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0055 Simplification of State Government Organization

Report to the Colorado General Assembly

SIMPLIFICATION OF STATE GOVERNMENT ORGANIZATION



COLORADO LEGISLATIVE COUNCIL

RESEARCH PUBLICATION NO. 55

DECEMBER, 1961

SIMPLIFICATION OF STATE
GOVERNMENT ORGANIZATION

LEGISLATIVE COUNCIL
REPORT TO THE
COLORADO GENERAL ASSEMBLY

Research Publication No. 55
December, 1961

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ROOM 341, STATE CAPITOL
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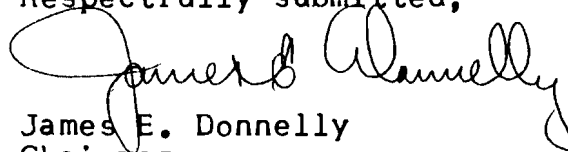
December 1, 1961

To Members of the Forty-third Colorado General Assembly:

In accordance with the provisions of House Joint Resolution No. 18, 1961 regular session, the Legislative Council submits the accompanying report and recommendations concerning the administrative organization of state government.

The report of the committee appointed by the Legislative Council to carry out this study was accepted by the Council at its meeting on November 30, 1961, for transmission to the Forty-third General Assembly, and the Governor has been requested to include the changes recommended among the items for legislative consideration during the second regular session.

Respectfully submitted,


James E. Donnelly
Chairman

COLORADO GENERAL ASSEMBLY



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LEGISLATIVE COUNCIL

ROOM 341, STATE CAPITOL
DENVER 2, COLORADO
ACOMA 2-9911 - EXTENSION 2285

November 10, 1961

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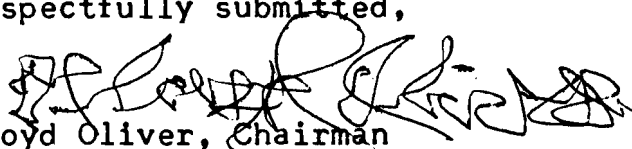
Senator James E. Donnelly, Chairman
Colorado Legislative Council
Room 341, State Capitol
Denver 2, Colorado

Dear Mr. Chairman:

Your committee appointed to carry out the study requested by House Joint Resolution No. 18, 1961 regular session, relating to the administrative organization of state government, has completed its study and submits herewith its report and recommendations.

The committee has made several recommendations designed to improve the administrative organization of state government and to encourage economy and efficiency in various state activities. Consequently, the committee requests that the Legislative Council recommend to the governor that these items be presented for consideration to the Second Regular Session of the Forty-third General Assembly.

Respectfully submitted,


Floyd Oliver, Chairman
Committee on Administrative
Organization of State
Government

FOREWORD

In accordance with the directives of House Joint Resolution No. 18, 1961 regular session, the Legislative Council established a committee "to review the administrative organization of the state government with a view towards consolidating like functions where feasible and eliminating unnecessary departments or functions." Members appointed to this committee were: Senator Floyd Oliver, Chairman; Representative Allen Dines, Vice chairman; Senators A. Woody Hewett, Richard F. Hobbs, L. T. Skiffington, and Paul E. Wenke; and Representatives Palmer L. Burch, Lela S. Gilbert, Elmer A. Johnson, Andres Lucas, John W. Nichols, and John D. Vanderhoof.

The committee held its first meeting in May of this year at which time questions of general procedure and specific areas for inquiry were agreed upon. Subsequently, meetings and hearings were held in June, July, September, October, and November to review the results of the staff's work, and to confer with representatives of various state agencies and persons or organizations interested in their activities. The cooperation extended the staff by these persons is gratefully acknowledged.

Miss Clair T. Sippel, secretary of the Legislative Reference Office, worked closely with the committee in carrying out this study. Phillip E. Jones, senior research analyst, had primary responsibility for preparing the research material, assisted by David Morrissey, research assistant.

November 30, 1961

Lyle C. Kyle
Director

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SIMPLIFICATION OF ADMINISTRATIVE ORGANIZATION OF STATE GOVERNMENT

Committee Report and Recommendations

House Joint Resolution No. 18, 1961 regular session, directed the Colorado Legislative Council "to review the administrative organization of the state government with a view towards consolidating like functions where feasible and eliminating unnecessary departments or functions." In keeping with this directive, the committee appointed by the Legislative Council to carry out this study held a series of six meetings and hearings from May through November, 1961. Most of these meetings were devoted to reviewing the statutory provisions, functions, duties, finances, personnel, location, and present activities of a number of active and inactive state agencies which had been called to the attention of the General Assembly by the Joint Budget Committee in its March 1961 report entitled "Efficiency and Economy in Colorado State Government."

Agencies and Activities Reviewed

Some 25 state agencies and activities were reviewed by the committee during the course of its deliberations in 1961. Several of these were found to be no longer active or were considered to be obsolete and unnecessary. On the other hand, the committee noted some operating agencies where abolishment, consolidation, or continuation appeared warranted. Additionally, the committee was able only to start its review of some agencies with more consideration being needed before any final conclusions may be made. In every case, however, the basic goal of the committee was to prepare recommendations which would simplify the administrative organization of state government in Colorado and, where possible, to encourage more economical and efficient services.

"Inactive" Agencies and Committee Recommendations

The committee recommends the repeal of the laws establishing seven state agencies or commissions as they are not operative nor are they necessary in the administrative organization of state government in Colorado.

Land Acquisition Committee (Sections 5-7-1 through 5-7-3, 1960 Permanent Supplement) -- This committee was created for the purpose of procuring a site for the Air Force Academy near Colorado Springs. The Attorney General's office reported that the last agreement concerning the acquisition of land for the academy has been completed and there is no longer any need for retaining the statutes authorizing the committee. These sections should therefore be repealed.

Board of Industrial Development Research (Sections 124-16-1 through 124-16-6, 1953 Colorado Revised Statutes) -- In 1945, the General Assembly created the Board of Industrial Development Research, composed of the presidents of the University of Colorado,

Colorado State University, and Colorado School of Mines, to administer an industrial development research fund. This fund was to be financed by legislative appropriation and "gifts and subsidies received from any other source." Appropriations were made to the fund for fiscal years 1946 through 1948 and progress reports on projects undertaken as a result of these appropriations were filed in 1946 and 1947. However, as far as can be determined, neither the board nor the fund has been active since 1948. Retaining the Board of Industrial Development Research on the statutes has led to some confusion and its function is presently being performed by a division in the Department of Employment with the help of an advisory committee on industrial development. The committee recommends the abolishment of the Industrial Development Research Board.

Division of Aeronautics and the Aeronautics Advisory Committee (Sections 5-6-1 through 5-6-7, 1961 Permanent Supplement) -- A division of aeronautics within the executive department of state government was created by statute in 1945 and the act provided for the appointment of a commission and a state director of aeronautics. This division was created to encourage private flying and the establishment of feasible airline routes and services throughout the state and to assist in the development of aviation and aviation facilities within Colorado. For the 1946-47 biennium, \$37,000 was appropriated, and \$37,500 annually for fiscal years 1948 and 1949. However, for fiscal years 1950 and 1951 appropriations for this activity were reduced to one dollar and thereafter cut off entirely.

Chapter 53, Laws of 1957, repealed the 1945 act and created a division of aeronautics and an advisory committee. The Forty-first General Assembly also appropriated \$20,000 for fiscal year 1958 to be used by the newly-created division. However, the funds made available through this appropriation were never used and no appropriations have been authorized since 1957 by the General Assembly. As the Division of Aeronautics and the Aeronautics Advisory Committee established in 1957 have never been activated and their functions are adequately performed by the Federal Aviation Agency and by local government units, the committee finds no necessity for their existence, and recommends that Sections 5-6-1 through 5-6-7 be repealed.

