▨ Fire, Emergency, Bldg. Svcs.
- ▨ POST
- Other

- ▨ Agency Mgt. Svcs.
- ▨ Protective Svcs./Emergency Svcs. Homeland Sec.
- ▨ Fire Investigation and Telecomm
- ▨ Fire Prevention Commission

Source of data: DESPP

Statutory Number of State Police Officers Appointing Authority Shall or May Appoint and Year Changed

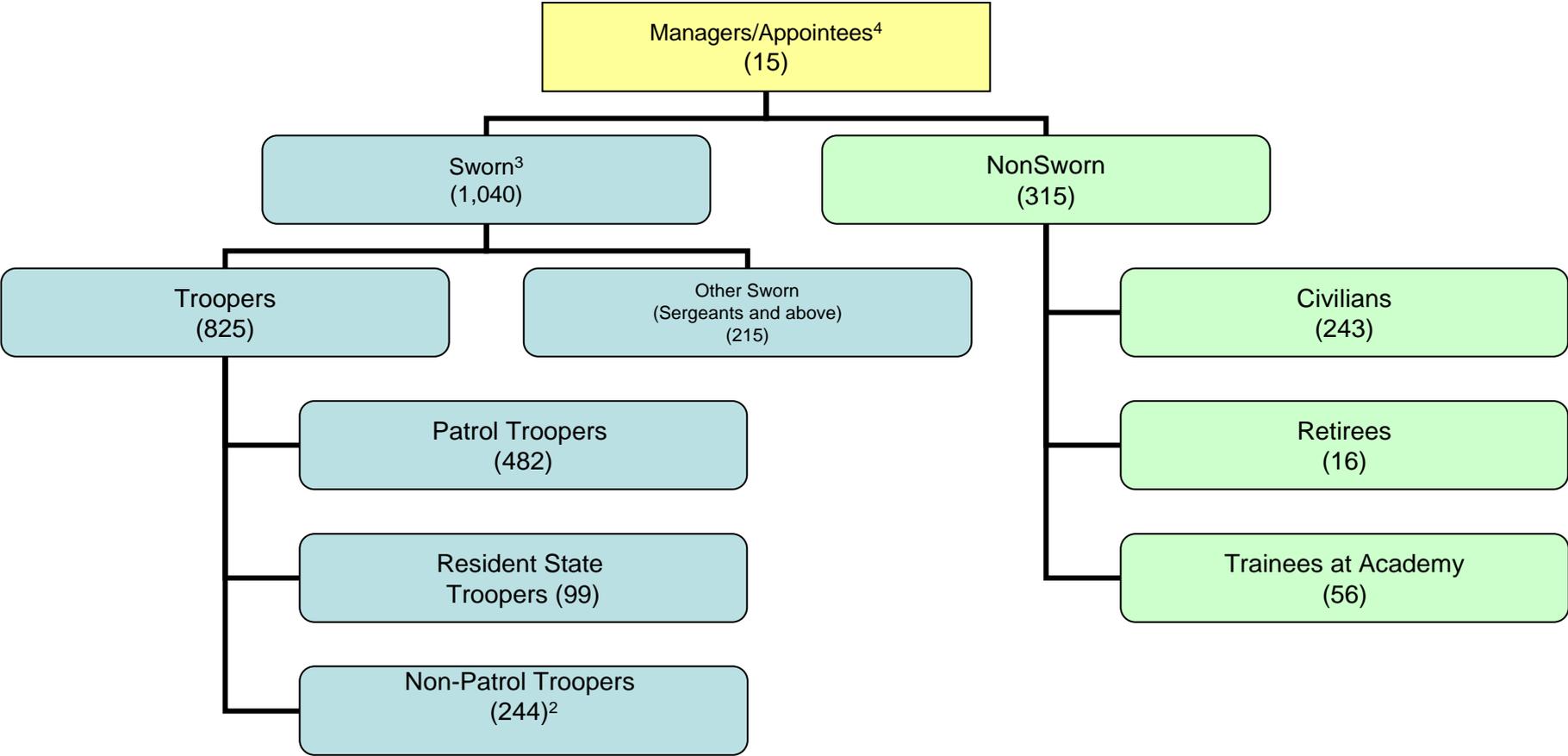


Notes: From 1903-1953 state statute required that a specific number of state police officers “shall” be appointed. From 1953-1973, “shall” was replaced with “may” but continued to include specific numbers. From 1973-1998, no particular number of police officers was indicated in statute, only that the appointing authority may appoint an adequate number to efficiently maintain the department’s operation (shows as “0” in the graph above). In 1998, state law was changed to require the commissioner to appoint and maintain - by July 1, 2001 -a minimum of 1,248 sworn state police personnel. In 2003, the deadline to reach the required minimum staffing level was extended to “on or after July 1, 2006.” The minimum staffing level was eliminated from statute in 2012, and the commissioner was required to appoint and maintain a number that he finds sufficient to efficiently maintain the operation of the state police division until July 1, 2013. Beginning July 1, 2013, the commissioner is required to set the number in accordance with standards recommended by PRI.

Sources: PRI staff analysis; Office of Legislative Research
 Program Review & Investigations Committee

