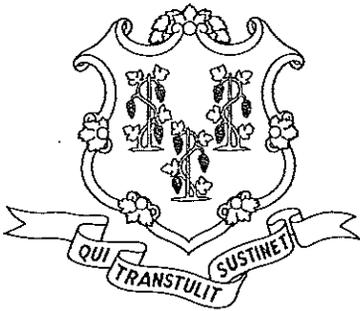


# Connecticut Justice Commission

Connecticut  
General Assembly



LEGISLATIVE  
PROGRAM REVIEW  
AND  
INVESTIGATIONS  
COMMITTEE

**SUNSET 1982**

Volume III-10  
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CONNECTICUT GENERAL ASSEMBLY

LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE

The Legislative Program Review and Investigations Committee is a joint, bipartisan, statutory committee of the Connecticut General Assembly. It was established in 1972 as the Legislative Program Review Committee to evaluate the efficiency and effectiveness of selected state programs and to recommend improvements where indicated. In 1975 the General Assembly expanded the Committee's function to include investigations and changed its name to the Legislative Program Review and Investigations Committee. During the 1977 session, the Committee's mandate was again expanded by the Executive Reorganization Act to include "Sunset" performance reviews of nearly 100 agencies, boards, and commissions, commencing on January 1, 1979.

The Committee is composed of twelve members, three each appointed by the Senate President Pro Tempore and Minority Leader, and the Speaker of the House and Minority Leader.

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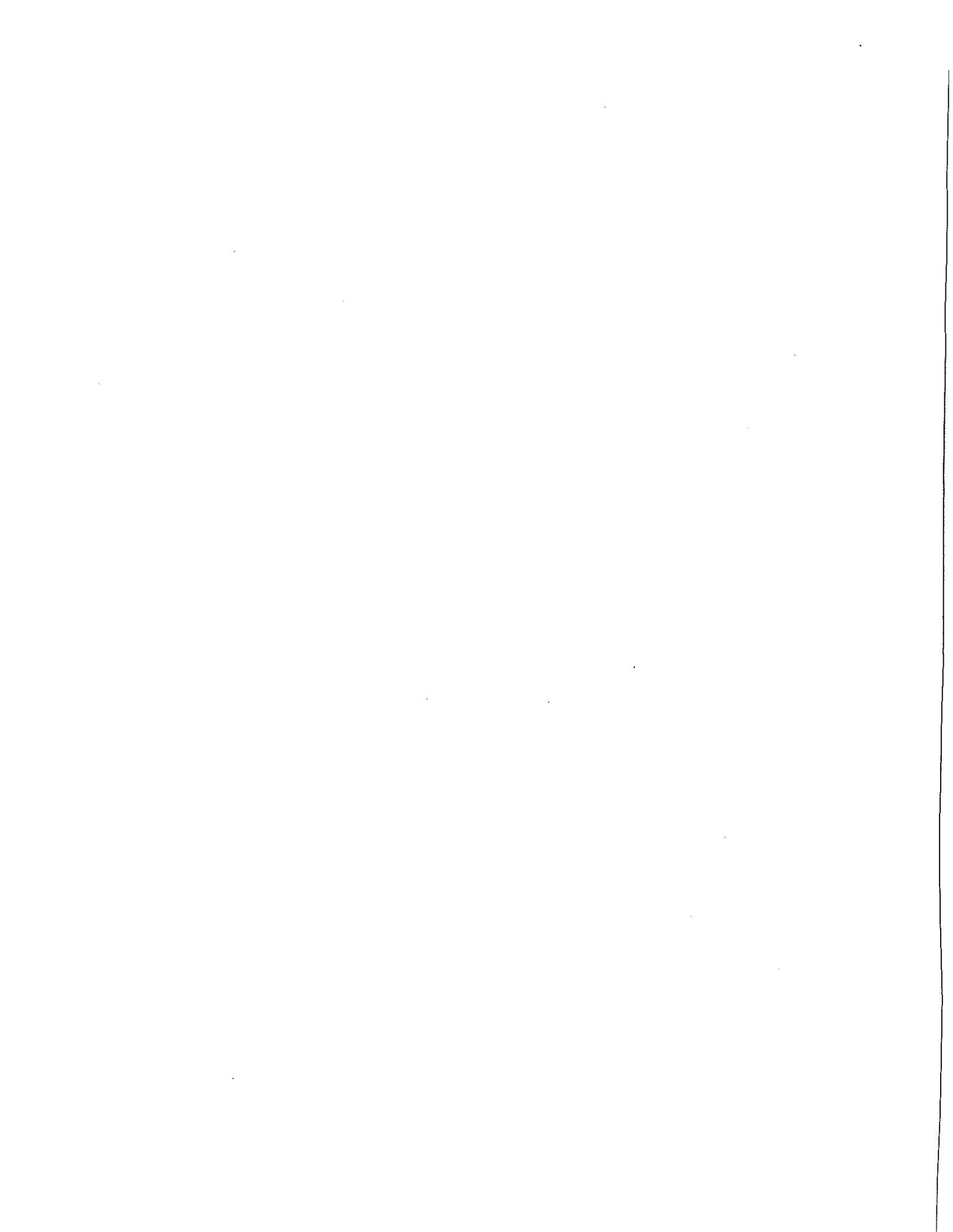
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CONNECTICUT JUSTICE COMMISSION

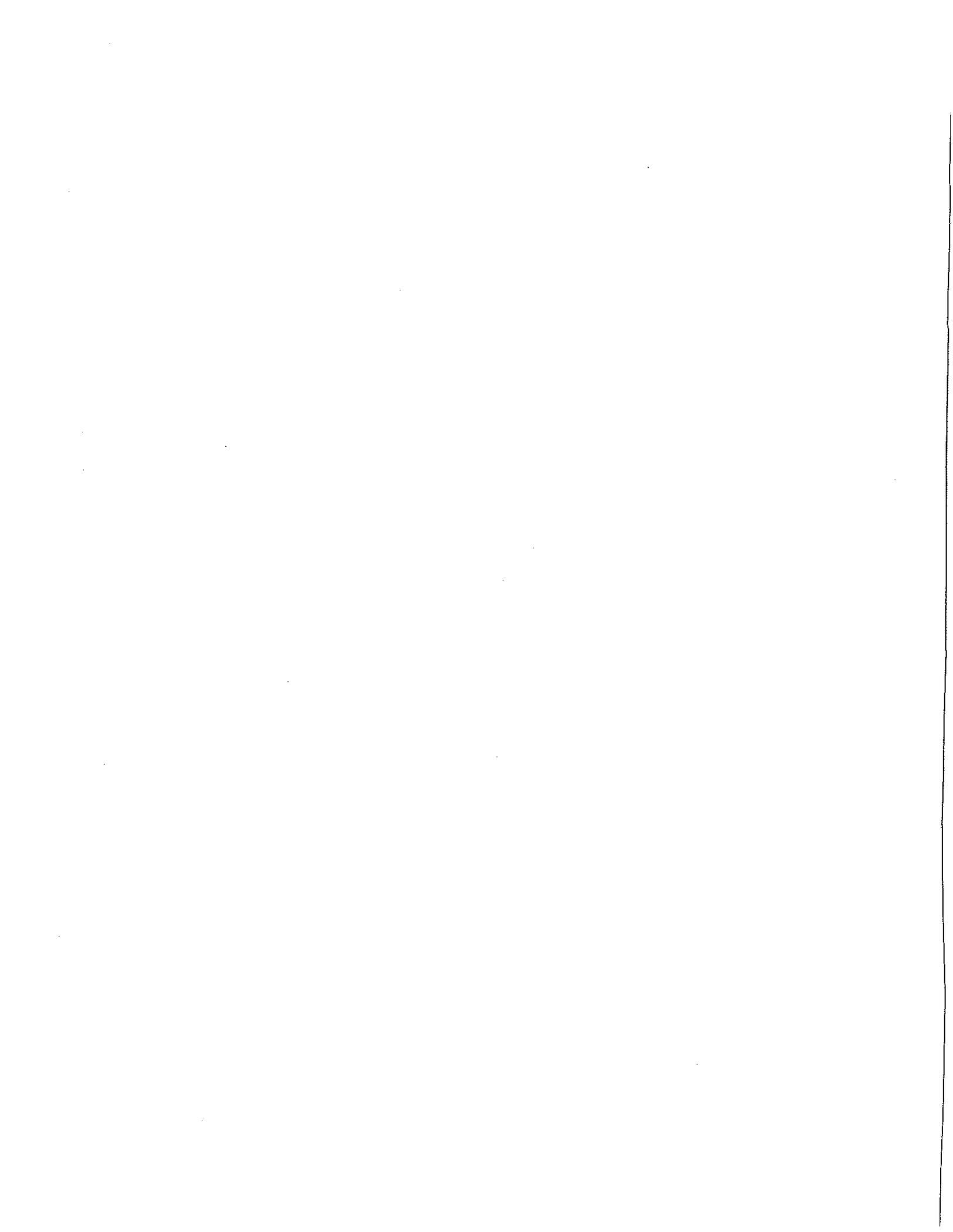
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## CONNECTICUT JUSTICE COMMISSION

### SUMMARY

In response to the Omnibus Crime Control and Safe Streets Act, all 50 states designated a state planning agency for criminal justice. The purpose of these agencies was to: develop a comprehensive statewide plan for the improvement of law enforcement and criminal justice; sponsor or conduct projects to improve law enforcement and criminal justice; establish priorities for improvements; and assure participation by citizen and community organizations at all levels of the planning process.