State Administrative Board of Cleaning and Dyeing (Sections 27-1-1 through 27-1-10, 1953 Colorado Revised Statutes) -- The 1937 act creating the State Administrative Board of Cleaning and Dyeing has never been implemented. Moreover, Mr. Dick Moss, secretary of the State Industrial Commission, reported there is no longer any reason for this act as certain of its provisions are now covered in other state laws and others are unnecessary. The committee agrees and recommends the repeal of this 1937 act.

Board of Conservation and Irrigation District Law of 1935 (Sections 149-4-1 through 149-4-24, 1953 Colorado Revised Statutes) -- Colorado has a number of irrigation and conservancy laws resulting from enactments in 1903, 1905, 1921, 1935, and 1937. One of these laws, the Irrigation District Law of 1935, creates an ex officio board of conservation composed of the Governor, Attorney General, and State Engineer, and this board is charged with the investigation of proposed irrigation districts, plants, systems, and irrigation works, and the

approval thereof, under the provisions of the 1935 act. This board has been inactive for many years; the State Engineer reported that there are no longer any districts operating under this law, since the 1937 act provides a more complete and satisfactory authority. As the 1935 act is now obsolete and no districts are operating under the provisions, Sections 149-4-1 through 149-4-24 should be repealed.

Department of Revenue and Taxation (Sections 3-1-1(3) and 3-7-1, 1953 Colorado Revised Statutes) -- In 1941 there was created by law a State Department of Revenue and Taxation composed of a Department of Revenue and a Department of Taxation. The latter is simply another name for the Tax Commission. The over-all department, however, was never activated and no head of it was ever appointed. The statutory sections referring to this non-existent or "paper" department should therefore be repealed in order to clarify the state's organizational structure. It may also be desirable to repeal section 3-7-2 which constitutes the Tax Commission as the Department of Taxation.

Governor's Council (Sections 3-1-4 and 130-7-3, 1953 Colorado Revised Statutes) -- In 1939, Griffenhagen and Associates recommended the creation of a Governor's Council in Colorado to be composed of various elective state officials and department heads who would meet with and advise the Governor, including the full-time position of executive secretary along the line of a city manager at the municipal level. The Colorado General Assembly created such a council in 1941 but did not authorize an executive secretary in keeping with the 1939 recommendation. According to the records filed in the State Division of Archives and Public Records, the Governor's Council has never met. Consequently, as there is no authorization given the Governor in this act which he does not already have, i.e., he may call on these various officials and department heads for advice and counsel anyway, the committee recommends that this Governor's Council be abolished.

"Active" Agencies and Committee Recommendations

In the case of ten "active" state agencies reviewed by the committee, it was concluded that one state agency could be abolished completely; several commissions could be abolished and their functions transferred to an existing department; the scope of activity of a few agencies could be revised; and no change was needed in two activities.

Committee on Veterans' Education and Training (Sections 143-6-1 through 143-6-9, 1953 Colorado Revised Statutes, as Amended) -- A Colorado Committee on Veterans' Education and Training was created in 1947 to be responsible for approving educational institutions and on-the-job training programs in this state in order for veterans to receive compensation under the GI Bill of Rights (Public Laws 346 and 550). However, since it was established, the workload has dropped considerably with only 1,964 veterans attending accredited and non-accredited schools in Colorado and only 22 veterans receiving on-the-job training from 20 firms as of April 1, 1961. In addition to this drop in workload, the committee notes that

Public Law 550 requires the federal government to carry out this function where no state agency exists. The committee has explored this matter carefully with the Veterans Administration and the several veterans organizations and it is convinced that the needs of the veteran will be met and his interests will not suffer by this action. The committee therefore finds no need for the state to continue this operation and recommends that the committee be abolished. This is in accordance with the recommendation of the agency's own director. This action would mean a savings in state appropriations of some \$9,500 annually.*

Commission on Alcoholism (Sections 66-20-1 through 66-20-6, 1953 Colorado Revised Statutes) -- At least five different Colorado state agencies are working with the problems of the alcoholic, i.e., the Departments of Public Institutions, Public Health, Welfare, Rehabilitation, and the Commission on Alcoholism. These departments and the commission are concerned generally with the following primary objectives:

- 1) Institutions department attempts to treat the alcoholic through institutional or out-patient treatment;
- 2) Health department provides treatment through its local clinics and general assistance through its mental health division and through a program of education in the public schools on the problems of alcoholism;
- 3) Welfare department provides the basic necessities for its welfare recipients, which includes alcoholics and particularly the dependents of alcoholics;
- 4) Rehabilitation department assists the alcoholic, among others, to become an economically able member of society; and
- 5) Alcoholism commission conducts an educational program designed to inform the public of the problems of alcoholism and to offer guidance to courts, welfare officers, hospitals, and others concerning alcoholics; the commission is also active in treatment and rehabilitation programs.

Each of these five state agencies also has more than a passing interest in the objectives and activities of the others.

With this situation in mind, the committee focused its attention on whether the commission should remain independent, whether it should be placed in a larger agency with the benefit of staff services but have relative autonomy, or whether it should be absorbed by a larger agency with a resultant renewal of emphasis and direction. As a result of meeting with representatives from the state groups concerned, the committee has concluded that the Commission on Alcoholism should be abolished and that the State Department of Public Health should be charged with the present functions of the commission.

* Since the committee began its study, the Governor has acted to discontinue this activity. For more details on the committee's operations, see Appendix A -- Staff Memorandum dated June 9, 1961.

In terms of the effect of such a move, Dr. Roy L. Cleere, director of the State Department of Public Health, reported that space is available within the department's quarters to accommodate the present personnel. This would mean a savings of state money, as the commission is currently paying rent for its offices. The committee further recommends that the number of personnel for this function remain at the current level for the time being and that priority be given by the department to developing a comprehensive state program on alcoholism for subsequent presentation to the General Assembly. (For more detailed information on state alcoholism programs, see Appendix B -- Staff Memorandums dated September 15, 1961.)

Weather Control Commission (Sections 150-1-1 through 150-1-14, 1953 Colorado Revised Statutes) -- In 1951, the General Assembly created a five-member Weather Control Commission to regulate the activities of persons attempting to modify the weather. Since its establishment, the commission has been relatively inactive, possibly due to a reasonably adequate supply of moisture during this period. However, should another drought of major proportions occur, undoubtedly weather control activity would increase, and there is consequently a need to retain the regulatory aspects of this state activity. At the same time, the committee believes that the duties of the commission can be placed in an existing state agency, thereby simplifying the administrative structure of state government. The committee therefore recommends that the commission be abolished and the administration of weather modification activities in this state be placed under the director of the Department of Natural Resources.

Commission for Printing Supreme Court Reports (Section 37-2-27, 1960 Permanent Supplement) -- The Colorado Commission for Printing Supreme Court Reports, created in 1891, consists of the Chief Justice of the Supreme Court, the Secretary of State, and the Attorney General, and is responsible for entering into publishing contracts. It is the recommendation of the committee that the contracting function of the commission should be transferred to the State Purchasing Agent, with the Supreme Court retaining its general supervision over the format, etc. This action would relieve the Chief Justice and other commission members of the details of negotiating a printing contract and would place this duty in an existing state agency designed to handle such work.

State Grain Inspection and Inspector (Sections 7-15-1 through 7-15-9, 1953 Colorado Revised Statutes) -- In 1919, the General Assembly provided that the federal grain inspector employed at the Denver Grain Exchange Association would be the Chief State Grain Inspector for Colorado and that all grain in this state would be sold and purchased on the basis of federal grades. Actually, however, the state does not supervise any grain inspection activities in Colorado as the federal government performs this function. The committee sees no need to continue to have a chief state grain inspector or to license other inspectors under our present provisions and consequently recommends that these statutory powers conferred on the Denver Grain Exchange be repealed but that the provision be retained that grain purchases be made on the basis of federal grades.

