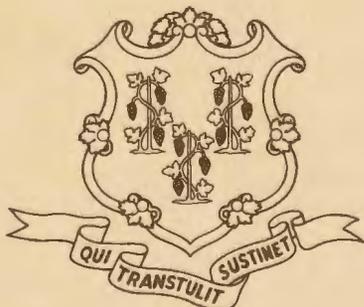


# Fire and Codes Services In Connecticut

Connecticut

General Assembly



LEGISLATIVE  
PROGRAM REVIEW  
AND  
INVESTIGATIONS  
COMMITTEE

January 1982

CONNECTICUT GENERAL ASSEMBLY

LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE

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

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

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FIRE AND CODES SERVICES

IN CONNECTICUT:

A PROGRAM REVIEW

LEGISLATIVE PROGRAM REVIEW AND

INVESTIGATIONS COMMITTEE

JANUARY 1982



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## PREFACE

Chapter 28 of the Connecticut General Statutes establishes the Legislative Program Review and Investigations Committee (LPR&IC) as the centralized oversight mechanism for the General Assembly. Under the authority of this statute, the committee conducts program reviews, sunset reviews, compliance reviews and investigations. Section 2c-3 of the statute, the sunset law, requires periodic review of specified governmental entities, and mandates the elimination or modification of those which do not significantly benefit the public health, safety or welfare of the citizens of the state.

During 1981, 17 entities were identified in the law for sunset review with a scheduled termination date of July 1, 1982. Under Connecticut's sunset statute, any board, commission or entity targeted within the law is terminated on a specified date if the General Assembly does not actively recreate it through statute. Among those entities under review by LPR&IC during 1981 were the Building Code Standards Committee, the Fire Safety Code Standards Committee and the Commission on Fire Prevention and Control--entities ostensibly responsible for protecting the public safety through codes services and other activities in the areas of fire prevention, fire suppression and maintenance of the structural integrity of buildings.

A number of other fire and code related services and agencies exist within state government, but they were not included within the sunset list. In early 1981 when the LPR&IC was scheduling its workload for the year, including the selection of program review topics, a decision was made to consolidate the three sunset entities and other activities related to fire and code safety into one major study to be done as a program review. This study would also include the Bureau of State Fire Marshal within the Division of State Police in the Department of Public Safety. The intent was to conduct a comprehensive review of all fire and codes services which were functionally related but structurally disconnected within various operating agencies.

At this same time, the Public Safety Subcommittee of the Appropriations Committee was grappling with similar questions as it examined fire services budgeting within the state. Ultimately, a decision was made among the leadership of the LPR&IC and the appropriations subcommittee to work jointly on the project using the program review staff to carry out the study. The LPR&IC and subcommittee cochairmen, members of both committees, and staff from the LPR&IC and the Office of Fiscal Analysis worked closely throughout the course of the project to bring about this report.



## Fire and Codes Services in Connecticut

### Summary

The Legislative Program Review and Investigations Committee (LPR&IC) has proposed a sweeping reorganization of fire and codes services in Connecticut. The entities reviewed include the Bureau of State Fire Marshal, the Commission on Fire Prevention and Control, the Building Code Standards Committee and the Fire Safety Code Standards Committee. Organizationally, the Bureau of State Fire Marshal is located within the Division of State Police in the Department of Public Safety, and has jurisdiction over the Building Code Standards and the Fire Safety Code Standards Committees. The Commission on Fire Prevention and Control is an independent entity.

During FY 1981-82, the State of Connecticut will spend approximately \$2 million on fire and codes services. Fire prevention activities are handled by the Bureau of State Fire Marshal while fire suppression training courses are conducted by the Commission on Fire Prevention and Control and the six regional training schools. The Bureau of State Fire Marshal has not been an integral part of the organizational structure of the state police and past budget decisions indicate that officials of the state police view the role of the fire marshal's office as secondary to that of the state police.

The fire and codes services delivery system is fragmented and the entities involved have been unable to develop any plan that attempts to rationally distribute resources for fire and building code administration and enforcement, and fire fighter training. Fire prevention and suppression activities are often interrelated and local building inspectors and fire marshals should share their expertise and experience with fire fighters.

