

Malloy/Wyman Transition Team

Final Report of the

POLICY COMMITTEE

Linda J. Kelly

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Executive Summary

January 10, 2011

Introduction

In December 2010, Governor-elect Dannel P. Malloy and Lieutenant Governor-elect Nancy Wyman appointed Joseph J. McGee and Linda J. Kelly to serve as co-chairs of the Transition Team Policy Committee. This Committee was to provide “a vehicle to ensure that all voices will be heard with respect to the important policy decisions facing Connecticut as the Malloy administration begins.” Specifically, the Committee was charged with soliciting and developing policy suggestions in twelve distinct subject areas:

- Agriculture
- Children’s Services
- Education
- Energy
- Environment
- Healthcare
- Housing
- Human Services
- Jobs/Economic Development
- Public Safety
- Technology
- Transportation

A working group was created for each of the twelve subject areas, the co-chairs of which were chosen by the Governor-elect and Lieutenant Governor-elect. The working group co-chairs were tasked with reaching out to a diverse group of thought leaders representing a broad range of views from throughout the state. The Policy Committee co-chairs suggested names/entities to the working group co-chairs, as did members of the Transition Steering Committee. Steering Committee members also participated in working groups of their choice.

Much was accomplished with this broad outreach, as more than 200 individuals from across the state helped produce the more than 1,800 pages of policy proposals, priorities and recommendations included in this submission.

Process

On December 6, 2010, Governor-elect Malloy, Lieutenant Governor-elect Wyman and Chief of Staff-designate Tim Bannon met with the Transition Team, including the Steering Committee, the Personnel Committee, the Policy Committee co-chairs and the co-chairs of each of the twelve policy working groups. The Governor-elect charged the group with presenting policy considerations that adhered to the following operating principles:

- Campaign policy statements were to be the foundation for policy development.
- Policy recommendations cannot require additional state spending.
- Any funding requirements beyond what is currently in the budget must be met from a recommended existing funding source (i.e. pre-existing bond authorizations).
- Policy recommendations that incorporate ideas for reducing state spending are welcome.
- Recommendations need not require full implementation immediately; they can play out over a number of years.
- Policy recommendations will be reconciled with the budget by OPM Secretary-designate Ben Barnes.

The Policy Committee co-chairs provided the individual working groups with wide latitude over their own processes; however, one guiding principle was universal: all options and opinions were to be considered. Working groups were asked to cast as wide a net as possible in soliciting policy proposals, and to forward to the Policy Committee co-chairs any alternate ideas or dissenting opinions they encountered. (It should be noted that the Transition Office regularly received comments and suggestions from the general public through the state's Transition website. These comments and suggestions were forwarded to the appropriate co-chairs for consideration. All of these public suggestions are included in this report under Tab 13.)

Working groups were asked to utilize the following format in developing their policy proposals:

- I. **Statement of Issue:** a succinct statement of the issue landscape, including concerns attendant to implementing policy directions
- II. **Proposed Action:** focusing on immediate action areas
 - i. Prioritization Schedule
 - ii. Fiscal Impacts
 - iii. How does it tie-in to Malloy/Wyman campaign policy?
- III. **Long-term Needs/Vision**
- IV. **Jobs Impact & Other Benefits**
- V. **Dissenting Opinions & Other Relevant Items**

Additionally, the working groups were requested to submit a list of priorities to the Policy Committee co-chairs, separated into three different categories:

- **Priority Initiatives:** things that should be addressed during the 2011 budget/legislative process;
- **Short-term Initiatives:** things that should be addressed by 2012/2013; and
- **Long-term Initiatives:** things that should be considered beyond 2012.

Again, a specific charge was made to the working group co-chairs to provide dissenting opinions in instances in which there was no consensus on the group's prioritizations, or where key positions needed to be emphasized.

All final reports and priority lists were submitted to the Policy Committee co-chairs by December 30, 2010 for their review. It is important to note that the opinions contained in the various reports are the opinions of the working groups and not of the Malloy/Wyman administration.

Findings & Recommendations

In total, the twelve working groups submitted more than 150 different policy papers for review. These papers are designed to present innovative ideas worthy of consideration and further dialogue; they are not meant to be policy pronouncements by the Malloy administration. Tabs 1 through 12 of this binder contain the original, unadulterated reports (including summary priority lists) for each of the twelve working groups.