Governor's Committee on Employment of the Handicapped

-- Shortly after the end of World War II, the Governor established a Committee on Employment of the Physically Handicapped by executive order. At present, all 50 states have a similar Governor's committee and 15 states, including Colorado, appropriate funds to finance their activities. This non-statutory committee in Colorado is designed to develop a favorable public climate toward the acceptance and employment of the disabled, i.e., the committee is primarily interested in reducing prejudicial barriers regarding employment of the handicapped.

Originally, the Governor's Committee in Colorado was only concerned with the employment of the physically disabled. However, with the recent emphasis on mental health problems and the need for increased employer acceptance of the ex-mental patient and the mentally retarded, Governor McNichols deleted the word "physically" from the name of the committee in 1958. Committee activity in the area of the mentally handicapped has progressed slowly, however, perhaps because it has lacked the funds necessary for developing a program in this area. (Committee appropriations for fiscal year 1962 totaled \$9,000.)

In 1960, the Governor's Committee was provided space within the offices of the State Department of Rehabilitation. In addition to office space, the department also has provided telephone answering services and secretarial services. This arrangement was reported to be working effectively--the committee benefits through the physical services of the department but still retains its autonomy and direct association with the Governor. The committee was cautioned that further statutory integration of the Governor's Committee within the department might tend to discourage the participation of some of its members and reduce the essential effectiveness of employer participation in this undertaking.

After carefully considering the activities of the Governor's Committee and the possible effects various changes might have on the results of its efforts, the committee believes that the Governor's Committee should be retained but that its staff support should be provided by the Department of Rehabilitation. Accordingly, it has been recommended to the Joint Budget Committee that funds be provided directly to the Department of Rehabilitation as part of its regular appropriation. The committee as a whole also views with approval the change in the concept of the Governor's Committee to include the mentally handicapped.

Bureau of Child and Animal Protection (Sections 21-1-1 through 21-1-7, 1953 Colorado Revised Statutes) -- A State Bureau of Child and Animal Protection was established in 1901 to secure the enforcement of laws for the prevention of wrongful acts to children and dumb animals. The Colorado Humane Society was designated as the bureau with the Governor, Attorney General, and Commissioner of Education appointed as ex officio members of the board of directors.

The president of the Colorado Humane Society reported to the committee that the primary function of the bureau now is to educate the public in the handling of dumb animals and the bureau no longer functions in the area of child protection except on rare

occasions in less populous counties. He also stated that when obvious acts of cruelty to dumb animals occur, the bureau does use its police power to correct such abuses. He added that the bureau has not received a state appropriation since 1951.

The committee recommends the retention of the bureau as a state agency but that all references to child protection be removed from its authority and that the following sections of the law be repealed: 21-1-2, pertaining to ex officio members of the board of directors of the Humane Society; 21-1-5, pertaining to publication of reports; and 21-1-6, pertaining to distribution of reports.

State Tuberculosis Program -- At present, both the State Departments of Welfare and of Public Health have personnel engaged in tuberculosis work with full-time physicians heading these activities in the two departments. However, a vacancy now exists in the physician-supervisor position in the health department and the committee notes that if these two programs were consolidated with only one physician-supervisor employed, more than \$10,000 annually in salary could be saved by the state.

Because of the participation by counties in the tuberculosis program administered by the State Department of Welfare, the committee approached such a consolidation of programs with caution. However, it is the consensus of the committee that now would be an opportune time to consolidate these programs at the state level in the State Department of Public Health, transferring such personnel and statutory authorization as would be necessary from the State Department of Welfare.

State Anatomical Board (Sections 91-3-1 through 91-3-9, 1953 Colorado Revised Statutes, as Amended) -- The State Anatomical Board was established in 1927 to provide "for the distribution and delivery of unclaimed dead human bodies" to various institutions "to be used for the advancement of medical and anatomical sciences." Members of the board are the deans and heads of the departments of Anatomy and surgery of the accredited medical and dental schools of this state. There is only one at present. As a rule, the administration of this function is routine in nature, involving the distribution of unclaimed bodies for use at the medical school, Colorado State University, Fitzsimons General Hospital, and other hospitals and institutions having a legitimate need for such bodies. The board's primary purpose is to intervene on occasion when a question of propriety arises in connection with the distribution of the bodies, thereby relieving an individual from having to make the decision in questionable situations.

While some question was raised about the fact that the board's funds are not reported separately from the normal activities of the School of Medicine's anatomy department, the committee voted to recommend that no changes be made in the present law.

State Board of Canvassers (Section 49-13-6, 1953 Colorado Revised Statutes) -- The State Board of Canvassers consists of the Governor, Secretary of State, State Auditor, State Treasurer, and Attorney General. Its primary functions are to certify the number of votes cast for presidential and vice-presidential electors, for congressional representatives, for regents of the university, for judges of the supreme and district courts, for district attorneys, and for state senators and representatives; to determine what persons have been elected to office; and to endorse and subscribe a certificate of its determination to the Secretary of State. In actual practice, the staff of the Secretary of State prepares state totals from the county abstracts of votes cast. The board thereupon spot checks the compiled figures against the abstracts of votes submitted by the county boards of canvassers, substantiates the state totals, and endorses the duly-elected officials, all of which normally requires about two hours of the board's time.

The committee concluded that retaining the board as a safeguard was preferable to eliminating it and having one less board in the state's administrative structure. It therefore voted to take no further action in regard to the State Board of Canvassers.

Agencies Preliminarily Reviewed

The committee also reviewed a number of other state agencies and activities but because of time and other circumstances, more deliberations are required before any final conclusions may be made. This group includes the Board of Standards of Child Care, the Colorado Council for UNESCO, the Colorado Civil Air Patrol, the Geological Survey Board, the Merit System Council, the State Department of Veterans Affairs, the Uniform State Laws Commission, and the Interstate Cooperation Commission.

Study Continuation Needed

In concluding this report, the committee feels that the area of administrative organization has barely been scratched. It strongly recommends that this study be continued during 1962. In addition to those agencies and activities for which the committee did not complete its study, there are other areas in need of legislative review and consideration. Contained in this group are the executive department (as limited by statute), the internal administrative structure of the Department of Natural Resources, ex officio duties of the Governor, and the possible grouping of certain agencies within a Department of Commerce and Development, the grouping of other agencies into a new Department of Public Safety, and a proposed Department of Administration.

A P P E N D I X A

Committee on Veterans' Education and Training

MEMORANDUM

June 9, 1961

TO: Committee on Administrative Organization of State
Government, Colorado Legislative Council

FROM: Legislative Council Staff

SUBJECT: Committee on Veterans' Education and Training

Sections 143-6-1 through 143-6-9, CRS 1953, as amended, directs the governor to appoint a committee of not less than ten members to be responsible for approving educational institutions and on-the-job training programs in order for veterans to receive compensation under the GI Bill of Rights (Public Laws 346 and 550). The committee is authorized to inspect establishments approved by it for on-the-job training to insure that the establishments are offering the courses for which approval was granted. In addition, the committee is approving schools and programs which involve orphans of veterans eligible for benefits.

In actuality, the activities of the committee are being carried on by the director and the staff of the committee since the committee has not held a meeting for over two years and for a considerable part of this time a committee was not appointed by the governor.

The workload of the committee (or the agency) has dropped considerably in the last few years. At present, there are only 1,964 veterans (as of April 1, 1961) attending accredited and non-accredited schools in Colorado and only 22 veterans receiving on-the-job training from 20 firms. The agency checks the attendance records of the accredited institutions and makes a more extensive check of the programs of the non-accredited institutions. Apparently the Federal Veterans Administration makes an annual check of each institution and if any discrepancy appears in the record, the matter is referred to the state approval agency.

The original expiration date of the Act (Sections 143-6-1 through 143-6-9) was June 30, 1955. However, the Act has been amended twice since that time and the current expiration date is January 1, 1965, provided that the federal program is not curtailed before this time.

At present, the agency is supported by both federal funds and the state general fund. Continuity is provided between the federal and state support of the program through the establishment of a revolving fund. The purpose of the revolving fund is to provide

monies during the first few months of each fiscal year prior to the time federal allocations are received. Monies appropriated by the state to the revolving fund are repaid at the close of each fiscal year.