This study found that in most other states fire prevention and suppression activities are organizationally located in one agency or division. It is the belief of the LPR&IC that if the resources for fire and codes services are centralized, attention to fire and code problems will be enhanced and accountability for programs improved.

## RECOMMENDATIONS

### Model Structure

1. All fire prevention, suppression and codes services that are funded, administered or regulated by the state shall be consolidated in a single division within the Department of Public Safety but separate from the state police. The division, described and outlined in the table of organization and accompanying recommendations, shall be headed by a deputy commissioner with extensive experience and/or education in fire and codes services.

The Fire Code Standards Committee shall be sunsetted and its functions merged with the Building Code Standards Committee to create a Codes and Standards Committee which will advise the deputy commissioner and the codes and inspection section of the new division. The state fire marshal shall head an investigations and inspection unit within the new division, which will include all current investigatory responsibilities. The Commission on Fire Prevention and Control shall be retained specifically for determining standards for the certification of fire instruction personnel and certification of fire training programs.

2. The functions of the weapons permit unit and the special services unit will remain in the Division of State Police.

### Building Code Standards and Fire Safety Code Standards Committees

3. The Fire Safety Code Standards Committee shall be terminated and the current Building Code Standards Committee shall be restructured into a Codes and Standards Committee. It will include the following 14 members:

- one registered architect;
- three registered professional engineers (one being a practicing fire protection engineer, and the other two being either structural, mechanical, or electrical engineers, but not both representing the same specialty);
- one builder or superintendent of building construction;
- two building officials;
- one public health official;

- two local fire marshals; and
- four public members.

4. Anyone who fails to attend three consecutive meetings or 50 percent of all meetings during a calendar year shall be deemed to have resigned.

5. Connecticut will continue to develop a basic building code and it shall be revised annually.

6. In each municipality employing a full time fire marshal, both the local building official and the local fire marshal shall review the plans of those structures subject to the state fire safety code before a building permit is issued.

7. The modification procedure shall be outlined in law as well as a requirement that a letter from the local building official accompany any modification request.

8. The procedure for approving local building officials shall be called licensure in statute, and the standards for licensure shall be strictly enforced. The new Codes and Standards Committee, along with the Department of Public Safety, should meet with the Board of Higher Education and the Department of Education to set up a suitable educational program for licensure.

9. Connecticut shall continue to develop its own fire safety code but it shall be revised annually.

10. In addition to the current abatement process, the commissioner of public safety, after notice and hearing, may impose a civil penalty of not more than \$1,000 to any person, firm, or corporation that violates any provisions of the fire safety code.

11. Legislative jurisdiction for fire safety code matters including content should be transferred from the Public Health Committee of the General Assembly to the Public Safety Committee.

#### Commission on Fire Prevention and Control

12. The Commission on Fire Prevention and Control and the Office of State Fire Administration shall be merged with the proposed Division of Fire and Codes Services in the Department of Public Safety.

13. There shall be several changes in the powers and duties of the Office of Fire Administration, which will now be known as the fire services section. First, the section should establish a certification program for fire instructors and, while continuing to maintain the firefighter certification program, should shift its emphasis towards setting minimum standards for the delivery of fire training. Second, all state funded courses should be taught by certified instructors and the section should certify the fire course curriculum in state funded fire schools. Third, the section should coordinate its fire training activities with those offered at post secondary level.

14. The Commission on Fire Prevention and Control shall continue and have authority to: 1) review and approve standards for instructors, fire fighters and fire course curriculum; and 2) review and approve all grants of state funds to local and regional training schools. In accordance with other boards and commissions granted approval authority, consent of the commissioner of public safety will be required. Further, the Connecticut State Firemen's Association should be allowed to act as a grant recipient for funds allocated to regional training facilities if they so choose.