Division of State Police Current Staffing Levels¹

N=1,370



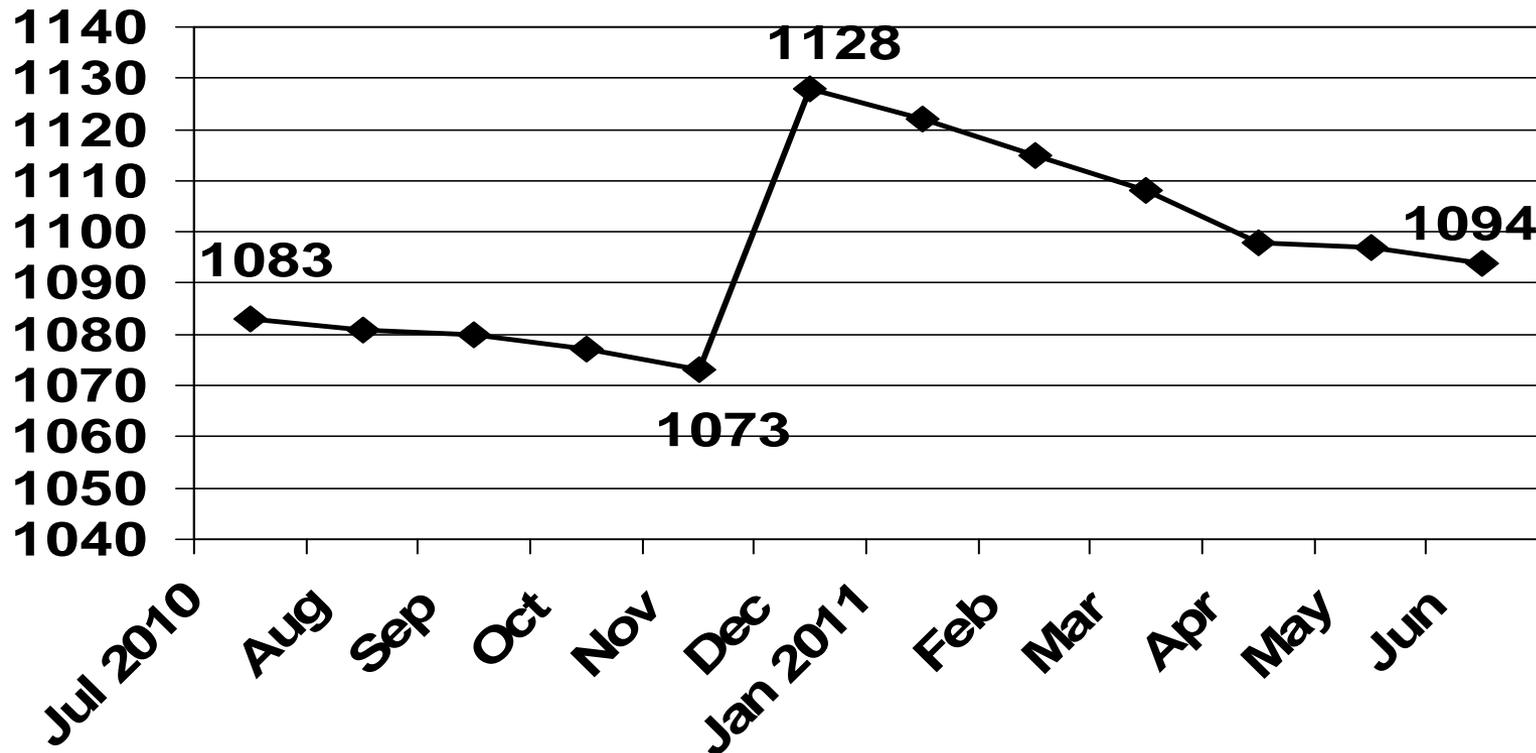
¹Source: CORE-CT June 1, 2012

²e.g., Traffic Services, Casino Unit, Three Major Crimes Units, Bureau of Criminal Investigations

⁴Includes 9 sworn officers

³ There are also 20 additional sworn officers serving in other non-CSP units such as the Division of Scientific Services Computer Crimes Investigations Unit (10) and Division of Professional Standards and Compliance Internal Affairs Unit (4).

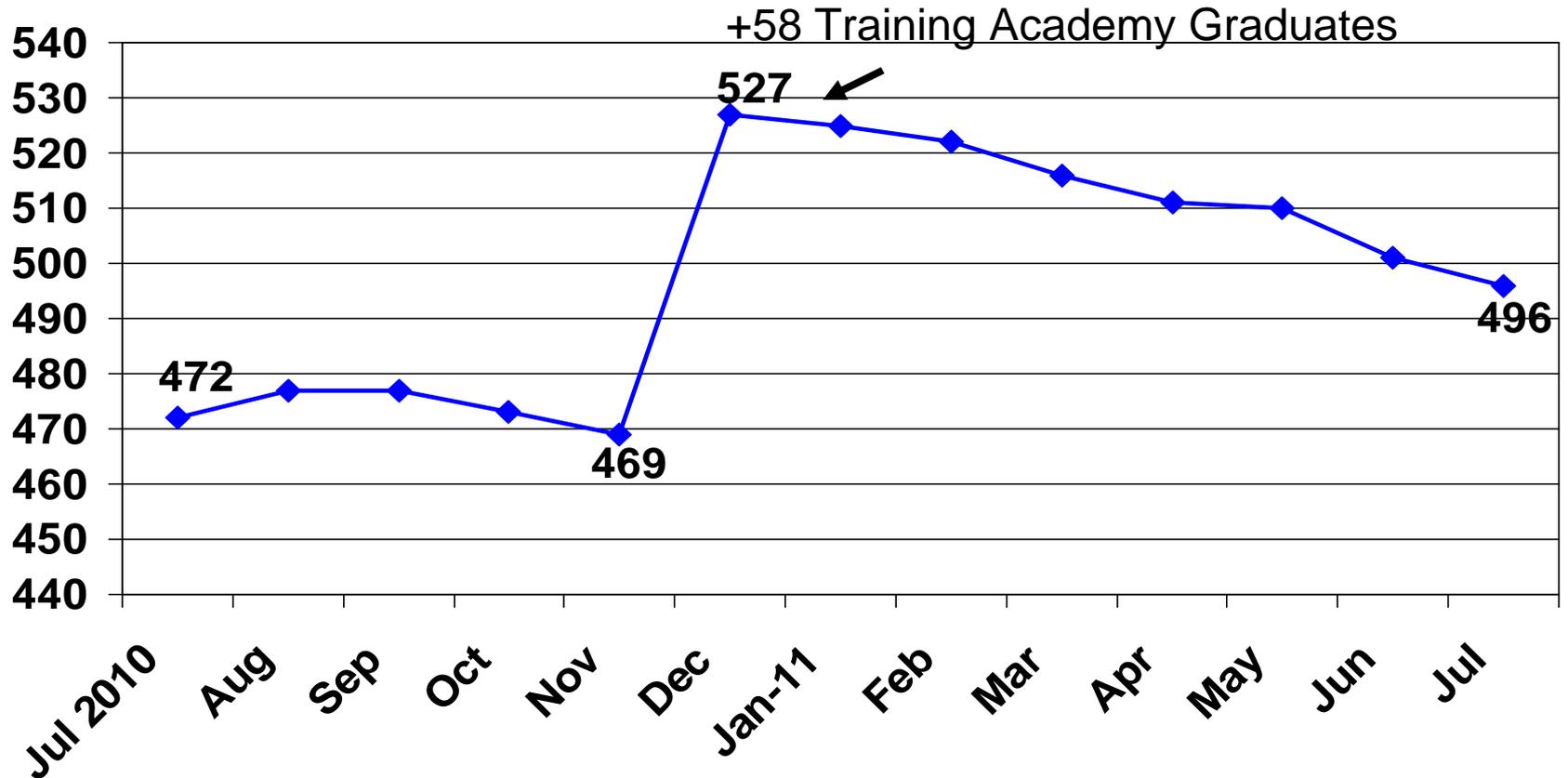
Monthly Number of Sworn Officers within Division of State Police for FY 11