While we will highlight some of the key issues presented, along with crosscutting themes, it is our recommendation that these reports be reviewed carefully by the Governor's staff, Cabinet leaders and agencies of cognizance to help jump-start their policy-making initiatives. Though most of the policy papers intersect at some point, we have divided the key issues into four broad themes:

- **Education**: Connecticut is faced with an urgent need to close the largest-in-the-nation achievement gap between low-income and non-low-income students. Too many of Connecticut's students are completing high school (or dropping out) ill-prepared for higher education and/or the modern workforce. The impact of the education achievement gap is felt most severely in the state's impoverished cities, whose school populations are largely African American and Latino.

A comprehensive strategy to address this issue begins with bold, innovative, high-level leadership, accountable to the Governor, to lead Connecticut's agenda for education reform. The focus must be on a system that provides high quality education for all of Connecticut's children – preparing them for success in higher education (without the need for remediation) and for competition in the 21st Century's global economy. The strategy must include greater articulation among Early Childhood, K-12 and Higher Education, with additional consideration for Birth to Three services for Connecticut's most vulnerable infants and toddlers. The strategy should also be informed by high quality, consistently collected, actionable data. In noting the significance of reading comprehension in closing the achievement gap, the Education working group recommends enhanced early intervention programs, more flexibility in choice of reading assessment instruments, better teacher preparation and professional development programs, enhanced programs for non-English speaking students and coordinated after-school and summer school programs – all focused on the goal of improving literacy.

The reform agenda should assure transparency, to improve accountability to the public and to encourage more partnerships/collaborations where feasible. The Education working group concluded that “Connecticut is hampered in its ability to drive needed

education reforms by a fragmented governance structure that diffuses accountability.” To that end, the governance and financial structures must align with needed reforms.

While budgetary constraints may impede immediate implementation, other key recommendations from the Education working group included:

- (i) Adopting a plan for achieving universal access to preschool for all three and four-year-olds;
- (ii) Establishing an action plan for reducing the need for remediation in our higher education system; and,
- (iii) Examining options for more instructional time for students, including a longer school day and school year, enhanced summer learning opportunities and increased access to on-line learning.

Not unexpectedly, education issues were addressed by each of the twelve working groups. Evident throughout the reports was a sense that state policies and resources need to reflect a sense of urgency to close the vast achievement gap between rich and poor children and their families. To quote the Connecticut Commission on Educational Achievement: “Closing the gap is critical for a number of reasons, from strengthening the futures of our students to improving the state’s economy.”

- **Jobs and Economic Development:** Connecticut needs to view economic development as an investment in its future - cultivating infrastructure, a workforce and urban centers that will allow business to grow.

The clearest and most urgent recommendation that emerged from multiple working groups was the focus on job creation and the absolute necessity of gubernatorial leadership. The visible engagement of the Governor (meeting with Connecticut companies large and small; asking “what will it take for your company to grow jobs in Connecticut?”) and his role in the active recruitment of domestic and global jobs to Connecticut was repeatedly stressed. The Jobs working group noted that with one of the lowest job creation rates in the United States, we need an “effective economic development plan that will position Connecticut to compete in a 21st century economy.”

Another consistent theme was the need to streamline the structure and delivery of state economic development efforts. According to records we received from the Department of Economic and Community Development, 33 state agencies, boards and commissions are involved in economic development; thus, fragmenting the delivery of services. The creation of one Jobs and Development Cabinet would focus and prioritize state resources on the creation of jobs. It would include the Commissioners of Economic Development, Transportation, Education, Environmental Protection and Agriculture; the directors of the appropriate quasi-public agencies; and the Secretary of the Office of Policy and Management. The resources embedded in these agencies - together with federal grants, state bonding and tax credit expenditures - are well in excess of \$2 billion annually and need to be prioritized and focused on job creation.

Connecticut would also benefit from a comprehensive capital investment plan that addresses smart growth, transit-oriented design and urban development. The overall plan should link the individual state agency plans into a comprehensive statewide five-year plan that requires:

- (i) Consistent maintenance of state assets; and,
- (ii) Development of state infrastructure that supports economic growth with priorities given to investments that support transit oriented development and Brownfield reclamation.

