

<b>Act Number</b>	<b>Session</b>	<b>Bill Number</b>	<b>Total Number of Committee Pages</b>	<b>Total Number of House Pages</b>	<b>Total Number of Senate Pages</b>
PA 71-1		5350	7	5	3
<u>Committee Pages:</u> <ul style="list-style-type: none"> <li><i>Appropriations 1-6</i></li> </ul>				<u>House Pages:</u> <ul style="list-style-type: none"> <li><i>161-165</i></li> </ul>	<u>Senate Pages:</u> <ul style="list-style-type: none"> <li><i>132-134</i></li> </ul>

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**CONNECTICUT  
GENERAL ASSEMBLY  
HOUSE**

**PROCEEDINGS  
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Personal Property With the Department of Consumer Protection, report of the committee that the bill be referred to the Committee on Public Health and Safety.

THE SPEAKER:

So ordered.

THE CLERK:

BUSINESS ON THE CALENDAR. Thursday, January 28, 1971, Page 1 of the Calendar, Calendar No. 7, Favorable Report, Substitute for House Bill No. 5350, An Act Concerning the Adoption of the State Budget and the Making of Appropriations, File No. 1.

THE SPEAKER:

The Chair recognizes the Dean of the House, Chairman of the Appropriations Committee, the Honorable Rubin Cohen from the 59th.

MR. COHEN: (59th):

Mr. Speaker, I move acceptance of the Committee's favorable unanimous report and the passage of the bill.

THE SPEAKER:

Question is on acceptance of the Joint Committee's favorable report and passage of the bill. Will you remark?

MR. COHEN: (59th):

This bill changes the method of setting up budgets--

THE SPEAKER:

Ladies and gentlemen, this is our first calendar of business. It seems to me it's appropriate that it be done in an appropriate and orderly setting.

MR. COHEN (59th):

This bill changes the method of setting up the budget from annual, biennial to annual. I move acceptance of the committee's favorable report.

THE SPEAKER:

Will you remark further on the Joint Committee's favorable report?

MR. COHEN (59th):

Mr. Speaker, I move that when the vote be taken, it be taken by roll call.

THE SPEAKER:

Question is on a roll call. All those in favor indicate by saying aye. More than twenty percent having indicated, a roll call will be ordered.

MR. AJELLO (118th):

Mr. Speaker, I rise in support of this bill and would ask the members to consider that we give this as strong a backing as we've given to other modernization steps here in this Hall, pointing out, of course, that this is a direct outgrowth of our strong support of legislative modernization and indeed governmental modernization in the state. We voted unanimously for annual sessions in this chamber and as a concomitant part of government, the annual budget follows as night follows day, it seems to me. I mentioned to the committee on the day that the bill was heard, that Connecticut is joining approximately twenty-six other states and several territories of this, of the United States, in taking this step. I think that perhaps this indicates a trend, but regardless of whether or not it is a trend, it seems to me that this is an orderly and efficient way for conducting the business of the state, one which I hope eventually will result in a more orderly budgeting process of perhaps the elimination of some severe problems that have troubled all of us here in the legislature from time to time. I think it's a great step forward

for us and for the state.

THE SPEAKER:

Will you remark further?

MR. COLLINS (165th):

Mr. Speaker, I, too, rise in support of this bill. Like the Majority Leader, I spoke at the public hearing on this bill indicating the Minority Party's support of this. It is truly a logical follow through on the vote which was taken in the last November election to have annual sessions. Those of us who have served here in past years realize the difficulty in trying to budget some two and a half years in advance. We have every hope that this bill will provide us with much more fiscal control and make sure that our fiscal house is kept in order on a more appropriate basis. I believe that it's fair to say that this bill has the backing of the Meskill Administration and we would hope that everybody would give their favorable vote for it.

THE SPEAKER:

Are there further remarks?

MR. O'NEILL (52nd):

Mr. Speaker, I, too, rise to support this piece of legislation. I think as Carl Ajello said, as night follows day, this is definitely needed by the State of Connecticut. I think that all of us in this room campaigned on an annual session basis. I know we were unanimous two years ago in our vote of referendum on annual sessions and I feel sure today will be a step forward for the State of Connecticut budgetary problems and also in service to the people of the State of Connecticut and I hope today we're unanimous in passing this bill.