The Connecticut Planning Committee on Criminal Administration, the predecessor to the Connecticut Justice Commission, was created by Executive Order in 1969. After operating for seven years under executive orders, the agency was established in statute under P.A. 76-432, as the Connecticut Justice Commission. The act gave the Justice Commission independent status within the executive branch. It also created a 21 member commission, with 11 members appointed by the governor and 10 appointed by the leaders of the General Assembly. The governor was allowed to designate cochairpersons and appoint the executive director of the agency.

The Connecticut Justice Commission's major responsibility is to act as the state's planning agency for criminal justice and law enforcement matters. The commission's principal functions are to:

- develop a comprehensive statewide action plan for the prevention of crime and the improvement of the criminal justice system, and coordinate and evaluate the plan's implementation, and
- apply for, receive and allocate federal, state and private funds.

The Connecticut Justice Commission's budget has been substantially reduced since the 1979-80 fiscal year. This is due primarily to the loss of federal funds. The agency's actual receipts for FY 1979-80 were \$9,586,395 as compared to \$4,202,840 in FY 1981-82. The 1982 fiscal year budget is based upon the receipt of \$3,244,000 in federal funds. The commission received \$8,127,827 in federal funds in FY 1979-80.

The activities of the Connecticut Justice Commission can be divided into those carried out by the 21 member commission and those performed by agency staff. The commission held five

meetings in 1980. An analysis of these minutes of commission meetings indicates that the members primary role is reviewing, commenting upon and approving grant applications submitted by state, local and private agencies and the Connecticut Justice Commission itself.

The agency staff has been involved in two major activities: 1) distributing, monitoring and evaluating federal grants; and 2) staffing advisory task forces dealing with specific problems in the area of criminal justice.

The Legislative Program Review and Investigations Committee used a number of resources in its review of the Connecticut Justice Commission including surveys, interviews with commission members and staff and input from the criminal justice community. The committee also relied upon public hearing testimony and information from the federal Office of Management and Budget and the National Conference of State Legislatures about the future of federal funds and the LEAA program. The committee explored options dealing with both the 21 member commission and the criminal justice planning agency staff.

#### The 21 Member Commission

The Legislative Program Review and Investigations Committee was faced with three options relative to the future of the commission: 1) continue it as currently composed; 2) sunset it; or 3) reduce its size and require a stronger link to the justice planning agency.

The committee concluded that with federal funds being reduced and the prospect of future funds unlikely, the commission members would have a substantial amount of time to spend on other functions. However, in reviewing the commission's actual activities in 1980, the committee found they dealt almost totally with federal fund applications without much discussion of criminal justice problems. The latter has become a function of the specially created task forces. In view of the commission's past activity and the loss of federal funds, the committee believes continuance of the commission is not warranted.

*The Legislative Program Review and Investigations Committee recommends sunsetting the 21 member Connecticut Justice Commission.*

#### The Criminal Justice Planning Agency Staff

The Legislative Program Review and Investigations Committee studied several options in relation to the agency staff. They included: continuing it as an independent agency within the

Office of Policy and Management (OPM) for administrative purposes only; merging the agency with OPM's comprehensive planning division, reducing staff size, and transferring to OPM specific responsibility for criminal justice system planning; shifting the agency's organizational location to either the legislative or judicial branches; or eliminating all its statutory functions and sunsetting the agency.

The staff of the state planning agency has been involved in two major activities: 1) reviewing, distributing, monitoring and evaluating federal grants; and 2) staffing advisory task forces dealing with specific problem areas. Although no new federal funds are likely to become available, a few programs already funded will continue into 1983 because of the time the federal government allows for expending its funds. This will require continued state monitoring of programs currently in operation. The program review committee concludes that this function could be transferred to OPM. The Office of Policy and Management has the authority by statute to "do all things necessary to apply for and accept federal funds allotted or available to the state under any federal act or program." (C.G.S. Sec. 4-66a(f))

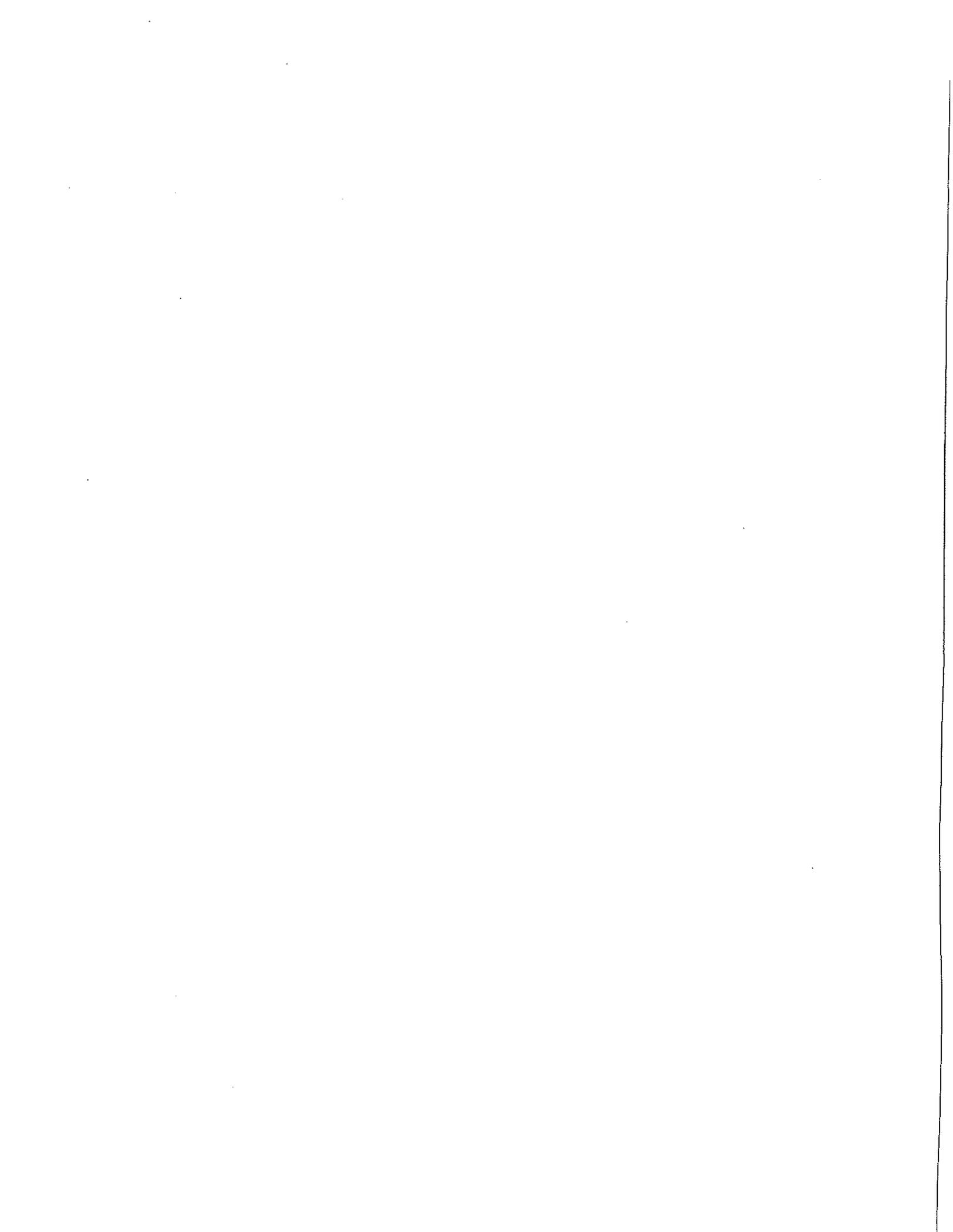
The Connecticut Justice Commission has staffed eight task forces since 1978. The location of these task forces has been within either the executive or legislative branch. Generally, these task forces have issued legislative recommendations in a particular public policy area or made administrative recommendations calling for a change in agency procedures.

*The Legislative Program Review and Investigations Committee recommends that the staff of the state criminal justice planning agency be reduced and merged with the Office of Policy and Management's comprehensive planning division and that specific statutory authority for criminal justice planning be transferred to OPM.*

#### Fiscal Impact

Based upon the foregoing recommendations and utilizing information on staffing patterns, the following savings are estimated:

Personnel costs:	\$293,905
Agency operating costs:	36,079
Total Estimated Savings:	\$329,984



## INTRODUCTION

### Purpose and Authority for the Sunset Review

Chapter 28 of the Connecticut General Statutes provides for the periodic review of certain governmental entities and programs and for the termination or modification of those which do not significantly benefit the public health, safety, or welfare. This law was enacted in response to a legislative finding that there had been a proliferation of governmental entities and programs without sufficient legislative oversight.

The authority for undertaking the initial review in this oversight process is vested in the Legislative Program Review and Investigations Committee. This committee is charged, under the provisions of section 2c-3 of chapter 28, with conducting a performance audit of each entity or program scheduled for termination. This audit must take into consideration, but is not limited to, the four criteria set forth in section 2c-7. These criteria include: (1) whether termination of the entity or program would significantly endanger the public health, safety, or welfare; (2) whether the public could be adequately protected by another statute, entity, or program or by a less restrictive method of regulation; (3) whether the governmental entity or program produces any direct or indirect increase in the cost of goods or services and, if it does, whether the public benefits attributable to the entity or program outweigh the public burden of the increase in cost; and (4) whether the effective operation of the governmental entity or program is impeded by existing statutes, regulations, or policies, including budgetary and personnel policies.