Source: CORE-CT

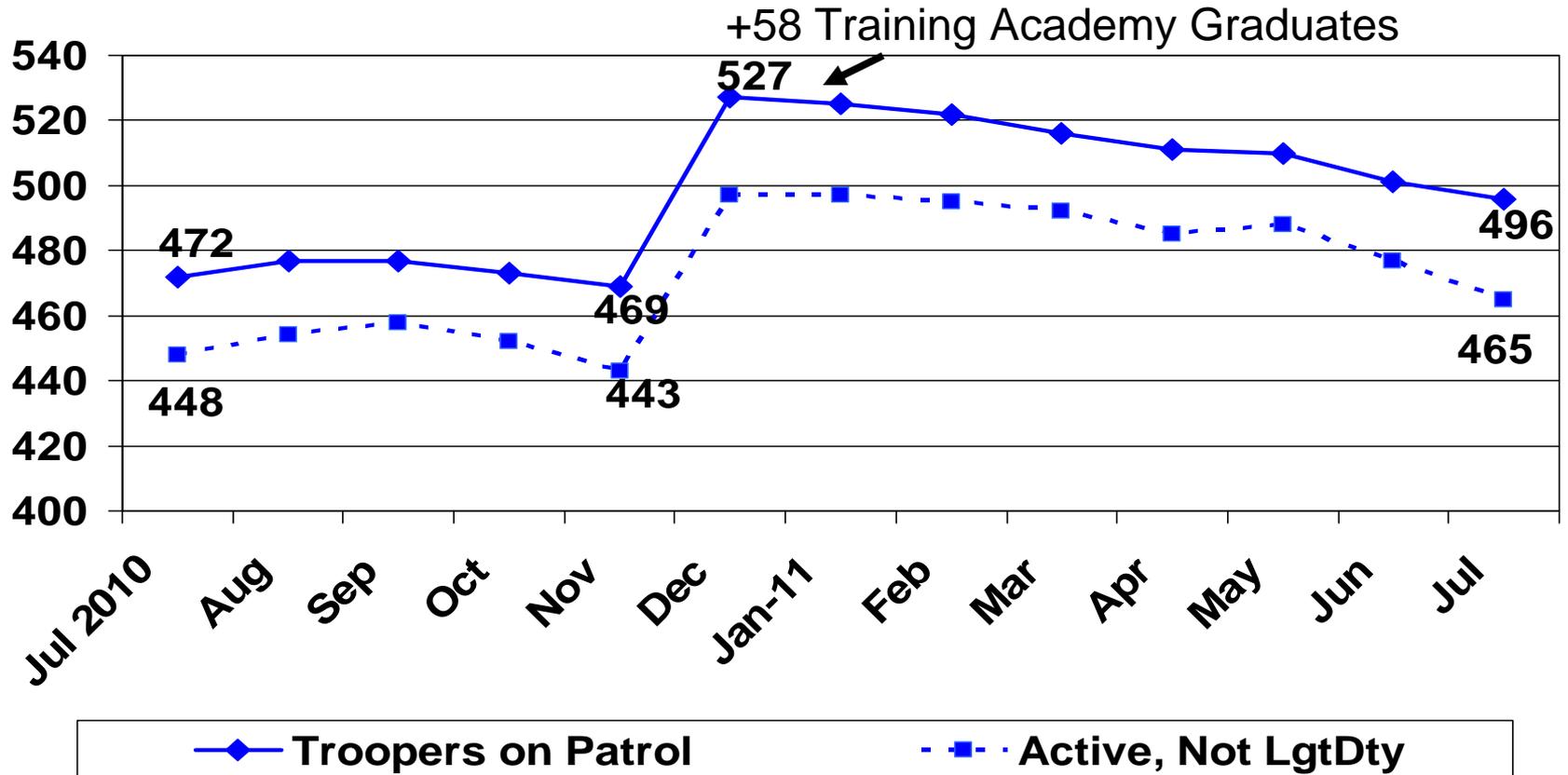
Excludes sworn officers outside of the Division of State Police

Number of Troopers Assigned to Patrol¹ for FY 11



¹Includes Troopers assigned to Barracks area patrol; includes those on light duty and on leave