15. The Commission on Fire Prevention and Control shall be expanded to 15 members with the following representation:

- director of the board of trustees of the state technical colleges;
- two members of the Connecticut State Firemen's Association;
- two members of the Connecticut Fire Chiefs' Association;
- two members of the Uniformed Fire Fighters of the International Association of Fire Fighters, AFL-CIO;
- two members of the Connecticut Fire Marshals' Association;
- two members of the Connecticut Fire Department Instructors Association; and
- four public members representing the population range of Connecticut's cities and towns.

#### Licensure of Movie Theater Projectionists

16. The licensing of movie theater projectionists shall be discontinued.

## INTRODUCTION

At the present time in Connecticut, there is some concern that fire and building code services and other fire related activities, including training, play a subordinate role to that of the state police in the general organizational scheme of the Department of Public Safety. Positioned in a bureau within the Division of State Police, fire and codes services on the state level are not placed on an equal level with police services. The decision of the Legislative Program Review and Investigations Committee to fold the statutorily-mandated, sunset reviews of fire and codes (building and fire) services into a broader review of all fire services is an effort to reflect that concern; it also provides an opportunity to examine an alternative structure.

The committee is concerned with the apparent fragmentation of a variety of functionally related services. Indeed, it is believed by some that the separate administration of fire and codes services contributes to their diminished stature within the state government. Although a number of functions, such as the administration of the building and fire safety codes, the investigation of suspicious fires and the development of codes, are situated within the Bureau of State Fire Marshal, the management and identity of each are kept separate and distinct. At the same time, the Commission on Fire Prevention and Control exists as an independent entity.

The Public Safety Subcommittee of the Appropriations Committee shared the Legislative Program Review and Investigations Committee's concern over fragmentation, but more so from a funding perspective. In April 1981, Representatives Christine Niedermeier and Morag Vance, the cochairmen of the Public Safety Subcommittee, asked the Commission on Fire Prevention and Control to conduct a study of state fire service administration and coordination. In late May 1981, when the LPR&IC fire and codes services program review was explained to the appropriations subcommittee cochairmen, a decision was made by all involved that the two legislative groups would work together on the study using the LPR&IC staff for data gathering and analysis. The appropriations subcommittee's request for a review by the Commission on Fire Prevention and Control was withdrawn.

### Fire and Codes Services Environment

Leaders in each of the various fire and codes services concede that there are problems of fragmentation and a lack of

joint effort toward a common goal. The structural fragmentation within the fire and codes services reflects serious divisions among the various groups who are competing for stature and resources. While most of the groups agree on the common goal, they disagree about how to get there, which compromises their ability, individually and collectively, to define goals, develop a uniform policy and establish needed resources.

The problem is further exacerbated at the policy level in the Department of Public Safety by competing interests within the Division of State Police. Statutorily, the commissioner of public safety is the state fire marshal. As a practical matter, this role is normally delegated to a high-ranking officer in the state police. No one person has remained as state fire marshal for any great length of time, however, and the people assigned to the position have had little or no training in the area of fire or codes services, meaning they had to learn on the job.

Events in early 1981 altered the command structure of the Department of Public Safety and further confused the issue of the state fire marshal's role. A lieutenant colonel, who had been executive officer of the state police, was transferred to the Bureau of State Fire Marshal and given the title, but not line authority, for the position. The day-to-day operations of the fire marshal's office were still managed by a captain who had been in the bureau for two years. The net effect of all this was the existence of three state fire marshals of varying degrees of statutory or management influence, none of whom had fire services or codes experience.

Further evidence of the frequency of changes in authority in the state fire marshal's office came recently. As committee work on this study drew to a close, the captain who had been the administrative officer of the fire marshal's office (and defacto state fire marshal) was relieved of his duties, transferred elsewhere and replaced by the press aide to the deputy commissioner of state police.

### Study Methodology

This report deals with the structure, alignments, mandates and outputs of the fire and codes services administered by the state. The data were gathered by LPR&IC staff through a variety of means, including but not limited to: surveys; structured interviews with key actors in the process; analysis of departmental records and statistics; a review of all pertinent

statutes, regulations and operating procedures; construction of legislative histories for each of the entities; a review of parallel systems and operations in other states and municipalities; and an analysis of topical literature. The committee also held public hearings for each fire or code service and a special hearing for all entities.