In addition to the criteria contained in section 2c-7, the Legislative Program Review and Investigations Committee is required, when reviewing regulatory entities or programs, to consider, among other things: (1) the extent to which qualified applicants have been permitted to engage in any profession, occupation, trade, or activity regulated by the entity or program; (2) the extent to which the governmental entity involved has complied with federal and state affirmative action requirements; (3) the extent to which the governmental entity involved has recommended statutory changes which would benefit the public as opposed to the persons regulated; (4) the extent to which the governmental entity involved has encouraged public participation in the formulation of its regulations and policies; and (5) the manner in which the governmental entity involved has processed and resolved public complaints concerning persons subject to review.

In accordance with its legislative mandate, the Legislative Program Review and Investigations Committee reviewed sixteen entities and programs scheduled to terminate July 1, 1982. Contained in this report to the General Assembly is the result of the committee's review of the Connecticut Justice Commission.

### Methodology

The Legislative Program Review and Investigations Committee's sunset review was divided into three phases. The initial step focused on collecting quantitative and qualitative data related to each entity's background, purpose, powers, duties, costs, and accomplishments. Several methods were used by committee members and staff to obtain this information. These include: (1) a review of statutes, transcripts of legislative hearings, entity records (including minutes, complaint files, test results and reports), and data and statutes of other states; (2) staff observations of numerous meetings held by each entity between January and August of 1981; (3) surveys of persons connected with each entity; (4) formal and informal interviews of selected individuals serving on, staffing, affected by, or knowledgeable about each entity; and (5) testimony received at public hearings.

During the second phase, the staff organized the information into descriptive packages and presented them to the committee. The presentations took place in public sessions designed to prepare committee members for the hearings, identify options for exploration, and alert entity officials to the issues the committee would pursue at the hearings. Seven public hearings concluded this phase.

The final step of the review involved committee members and staff following up on and clarifying issues raised at briefings and public hearings. During this period, the staff prepared decision papers and presented recommendations to the committee. The committee, in public sessions, then debated and voted upon recommendations for the continuation, termination or modification of each entity.

## BACKGROUND

### Legislative History

The Connecticut Planning Committee on Criminal Administration, the predecessor to the Connecticut Justice Commission, was created by Executive Order in 1969. The Planning Committee was established in response to the federal Omnibus Crime Control and Safe Street Act of 1968. The 1968 Act required the designation of a state planning agency in order for a state to be eligible to receive funds from the Law Enforcement Assistance Administration (LEAA). Initial responsibilities of the Planning Committee were to receive and administer federal grants based upon a comprehensive plan evaluating state and local criminal justice and law enforcement problems.

After operating for seven years under executive orders, the agency was established in statute under P.A. 76-432, as the Connecticut Justice Commission. The act gave the Justice Commission independent status within the executive branch. It also created a 21 member commission, with 11 members appointed by the governor and 10 appointed by the leaders of the General Assembly. The governor was allowed to designate cochairpersons and appoint the executive director of the agency.

Only two statutory changes have been made since 1976. As part of the Executive Reorganization Act, the commission was placed under the sunset law (P.A. 77-614). In 1978, Public Act 233, deleted the following language from the statute governing the commission:

No state appropriation shall be made to the Connecticut Justice Commission except for such state matching funds as may be required by federal law or regulation.

This act had the effect of allowing the direct appropriation of general funds for the administration of the agency. Previously, general funds could only be allocated for the purposes of matching federal grants.

In response to the Omnibus Crime Control and Safe Streets Act, all 50 states designated a state planning agency for criminal justice. The purpose of these agencies was to: develop a comprehensive statewide plan for the improvement of law enforcement and criminal justice; sponsor or conduct projects to improve law enforcement and criminal justice; establish priorities for improvements; and assure participation by citizen and community organizations at all levels of the planning process.

Generally, criminal justice planning agencies have been involved in the following specific areas:

- administration of LEAA grants,
- formulation of legislation,
- building support within the criminal justice community,
- establishing budgetary priorities,
- providing technical assistance to local communities and criminal justice organizations, and
- maintaining a statewide and regional planning network.

Connecticut. The criminal justice system in Connecticut is dominated by various state level agencies. The court, correction, prosecution and public defender functions are all controlled and financed by the state. Only law enforcement functions are divided between the state and local authorities.

At the state level, there are approximately nine autonomous agencies responsible to either the governor, a governing board or commission, or the judiciary. These include the following:

- Judicial Department,
- Office of Public Defender,
- Office of Adult Probation,
- Office of Chief State's Attorney,
- Department of Correction,
- Board of Parole,
- Department of Children and Youth Services
- Department of Public Safety (State Police), and
- Municipal Police Training Council.

## Structure

The Connecticut Justice Commission is composed of 21 members representing the following areas:

- state law enforcement and criminal justice agencies,
- units of local government,
- local police departments,
- corrections,
- juvenile justice system,
- court systems,
- state agencies with programs to control and reduce crime, and
- citizen, professional and community organizations.

Eleven of the 21 members are appointed by the governor. Three appointments are made by the president pro tempore of the Senate and 3 by the speaker of the House. The House and Senate minority leaders make 2 appointments each. The governor designates 2 chairpersons and appoints an executive director.

The executive director heads a staff which had 35 authorized positions during the 1981-82 fiscal year. The Connecticut Justice Commission is located within the Office of Policy and Management for administrative purposes only.

## Purpose, Powers and Duties

The Connecticut Justice Commission's major responsibility is to act as the state's planning agency for criminal justice and law enforcement matters. The commission is empowered by statute to:

- develop a comprehensive statewide action plan for the prevention of crime and the improvement of the criminal justice system, and coordinate and evaluate the plan's implementation,
- create, develop and correlate programs and projects for juvenile justice and law enforcement agencies on both the state and local level,

- collect data and statistics on law enforcement and the administration of the criminal justice system,
- define problem areas and establish goals and priorities for the improvement of the criminal justice system,
- apply for, receive and allocate federal, state and private funds,
- establish criminal justice planning regions and provide guidance for local governments,
- encourage regional crime control and planning efforts,
- assist and evaluate state and local grant applications,
- provide accounting, auditing, monitoring and evaluation procedures and personnel,
- insure that procedures pertaining to criminal history information strictly adhere to security and priority requirements of federal and state law,
- advise the governor and general assembly on criminal justice matters,
- assist the governor in exercising equal employment opportunities and civil rights compliance, and
- appoint an executive committee, subcommittees, advisory panels and task forces.

In addition to the powers enumerated for the commission, specific duties are given by statute to the executive director. As chief administrative officer of the commission, the executive director has the authority to:

- designate a deputy director,
- establish major operating divisions within the agency,
- hire employees,

- perform all necessary and appropriate staff services required by the commission,
- request meetings of the commission to consider, approve, discuss or reject plans and proposed actions of the executive director and his staff,
- provide for the collection and dissemination of information concerning the administration of criminal justice in Connecticut,
- conduct conferences, seminars and educational programs, and
- review, evaluate and make recommendations on any grant having an impact on the administration of criminal justice.

According to statutory authority, the 21 member commission establishes policy based upon staff research and recommendations.

#### Fiscal Information

The Connecticut Justice Commission's budget has been substantially reduced since the 1979-80 fiscal year. This is due primarily to the loss of federal funds. The agency's actual receipts for FY 1979-80 were \$9,586,395 as compared to \$4,202,840 in FY 1981-82. The 1982 fiscal year budget is based upon the receipt of \$3,244,000 in federal funds. The commission received \$8,127,827 in federal funds in FY 1979-80.

The commission's budget can be divided in two parts--funds used to administer the agency and funds passed on to other institutions in the form of grants. State funds are used to match federal funds and administer the agency. Federal funds provide approximately 90 percent of the grant money and a small portion of the commission's administrative costs.

During 1981, the General Assembly's Appropriations Committee required the Justice Commission to submit budget figures that separated administrative costs from grant payments. It also required the commission to identify for the first time those positions supported specifically by federal and state funds. This change is reflected in the FY 1981-82 column in the accompanying budget table.

Table I-1. Connecticut Justice Commission--Agency Budget.

<u>Position Summary</u>	<u>Actual FY 79-80</u>	<u>Expenditure FY 80-81</u>	<u>Appropriation FY 81-82</u>
General Fund	0	0	24
Federal Funds	<u>63</u>	<u>31</u>	<u>11</u>
Total	63	31	35
<u>Budget by Function</u>			
Administration (General Fund)	0	0	426,104
Administration (Federal Funds)	<u>0</u>	<u>0</u>	<u>167,966</u>
Total	0	0	594,070
<u>Operating Budget</u>			
Personal Services	0	0	426,104
Grants	<u>711,174</u>	<u>2,046,000</u>	<u>532,736</u>
Total General Funds	711,174	2,046,000	958,840
Federal Funds	9,109,492	7,648,689	3,244,000
Private Funds	<u>43,319</u>	<u>120,250</u>	<u>0</u>
Agency Grand Total	\$9,863,985	\$9,814,939	\$4,202,840

Source: Justice Commission Budget.

Although administrative costs were not available to the legislature's appropriations process prior to the 1981 session, the Auditors of Public Accounts did an analysis of these costs in their most recent audit of the Justice Commission. The report gives a detailed description of all funding activities and administrative and personal expenses; it also examines the agency's financial record. The administration expenditures are shown in Table I-2.