The budget for fiscal year 1962, including federal monies and the revolving fund, has been reduced from approximately \$42,000 for the preceding two years to \$24,731 including applied cash funds. A breakdown of actual and estimated expenditures for fiscal years 1960 through 1962 are as follows:

	<u>Actual 1960*</u>	<u>Estimated 1961</u>	<u>Estimated 1962</u>
Personal services	\$25,715	\$26,316	\$16,523
Retirement	1,543	1,579	992
Operating expenses	3,581	581	616
Travel	2,767	3,100	1,600
Revolving fund	<u>10,000</u>	<u>10,000</u>	<u>5,000</u>
Totals	<u>\$43,606</u>	<u>\$41,576</u>	<u>\$24,731</u>

* Rounded to nearest dollar.

Source: Joint Budget Committee records.

The state general fund appropriation for fiscal year 1962 amounts to \$9,520 including \$4,020 for personal services, \$133 for operating expenses, \$367 for travel, and \$5,000 for the revolving fund. Generally, federal monies are primarily used for the director's salary, 58 per cent of one clerk's salary, and for part of the travel expenses.

The present staffing pattern of the agency includes the director, a senior administrative assistant, and a clerk-typist. Both the clerk and the senior administrative assistant are performing work of a clerical nature. The clerk is a certified civil service employee and the senior administrative assistant is non-certified. L. A. Elkins, the director, reports that the clerk-typist intends to resign and that the senior administrative assistant is retiring in December of 1961. The director stated that the Joint Budget Committee elected to carry this latter position through the first six months of fiscal year 1962. Mr. Elkins added that he did not believe the senior administrative assistant position is warranted. Apparently there is some friction between the director and the senior administrative assistant and Mr. Elkins is opposed to carrying the position at an annual salary of \$7,176.

Mr. Elkins states that, when the Committee on Veterans' Education and Training was to be interviewed by the Joint Budget Committee, he had intended to recommend the consolidation of the agency with a larger one (possibly the Department of Education or Vocational Education where apprenticeship training for veterans is being handled). However, he did not present his proposal as the Joint Budget Committee

had already decided to continue this activity as a separate agency, at least for one more year. Mr. Elkins added that in a brief talk with the director of the Department of Vocational Education, consolidation with that agency was brought up in the course of conversation. Upon learning the staffing pattern of the Veterans' Education and Training Committee, the director of vocational education expressed concern with the personnel problem that might arise due to the position and salary of the senior administrative assistant.

Mr. Elkins also called attention to Public Law 550, Articles V, Section 241 (b) (1), which states: "In any event, any state failing or declining to create or designate a state approving agency, the provisions of this title which refer to the state approving agency shall, with respect to such state, be deemed to refer to the administrator." (Administrator refers to the regional director of the Federal Veterans Administration.) In other words, the federal government has provided a method of operation where no state agency exists.

Mr. Elkins also stated that consolidation with the Department of Veterans Affairs would be unwise since this agency is duplicating the services of the Federal Veterans Administration and private veterans groups. Mr. Elkins commented that the Department of Veterans Affairs was created in an emergency situation and has outlived its need.

A P P E N D I X B

State Activities Regarding the Problems of Alcoholism

MEMORANDUM

September 15, 1961

TO: Committee on Administrative Organization of State Government
FROM: Legislative Council Staff
SUBJECT: Related State Activities Involving the Problems of Alcoholism

One of the administrative agencies under review by the committee is the Colorado Commission on Alcoholism. The activities of this commission, as well as those of other state agencies who are similarly concerned with the problems of alcoholism, are reported in the accompanying memorandum.

In addition, copies are enclosed of a letter from Mrs. Frona McCambridge, director of the commission, to Dr. James Galvin, director of the Department of Institutions; a letter from Mrs. McCambridge to Mr. David Morrissey of the Legislative Council staff; and a memorandum from Dr. Galvin to Mr. Lyle Kyle, staff director of the Legislative Council.

August 10, 1961

Dr. James Galvin
Director of Institutions
State Services Building
Denver, Colorado

Dear Dr. Galvin:

As a follow-up to our conversation and our recent meeting in your office, the following is a summary of some of the current activities of the Commission:

Our activities of necessity have been very diversified and perhaps we are doing many things which should not be a part of our regular work, but we have considered them important and, therefore, they have been done through our office.

In 1955 we established an information center which has been serving mainly the Denver Metropolitan Area until the present time. This service was to provide information to the families of the alcoholic, as well as the alcoholic himself, and to furnish information to individuals in search of help in their professional capacity, such as, social workers, nurses, students at the medical school and lay persons working voluntarily either in the field of alcoholism or mental health. Through this service we have also provided speakers, films and printed material for public meetings and workshops in the Denver Area. This has been a very time-consuming operation, and as we have only two people, including myself, to do this work, it has limited to some extent our state program of education of the public. We are happy to report that at long last, the Denver Metropolitan Committee on Alcoholism has been granted funds from the United Fund and also a small grant from the Smithers Foundation, which will enable them to assume this part of the service we have been providing.

We have in the past presented four institutes for the public in addition to workshops for professional groups each year. We also had a program at the University of Colorado last year for social workers and nurses for one week. With the help of a Technical Assistant Project grant from U.S. Public Health, we co-sponsored workshops for municipal judges in Colorado Springs in 1959, and we have jointly sponsored two workshops for the Southern Ute Indians in Ignacio, Colorado. We have provided one-day sessions for the Police Department in several cities, including Pueblo, Grand Junction and Littleton, and we hope to continue working with the Police Departments throughout the state.

As a part of the work of our Field Representative, committees on alcoholism have been organized in the following cities in Colorado: Pueblo, Grand Junction, Durango, Sterling, Colorado Springs and Denver. We anticipate the Pueblo Committee will soon be in a position to open a full time information center as the Denver Committee is now able to do. They have already received small amounts from the Single Fund (same as the United Fund) in this area.

We have taken the leadership in interesting private citizens to give of their time and money in an effort to establish two halfway houses: The House of Hope at 1024 Lafayette Street, bed capacity 15, for female alcoholics, and Fellowship House, 1245 York Street, bed capacity eight, for male alcoholics. These facilities were opened for demonstration purposes, and there has never been any intention that they would be supported indefinitely through private contributions. Cost of operating the House of Hope is approximately \$12,000 per year and of Fellowship House is approximately \$7,500 per year.

I have personally worked with the staff at the State Mental Hospital in Pueblo, the "A" Clinic, Colorado Psychopathic Hospital in Denver, the Boys' Reformatory in Buena Vista, the State Training Program in Grand Junction, and the State Penitentiary in Canon City, in an effort to be of assistance to the alcoholics upon their release. We have cooperated with many private hospitals, including Mt. Airy, Porter's, Bethesda, Woodcroft and Brady's in providing materials for their in-service training of staff, as well as after-care for their alcoholic patients. We have supplied technical materials, including books and lectures by experts in the field of alcoholism for staff members. I have been a part of the group therapy sessions at the State Hospital which were provided as a result of interesting Dr. Shearn in the problem of alcoholism. I speak to this therapy group on a regular schedule of once a month.

We are affiliated with the Adult Education Council of Denver, the State Conference of Social Welfare, the North American Association of Alcoholism Programs and the National Council of Alcoholism programs. We have been asked to provide a section of the annual meeting of the State Conference of Social Welfare for the past five years and have provided a booth at the State Fair in Pueblo for the past two years and intend to do the same this year. We are also planning a booth at the Health Fair co-sponsored by the A.M.A. in the Denver Coliseum in November of this year. We are, through a T.A.P. grant, sponsoring a three-day workshop for the clergy of Colorado at the Iliff School of Theology October 16 through 18.