At the conclusion of a series of committee meetings at which the data, analysis, findings and recommendations were discussed, the Legislative Program Review and Investigations Committee voted to consolidate the fire and codes services into a single division that is separate from the state police but within the Department of Public Safety. It is the committee's belief that the quality of fire and codes services can be improved substantially through single management and increased integration. The stature of fire and codes services can be markedly elevated within the state while reducing costs. The recommendations in this report are intended to provide for management coherency, integration of like services and elevation of the fire function to a level equal to that of the state police.

#### Organization of the Report

Following this introduction, the reader will find the report organized into three major areas--a description of fire and codes services in Connecticut, including an analysis of problems in these areas; findings and recommendations; and fiscal impact. A summary of the recommendations is also contained at the beginning of the report.

The descriptive section includes detailed information on the background, structure, mandates, goals, outputs and staffing of each individual entity. The analysis section discusses the problems in each functional area. The findings and recommendation section reports the analytical work of the committee and staff along with a specific list of recommendations to be accomplished. Each recommendation is accompanied by the committee's rationale for reaching the particular conclusion and, where appropriate, some discussion of how the intended changes might be accomplished. The concluding fiscal note analyzes the cost savings impact of the committee's recommendations if they are fully implemented.



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## CHAPTER I

### Background, Data and Analysis

- A. *Bureau of State Fire Marshal*
  - B. *Commission on Fire Prevention and Control*
  - C. *Code Standards Committees*
    - Building Code Standards Committee*
    - Fire Safety Code Standards Committee*
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## BUREAU OF STATE FIRE MARSHAL

### Background and History

The Bureau of State Fire Marshal is located within the Division of State Police in the Department of Public Safety. The commissioner of public safety is designated by statute to serve as the state fire marshal and may delegate this role to any member of the Division of State Police. Presently a deputy fire marshal, who is a state police lieutenant, serves as the head of the Bureau of State Fire Marshal.

The fire marshal's office is responsible for administering the state fire safety and the state building codes, and carrying out a variety of investigative and licensing activities. Organizationally, the Bureau of State Fire Marshal consists of three sections responsible for licenses and permits, technical services, and investigations and inspections.

The state fire marshal's office has been located within the state police since 1947 and from 1941 the commissioner of state police has been designated the state fire marshal. Local fire marshals have existed since the turn of the century.

The state government reorganization act of 1977 (P.A. 77-614) created a Department of Public Safety containing a Division of State Police. Under this act the commissioner of public safety was designated the state fire marshal and empowered to delegate these powers to any member of the state police. The state fire marshal's office became a bureau within the Division of State Police after the reorganization. (See Appendix I.)

Currently, the powers of the state fire marshal are delegated to a deputy state fire marshal by the commissioner of public safety. The deputy state fire marshal runs the bureau and reports directly to the executive officer of the state police. The deputy commissioner for state police submits the bureau's budget to the Office of Policy and Management.

### Regulatory Responsibility

The state labor department was responsible for the regulation of elevators from 1939 to 1977, and the commissioner of labor had statutory authority to certify the safety of

elevators.<sup>1</sup> In 1977, Section 494 of P.A. 614 moved the regulation of elevators from the labor department to the Department of Public Safety, and an elevator inspection unit was created and placed within the Bureau of State Fire Marshal.

In 1953, P.A. 507 mandated that steam boilers be licensed and also placed regulatory control in the state Department of Labor. Regulation of boilers remained the responsibility of that department until 1977 when P.A. 614 moved this authority to the newly created Department of Public Safety. A boiler inspection unit was established and also placed within the Bureau of State Fire Marshal.

The 1981 session of the Connecticut General Assembly passed P.A. 321 which required that crane operators be licensed, created an examining board and assigned regulation of this occupation to the Department of Public Safety. In 1984, the crane operators' board will be included among the boards and commissions slated for sunset review.