Linking state financial assistance to a smart growth land use plan with the goal of reducing sprawl and centering state development assistance on urban areas and communities with either bus or rail systems were also goals that were consistently recommended

In addition, as the Housing working group noted: “Connecticut must increase its supply of housing affordable for workers and young professionals as well as for low-income families and people living on disability income”.

The support for innovation in Connecticut’s economy was another consistent theme. The need to strengthen university/state collaboration in the effort to commercialize technology and the support of small high tech companies requires a much more serious, consistent level of support from state government in order to accelerate the potential of high tech jobs in Connecticut.

Gubernatorial leadership in partnership with the state’s business community committed to a new collaboration to create jobs in Connecticut should position Connecticut as a business friendly location poised for a decade of significant job growth.

- **The Social Safety Net:** Access to services that respond to basic human needs must remain available to Connecticut's most vulnerable residents, even during difficult economic times. Connecticut must adopt a comprehensive roadmap to prioritize the well-being of its children, families and adults, with a system that promotes effectiveness and efficiencies; streamlines coordination among state agencies and with the non-profit providers; bases its strategic priorities on high quality, consistently collected, actionable data; promotes stronger, more coordinated partnerships with private and non-profit entities; and maximizes opportunities to leverage federal and private funding.

Priority recommendations from the working groups with minimal or no direct fiscal impact include:

- (i) Use existing gubernatorial and executive agency staff to create a Governor's Children's Cabinet for comprehensive interagency coordination and collaboration for all programs and funding related to children throughout childhood, adolescence and young adulthood. (Children's Services working group)

- (ii) Establish an office of Healthcare Reform Implementation using existing resources and positions to ensure that the structures of state government are working in concert to efficiently and effectively implement federal reform and SustiNet. (Healthcare working group)
- (iii) Utilize the proposed cabinet-level head of a nonprofit human services cabinet to focus on the efficient, effective delivery of health and human services by government agencies in partnership with community nonprofit providers. (Human Services working group)

Access to state services should be more streamlined, including, for example, a "no wrong door" enrollment system that integrates social services into a one-stop experience. A strong safety net that is responsive to the needs of Connecticut's residents can contribute to the long-term vitality of the state. As stated in the Children's Services working group report: "Safer, healthier children and stable families are best prepared to enter and contribute to our workforce and economic goals."

- **High Performing Government/ Partnership & Collaboration:** Connecticut must strive for a high performing government that is transparent, customer-centered, technologically adept and that maximizes state resources for the benefit of all its citizens.

The current Connecticut government system is excessively hierarchical with multiple layers of management. The legislatively mandated bi-partisan Commission on Enhancing Agency Outcomes noted the following:

- (i) Connecticut state government has one supervisor/ manager for every six workers.
- (ii) Private industry has one supervisor/manager for every 11- 16 workers.
- (iii) State governments on average in the United States have one supervisor for every twelve workers.

The need to move to a flatter organizational structure with more authority vested in front line workers must be addressed.

The use of data to drive outcomes and enhance accountability is woefully underdeveloped. This observation was repeatedly mentioned throughout the twelve working group reports. The entire area of information technology - both the technology itself and the use of technology to deliver services more effectively - will provide a major opportunity for significant cost savings. In addition, a number of working groups suggested the need for a state/municipal partnership in the development of a Connecticut E-Government site that would integrate both state and municipal programs into one easy-to-use site.

There should also be a more targeted approach for public/private partnerships. The state should collaborate more with the philanthropic and the private sectors, while maximizing

relationships with municipalities, regional collaboratives, faith-based groups, urban focused entities and non-profit agencies. There should be a coordinated effort, as appropriate, to seek federal grants that align with the state's overall strategy and budgetary objectives.

The many policy recommendations included in this report result from the thoughtful efforts of a diverse representation of Connecticut's citizens, all with the common goal of helping to position Connecticut as a world-class state with high educational attainment by all, increasing job opportunities and healthy, thriving communities.

Acknowledgements

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We extend special thanks to Jason Jakubowski who provided invaluable time, effort and support to the Policy Committee throughout this endeavor.

It has truly been our honor to serve Governor Malloy, Lieutenant Governor Wyman and our fellow citizens.

Respectfully Submitted,



Linda J. Kelly
Co-Chair



Joseph J. McGee
Co-Chair

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