Since July of 1959 to date, we have been instrumental in the release of 204 alcoholics from the State Hospital in Pueblo. I have personally talked with 430 nonalcoholics and 217 alcoholics who have come to our office during this time. We have mailed literature through either telephone inquiries or correspondence to 630 through this office. During this time we have loaned films to various schools, churches and other organizations on 189 different occasions. The members of our staff and Dr. Delehanty have also shown films themselves and talked before many groups and organizations.

All admissions to the House of Hope and Fellowship House of patients from the State Hospital and the State Penitentiary are through our office. I personally see each prospective guest requesting admission. Recently the Department of Rehabilitation has agreed to purchase service for their clients at both of the above mentioned facilities. They have asked me to continue selecting those to be admitted under their program. Admissions have been done through the cooperation of the medical staff and Social Service Department at the

institutions; this arrangement has worked out very well in the past and we show approximately 60% recovery of the female and 35% of the male alcoholics released from the State Hospital. I know that this is directly opposite to the national statistics on recovery which always indicate that there is a larger percentage of recovery in the male category. I believe that this is due to a more selective screening of the women going to the House of Hope.

Under separate cover you will find copies of reports or programs of workshops which we have sponsored. These are sent as samples of the type of program we have been providing.

I have undoubtedly omitted some activities, not by intent, but because this is already too lengthy to be of interest. If you would like further details on our work, please let me know.

Sincerely,

/s/ (Mrs.) Frona McCambridge
Director



COLORADO COMMISSION ON ALCOHOLISM

210 East 13th Avenue

Denver 2, Colorado

DIRECTOR

FRONA MCCAMBRIDGE

COMMISSIONERS

EDWARD J. DELEHANTY, M.D.
CHAIRMAN

RICHARD L. CONDE, M.D.
VICE-CHAIRMAN

FRONA MCCAMBRIDGE
SECRETARY-TREASURER

MITCHEL B. JOHNS
JUDGE, DISTRICT COURT

THE REV. ARTHUR B. PIERPOINT

August 21, 1961

Mr. David F. Morrissey
Research Assistant
Room 341
State Capitol Building
Denver, Colorado

Dear Mr. Morrissey:

In complying with your request that I put in a letter to you a summary of our present activities as well as an outline of our proposed over-all program on alcoholism, I submit the following.

Instead of incorporating within this letter the previous recommendations which have been presented by our Commission, I shall enclose copies of these recommendations and also a copy of a letter to Dr. Galvin explaining our present work. You will please note that recommendations made prior to 1957 include a proposed Farm Program. This is no longer recommended since the Halfway House facilities have become so successful in a number of states. Please note also the enclosure entitled "What Is A Halfway House?".

I believe that I explained to you during our conversation the complexity of our present operation and the very limited amount of real accomplishment because of lack of funds and insufficient staff to carry out a successful program in any of the areas in which we work, i.e. prevention (through education), rehabilitation through privately-supported facilities, counselling by myself and field representative, education of the public and workshop programs for the various professional groups dealing with emotionally disturbed persons. These professional workshop programs have been made possible through Technical Assistance Project Grants from the Division of Mental Health of the U.S.P.H.

We have in the past included in our proposed budget request for additional staff, as well as request for funds to gradually establish Halfway Houses throughout the state. Our largest yearly budget has been \$32,000. Staff includes one clerical person, one field representative and myself as director.

Mr. David F. Morrissey

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August 21, 1961

We have repeatedly asked for an additional field representative to work exclusively with industry in the state. Where industry programs are established, many persons in the early stages of alcoholism can recover and not be discharged to later require welfare support for themselves and often large families. We know that a large percentage of Aid to Dependent Children funds are spent because of alcoholism. Many alcoholics also have deteriorated to such an extent that they, too, become public charges either at the State Hospital or in correctional institutions. Not all of this could be eliminated, but at least 50 % of it could be avoided with the proposed program.

We should have a minimum of three staff members doing only public education and mass media programs by radio, television and newspapers. A school of alcoholism studies should be established annually for the training of professional persons working in this specialized field. We were able to have one such school at the University of Colorado in 1960, specifically for registered nurses, social workers and psychologists. This one effort has resulted in stimulated interest throughout the state both in welfare departments, hospitals and institutions. Such training should be provided for all disciplines on an annual basis. Our office staff should be expanded sufficiently to maintain records of case histories and statistics, in addition to serving the state as a source of information and providing speakers and programs for public meetings.

If the state assembly directs that treatment facilities be under the direction of the Commission, then a medical director should be provided for such services. (See 1956 recommendations enclosed.)

Many of the services presently undertaken by our department are not defined in the bill creating our Commission as a part of our responsibility, but rather because of the great need and the demand made upon us by families of alcoholics and both public and private agencies in search of information and assistance.

Regardless of where responsibility for a total program is placed, certain services must be provided. Needless to say that treatment of the patient presently ill is necessary; however, no health problem will ever be solved by this alone. Continued and expanded programs of education must be carried on in an endeavor to encourage early detection and treatment, as well as prevention. This is a very long-range program but very necessary. The V. D. and T. B. programs are the best examples of health education programs.

Hospital beds must be made available for treatment and deintoxication of alcoholics, but must not end with emergency or "drying out"; it must include evaluation of the patient and continued care with both in-patient and out-patient services, also follow-up services must be provided. This not only saves readmission to some extent, but gives an opportunity to evaluate the success or failure of the methods being used by the entire program.

Mr. David F. Morrisey

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August 21, 1961

One major stumbling block at present is our committment law; loss of citizenship with two years of probation, and the lack of legal rights to transfer patients from one facility to another.

Employment for discharged patients should be more readily available through the State Employment Service.

Social Service Departments should work more extensively with the families of the alcoholic, thus creating a more therapeutic environment for patients returning to their homes after treatment.

The police departments should have educational programs on alcoholism and should not be allowed to make a decision as to whether or not an intoxicated person be taken to a hospital or jail. Many times it is necessary for the police to make a call that should be an ambulance responsibility and often they refuse to take an intoxicated person, as they say because he is "just drunk." Therefore, he is put in jail, and we have had a number of deaths recently because of this. This is a medical problem acknowledged to be so by the American Medical Association.

You will be tired of reading this by now, and I have not given you "a program." I have given you the needs, but until responsibility is defined, nothing can be presented. In any case, no one department or any single service can possibly do this job. If it is to be successful, it must combine the services of a number of departments. After a meeting of department directors a complete program could be presented whereby services of our Commission, the Department of Welfare, Department of Rehabilitation, Department of Institutions, and the Department of Public Health can best be utilized.

A realistic figure for starting a complete program would be somewhere in the range between \$300,000 and \$500,000. This may shock you, but a case load of 500 alcoholics constantly at the state hospital on the basis of \$1620 per patient per year amounts to \$810,000, and they are not recovering under the present program. Nationally the accepted cost to a state for each alcoholic is \$510. On this basis, using the 1954-1956 Jellinek study, Colorado has 39,300 alcoholics causing a loss to our state of \$20,043,000 per year.

It is not, therefore, necessary to say that a budget of \$30,000 or an average yearly appropriation of \$11,000 since the Commission was created in 1949, could possibly get a job done. I trust that this will give you sufficient information. If not, please feel free to ask for additional information from our office.

Sincerely,



(Mrs.) Frona McCambridge
Director

M E M O R A N D U M

DEPARTMENT OF INSTITUTIONS
328 State Services Building
AC 2-9911, Ext. 2597

TO: Mr. Lyle Kyle
FROM: Dr. James Galvin
SUBJECT:

September 12, 1961

Some time ago when Mrs. McCambridge was discussing with me the possibility of the Colorado Commission on Alcoholism becoming a part of the Department of Institutions, I asked her to send me a description of the activities in which they are engaged. She very kindly did this, and I find that a majority of their activities are educational.

They conduct an information service, mainly but not exclusively for the metropolitan area, to serve alcoholics and families and members of the mental health disciplines who have particular questions. They also provide speakers, films, and printed materials for a considerable variety of meetings and workshops. Four institutes for the public were given last year as well as programs for social workers and nurses, for judges, and for two groups of Utes. One day sessions have been provided for the police departments in several cities.