Number of Troopers Assigned to Patrol¹ for 1 Year Period

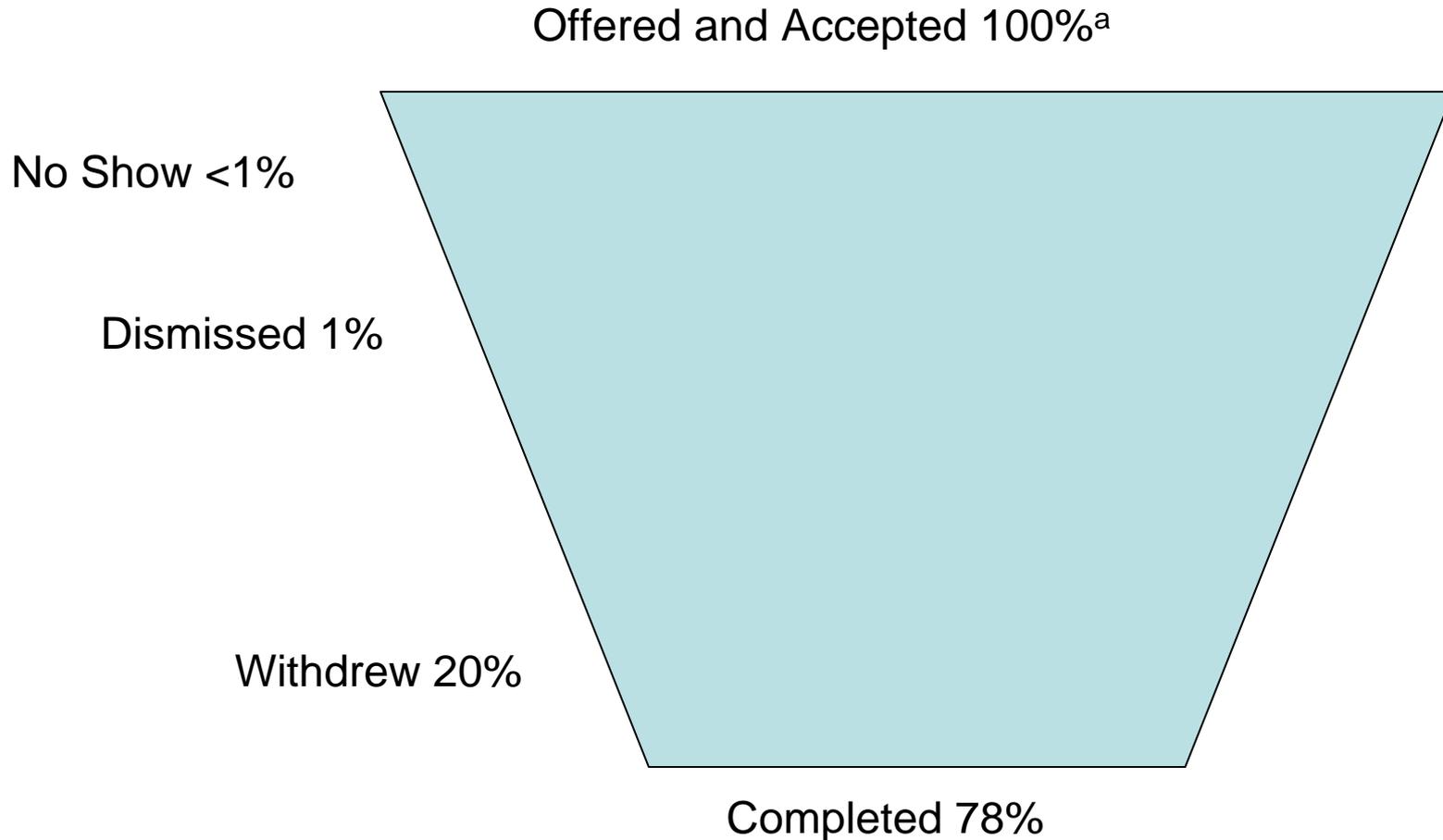


¹Includes Troopers assigned to Barracks area patrol; includes those on light duty and on leave

FY11: Number of Patrol Troopers Terminating, Experiencing Leave, Light Duty

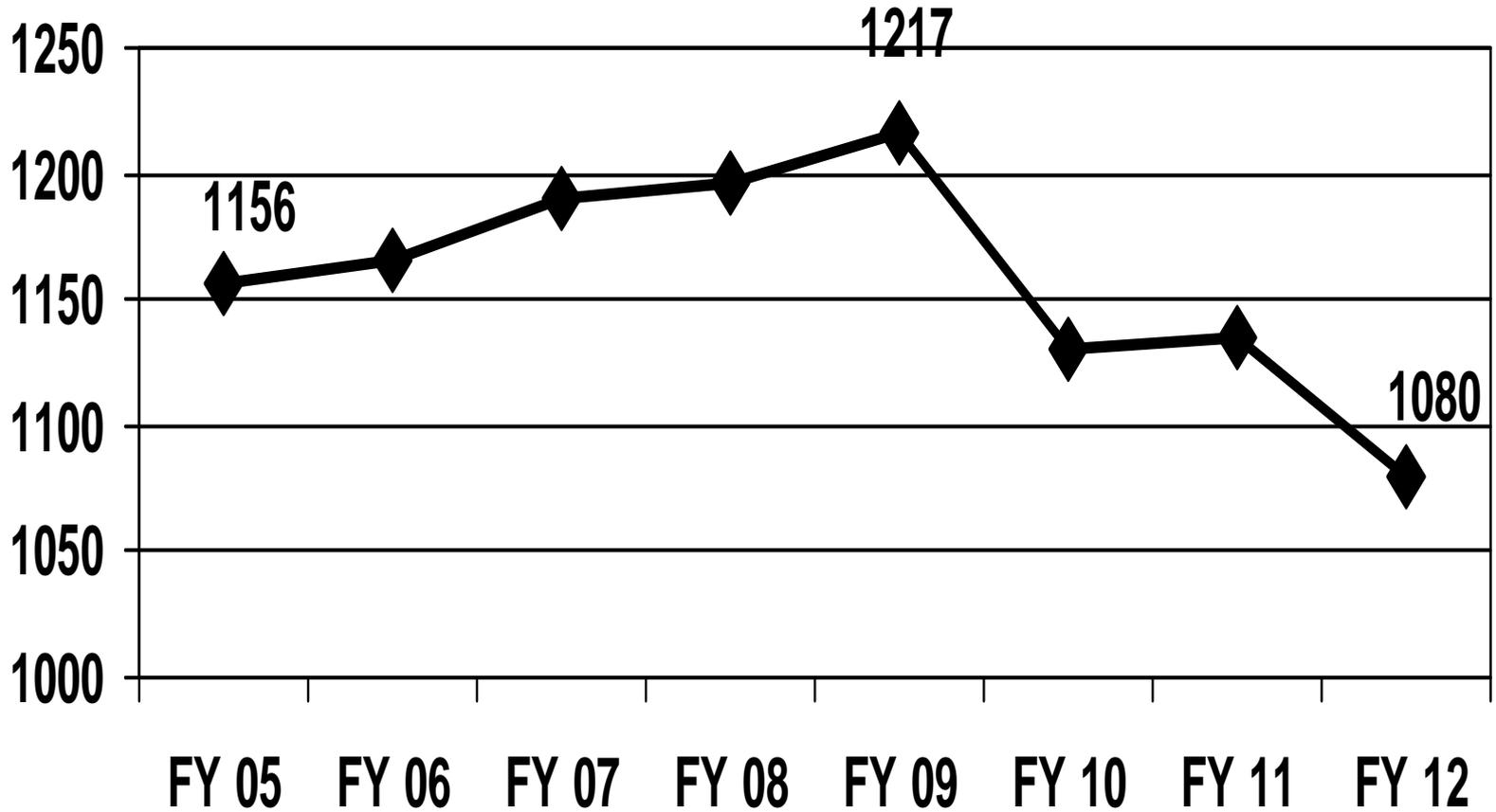
- Termination due to:
 - Retirement (12)
 - Unsatisfactory Work by Trainee (1)
- Leave due to:
 - Military (18)
 - Worker's Comp (39)
 - FMLA (16)
 - Other (3)
- Light Duty due to injury:
 - On the job (18)
 - Off the job (8)