THE SPEAKER:

Further remarks? It will be announced that there will be an immediate roll call. Will you remark further? The House will stand at ease while the members return to their seats.

MR. PAPANDREA (78th):

Mr. Speaker, while we're waiting for all of the members to return to vote, I think it would be opportune to remind everyone that there is a great significance to this vote. This is, in fact, the implementation of the basic purpose behind the annual sessions program and I would want to remind everyone in this Hall that when the vote was taken on the proposal for annual sessions, that vote was a unanimous one in favor of it and I think that we should show our unanimity in implementing that first vote by all of us casting that vote today for the annual budget.

THE SPEAKER:

Will you remark further? If not, would the members be seated, would the aisles be cleared? The aisles please be cleared so that we can proceed with the roll call vote. The aisles please be cleared even of staff members. We cannot proceed with the roll call without the aisles being cleared. The chain will be unlocked.

I might say to my good friend Rep. Morris that he's seen the light.

Has every member voted? Is your vote properly recorded on the board and please check the board. This is the first time we've used the machine without the board being closed. The machine will be locked and the Clerk will take a tally. The Clerk will announce the tally.

THE CLERK:

Total Number Voting - 143  
Necessary for Passage - 72  
Those Voting Yea - 143  
Those Voting Nay - 0

Absent and not voting - 34

THE SPEAKER:

The bill is PASSED.

MR. COHEN (59th):

I move suspension of the rules for immediate transmittal to the Senate.

THE SPEAKER:

The question is on suspension for transmittal to the Senate. Is there objection? Hearing none, the rules are suspended. Is there objection to transmittal? Hearing none, the bill, as passed unanimously, is transmitted to the Senate.

For the benefit of the new members, the reason for doing that, any item that we adopt normally stays in our physical possession for possible reconsideration for one legislative day. If we fail to transmit today, that means that it would be Tuesday before this item physically would leave the House, and the Senate then could not take action on it until late next week. Thus, the reason for transmittal today.

Further business on the clerk's desk.

THE CLERK:

House Joint Resolution No. 37, Resolution Concerning the Receiving of Bills.

MR. AJELLO (118th):

I move suspension of the rules for immediate consideration of the resolution.

THE SPEAKER:

Is there objection? Hearing none, the rules are suspended. Will

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is passed.

THE CLERK:

Clerk has two changes of references. Change of Reference on the Joint Standing Committee Government Administration and Policies. Senate Bill No. 252. An Act Concerning Admission of Certain Fines in Towns Collection and Retention of Parking Fines. Should be referred to Committee on Judiciary. Change of Reference on the Joint Standing Committee on General Law on Senate Bill No. 309. An Act Concerning the Paying of Traffic Violations by Mail Should be referred to Judiciary Committee.

SENATOR JOINT RESOLUTION NO. 21. Resolution Memorializing the United States Congress to Amend the Federal Constitution to Lower the Voting Age to 18.

THE CHAIR:

Refer to the Committee on Elections.

THE CLERK:

Clerk has received from the House for immediate transmittal favorable report of the Joint Standing Committee on Appropriations on House Bill No. 5350. An Act Concerning the Adoption of the State Budget and the Making of Appropriations.

SENATOR CALDWELL:

Mr. President, I move for suspension of the rules for immediate consideration.

THE CHAIR:

If there is no objection, the rules will be suspended.

SENATOR HOULEY:

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SENATOR HOULEY:

Mr. President, I move the acceptance of the joint committee's favorable report and passage of this bill.

THE CHAIR:

A motion has been made for acceptance of the committee's favorable report and passage of the bill. Any remarks?

SENATOR HOULEY:

Mr. President, members of the circle, the purpose of this bill is to authorize the Governor to submit his budget and budget message on an annual basis rather than a biennial basis. Shortly after his election, the then, Governor-Elect Meskill requested and received an opinion from the Attorney General that in spite of the Constitutional change to annual sessions, Legislative action was required and is required to permit his budget submission on an annual basis.