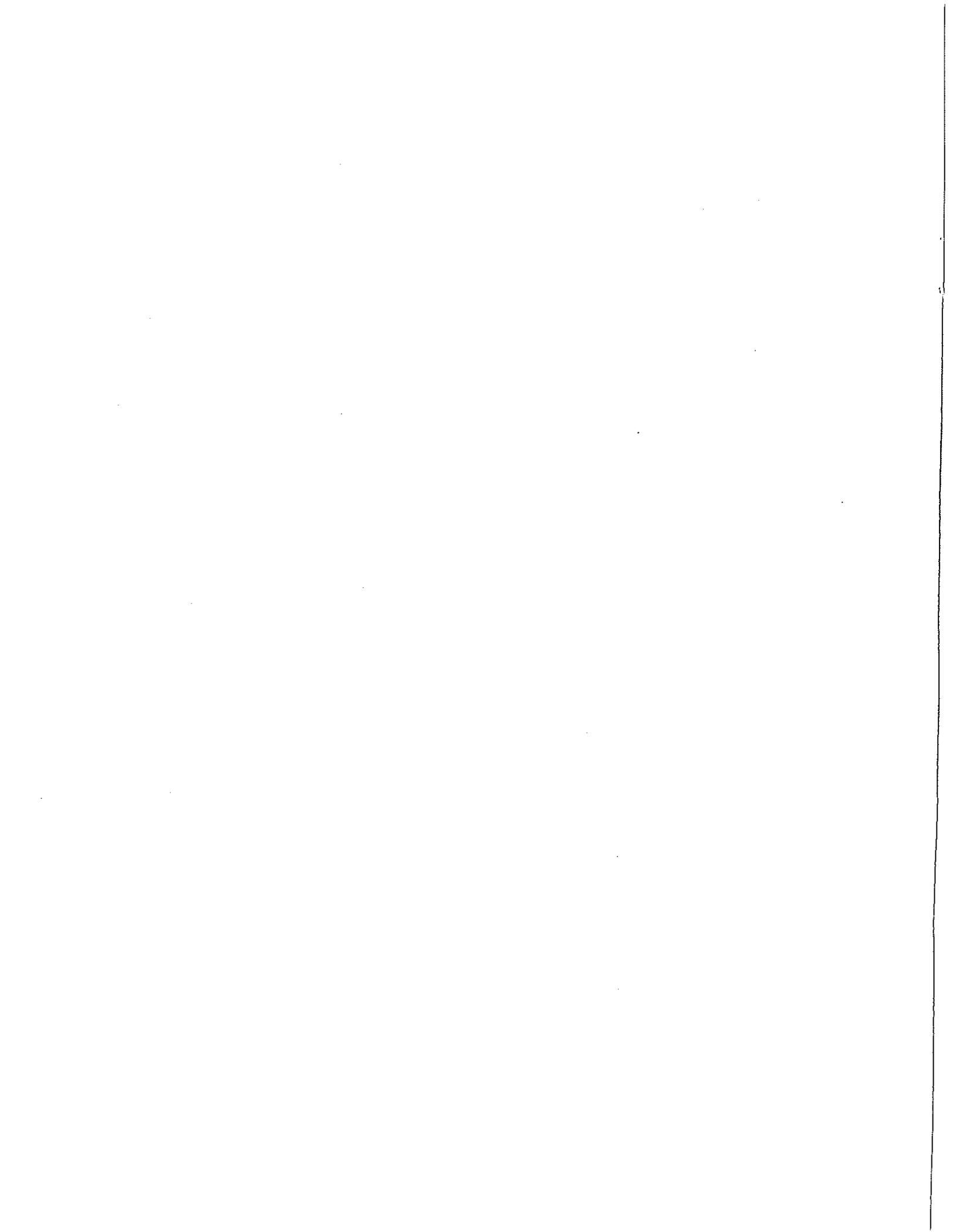
Information pertaining to funds distributed by the Justice Commission is included in the activities section of this report. An analysis of administration expenses as a percentage of funds distributed is included in the analysis and recommendation section.

Table I-2. Connecticut Justice Commission--Administration  
Expenditures: FY 1977-78, FY 1978-79, and FY  
1979-80.

	<u>FY 1977-78</u>	<u>FY 1978-79</u>	<u>FY 1979-80</u>
Personal Services*	\$ 890,255	\$ 968,667	\$ 953,947
State Share	172,554	118,918	203,749
Federal Share	717,701	849,749	755,198
Administrative	301,863	382,415	292,094
State Share	32,942	0	22,298
Federal Share	268,921	382,415	269,796
Agency Total	\$1,192,118	\$1,351,082	\$1,251,041

\* Includes fringe benefits

Source: Auditor's Report - 1981



## ACTIVITIES

The activities of the Connecticut Justice Commission can be divided into those carried out by the 21 member commission and those performed by agency staff. The commission held five meetings in 1980. An analysis of these minutes of commission meetings indicates that the members primary role is reviewing, commenting upon and approving grant applications submitted by state, local and private agencies and the Connecticut Justice Commission itself.

A typical commission meeting has about 12 members in attendance with staff presenting information regarding the applications to be funded. An average of 21 grant applications were reviewed at each meeting held during 1980. The applications were for programs such as Neighborhood and Family Services in Wallingford (\$32,000), a youth emergency shelter at the Hartford YMCA (\$61,975), state police radio system improvements (\$42,500) the Connecticut Career Criminal Incentive Program (\$32,850) and the Waterbury Chronic Juvenile Offender Program (\$51,382). The typical grant is between \$40,000 and \$60,000.

Most applications are routinely approved based upon the staff's recommendation. There are occasional abstentions, but rarely a negative vote. Discussion is usually limited to the nature of the program being funded and the minutes indicate that there is little or no discussion on the part of commission members concerning the evaluation or usefulness of past programs. During 1980, the minutes show that 106 applications were approved, 1 was denied and 1 was withdrawn.

The agency has been involved in two major activities: 1) distributing, monitoring and evaluating federal grants; and 2) staffing advisory task forces dealing with specific problems in the area of criminal justice. The accompanying table gives a breakdown of block grants awarded by the commission and the discretionary grants awarded directly to Connecticut agencies by the Law Enforcement Assistance Administration.

In addition to distributing and monitoring federal funds, the Justice Commission has provided staff to a number of task forces created to deal with specific justice system problems. The task forces created since 1978 are described below. Each description outlines the task forces major objectives, activities, membership, staff, origin, and involvement with the Justice Commission.

Table II-1. Distribution of LEAA Block and Discretionary Grants--FY 1979-80.

	<u>Block Grants</u>		<u>Discretionary Grants</u>		<u>Total</u>	
	No.	Funds Awarded	No.	Funds Received	No.	Funds Distributed
State Agencies	42	\$2,109,725	19	\$2,097,385	61	\$4,207,110
Local Governments	69	1,714,181	3	417,500	72	2,131,681
Nonprofit Institutions	12	394,851	1	292,740	13	687,591
TOTAL	123	\$4,218,757	23	\$2,807,625	146	\$7,026,382

*Serious Juvenile Offender Task Force*--This task force was convened by the Connecticut Justice Commission in response to widespread concern about the problem of serious juvenile offenders. In part, the task force was formed to deal with the recommendations of a program review of the juvenile justice system conducted by the Legislative Program Review and Investigations Committee in 1977.

- Major objective: To define serious offenses, determine the nature and scope of serious juvenile crime, explore current methods of handling problems and alternative solutions, and recommend policy changes and program options.
- Activities: Made five major recommendations affecting the juvenile justice system.
- Membership: Representatives of the General Assembly, private agencies, courts, the Department of Children and Youth Services, youth bureaus, public defender, educators, corrections, police and business.
- Staff: Outside consultant, Connecticut Justice Commission, other state agencies dealing with juvenile justice.

Connecticut Pretrial Commission-- This commission was created by the legislature in 1978 (Special Act 78-37) and reauthorized in 1980 (Special Act 80-71).

- Major objective: To study the effectiveness of pretrial programs and methods with a view toward implementing a statewide criminal pretrial program.
- Activities: Conducted research and made legislative proposals to restructure the bail commission, increase the use of bail deposit and expand the alternatives to court processing and pretrial incarceration.
- Membership: Representatives of the General Assembly and the criminal justice system.
- Staff: Hired its own staff supported by an LEAA grant from the Justice Commission.

Evidentiary Services Task Force (Forensic Sciences)-- The Connecticut Justice Commission undertook a study of the forensic science services in the state and created a task force, in 1979, after an initial identification of problem areas.

- Major objective: To evaluate the state's forensic services and make recommendations for improvement.
- Activities: Research and analyze the operation and capabilities of each of the forensic laboratories in Connecticut.
- Membership: Office of the Medical Examiner, courts, police, Office of the State's Attorney, Department of Public Safety, Office of the Public Defender, and state toxicology laboratory.
- Staff: Connecticut Justice Commission and a university consultant.

Legislative Sentencing Commission-- This commission was created by the General Assembly (Special Act 79-96) in 1979 and placed under the Legislative Management Committee.

- Major objective: To evaluate present sentencing policy and to consider and recommend sentencing reform.

- **Activities:** Collect data on sentencing policies and practices of the criminal justice system, and measure the degree to which sentencing and correctional practices are effective.
- **Membership:** Statutorily specified representatives of the criminal justice system.
- **Staff:** Connecticut Justice Commission.