#### Powers and Duties

The Bureau of State Fire Marshal adopts minimum standards for the certification of local fire marshals. (Certification is a prerequisite for that job.) Other duties assigned to the bureau include:

- Revise and update the fire safety code and provide assistance to local fire marshals for interpreting and enforcing the code;
- Offer assistance to local fire marshals for investigating suspicious fires and carrying out the evidence gathering stage of an arson investigation;
- Respond to requests for fire code modifications or alterations;
- Certify all building inspectors and provide assistance to local building officials; and

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<sup>1</sup> 1939 C.G.S. Section 838e.

- Register, license or certify boilers, elevators, escalators, tramways, theaters, motion picture projectionists, private detectives, and issue permits for demolition projects, sidearms, storage and transportation of explosives or firework displays.

The commissioner of public safety, through the state fire marshal's office, has broad statutory authority to regulate boilers; elevators; storage, use and transportation of flammable or combustible liquids; hazardous chemicals; storing or transporting explosives; fire works displays; movie theater projectionists; and, most recently, crane operators.

The regulation of movie theater projectionists dates back to 1909. The Connecticut General Statutes (Sec. 29-118) requires that no person shall operate a moving picture machine involving the use of a combustible film more than ten inches in length until he or she receives a license from the commissioner of public safety. Requirements for a license include a written examination and a background check of the applicant. The three-year license costs \$25 and is renewable without examination for a \$15 fee. In FY 1980-81, the state collected \$5,072 for new licenses and renewals.

#### Budget

The Bureau of State Fire Marshal budget for FY 1979-80 was \$1,229,814 and for FY 1980-81 it was \$1,728,000. Approximately \$1.4 million is authorized for FY 1981-82. The office experienced a reduction in federal funds for FY 1981-82, explaining the lower budget compared to the previous year.

For FY 1981-82 the bureau has 59 authorized positions. Twenty-four are filled by sworn personnel; the remaining 35 are civilians. Table I-1 outlines staff deployment and presents the FY 1981-82 budget broken down by function.

#### Functions and Responsibilities of Subordinate Units

As previously noted, the fire marshal's office is divided into three sections--licenses and permits, investigations, and technical. Each section has specific units assigned to it staffed by civilian and sworn personnel.

License section. The weapons permit, special services and license units comprise this section.

Table I-1. Bureau of State Fire Marshal--FY 1981-82 Staff  
Deployment and Budget by Function.

	<u>Sworn Personnel</u>	<u>Civilian Personnel</u>	<u>Budget</u>
State Fire Marshal (Administration)	1	1	\$ 60,810.82
Technical Services	1	3	122,522.63
Investigations and Inspections	14	1	347,871.57
Training & Fire Incident Reporting	1	2	62,162.97
Weapons Permit Unit	1	4	87,070.34
Special Services	4	1	112,346.11
Fires Safety Coordinator	0	1	26,427.71
Licenses and Permits	2	3	133,088.90
Boiler Inspection	0	4	84,312.64
Demolition	0	2	46,700.65
Elevator Inspection	0	10	238,901.17*
Building Inspection	<u>0</u>	<u>3</u>	<u>81,844.00</u>
TOTAL	24	35	\$1,404,059.51

\* Salaries for two of the elevator inspector positions (which are authorized, but vacant) are not included in this figure.

Source: Bureau of State Fire Marshal.

*Weapons Permit Unit*-- The sale or carrying of handguns is regulated by this unit, which reviews applications for state handgun permits and either issues or denies the request. In FY 1980-81, 7,500 permits were issued, 50,000 guns were registered, 150 permits were revoked and 35 revocation hearings were held. Over \$280,000 in fees were collected by this unit.

*Special Services Unit*-- Staff from this office conduct background and character investigations for the following state service appointments: special police powers, state tax investigators, transportation companies, the Military Department and utility companies. Special services also licenses private detectives, private security agencies and detective agencies. In FY 1980-81, \$133,000 in fees were generated.