Reasons Why Training Academy Recruits Do Not Graduate

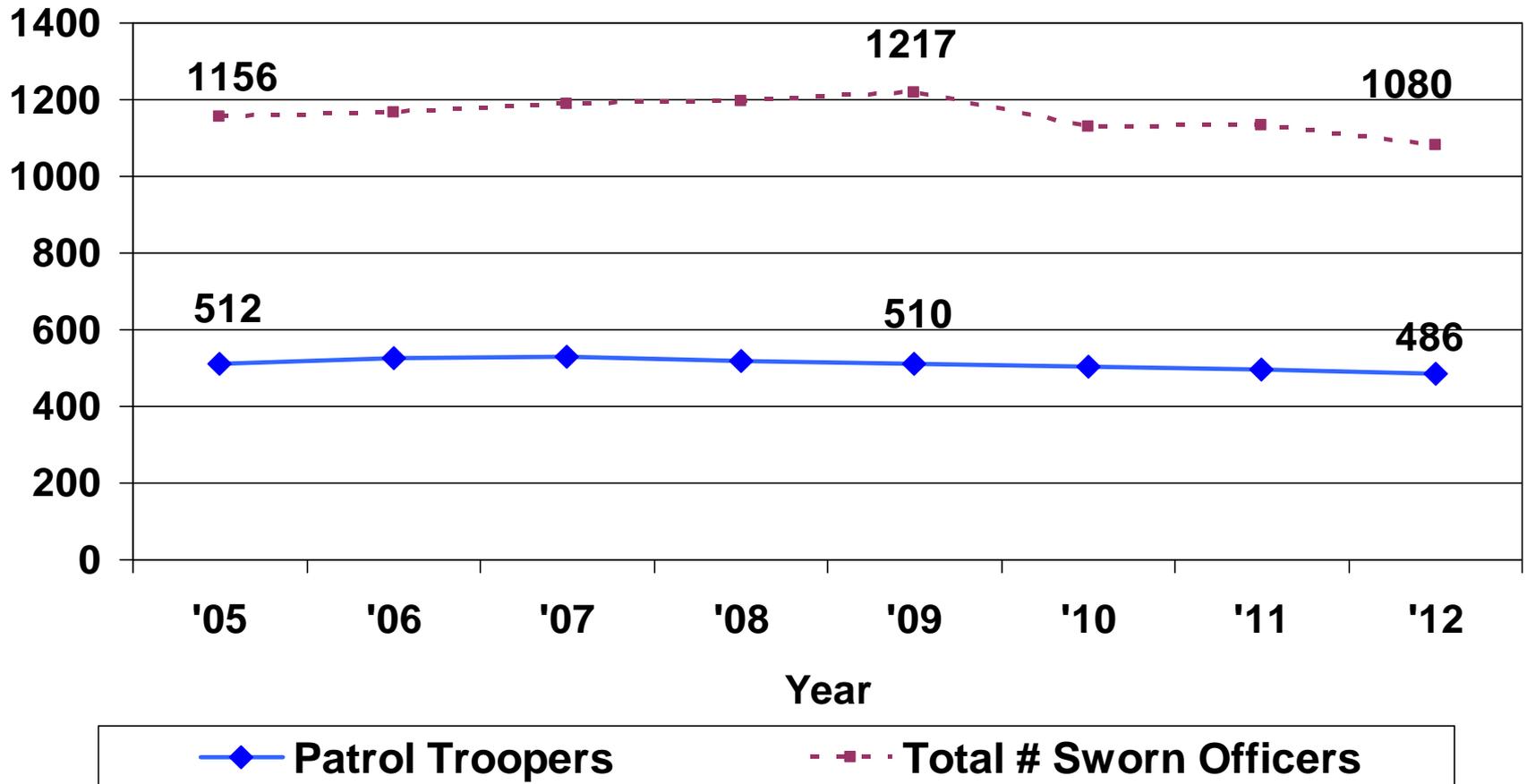


^aOf 644 offers made, 47 declined and 19 deferred, resulting in a total of 578 who accepted offers.
Source: PRI staff analysis, CT State Police Training Academy statistics for 8 classes during 2002-2010 (114th-121st classes).