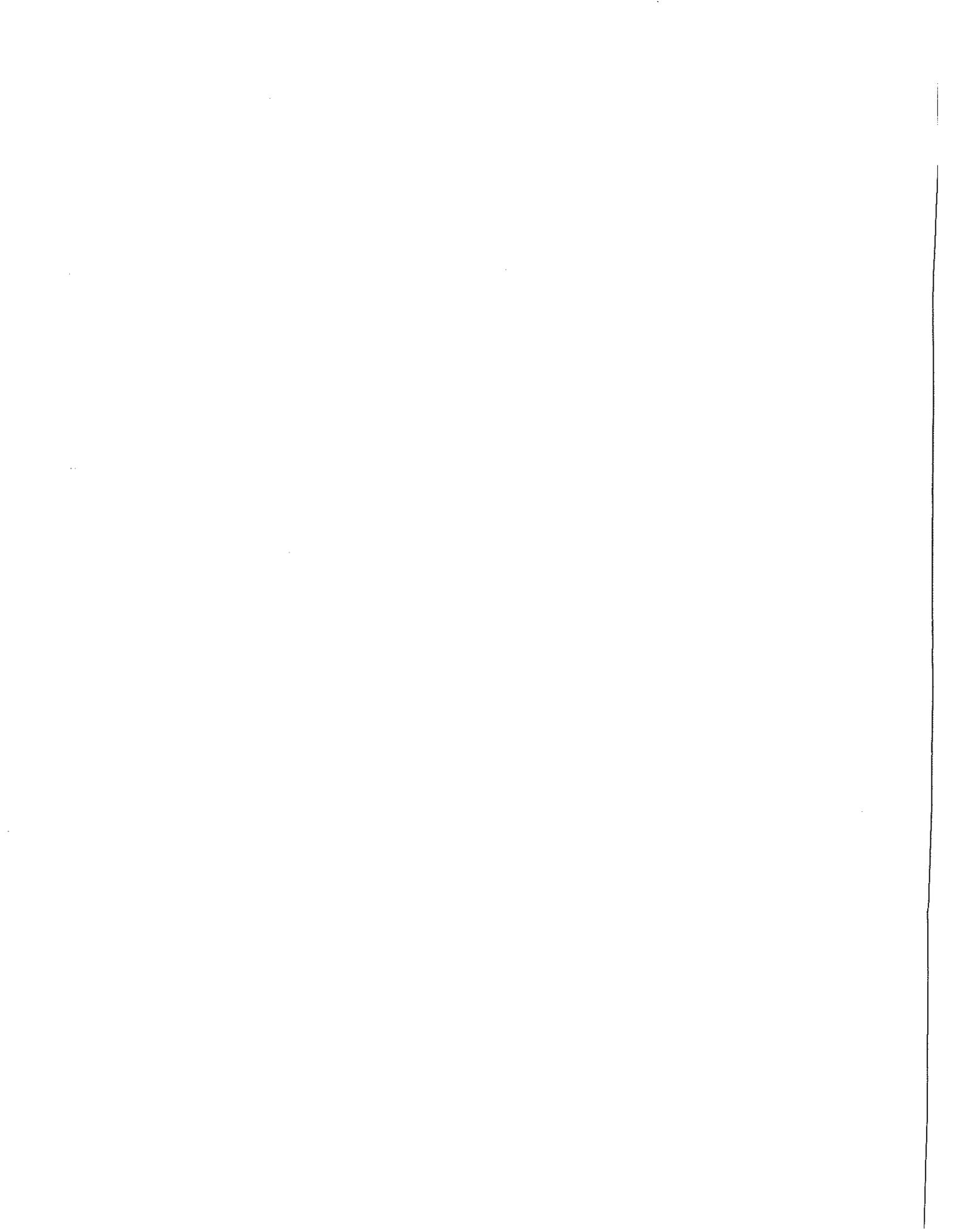
Governor's Arson Task Force-- This task force was created by the governor in 1979 in response to the Urban Action Task Force's concern about the problem of arson in major cities.

- **Major objectives:** Raise public awareness of arson; increase the risk of detection and conviction for those committing arson; and eliminate the profit from arson.
- **Activities:** conduct demonstration projects in several towns and cities aimed at reducing arson and improving arson investigation; develop a public education program; and maintain an ongoing review of arson control efforts. In addition, legislative recommendations were made to facilitate the identification, prosecution and prevention of arson.
- **Membership:** Office of the State Fire administration, local fire authorities, Connecticut Justice Commission, local police, Office of the State's Attorney, insurance industry, state police, and the banking industry.
- **Staff:** Connecticut Justice Commission and consultants.

Governor's Task Force on Jail and Prison Overcrowding-- This task force was created by the governor in September 1980. Events occurring both nationally and locally focused attention on prison conditions and overcrowding. Those events included prison riots and federal court orders to reduce the prison population in many states.

- **Major objective:** To reduce the prison population in Connecticut to no more than 100 percent of design capacity by July 1, 1983.

- Activities: The task force's recommendation resulted in the passage of an "Act Concerning Prison and Jail Overcrowding Emergencies and Assumption of Duties by a Court Security Officer Prior to Training" (P.A. 81-437).
- The act specifically:
  - 1) established a 14 member commission on prison and jail overcrowding;
  - 2) defined prison overcrowding and established inmate capacity for each correctional facility;
  - 3) reorganized and expanded the duties of the bail commission;
  - 4) required uniform release criteria; and
  - 5) altered the system and considerations under which the commissioner may petition for the release of pretrial and convicted inmates.
- Membership: Representatives of the general assembly, corrections, police, Department of Public Safety, Office of the State's Attorney, Office of the Public Defender, Connecticut Bar Association, Office of Policy and Management, Department of Education, and representatives of minority groups.
- Staff: Justice Commission, corrections, adult probation, legislature, Criminal Justice Education Center.



## ANALYSIS AND RECOMMENDATION

The Legislative Program Review and Investigations Committee used a number of resources in its review of the Connecticut Justice Commission including surveys, interviews with commission members and staff and input from the criminal justice community. The committee also relied upon public hearing testimony and information from the federal Office of Management and Budget and the National Conference of State Legislatures about the future of federal funds and the LEAA program. The committee explored options dealing with both the 21 member commission and the criminal justice planning agency staff.

### The 21 Member Commission

The Program Review Committee was faced with three options relative to the future of the commission: 1) continue it as currently composed; 2) sunset it; or 3) reduce its size and require a stronger link to the justice planning agency.

Analysis of the commission's minutes indicated that its primary role has been to review and approve grant applications for federal funds. However, the committee was informed by the National Conference of State Legislatures that Congress was unlikely to renew funding programs and that significant changes were being considered in the legislation establishing the Law Enforcement Assistance Administration. All bills currently under discussion eliminate the requirement for states to create a separate commission and a state planning agency.

In a survey of commissioners, a question was asked concerning the percentage of time spent on various duties. The following responses were given:

3. In your opinion, what percentage of the commissioners' time is devoted to performing each of the following duties? (Total should equal 100%)

<u>13%</u>	Developing a comprehensive statewide action plan for the prevention of crime and the improvement of the justice system
<u>7</u>	Coordinating the agencies servicing the justice system
<u>5</u>	Providing technical assistance to state and local justice agencies
<u>3</u>	Collecting data and statistics on law enforcement and the administration of the justice system

- 9 Defining problem areas and establishing goals and priorities for the improvement of the justice system
- 21\* Applying for, receiving and allocating federal, state and private funds
- 25\* Assisting state and local grant applicants and evaluating applications
- 2 Insuring strict adherence to security and priority requirements of federal and state law concerning criminal history information
- 11\* Monitoring and evaluating the effectiveness of funded programs
- 4 Advising the governor and the general assembly on justice matters
- 2 Assisting the governor in exercising equal employment opportunities and civil rights compliance
- Other (specify) Evaluating new grant applications/Reacting to staff proposals/Approving staff recommendations

\* For analysis purposes, considered functions of distributing funds.

Responses to the survey indicated nearly 70 percent of the commission members' time was devoted to developing a comprehensive plan for distributing funds and actually distributing funds. The committee concluded that with federal funds being reduced and the prospect of future funds unlikely, the commission members would have a substantial amount of time to spend on other functions. However, in reviewing the commission's actual activities in 1980, the committee found they dealt almost totally with federal fund applications without much discussion of criminal justice problems. The latter has become a function of the specially created task forces described in the activities section of the committee's report. In view of the commission's past activity and the loss of federal funds, the committee believes continuance of the commission is not warranted.

*Therefore, the Legislative Program Review and Investigations Committee recommends sunsetting the 21 member Connecticut Justice Commission.*

## The Criminal Justice Planning Agency Staff

The Legislative Program Review and Investigations Committee studied several options in relation to the agency staff. They included: continuing it as an independent agency within the Office of Policy and Management (OPM) for administrative purposes only; merging the agency with OPM's comprehensive planning division, reducing staff size, and transferring to OPM specific responsibility for criminal justice system planning; shifting the agency's organizational location to either the legislative or judicial branches; or eliminating all its statutory functions and sunsetting the agency.

The staff of the state planning agency has been involved in two major activities: 1) reviewing, distributing, monitoring and evaluating federal grants; and 2) staffing advisory task forces dealing with specific problem areas. Although no new federal funds are likely to become available, a few programs already funded will continue into 1983 because of the time the federal government allows for expending its funds. This will require continued state monitoring of programs currently in operation. The Program Review Committee concludes that this function could be transferred to OPM. The Office of Policy and Management has the authority by statute to "do all things necessary to apply for and accept federal funds allotted or available to the state under any federal act or program" (C.G.S. Sec. 4-66a(f)). If federal funds should become available in the future, then OPM would be in a position to apply for the money.

As noted earlier, the Connecticut Justice Commission has also been involved in staffing advisory task forces. Since 1978, the agency has staffed the following:

- Serious Juvenile Offender Task Force (1978),
- Connecticut Pretrial Commission (1978),
- Evidentiary Services Task Force (1979),
- Legislative Sentencing Commission (1979),
- Governor's Arson Task Force (1979),
- Governor's Task Force on Jail and Prison Overcrowding (1980), and
- Commission on Prison and Jail Overcrowding (1981).