Therefore, House Bill 5350 makes the necessary changes in the language to an annual budget without changing the basic format of the Governor's budget. I urge the passage of this bill so that the Governor may proceed with the preparation of his budget for presentation to the General Assembly on February 16.

SENATOR DOWD:

Mr. President, I rise also to support this bill. In my judgement, Sir, it is another step in the updating of State Government, here in Connecticut.

By adopting Annual Sessions and budgets, we will hopefully be improving our ability to manage the state affairs, particularly in the area of cost-control, in revenue projection. But more importantly for us in the Legislative

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Branch, which under the Constitution have the responsibility for oversight and review of the Executive Branch. This will give us a much better review. Hopefully, it will take away the rather questionable constitutional arm of state, the Finance Advisory Board. It will put the control of the purse back where the Constitution has always envisioned it, which was here in this Chamber, and the one downstairs. But, of course, we don't have a cure all for the problems in our State. Annual budgets are providing us and the Executive Branch merely a better tool, with which to control the ever-increasing functions of government. I think it is a step in the right direction and I urge its passage.

SENATOR ROME:

Mr. President, I too, rise in support of this bill. I think it makes a fact what the voters in the State of Connecticut, in their voting for the Annual Sessions of the Legislature presumed they were adding to our format. I think we ought to confirm this at this time.

THE CHAIR:

Any further remarks? Motion has been made for acceptance of the Committee's favorable report and passage of the bill. All those in favor signify by saying, aye. Those opposed, nay. The ayes have it; the bill is passed.

SENATOR CALDWELL:

Mr. President, I move for suspension of the rules for immediate transmittal to the Governor.

THE CHAIR:

If there is no objection, the rules are suspended.

**JOINT  
STANDING  
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## APPROPRIATIONS

WEDNESDAY

JANUARY 20, 1971

Representative Rubin Cohen, Chairman, presiding

11:07 A.M.

House Bill No. 5350, AN ACT CONCERNING THE ADOPTION OF THE STATE BUDGET AND THE MAKING OF APPROPRIATIONS.

Chairman Cohen: The hearing will come to order. We will listen to the public first. We, also, recognize that each of these people may speak on House Bill No. 5350. AN ACT CONCERNING THE ADOPTION OF THE STATE BUDGET AND THE MAKING OF APPROPRIATIONS. We would like to ask everybody to be as brief as possible and not to be repetitious. Please address the chair. State your name. The hearing is now open. We will hear from Carl Ajello. Carl, just one moment, I would like to introduce my co-chairman, Senator Houley.

Representative Carl Ajello, 118th: Mr. Chairman, Ladies and Gentlemen, thank you for the opportunity to speak. I will comply with the request to be brief. I am here, of course, this morning to speak on behalf of the Democratic majority of the House, in favor of the bill which will create annual funds for the State of Connecticut. I can point out to the Committee that according to the information I have with me this morning, there are 26 states which currently use the annual budget method and, I think, to report successfully. I think that Connecticut, in adopting this method, is going toward a growing trend toward this. As part of our own legislative modernization, this has become an important step and, I look forward and, there will certainly be, eventually, I think, a great deal which rules Connecticut's fiscal problem. The majority, as you know, are for its support. The leaders of both sides of the aisle, in the House and Senate, met with Governor Meskill and discussed this problem. I would ask this Committee and urge it to act favorably on the bill and give it consideration so that we might turn it into a fact of law as soon as possible. The majority approves of all the reasons brought before. As I said a moment ago, I think this is an important step toward modernization not only in the Legislature but the State's normal affairs. I think this will be far reaching legislation. Thank you very much.

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Chairman Cohen: Any questions? Representative Collins.