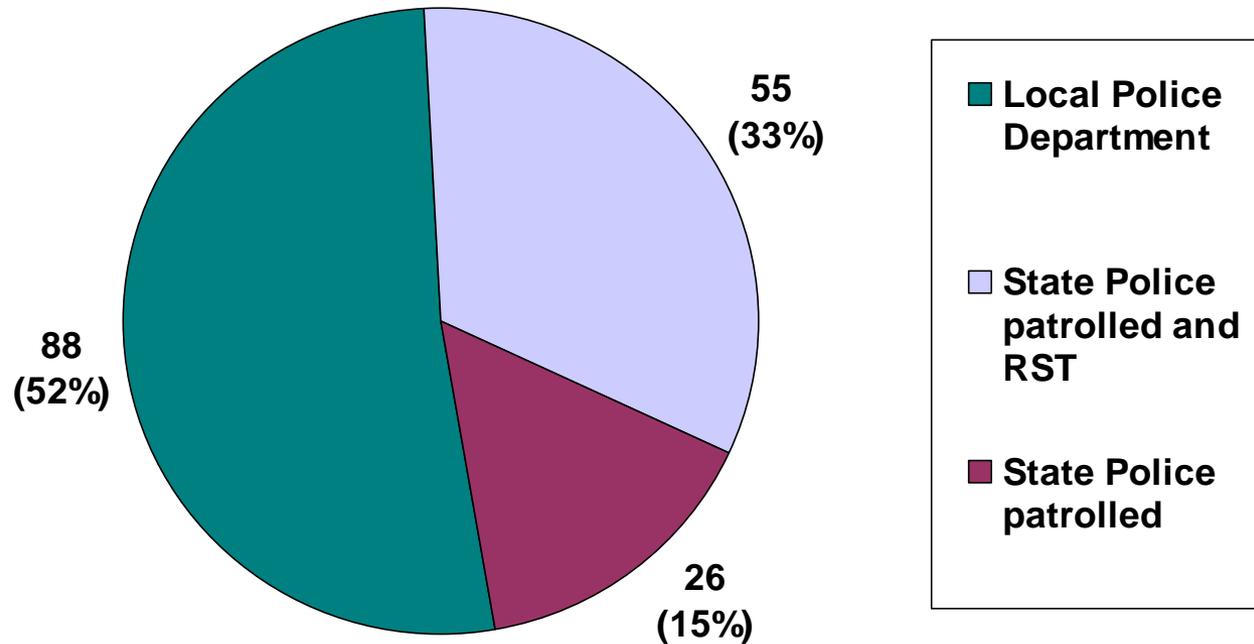
Average Number of CT State Police Officers



Proportion of Sworn Officers that are Assigned to Patrol

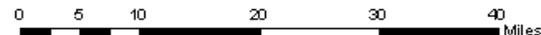
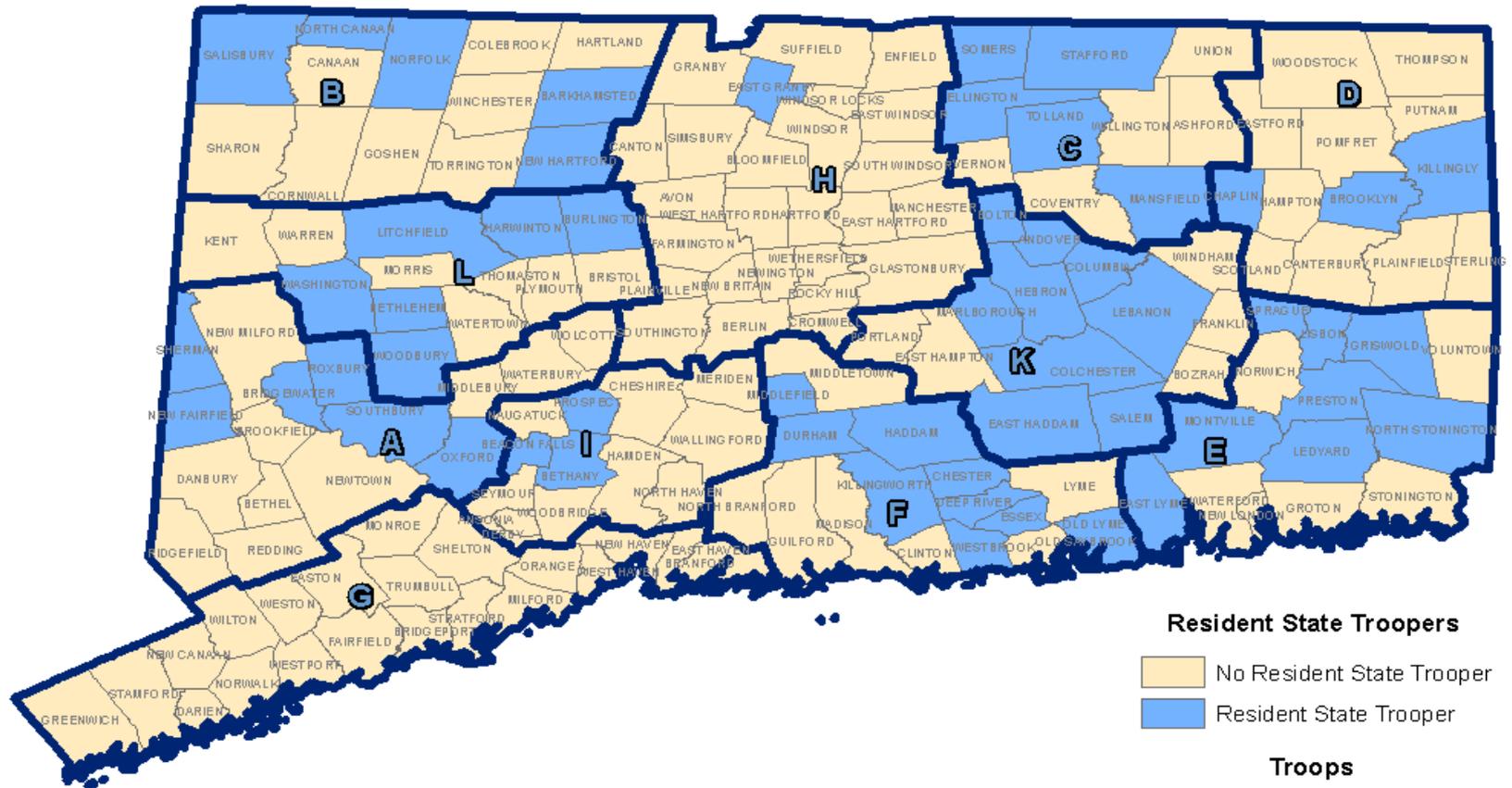