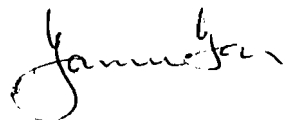
This is not a complete list of the functions of the information center, but is indicative of their natures.

The Commission have been the leaders for the House of Hope which provides shelter for 15 alcoholic women and Fellowship House which provides for 8 male alcoholics. I believe Mrs. McCambridge has been active in the after-care of patients discharged from the Colorado State Hospital, recommending discharge and helping with job placement.

If the Commission on Alcoholism is to have its functions divided among other agencies, it would seem to me reasonable that the educational and preventive functions (primarily those of the information center) be assigned to the Department of Public Health, and after-care functions be assigned to the Department of Institutions.

I should like to emphasize that these are simply my own ideas and I have not discussed them with Dr. Cleere or Mrs. McCambridge.

JG:nvn



MEMORANDUM

September 15, 1961

TO: Committee on Administrative Organization of State Government
FROM: Legislative Council Staff
SUBJECT: Colorado Commission on Alcoholism

At least five different Colorado state agencies are working with the problems of the alcoholic, i.e., the Departments of Institutions; Public Health; Welfare; and Rehabilitation; and the Commission on Alcoholism. These Departments and the commission are concerned generally with the following primary objectives:

- 1) Institutions department attempts to cure the alcoholic through institutional or out-patient treatment;
- 2) Welfare department attempts to provide the basic necessities for the alcoholic and particularly the dependents of the alcoholic;
- 3) Rehabilitation department attempts to assist the alcoholic to become an economically able member of society;
- 4) Public health department is interested in two aspects:
 - 1) education in the public schools on the problems of alcoholism; and
 - 2) the mental health aspects of alcoholism;
- 5) Alcoholism commission conducts an educational program designed to inform the public of the problems of alcoholism and to offer guidance to courts, welfare officers, hospitals and others concerning alcoholics; the commission also is active in treatment and rehabilitation programs.

Each of these five agencies also has more than a passing interest in the objectives and activities of the others.

Colorado Commission on Alcoholism

Sections 66-20-1 through 66-20-6, C.R.S. 1953, provide for the establishment and operation of the Colorado Commission on Alcoholism. The commission consists of five members appointed by the Governor; two members of the commission must be persons licensed to practice medicine in Colorado while the other three members are lay persons who have demonstrated their interest in the problems of alcoholism by their participation in the activities of the Colorado Committee for Education on Alcoholism or Alcoholics Anonymous. The present commission consists of two doctors, a judge, a minister, and the staff director of the commission.

General Powers and Duties

The duties of the Commission on Alcoholism, as outlined by Section 66-20-3, C.R.S. 1953, consist of studying the problems of alcoholism, including methods and facilities available for the care, custody, detention, treatment, employment and rehabilitation of persons addicted to the intemperate use of spirituous or intoxicating liquors. The commission is authorized to establish an out-patient pilot clinic in the City and County of Denver where treatment for alcoholism to those voluntarily submitting themselves may be given. No funds have been made available for this purpose.

The commission is responsible for the dissemination of information on the subject of alcoholism for the assistance and guidance of courts, welfare agencies, hospitals and the public. This activity includes providing information on existing private agencies and services which are available to persons suffering from alcoholism. In addition, the commission has been given the following specific duties under Section 66-20-4, C.R.S. 1953:

- "1) To study and report its findings and recommendations to the governor and the general assembly upon the following:
 - a. The financial cost to the state and its political subdivisions directly or indirectly attributable to alcoholism.
 - b. The feasibility and need for establishing state supported institutions to provide for the care, custody, and treatment of alcoholics.
 - c. If the establishment of state institutions for the care of alcoholics is recommended, the commission shall tender specific recommendations in detail.
 - d. Recommend statutory procedure to govern the admittance, commitment, parole, transfer and discharge of voluntary and involuntary alcoholic patients."

Commission Staff

Section 66-20-6, C.R.S. 1953, authorizes the commission, subject to the constitution and laws of the state, and available funds, to appoint an executive director whose duties shall be to supervise the business and financial affairs of the commission; to make, supervise, and to present to the commission the studies provided in this article; to cooperate with courts, hospitals and clinics,

social agencies, educational and research organizations, public health, police authorities, and members of the general public in handling and in seeking to solve the problems of alcoholism. Subject to the provisions of the classified civil service laws of the state and within the funds available to the commission, it may employ such other assistance or contract for such technical services as may be necessary to carry out the purposes for which the commission was established.

The present staff is composed of an executive director, a field representative, and a stenographer. All three employees are under civil service; the executive director and the field representative are provisional employees while the stenographer is a certified employee.

Staff Activities

Mrs. Frona McCambridge, executive director, reported that approximately two-thirds of her time is concerned with educational and administrative aspects of the commission and about one-third of her time is devoted to rehabilitation activities. Regarding rehabilitation, Mrs. McCambridge is active in the operation of two privately-financed "halfway" houses -- the Fellowship House for men and the House of Hope for women alcoholics. Mrs. McCambridge also stated that the Department of Rehabilitation has opened a new halfway house as a pilot project at 1330 High Street. Mr. William Shaw, of Department of Rehabilitation, reported that Mrs. McCambridge is working in close conjunction with the rehabilitation department on these projects and that the department also is contributing to the financial support of some of the individuals at the House of Hope.

Mrs. McCambridge serves as vice president of the board of directors of the House of Hope for women. One of her duties as vice president of the board is the screening of patients at the State Hospital in Pueblo who apply for admission to the House of Hope. In a news letter issued by the commission, Mrs. McCambridge reported that approximately 70 women are accepted for admission at the House of Hope each year, and of this amount 32 per cent or approximately 23 recoveries are made annually. The therapy available at the House of Hope is that of Alcoholics Anonymous; no medical or psychological therapy is provided.

One of the activities of the director, as provided by Section 66-20-6, C.R.S. 1953, is to establish a research program. However, research studies have not been made due to the lack of funds for hiring adequate personnel. The present staff has been inadequate to develop a statistical record on the results of programs at the Fellowship House, etc. What information that is available on the activities of the House of Hope, etc., is based on Mrs. McCambridge's personal knowledge of these programs. The considerable amount of time spent by the director in rehabilitation activities may interfere to some extent with the research aspects of the program. However, this may also indicate that this research program is not essential at this time and that sufficient information is available from programs of other states, university studies, etc.

The field representative of the commission works with local committees or groups on alcoholism. Approximately 75 per cent of his time is spent in working with these groups away from the Denver office. This individual is concerned solely with the educational aspects of the problem of alcoholism and does not engage in any rehabilitation work. Mrs. McCambridge reported that this staff member is a new employee who was hired in June of 1961.

Activities of the Commission

The commission is responsible for making recommendations to the Governor concerning a program for alcoholics in Colorado. One of the primary recommendations of the commission has been for the establishment of a state-supported halfway houses in Denver. In this connection, the commission requested an appropriation of \$118,728 for fiscal year 1962. This request also included funds for the educational activities of the commission.

In April, 1960, the commission recommended to the Governor's Committee on Mental Health the following program:

"1) That a clinic for alcoholics be established at the Fort Logan Mental Hospital, to include both in-patient and out-patient care.

"2) That alcoholics be accepted for treatment on a voluntary, as well as involuntary, basis.

"3) That the withdrawal treatment be given on an in-patient basis, followed by special evaluation and diagnostic work to be done at the proposed treatment clinic. That the alcoholic without psychosis be transferred or referred to the halfway houses.

"4) That a halfway house be established through the Commission on Alcoholism in a residential section of Denver where public transportation is available.

Capacity 30 to 35 beds
Cost of operation: \$25,000 to \$35,000 per year

"5) That a halfway house be established in Pueblo, Colorado.

Capacity 12 to 15 beds
Cost of operation: \$15,000 to \$20,000 per year

"6) That when these two facilities have been in operation for one year a third such facility be established on the western slope in Grand Junction, Colorado.