The organizational location of these task forces has been within either the executive or legislative branch. Generally, these task forces have issued legislative recommendations in a particular public policy area or made administrative recommendations calling for a change in agency procedures. The most recent task force, the Commission on Prison and Jail Overcrowding, was placed within the Office of Policy and Management. In addition, OPM has been staffing numerous task forces in a variety of other policy areas including energy, transportation, human services, water resources and regional planning. The committee concluded that all criminal justice task force staffing could be done by OPM on an as-needed basis.

*Therefore, the Legislative Program Review and Investigations Committee recommends that the staff of the state criminal justice planning agency be reduced and merged with the Office of Policy and Management's comprehensive planning division and that specific statutory authority for criminal justice planning be transferred to OPM.*

#### Fiscal Impact

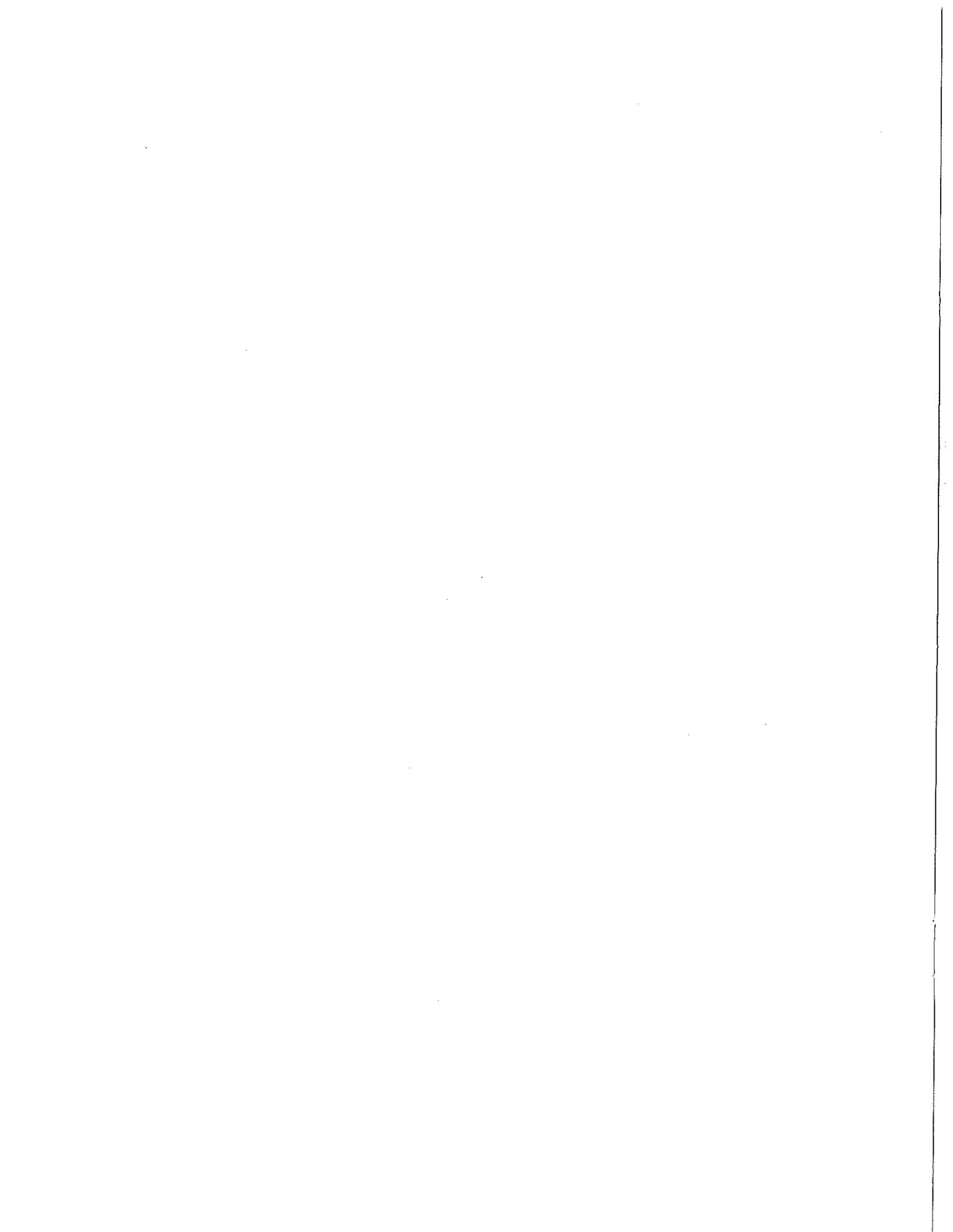
Based upon the foregoing recommendations and utilizing information on staffing patterns that is contained in Appendices A and B, the following savings are estimated:

- merging the state planning agency with OPM will reduce the need for a separate administrative structure. Eliminating the agency administration and support unit will save: \$158,510 in fully and partially funded stated positions.

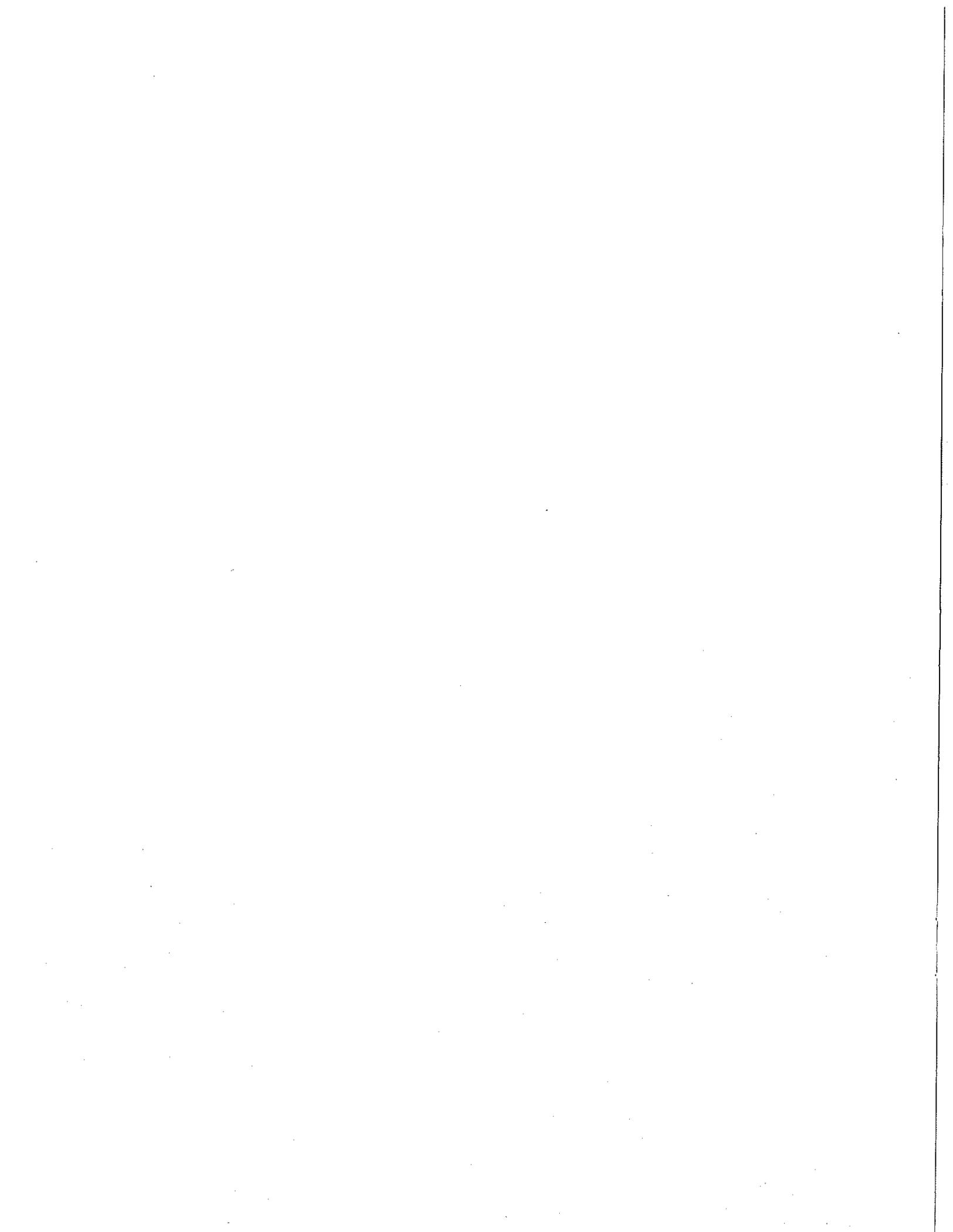
Administrative expenditures as a percentage of the agency's budget (which includes funds distributed) have increased in the past few years. They have gone from 11 percent in 1978 to 13 percent in 1979 and 1980, and are expected to be 16 percent in 1982.

- Requiring OPM to assume the administration of federal grants would necessitate the transfer of the financial administration unit to OPM. In addition, all staff on a mix of federal and state funds would also be transferred. OPM would have the authority to eliminate positions as federal funds ceased. Within the justice programs unit, all positions funded solely by the state could be eliminated. Positions used to staff task forces could be filled on an as-needed basis. Estimated Savings: \$135,396 in state funded positions.