Representative Francis Collins, 165th: Thank you, Mr. Chairman, Senator Houley, Member of the Committee, I am Francis J. Collins, minority leader of the House. I am here on behalf of the house members in support of the bill establishing annual budgets. As the majority leader just mentioned, this is a bi-partisan effort. The names of Senator Ives and myself are ranking members to Appropriations to be added to this bill. We think it is a rather important step in continuing modernization in the Legislative Branch of government and, to give the Legislature an opportunity to assert its rightful place in pulling purse strings in state government. I think that you all realize, that under our biennial system, that we have in our State each budgeted agency must submit an estimate of expenditures by September 1 of the year preceeding the biennium. Thus, the estimated expenditures being made in the last few months of the biennium wound up being two and one half years in advance and, the complex time that we live in makes society require more time and, I think, this bill will give us that opportunity to analyze the budgetary problems of the State without having to wait some two and one half years. I think that our recent experience with the biennial problem, we are in right now winding up with a substantial deficit, shows us some of the problems when trying to estimate two years in advance. With annual budgets, with the kind of budgeting this bill provides our State, will correct this course much sooner and, also, the Executive Branch makes better estimates than has been so over the last four years. I think there is one item in this bill that I would just call to your attention. I son't know whether or not it poses any potential problem or whether or not it should be given any more consideration then is here mentioned but, on the first session of the even number year -- next year-- the General Assembly will convene on January 9 and the budgets submitted on February 15 which does not pose any problem in the preparation of the annual budget but, will raise the question of whether or not it poses any problem to the Legislative Branch. Thank you.

Chairman Cohen: Thank you. Any questions? Anyone else wishing to be heard? If not, anyone in opposition? Senator Dowd.

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Senator Thomas Dowd, 25th: Mr. Chairman, I have a few questions to ask the Budget Director if he is here today. Mr. Schuckman, I think that I would be very much surprised if there were anyone on this Committee who would not favor the concept of annual budgeting. I have some questions that I would like clarification of at this time. Can you give us some idea of the paper work involved? I understand, at this time, our agencies have been asked and have submitted a biennial budget, is that a fact?

Mr. Frederick Schuckman, Budget Director: In my opinion, the formulation of a one year budget will present no insurmountable difficulty. As a matter of fact, the possibility of annual budgets was kept in mind in developing our present system and procedures. To make the switch at this particular time and on short notice will impose some added burdens on us but, I believe, we are prepared to handle them. As far as the future is concerned, there should be no problem at all. We are mechanizing and streamlining the budget formulation process and are well on our way toward perfecting the new system which will make full use of the computer. On our first go-around, a few bugs undoubtedly will appear but, I do not believe they will be serious. They should be eliminated before the succeeding budget comes up. The procedures now being instituted will make the mechanics of the process much easier, more effective, and more responsive to incorporation of policy decisions or changes that evolve during formulation. The system being designed and tested now will use the computer and computer technology from the point at which agency requests are plugged into the system right through to the actual printing of the document. Finally, I would like to state my conviction that an annual budget will constitute a long step forward in fiscal planning, review, and operations. It will tend to make budgeting what it ought to be, a continuing rather than a start-stop process. Although it will mean going through certain procedures twice as often, it should in the long run constitute less, rather than more, of a real problem, to both agencies and to those involved in the review process. By shortening the fiscal period under consideration, annual budgets should make projections more accurate and the need to make midstream adjustments less. At the same time, by bringing closer together policy decisions and a chance to review their implementation, longer range planning may actually be enhanced.

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Senator Dowd: This is certainly not a question in terms of personnel. Will the annual session require more staff in either your department or from other agencies involved?

Mr. Schuckman: Well, I don't see that it will create any real problems. If an agency is doing its job now, I don't think it's going to pose any big burden. As far as running this thing out from our stand point, it's going to be the influence of the mechanics. We have here moved into a operation with our lines working and, I think, that it is now in the position where we can handle it effectively and openly, whether you think that the manual work involved budgeting from noe on is going to be more involved.

Representative Lenge, 13th: Mr. Chairman, I would like to ask Mr. Schuckman. In the first half of the bill, Mr. Schuckman, the word "biennial is deleted and the word "important" is substituted. Does that word have more of a specific meaning?

Mr. Schuckman: I don't think so. It is just the fact that they were trying to get away from the biennial.

Representative Richard Dice, 83rd: Mr. Chairman.

Chairman Cohen: State your name.