Capacity 15 to 20 beds
Cost of operation: \$20,000 to \$25,000 per year

"a. It is to be understood that as the halfway houses prove to be successful, that additional facilities be added in the more densely populated areas as needed.

"7) That the present educational work of the Colorado Commission on Alcoholism be continued and expanded through the addition of personnel specifically trained through attendance at qualified schools of alcohol studies, such as, Yale University, Columbia University, University of Utah and others.

"8) That funds be made available for special training programs for those disciplines dealing with the treatment and rehabilitation of the alcoholic.

"The members of the Colorado Commission on Alcoholism urgently solicit your support of these recommendations.

"Since 1949 when the Commission was established, only \$135,524 has been appropriated, or an average of \$11,139 per year, which limits our programs to a 'do what we can' basis."

Generally, the commission meets quarterly but Mrs. McCambridge pointed out that close contact is kept with Dr. Delehanty, Chairman of the Colorado Commission on Alcoholism, regarding staff activities and commission policy.

Finances

The Commission on Alcoholism was established in 1949, but funds were not made available until 1952 when the General Assembly appropriated \$10,000. However, continuity of operation was not provided until 1955, since in 1953 and again 1954 funds were not appropriated by the General Assembly.

In 1955, \$15,882 was made available for research and educational purposes. This appropriation was increased by 50 per cent the following year and in 1957 the appropriation amounted to \$31,002. For the past five years, this appropriation has averaged around \$31,000 for the operation of the Commission on Alcoholism. (See Table I)

By far the largest item of expenditure has been for personal services. For fiscal year 1962, it is estimated that approximately \$17,000 will be spent for such services. Travel is also a fairly large item since both the field representative and the director travel throughout the entire state. Mrs. McCambridge estimated approximately \$5,000 would be spent for travel expenses during fiscal year 1962.

During the past few years, Mrs. McCambridge has unsuccessfully requested the legislature to establish a revolving fund which would be reimbursed by federal monies for the development of educational workshops throughout the state. It costs approximately \$5,000 to establish a workshop at a university, including the arrangements for speakers, etc. The workshops are very important for the training of professional people, according to Mrs. McCambridge; these workshops also offer a great deal of assistance to the clergy,

Table I

COLORADO COMMISSION ON ALCOHOLISM APPROPRIATIONS AND EXPENDITURES^a

Fiscal Year	Appropriation	EXPENDITURES					Total	Balance To General Fund
		Personal Services	Operating Expenses	Travel	Retirement	Capital Outlay		
1953	10,000	3,300	2,938	1,650	165	420	8,473	1,527
1954	NONE							
1955	NONE							
1956	15,882	6,984	6,413	1,433	349	499	15,679	203
1957	24,020	12,439	6,799	1,871	593	491	22,193	1,827
1958	31,002	13,938	8,336	2,891	697	610	26,472	4,530
1959	31,230	15,027	10,786	3,373	885	-0-	30,071	1,159
1960	31,695	14,094	11,239	3,383	829	420	29,966	1,729
1961 ^b	30,598	17,225	9,000	3,400	923	50	30,598	-0-
1962 ^b	31,822	18,152	7,081	5,000	1,089	500	31,822	-0-

a. Source: fiscal years 1953 through 1961, state budget reports; fiscal year 1962, Colorado Commission on Alcoholism. Totals may not balance as a result of rounding to nearest dollar.

b. Estimated expenditures 1961 and 1962.

social workers, police, etc., in assisting them to understand and handle problems of alcoholism. These workshops would cost the state only a little money according to Mrs. McCambridge, as the federal government would reimburse most of the expenses.

At present, the commission is located at 210 East 13th Avenue. The rent at this location is \$125 per month. Mrs. McCambridge has expressed a desire to be located in a state office building.

Other Departments Engaged in Alcoholism Programs

Alcoholism cannot be segmented into a single problem which can be handled through one specific approach. It is a problem constantly dealt with by the departments of parole, welfare, health, institutions, and rehabilitation.

The following paragraphs briefly outline the effect alcoholism has on these departments. It may be noted that in a number of situations the cost of the program in terms of alcoholism is quite difficult to measure because it affects only a part, and often times an immeasurable part, of the activities of the departments involved.

Welfare Department

The county welfare officer is constantly confronted with alcoholism as a factor in broken homes, dependency cases, etc. Mrs. Pierce, field director of the State Department of Welfare, reported that alcoholism is constantly cropping up in welfare problems, but it is not necessarily the only factor in such problems. This demonstrates, to some extent, the difficulty of actively measuring the individual welfare worker's time and effort involved in problems of alcoholism. Mrs. Pierce could not hazard a guess as to the over-all cost of alcoholism in relation to the total welfare program.

Mrs. Pierce related that there is a significant lack of understanding on the part of the average county welfare board as well as the county welfare worker in regard to alcoholism. Often the first reaction of the county board is to withhold funds, which is illegal under the federal and state provisions for support of welfare programs. This situation is being alleviated, Mrs. Pierce noted, in that the Commission on Alcoholism is doing much to bring about a fuller understanding of the problems of alcoholism on the part of local welfare boards. Also, psychiatric consultation programs or workshops, developed for the education of welfare workers, are being instituted through the efforts of Dr. Galvin, director of institutions.

Generally, the welfare worker's approach to alcoholism is often related to its detrimental effects on children in depriving them of food, clothing, and other essentials. In some cases, alcoholics are unable to budget their monthly benefit checks and funds are rapidly expended. In such situations, the local welfare department may allocate monies on a weekly basis. In the case of single men, the Denver welfare department has met this problem by withholding part of the alcoholic's monthly allotment and using it to provide room and board.

In this way, food and shelter is insured throughout the month. Thus, the average welfare worker is handling the alcoholic problem at the grass-roots level and often is unable to cope with effective personal rehabilitation of the alcoholic.

Mrs. Pierce reported that there is a definite need for increasing the coordination of psychiatric or mental health services and the services of the social worker. This could be accomplished through the establishment of a mobile-type mental health unit. A mobile unit could cover a fairly wide area of the state; and, as a follow-up, welfare workers who have completed a program of psychiatric consultation and who are able to keep in close contact with individual cases within a county, could provide guidance during the absence of the mobile mental health unit.

Parole Department

The Department of Parole is also confronted with the problem of alcoholism as it affects former inmates attempting to re-establish themselves in society. Since a large percentage of convicts are reported by Mr. Edward Grout, director of the Department of Parole, to be suffering from a problem of alcoholism, this is a significant factor to contend with upon release from prison. Mr. Grout stated that two of the department's parole officers have received university training on alcoholism. In 1959, one officer attended the Yale Institute and another attended the Utah Institute on Alcoholism in 1960.

Department of Public Health

The Department of Public Health is active in alcoholism through its mental health program, directed by Dr. Wilfred Higaschimachi and through its educational services, directed by Miss Norma Johannis.

In regard to the educational aspects, Miss Johannis related that the Department of Public Health is interested in providing information on alcoholism in the public schools. Miss Johannis stated that the Commission on Alcoholism has prescribed the courses and that Miss Johannis has acted as instructor. The educational division of the Department of Public Health is primarily interested in the preventive aspects of alcoholism, rather than the treatment.

Dr. Higaschimachi, director of mental health, State Department of Public Health, reported that the activities of the Division of Mental Health have not been too extensive in the area of alcoholism. Primarily the division has acted as a consultant to the Department of Rehabilitation in its activities and has cooperated with the Commission on Alcoholism, especially in conducting a 1960 workshop on alcoholism among the Ute Indians.

Department of Rehabilitation

Mr. William Shaw, of the Department of Rehabilitation, reported that during 1960 the Department of Rehabilitation established

a rehabilitation center at 1330 High Street to assist patients discharged from the Pueblo State Hospital in returning to a productive role in society.