- Total estimated savings in personnel costs: \$293,905
- Agency operatings costs: 36,079
- Total Estimated Savings: \$329,984



## APPENDICES



Agency Personnel: CostsI. Agency administration and support

Executive Director	36,700	(state)
Deputy Director	\$ 35,300	(state/federal)
Assistant Director	\$ 29,409	(state)
Business Services Office	\$ 15,305	(state)
Executive Secretary	\$ 17,347	(state)
Administrative Secretary	\$ 13,899	(state)
Head Clerk	\$ 11,486	(federal)
Senior Clerk	\$ 11,065	(state/federal)
Clerk Typist	\$ 11,101	(state)
ADS Typist	\$ 11,567	(state)
<u>Unit Totals:</u>	State	= \$135,328
	State/Federal	= \$ 46,365
	Federal	= \$ 11,486

II. Financial Administration

Chief Fiscal Officer	26,000	estimate (state)
Principal Accounts Examiner	\$ 25,001	(state/federal)
Account I	\$ 15,802	(state/federal)
Account I	\$ 16,299	(federal)
<u>Unit Totals:</u>	State	= \$26,000
	State/Federal	= \$40,803
	Federal	= \$16,299

III. Justice Programs

Assistant Director	\$ 26,579	(state)
● Research Unit		
Senior Research Analyst	\$ 20,330	(state)
Research Analyst II	\$ 17,948	(state/federal)

Research Analyst I	\$ 14,311 (state/federal)
● Evaluation and Systems Unit	
Principal Planning Analyst	\$ 28,456 (state)
Senior Planning Analyst	\$ 20,330 (state)
Senior Planning Analyst	\$ 20,330 (state/federal)
Planning Analyst II	\$ 17,948 (state)
Grants Administrator	\$ 18,920 (federal)
● Planning and Development Unit	
Senior Planning Analyst	\$ 21,753 (state)
Planning Analyst I	\$ 14,311 (federal-vacant)
Planning Analyst II	\$ 17,395 (federal-vacant)
● Juvenile Justice Unit	
Senior Planning Analyst	\$ 20,330 (state/federal)
Senior Planning Analyst	\$ 19,610 (state/federal)
Planning Analyst II	\$ 17,948 (state/federal)
Grants Administrator	\$ 16,823 (state/federal)
<u>Unit Totals:</u>	
State	=\$135,396
State/Federal	=\$145,248
Federal	= \$ 50,626
<u>Agency Totals:</u>	
State	=\$296,724
State/Federal	=\$232,416
Federal	= \$ 78,411
<u>Total Personnel Costs:</u>	\$607,551
<u>Other Agency Expenses:</u>	\$120,130 (\$84,051 federal)
<u>Agency Grand Total:</u>	\$727,681

APPENDIX B

CURRENT STAFFING PATTERNS

Unit/Title (source of funds) Major current role(s) or project(s)

I. Agency administration & support

Executive Director (state)	overall agency administration
Deputy Director (state/federal)	administration and supervision
Assistant Director/Support Services (state)	administration of contracts, personnel, library & other support services
Business Services Officer I (state)	payments, payroll, supplies, etc.
Executive Secretary (state)	secretary to Exec. & Deputy Directors
Administrative Secretary (state)	chief secretary to Programs Division
Head Clerk (federal)	grant records & awards, including fiscal & program
Senior Clerk (federal)	general secretarial typing & filing
Clerk/Typist (state)	" " " "
Automated Data Systems Typist (state)	report typing & editing

II. Financial Administration

Chief Fiscal Officer (state)	overall administration of fiscal unit
Principal Accounts Examiner (federal)	auditing of grants
Accountant I (federal)	grant accounting
Accountant I (federal)	" "

III. Justice Programs

Assistant Director (state)	overall administration of Division
- Research Unit	
Senior Research Analyst (state)	oversees research & statistical unit
Research Analyst II (federal & state)	policing & crime trends study
Research Analyst II (federal & state)	offender transaction study
Research Analyst I (federal & state)	juvenile offender study
- Evaluation & Systems Unit	
Principal Planning Analyst (federal/state)	arson, unit chief
Senior Planning Analyst (state)	pre-trial services, telecommunications & info systems monitoring
Senior Planning Analyst (state)	justice information systems and mediation evaluation
Planning Analyst II (state)	privacy & security audits
Grants Administrator (federal)	technical assistance programs & contracts management

- Planning & Development Unit
  - Senior Planning Analyst (state)      prison overcrowding, court delay
  - Planning Analyst I (federal)      (vacant)
  - Planning Analyst II (federal)      (vacant)
  
- Juvenile Justice Unit
  - Senior Planning Analyst (federal & state)      juvenile code revision, unit chief
  - Senior Planning Analyst (federal & state)      Families With Service Needs evaluation
  - Planning Analyst II (federal & state)      grants review & monitoring (general)
  - Grants Administrator (federal & state)      " " " " (families with service needs)

Note: There are 4 other vacant positions, (2 full time & 2 part time) without specific unit designation. This brings the total staff complement to the approved level of 33 full time and 2 part time staff.

Source: Connecticut Justice Commission

## APPENDIX C

Sunset 1982

### Summary

ENTITY: The Connecticut Justice Commission (C.G.S. Chapter 537)

ESTABLISHED: 1968 by Executive Order  
1976 by Public Act 432

PURPOSE: To act as the state's law enforcement and criminal justice planning agency

#### MAJOR FUNCTIONS:

- Develop a comprehensive statewide action plan for the prevention of crime and the improvement of the criminal justice system and coordinate and evaluate the plans' implementation
- Create, develop and correlate programs and projects for juvenile justice and law enforcement agencies on both the state and local level
- Collect data and statistics on law enforcement and the administration of the criminal justice system
- Define problem areas and establish goals and priorities for the improvement of the criminal justice system
- Apply for, receive and allocate federal, state and private funds
- Establish criminal justice planning regions and provide guidance for local governments
- Encourage regional crime control and planning efforts
- Assist and evaluate state and local grant applications
- Provide accounting, auditing, monitoring and evaluation procedures and personnel
- Insure that procedures pertaining to criminal history information strictly adhere to security and priority requirements of federal and state law

- Advise the governor and general assembly on criminal justice matters
- Assist the governor in exercising equal employment opportunities and civil rights compliance

COMPOSITION: 21 members

Representation is required from the following areas:

- law enforcement and criminal justice agencies
- local governments
- police
- corrections
- courts
- juvenile justice systems
- state agencies with crime programs
- citizens, professional and community organizations

Governor appoints 11 members. Three appointments each by the president pro tempore and speaker. Two appointments each by the minority leaders of the House and Senate. Governor designates two chairpersons and appoints an executive director.

TERMS: Coterminus with appointing authority

STAFF: 42 full-time positions (\$735,364)

<u>BUDGET:</u>	Actual 78-79	Actual 79-80	Estimate 80-81	Requested 81-82
General Fund	\$ 793,081	\$ 711,174	\$2,046,000	\$1,510,159
Federal Funds	9,948,459	9,109,492	7,648,689	3,244,000
Private Contributions	0	43,319	120,250	0
Total	\$10,741,540	\$9,803,985	\$9,814,939	\$4,754,159

Agency Statistics - 1979-80

Grants Awarded	146
Amount Awarded	
Federal	\$7,026,382
State	711,174
Private	43,319
Total	<u>\$7,780,875</u>

Connecticut Justice Commission: Fiscal Update

	<u>Estimated Expenditure FY 80-81</u>	<u>Appropriation FY 81-82</u>
<u>Position Summary</u>		
General Fund	0	24
Federal Funds	<u>31</u>	<u>11</u>
	31	35

<u>Operating Budget</u>		
Personal Services	0	426,104
Grants	<u>2,046,000</u>	<u>532,736</u>
Total General Fund	2,046,000	958,840
Federal Funds	7,648,689	3,244,000
Private Funds	<u>120,250</u>	<u>0</u>
Agency Grand Total	9,814,939	4,202,840

<u>Budget by Function</u>		
Administration (General Fund)	0	426,104
Administration (Federal Funds)	0	<u>167,966</u>
Total		594,070

Budget by Grant Category (Estimates as of 3/14/81 for FY 81)

	<u>State</u>	<u>Federal</u>	<u>Total</u>
Discretionary grants CJC Administered	<u>\$137,307</u>	<u>\$1,288,000</u>	<u>\$1,425,307</u>
Discretionary grants	81,000	236,000	317,000
Block grants	414,693	1,357,360	317,000
Juvenile Justice Grants	77,000	950,000	1,027,000
Criminal Justice Information Systems	500,000	100,000	600,000
Total*	<u>\$1,210,000</u>	<u>\$3,931,360</u>	<u>\$5,141,360</u>

\* Note: Federal funds are contingent upon congressional budget action. Congressional committees are currently in the process of reporting new authorization legislation. Congress is expected to complete action on all spending bills and resolutions providing new budget authority after September 14, 1981.

Connecticut Justice Commission

Analysis of Meetings

NUMBER HELD: 5 meetings in 1980 (one by telephone)

AVERAGE ATTENDANCE: 12 members

MAJOR FUNCTION: Approving/Disapproving grant applications for federal and state funds

Number Approved in 1980:	106
Denied:	1
Withdrawn:	1

TYPICAL MEETING: An analysis of the minutes of commission meetings indicates that their primary role is reviewing, commenting upon and approving grant applications submitted by various state, local and private agencies and from the Connecticut Justice Commission itself. A typical meeting has about 12 members in attendance with staff presenting information regarding various programs to be funded. An average of 21 grant applications were reviewed at each meeting in 1980. The applications were for programs such as neighborhood and family services in Wallingford (\$32,000), a youth emergency shelter at the Hartford YMCA (\$61,975), state police radio system improvement (\$42,500), Connecticut career criminal incentive program (\$32,850) and the Waterbury Chronic Juvenile offender program (\$51,382). The typical grant is between \$40,000 and \$60,000.