Representative Dice: Mr. Dice of the 83rd. I have a question of Mr. Schuckman, also. We talked about the effect of estimation or an estimate of the future expenditures of the State. How would you recommend legislation be put in requiring the departments to make estimates for five years ahead or some specific period to make both your job and a matter of budgeting and the appropriations of the State easier?

Mr. Schuckman: Well, I don't know. Of course, the important legislation would make it mandatory. If you make something mandatory and keep up with what you're doing, you're adequately going to just force some number of men, I don't know how many, of course. Of course, then again one reason there is another problem involved in trying to project very far into the future in that, in that case every agency is up against all uncertainties on matters of prices and, certainly impossible to predict what your requirements would be to handle certain things but, it will go very

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far in the future but, you're still going to have a lot of uncertainties with prices alone. Take for example, the projection as to what the required expense of personnel ratings are. As I say, make it mandatory, I don't know if it had to be done but, I do think it could give us the information we wanted and need from the beginning be it somewhat doubtful what the effect should be either way, whether it is mandatory or voluntary.

Representative Dice: You're final asking for those now or in some.

Mr. Schuckman: We're not asking -- we haven't asked the agencies to submit some -- this has been done on an informal basis, this, as I say, is not a mandatory requirement.

Representative Dice: Have you been getting it?

Mr. Schuckman: To some extent, yes. As I say, some are better than others. Of course, really when you come down to it, although, we have big many agencies listed in the State, I think that a great many of them are very small and don't take everything apart and, really the tough part of this will begin directly through you. The problem, of course, are, Senators, roughly the small numbers of the large agencies. They, incidently, are the ones that are better staffed and should be.

Representative Dice: In respect to the same question Mr. Lenge asked, I noticed that in some of these sections the statute was ammended from the biennial over to a fiscal year. Is this any change then the actual -- or the way the budgets are prepared using the fiscal year rather then the word biennium in the section, for example, 4-72 where you changed expenditure needs of the government for each of the years of the biennium to the word the fiscal year. I don't think the year is defined in here and I'm wondering whether this is changing the budgetary proceedings at all except for another year or later.

Mr. Schuckman: No, not really. As I say, the only thing is that we can't -- up to now -- all along the budgets have been prepared -- actually we talked about this as a biennial budget, I think that might sum up more accurately described as two annual budgets adopted biennial because a great bulk of this was on an annual basis and always has been. There were a few exceptions, as I say, we had certain so called biennial appropriations but they were

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ultimately small in number so this doesn't -- going to an annual basis now doesn't really change anything.

Representative Dice: Well, when there was two annual budgets, were they prepared on a fiscal year basis and then put together and called the biennial?

Mr. Schuckman: Yes, they -- the agency directly requests a recommendation from us to show each year of the biennium. Two years, each one beginning after our fiscal year beginning July 1 and each ending June 30.

Representative Dice: Thank you.

Chairman Cohen: Anyone else wishing to be heard? State your name.

Mrs. James A. Welch: I am Mrs. James A. Welch, 2nd Vice President of the League of Women Voters of Connecticut. One of the principal reasons for our long-time support of annual legislative sessions has been the belief that expenditures projected over a 30-month period have accurate budget planning virtually impossible. We, therefore, want to go on record as supporting the provisions of Bill No. 5350 calling for annual budgets and appropriations. We would like to make a comment concerning the form of appropriation bills. League members -- and legislators too -- often have experienced great difficulty in determining the amount of money appropriated for a specific program; for example, aid to disadvantaged children. We hope the Appropriations Committee will consider this problem and find a solution. Thank you.

Senator Dowd: Mrs. Welsh, I hope you carry back to the League that I hold much appreciation and thank you very much. It's very satisfying as one of the sources of the State. I feel and I'm sure many of my co-workers feel you've been very very helpful and, once again, thank you for being here.

Mrs. Welsh: Thank you, I hope I did help.

Senator Houley: Mrs. Welsh, just for the record, I believe your speech was very well prepared.

Mrs. Welsh: Thank you.

Chairman Cohen: Anybody else wishing to be heard? If not, I will prepare to clear the court. The Members please remain in their seats.

Hearing adjourned at 11:37 A.M.