For fiscal year 1961, the cost of operation of the center was \$16,000, of which approximately 75 per cent was federal monies. This pilot project was established for the rehabilitation of men only. However, the department is awaiting clarification from the Joint Budget Committee for the establishment of another center for women. At present, the House of Hope is the only rehabilitation center for women alcoholics and, Mr. Shaw reported, Mrs. McCambridge has been quite helpful in screening patients for the rehabilitation centers.

Mr. Shaw emphasized that there is serious need for the establishment of these centers in order for patients to receive assistance in returning to society. Mr. Shaw added that alcoholism is not the only factor involved in the restoration of these individuals and that for the most part there is also an underlying mental problem.

Activities in Other States

In order to assist the committee in clarifying the logical location of the commission and the development of a Colorado program on alcoholism, a review of other states may be of some help. As may be noted in Table II, there are 34 states actively supporting programs especially designed to meet the problems of alcoholism. Of these 34 states, thirteen have independent boards, commissions or programs on alcoholism; thirteen states placed their alcoholic programs under the direction of departments of health; and of the remaining eight, two agencies are associated with hospitals, two with welfare, three with mental health, and one with the department of health and welfare.

In respect to the 34 states participating in programs on alcoholism, all the states indicated that coordination of various departments is needed to provide continuity in the rehabilitation of alcoholics. However, eight of the 34 states emphasized that coordination is the prime factor in carrying out an alcoholic program; these eight states vested the responsibility of coordination with their respective agency on alcoholism.

For the most part, alcoholic commissions are a recent innovation in most states. That is, most of the state agencies were activated following World War II. Also, in the last few years, there has been considerable reorganization in state programs on alcoholism and a number of the independent agencies have been attached to larger ones in the field of health and welfare.

The department of health seems to be the most popular location for a program on alcoholism. However, since each state's program may be organized slightly differently, although the vast majority do emphasize the educational aspects, the type of program involved needs consideration before locating it within another department.

Table II

ORGANIZATION OF STATE PROGRAMS ON ALCOHOLISM¹

State	Agency	Independent Agency	Department Associated With			Mental Health	Acts as Inter-Agency Coordinator ²
			Hospitals	Welfare	Health, Welfare		
Alabama	Commission	X					
Arkansas	Commission	X					
California	Division Alcoholic Rehab.				X		
COLORADO	Commission	X					
Connecticut	Division of Alcoholism					X	
Florida	Advisory Council ³	X					X
Georgia	Alcoholic Rehab. Service				X		
Hawaii	Clinic				X		
Illinois	Advisory Board			X			
Kentucky	Division of Alcoholism				X		X
Louisiana	Div. Mental Health		X				
Maine	Div. Alcoholic Rehab.					X	
Maryland	No separate program						X
Massachusetts	Commission				X		X
Michigan	Board	X					X
Minnesota	Preventive Mental Health Service				X		
Montana	Division				X		X
Nevada	Advisory Board	X					
New Hampshire	Commission				X		
New Jersey	Div. Chronic Illness				X		X
New Mexico	Commission	X					
New York	Dept. of Mental Hygiene					X	
North Carolina	Division		X				
North Dakota	Commission	X					
Ohio	Chronic Disease Div.				X		
Oregon	Alcoholic Educ. Comm.	X					
Pennsylvania	Sec. Bureau of Preventable Disease				X		
Rhode Island	Sec. Div. of Curative Services			X			
South Carolina	Alcoholic Rehab. Center	X					X
Texas	Commission	X					

<u>State</u>	<u>Agency</u>	<u>Independent Agency</u>	<u>Department Associated With</u>				<u>Acts as Inter-Agency Coordinator²</u>	
			<u>Hospital</u>	<u>Welfare</u>	<u>Health</u>	<u>Mental & Welfare</u>		<u>Mental Health</u>
Utah	Board on Alcoholism	X						
Virginia	Division				X			
Vermont	Board	X					X	
Washington	Division				X			
34 STATES		<u>13</u>	<u>2</u>	<u>2</u>	<u>13</u>	<u>1</u>	<u>3</u>	<u>8</u>

1. Source: Report of alcoholism programs in North America conducted by member agencies of the North American Association of Alcoholism programs.
2. Almost all agencies emphasize inter-agency cooperation, but the following states consider coordination of existing service of prime importance to the alcoholic program.
3. Under the Board of Commissioners of State Institutions (governor and cabinet).

Problems To Be Resolved

In attempting to effect economy and efficiency in the operation of the Commission on Alcoholism through association with a larger department, three factors may need to be considered: 1) legislative intent concerning a program on alcoholism; 2) the relationship of activities of the commission with those of the department to which it may be attached; and 3) whether the commission is to remain relatively autonomous or whether its activities are to take on a new scope under the direction of the department.

If organization is the essential factor and the committee is interested in this alone, it may be noted that Mrs. McCambridge does not voice any objection to consolidation with any one of the larger agencies. Mrs. McCambridge did voice objection to direct association with a mental health division. Mrs. McCambridge's view point regarding association with a mental health unit may be expressed in the following statement by Marty Mann, founder and executive director of the National Council on Alcoholism:

"I believe there is danger that a program on alcoholism will be lost sight of when it is part of a mental health program. Experience has shown that subordination to part of a large mental health program may lead to serious neglect. Persons trained in public health administration are better equipped, I believe, to plan and carry out a comprehensive program on alcoholism. Their workers are trained in matters of epidemiology, health education of the public, case finding, and are accustomed to working with a voluntary health agency on a variety of public health activities. The public health department has the facilities already set up in its health centers to carry out programs of education and service in the field of alcoholism. A minor point, though perhaps significant, is that the alcoholic himself resents being sent to a mental hygiene clinic, whereas he often accepts treatment in a medical facility without resentment.

"In spite of my training as a psychiatrist and psychoanalyst, experience has taught me that the purely psychiatric approach is quite ineffective with the alcoholic and unless it can be combined with a medical and social approach I do not believe it can be effective. This does not mean that I do not believe it to be an extremely essential part of the total therapy, because I do. The psychiatrist, however, should be simply one member of the total team, with the medical man, the psychologist, and the social worker as essential other members of the group. The psychiatrist's chief function, as I see it, is to rule out psychosis, to evaluate the emotional underlying problems after sobriety has been firmly attained, to administer group therapy programs, to give supportive counseling, and in some cases to undertake a psychoanalytically oriented type of therapy for the individual. These are, of course, crucial and extremely important functions and should never be neglected. They are, however, but part of the total picture.

"I believe psychiatrists have made an error in the past and are still making it. This is their tendency to treat alcoholism as merely a symptom of an underlying personality disturbance. Although this is certainly often the case it has never been proved that there are not some individuals of a fairly well-adjusted personality structure who

develop alcoholism through years of excessive drinking and whose problems of living are manageable by sobriety alone. In these cases it is largely a question of treating the addiction to alcohol which is both physiological and psychological. Psychiatrists also have tended to overlook the fact that the alcoholic can never drink safely again, no matter how much therapy he receives for his underlying emotional problems. This misinformation has led to a lot of heartache in persons who have tried social drinking after what they considered to be adequate psychotherapy. When psychiatrists learn these facts, and learn to work more with the total community facilities, they will have better results."

Although the Department of Rehabilitation is not engaged in education activities, the pilot program of the Department of Rehabilitation and the two private halfway homes seem to be of prime interest to the director of the Commission on Alcoholism; and if it is the intent or desire of the General Assembly to keep the director active in this area, consideration might be given to a formal union of the commission with the Department of Rehabilitation.

Since a considerable amount of the commission's time is spent in educating local groups in the problems of alcoholism, the Department of Welfare may also benefit from the inclusion of the commission's activities.

The Department of Institutions, as previously stated, is seeking a coordinated program in this area. Dr. Galvin and his staff may also provide the essential medical or mental health approach necessary to give guidance to the commission.

Thus, in a sense, the problem to be resolved is whether the commission is to remain independent, is to be placed in a larger agency with the benefit of staff services but relative autonomy, or is to be absorbed by a larger agency with a resultant renewal of emphasis and direction.