Most applications are routinely approved based upon the staff's recommendation. There are occasional abstentions, but rarely a negative vote. Discussion is usually limited to the nature of the program being funded and the minutes indicate that there is little or no discussion on the part of the commission concerning the evaluation or usefulness of past programs.

APPENDIX D

LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE

1982 Sunset Review  
of  
Connecticut Justice Commission

This questionnaire has been constructed to elicit information about the commission. Please follow the directions for each question as the results will not be valid unless you do so.

Please feel free to provide additional comment on either a specific question or the justice field in general. Any such comment may be included directly on the questionnaire or in a separate attachment.

1. Approximately how long have you been a member of the commission?

Average 5 YEARS                      \_\_\_\_\_ MONTHS

2. Please rank the following commission duties in the order of importance you attach to each. (Example: 1 = most important, 2 = second most important, etc.)

- 1      Developing a comprehensive statewide action plan for the prevention of crime and the improvement of the justice system
- 4      Coordinating the agencies servicing the justice system
- 5      Providing technical assistance to state and local justice agencies
- 6      Collecting data and statistics on law enforcement and the administration of the justice system
- 2      Defining problem areas and establishing goals and priorities for the improvement of the justice system
- 3      Applying for, receiving and allocating federal, state and private funds

- 8      Assisting state and local grant applicants and evaluating applications
- 11      Insuring strict adherence to security and priority requirements of federal and state law concerning criminal history information
- 7      Monitoring and evaluating the effectiveness of funded programs
- 10      Advising the governor and the general assembly on justice matters
- 9      Assisting the governor in exercising equal employment opportunities and civil rights compliance
3. In your opinion, what percentage of the commissioners' time is devoted to performing each of the following duties? (Total should equal 100%)
- 13%      Developing a comprehensive statewide action plan for the prevention of crime and the improvement of the justice system
- 7      Coordinating the agencies servicing the justice system
- 5      Providing technical assistance to state and local justice agencies
- 3      Collecting data and statistics on law enforcement and the administration of the justice system
- 9      Defining problem areas and establishing goals and priorities for the improvement of the justice system
- 21      Applying for, receiving and allocating federal, state and private funds
- 25      Assisting state and local grant applicants and evaluating applications
- 2      Insuring strict adherence to security and priority requirements of federal and state law concerning criminal history information
- 11      Monitoring and evaluating the effectiveness of funded programs
- 4      Advising the governor and the general assembly on justice matters
- 2%      Assisting the governor in exercising equal employment opportunities and civil rights compliance
- Other (specify) Evaluating new grant applications/Reacting to staff proposals/Approving staff recommendations.

100% Total

4. Using a scale of 1 = excellent, 2 = good, 3 = fair and 4 = poor and 5 = don't know, how would you rate the performance of the Justice Commission staff in carrying out the following duties?

<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	
4	2	4	0	1	Developing a comprehensive statewide action plan for the prevention of crime and the improvement of the justice system
1	2	6	2	1	Coordinating the agencies servicing the justice system
2	7	1	1	0	Providing technical assistance to state and local justice agencies
3	5	2	0	1	Collecting data and statistics on law enforcement and the administration of the justice system
4	3	2	2	0	Defining problem areas and establishing goals and priorities for the improvement of the justice system
4	5	2	0	0	Applying for, receiving and allocating federal, state and private funds
4	4	3	0	0	Assisting state and local grant applicants and evaluating applications
1	6	1	0	2	Insuring strict adherence to security and priority requirements of federal and state law concerning criminal history information
3	4	3	1	0	Monitoring and evaluating the effectiveness of funded programs
4	4	2	1	0	Advising the governor and the general assembly on justice matters
2	1	2	0	6	Assisting the governor in exercising equal employment opportunities and civil rights compliance

5. What is the commission's primary role in each of the following areas?

<u>Initiate</u>	<u>React to</u>	<u>Not</u>	
<u>Action</u>	<u>Staff</u>	<u>Proposals</u>	<u>Involved</u>
<u>1</u>	<u>2</u>	<u>3</u>	
2	9	1	Developing a comprehensive statewide action plan for the prevention of crime and the improvement of the justice system
4	2	5	Coordinating the agencies servicing the justice system
1	5	5	Providing technical assistance to state and local justice agencies

<u>Initiate</u> <u>Action</u>	<u>React to</u> <u>Staff Proposals</u>	<u>Not</u> <u>Involved</u>	
4	3	4	Collecting data and statistics on law enforcement and the administration of the justice system
6	3	3	Defining problem areas and establishing goals and priorities for the improvement of the justice system
4	7	1	Applying for, receiving and allocating federal, state and private funds
1	6	4	Assisting state and local grant applicants and evaluating applications
5	2	4	Insuring strict adherence to security and priority requirements of federal and state law concerning criminal history information
3	6	2	Monitoring and evaluating the effectiveness of funded programs
4	3	4	Advising the governor and the general assembly on justice matters
3	1	6	Assisting the governor in exercising equal employment opportunities and civil rights compliance

6. On a scale ranging from 1 = very effective to 4 = not effective, please rate the performance of the commission in the in the following areas. If you feel the commission is not involved in a particular activity, choose option 5.

<u>Very</u> <u>Effective</u>		<u>Not</u> <u>Effective</u>		<u>Not</u> <u>Involved</u>	
<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	
4	5	1	1	0	Developing a comprehensive statewide action plan for the prevention of crime and the improvement of the justice system
0	4	4	2	1	Coordinating the agencies servicing the justice system
2	3	5	0	2	Providing technical assistance to state and local justice agencies
4	1	4	0	2	Collecting data and statistics on law enforcement and the administration of the justice system

Very Effective		Not Effective		Not Involved	
1	2	3	4	5	
3	3	3	1	1	Defining problem areas and establishing goals and priorities for the improvement of the justice system
3	5	3	0	0	Applying for, receiving and allocating federal, state and private funds
5	3	1	2	0	Assisting state and local grant applicants and evaluating applications
2	5	1	0	3	Insuring strict adherence to security and priority requirements of federal and state law concerning criminal history information
2	3	3	2	1	Monitoring and evaluating the effectiveness of funded programs
3	1	2	3	2	Advising the governor and the general assembly on justice matters
1	3	1	2	3	Assisting the governor in exercising equal employment opportunities and civil rights compliance

7. In your opinion, is the current composition of the Justice Commission appropriate or should the membership be altered? (Composition includes type of representation and size of membership)

- 6 Composition is appropriate (Option a)
- 5 Composition should be altered (Option b)

If you chose option b, please indicate the change you feel should be made.

Comments: Weighted more toward crime prevention and detention; Discontinue if federal funds cease; More appropriate racial and ethnic representation; Include representatives from Connecticut Chiefs of Police Association.

8. Do you feel the Justice Commission has adequate authority to provide comprehensive planning for the justice system in Connecticut?

- 8 Yes
- 3 No

9. Since the Justice Commission began its planning efforts, how would you assess the improvement in the coordination of services within the justice system?

<u>Much Improved</u>	<u>Improved</u>	<u>Little/No Improvement</u>	<u>No Opinion</u>
2	6	2	0

10. Should the primary responsibility for justice planning be linked with budgetary process?

\_\_\_\_\_ 6 \_\_\_\_\_ Yes      \_\_\_\_\_ 5 \_\_\_\_\_ No

11. In the absence of federal funds, should the state continue to allocate resources for a separate state justice system planning agency?

\_\_\_\_\_ 9 \_\_\_\_\_ Yes      \_\_\_\_\_ 2 \_\_\_\_\_ No

From Survey of Police Chiefs:  
(53 mailed; 38 responses)

QUESTIONS 7 and 8 PERTAIN TO THE CONNECTICUT JUSTICE COMMISSION  
(For questions 7 and 8, please circle the number to left of each statement which best describes your opinion)

7. On a scale ranging from 1 = excellent to 4 = poor, how would you rate the performance of the Connecticut Justice Commission in the following areas?

Excellent				Poor	No Opinion	
<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>		
4	9	12	8	4		Defining problem areas and establishing goals and priorities to improve the justice system
2	11	5	14	6		Developing a statewide plan to prevent crime and improve the justice system
3	8	11	11	15		Allocating federal and state funds to justice agencies
4	14	10	5	4		Collecting and analyzing data and statistics on law enforcement and the administration of the

Excellent			Poor	No Opinion	
1	2	3	4	5	
3	8	11	5	11	Monitoring and evaluating funded programs
4	7	12	11	3	Coordinating interagency relationships
3	14	9	9	3	Providing technical assistance to justice agencies

8. If the federal requirement for a state planning agency is eliminated, what is your opinion of each of the following alternatives pertaining to the Connecticut Justice Commission?

Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion	
1	2	3	4	5	
2	11	8	10	3	Continue the 21 member policy body, its staff and its responsibilities (e.g., problem identification, goal setting, planning coordination, etc.)
6	10	8	4	6	Reduce the 21 member policy body to about nine representatives from the major components of the justice system, confine its responsibilities to coordination and information exchange and reduce its staff to a size consistent with this role
2	3	9	9	9	Eliminate the 21 member policy body and assign its powers and duties along with any needed staff to the Office of Policy and Management
6	4	7	7	9	Eliminate the 21 member policy body and its staff

## APPENDIX E

### Legislative Changes

Repeal Chapter 537 of the Connecticut General Statutes.

Amend Chapter 50, Part I, Section 4-65a to include criminal justice planning as an area of responsibility of the Office of Policy and Management.