Types of Municipal Police Coverage (July 2012)



Source of data: DESPP

Connecticut State Resident Troopers



**Usage of Resident State Trooper Program (RST) by Municipalities
FYs 06-12**

| | FY 06 | FY 07 | FY 08 | FY 09 | FY 10 | FY 11 | FY 12 |
|-----------------------------------------------|--------------------|--------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| Number of towns using RST | 58 | 58 | 57 | 57 | 56 | 56 | 55 |
| Number of RSTs | 113 | 115 | 118 | 120 | 116 | 117.5 | 110.5 |
| Number of towns with more than one RST | 28 | 28 | 29 | 28 | 27 | 27 | 25 |
| Total cost to towns* | \$8,912,436 | \$9,787,182 | \$10,174,152 | \$10,512,080 | \$10,218,895 | \$10,716,381 | \$10,928,221 |
| Total cost to state* | \$3,180,894 | \$4,194,507 | \$4,360,351 | \$4,505,178 | \$4,379,527 | \$4,592,735 | \$4,683,524 |

* State law requires towns to pay 70% of the cost of a Resident State Trooper, while the state pays the remaining 30%. Based on a 2009 opinion by the Office of the Attorney General, the town share for RST overtime was 70%. This was increased to 100% in 2011 as a result of PA 11-51. The cost data presented above does not include costs associated with overtime.

Source of data: DESPP

Developing CT State Police Staffing Standards

- With the exception of Alaska, no other state has as functionally comprehensive a state police force as Connecticut
- There are no universally accepted best practices for determining police staffing levels
- Some information is available on best practices for response time, span of control, and allocation of patrol resources for local PDs and County Sheriff Offices
- Use of police staff-to-population ratio standards are challenged by the International Association of Chiefs of Police and others.

Study Design Overview

Public and Trooper Safety Related Measures

- 1) Response time
- 2) Solvability (clearance rates)
- 3) Safety/Crime statistics
- 4) Safety/Accidents/Highway Fatalities statistics
- 5) Consumer/citizen satisfaction with service
- 6) Trooper injuries

Intervening Factors:

- Geography/topography
- Population density
- Amount of overtime

- Community policing efforts
- Time spent reacting vs. proactive
- Policies, agency goals
- Budget

Staffing Level

All sworn officers
Patrol Troopers only

PART TWO

Legislative Program Review and Investigations Committee
Connecticut State Police Staffing Standards Study
December 18, 2012
Status Update

Study Completion Date: By February 28, 2013

Visits and/or Interviews with:

- All Troops (including multiple 'ride-alongs' with individual troopers)
- Central Office Command
- State Police Union
- Some specialized units
- Training Academy (state and municipal)
- Human Resources, Payroll, Budget and Finance
- Accreditation
- Technology

Data in Use: Note: Some of this data is confidential, which PRI staff received under the committee authority (C.G.S. 2-53g) for access to confidential data as needed for its oversight work. The law also requires PRI maintain the confidentiality, so PRI staff will not be reporting any confidential data.

Automated Datasets Received from DESPP:

| Source | Type of Information |
|----------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------|
| Computer Automated Dispatch System | Response time and type of incident including highway accidents and fatalities |
| Crimes Analysis Unit/DESPP Information Systems Unit | Incidences of crime and clearance rates |
| Office of Statewide Emergency Telecommunications 911 Emergency Call System | Response time for all 911 calls including number of 911 calls received, answered, transferred, and abandoned |
| Bureau of Professional Standards and Compliance | Automated data on department accidents including employee's barracks/unit, on/off duty status, and presence or absence of employee injuries |
| Internal Affairs Unit | Complaints and commendations statistics involving DPS employees (primarily sworn personnel) |

Staffing Information Extracted from CORE-CT including:

- Troop/Unit Assignment
- Rank
- Length of Service
- Worker's Comp and other leaves/light duty
- Overtime

Additional Information Obtained on:

- Budget
- Population/Density
- Land Area
- Public Roads and Highway

APPENDICES

EXCERPT

House Bill No. 6001

June 12 Special Session, Public Act No. 12-1

AN ACT IMPLEMENTING PROVISIONS OF THE STATE BUDGET FOR THE FISCAL YEAR BEGINNING JULY 1, 2012.

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

Sec. 243. Section 29-4 of the 2012 supplement to the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):

[The] (a) On and after the effective date of this section and until July 1, 2013, the Commissioner of Emergency Services and Public Protection shall appoint and maintain a [minimum of one thousand two hundred forty-eight] sufficient number of sworn state police personnel to efficiently maintain the operation of the [division] Division of State Police as determined by the commissioner in the commissioner's judgment. On and after July 1, 2013, the commissioner shall appoint and maintain a sufficient number of sworn state police personnel to efficiently maintain the operation of the division as determined by the commissioner in accordance with the recommended standards developed pursuant to subsection (f) of this section.

(b) On or before February first of each odd-numbered year, the commissioner shall submit a report to the joint standing committees of the General Assembly having cognizance of matters relating to public safety and appropriations and the budgets of state agencies, in accordance with section 11-4a, providing an assessment of the number of sworn state police personnel necessary to perform division operations for the biennium beginning July first of that year. If such report recommends a staffing level of less than one thousand two hundred forty-eight sworn state police personnel, the commissioner shall include in such report an assessment of the impact to public safety and any potential negative impact specifically attributable to such deviation in staffing level.

(c) The commissioner shall appoint from among [such] sworn state police personnel not more than three lieutenant colonels who shall be in the unclassified service as provided in section 5-198, as amended by this act. Any permanent employee in the classified service who accepts appointment to the position of lieutenant colonel in the unclassified service may return to the classified service at such employee's former rank. The commissioner shall appoint not more than twelve majors who shall be in the classified service. The position of major in the unclassified service shall be abolished on July 1,

2011. Any permanent employee in the classified service who accepts appointment to the position of major in the unclassified service prior to July 1, 2011, may return to the classified service at such permanent employee's former rank. The commissioner, subject to the provisions of chapter 67, shall appoint such numbers of captains, lieutenants, sergeants, detectives and corporals as the commissioner deems necessary to officer efficiently the state police force.

(d) The commissioner shall establish such divisions as the commissioner deems necessary for effective operation of the state police force and consistent with budgetary allotments, a Criminal Intelligence Division and a state-wide organized crime investigative task force to be engaged throughout the state for the purpose of preventing and detecting any violation of the criminal law. The head of the Criminal Intelligence Division shall be of the rank of sergeant or above. The head of the state-wide organized crime investigative task force shall be a police officer.

(e) Salaries of the members of the Division of State Police within the Department of Emergency Services and Public Protection shall be fixed by the Commissioner of Administrative Services as provided in section 4-40. State police personnel may be promoted, demoted, suspended or removed by the commissioner, but no final dismissal from the service shall be ordered until a hearing has been had before said commissioner on charges preferred against such officer. Each state police officer shall, before entering upon such officer's duties, be sworn to the faithful performance of such duties. The Commissioner of Emergency Services and Public Protection shall designate an adequate patrol force for motor patrol work exclusively.

(f) The Legislative Program Review and Investigations Committee shall conduct a study to develop recommended standards for use by the Commissioner of Emergency Services and Public Protection in determining the commissioner's proposed level of staffing for the Division of State Police for purposes of the biennial budget. The committee, in developing such recommended standards, shall consider the following: Technological improvements, federal mandates and funding, statistical data on rates and types of criminal activity, staffing of patrol positions, staffing of positions within the division and department that do not require the exercise of police powers, changes in municipal police policy and staffing and such other criteria as the committee deems relevant. On or before January 9, 2013, the committee shall report such recommended standards to the joint standing committee of the General Assembly having cognizance of matters relating to public safety and shall forward a copy thereof to the Commissioner of Emergency Services and Public Protection.

Legislative Program Review and Investigation Committee

Connecticut General Assembly

Senate Members
John W. Fonfara, *Co-Chair*
Steve Cassano
Eric D. Coleman
Anthony Guglielmo
John A. Kissel
Joe Markley

State Capitol Room 506
Hartford, CT 06106
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House Members
T.R. Rowe, *Co-Chair*
Brian Becker
Marilyn Guiliano
Mary M. Mushinsky
Selim G. Noujaim
Diana S. Urban

SCOPE OF STUDY

Connecticut State Police Staffing Standards

FOCUS

The study will develop standards to recommend for use by the Department of Emergency Services and Public Protection (DESPP) commissioner in determining the proposed level of staffing for the Division of State Police for the 2014-2015 biennial budget. The study will examine various factors required by Public Act 12-1 (June 12 SS)¹ in developing such standards, as well as any other relevant information identified during the study.

BACKGROUND

Section 243 of P.A. 12-1 requires PRI to conduct this study on state police staffing standards. The same section deletes the statutory minimum number of 1,248 sworn state police personnel the DESPP commissioner "shall appoint and maintain," replacing the number with the phrase "sufficient number of." Beginning July 1, 2013, the commissioner is required to "appoint and maintain a sufficient number of sworn state police personnel to efficiently maintain the operation of the division as determined by the commissioner in accordance with the recommended standards developed" via the PRI study.

In 1903, the Connecticut State Police Department was established under a board of commissioners, which was required to appoint five state police officers and an additional five officers as the board saw fit. From 1903 through 1972, statutory provisions for state police staffing levels were increased 18 times.² In 1973, the statutory staffing levels were eliminated, but re-instituted in 1998 after a 25-year period of no state trooper level requirement.³ P.A. 98-151 set the staffing minimum number of state police officers to 1,248, a number that has rarely been met.

¹ June 12 Special Session, Public Act No. 12-1, AN ACT IMPLEMENTING PROVISIONS OF THE STATE BUDGET FOR THE FISCAL YEAR BEGINNING JULY 1, 2012.

² "History of State Police Staffing Statute," OLR Research Report (2012-R-0112), February 16, 2012.

³ The law has always specified the staffing level for the force, except for 1973-1998, when it authorized the appointment of an "adequate number" to "efficiently maintain the operation of the division in keeping with budgetary allowances" (source: OLR (2012-R-0112)).

AREAS OF ANALYSIS

- Describe the major roles and responsibilities of Connecticut state police
- Review relevant literature for police staffing best practices, other research studies, and recommendations by accrediting bodies and professional associations
- Assess technological improvements that have occurred and their potential impact on state police staffing
- Identify any relevant federal mandates or funding requirements
- Analyze trends in rates and types of criminal activity for their association with state police staffing levels
- Examine trends in the staffing of state police patrol positions
 - associated trends in number of calls for service and response times
 - use of overtime
- Assess which state police division responsibilities require sworn officers as opposed to civilian employees, with consideration of public and police safety
- Changes in municipal police policy and staffing that impact state police resources

STUDY COMPLETION DATE

P.A. 12-1 requires PRI to report its recommended standards to the Public Safety Committee by January 9, 2013. Given the complexities of the study charge, and the PRI final study review and approval process, this time frame is challenging, but PRI is aware the recommendations are desired for the 2014-2015 biennial budget. With the assumption that PRI will have full access to data it deems necessary from DESPP in a timely manner pursuant to PRI authority, the committee will make every effort within the available study resources to meet the January 9, 2013, deadline, and no later than March 1, 2013, for final completion.

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