*License Unit*-- This unit works closely with the uniform personnel assigned to the investigations section. The major function of the license unit is to process annual license renewals for amusement parks, carnivals, circuses, bingo functions, Las Vegas night equipment dealers and moving picture theaters. The office also conducts written examinations for the motion picture projectionist license. In FY 1980-81, \$57,500 in license fees were received.

Investigations section. This section consists of a training and fire analysis unit and two field units.

*Field Units*-- The two field units investigate any fire upon request of a local fire marshal. In FY 1980-81, there were over 30,000 fires reported in the state; the two field units were involved in the investigation of 138 of these fires. Other functions of the units include:

- responding to local fire marshals requests for fire code interpretations; and
- inspecting amusement parks, circuses, carnivals, tent shows, tanks, equipment and vehicles used for the storage use and transportation of hazardous materials to insure compliance with established codes and regulations.

*Training and Fire Analysis Unit*-- The functions of this office include:

- arranging certification courses for local fire marshals that are taught by members of the Connecticut Fire Marshals' Association; and
- processing and tabulating fire incident reports received from local fire marshals.

In FY 1980-81, 80 fire marshals were certified and over 30,000 fire incidents were recorded.

Technical section. This section is composed of boiler, demolition and elevator regulation units, the state building inspector and the fire safety coordinator.

*Boiler Inspection Unit*--This office inspects all power boilers operating at steam or vapor pressure in excess of 15 pounds per square inch at least once annually. All low pressure steam or vapor heating boilers, hot water heating boilers and hot water supply boilers must be inspected at least once every two years.

*Demolition Unit*--The demolition inspector has the responsibility to certify and license all demolition contractors and process renewals of such licenses annually. In FY 1980-81, 300 inspections, investigations and consultations were carried out; nearly \$32,000 in fees were collected.

*Elevator Inspection Unit*-- The eight inspectors assigned to this agency must inspect each elevator, escalator and tramway operated in the state at least once a year to insure compliance with established codes. In FY 1980-81, \$141,355 in revenue was collected.

*State Building Inspection*-- The state building inspector administers the state building code which regulates design, construction and use of buildings in the state. The state building inspector works in conjunction with the state Building Code Standards Committee.

Table I-2 shows the number of inspections completed, fees collected and certificates issued by the elevator, boiler and demolition units for fiscal years 1979-80 and 1980-81. The reason for greater revenue was due to increased fees in all three areas.

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Table I-2. Regulatory Output Statistics--FY 1979-80 and FY 1980-81.

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	Elevators		Boilers		Demolition	
	<u>79-80</u>	<u>80-81</u>	<u>79-80</u>	<u>80-81</u>	<u>79-80</u>	<u>80-81</u>
Monies collected	\$66,205	\$141,355	\$35,384	\$7,034	\$7,900	\$31,400
Certificates issued	6,491	6,620	N/A	7,474	45	177
Inspections completed	7,712	6,802	2,074	1,991	286	76

N/A = Not Available

Source: Bureau of State Fire Marshal.

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## Analysis

The major function of the state police is law enforcement while the duties of the fire marshal's office are limited to fire investigations, inspections, fire and building code assistance and licensing activities. The fire marshal's office is not integral to the organizational structure of the state police. When internal budget and staff decisions are made, the Bureau of State Fire Marshal receives a lower priority than that of the state police. In FY 1979-80, the fire marshal's office had 66 state funded positions; in FY 1981-82 it is budgeted for 59. Past budget decisions indicate that officials of the state police view the role of the fire marshal's office as secondary to that of the state police.

A major activity of the state fire marshal's office is to investigate fires when requested to do so by local fire marshals. In FY 1980-81, there were more than 30,000 fires reported in Connecticut with greater than half being of a suspicious nature. More significantly, in only 138 cases was the state fire marshal's office called in for assistance. Of these 138 fires investigated, 76 were just to determine cause, 38 to assist the local or state police and only 24 were complete arson investigations. In FY 1980-81, the state fire marshal's office investigated less than one half of one percent of the fires in Connecticut while the balance were investigated by local police and fire departments. The data demonstrate that the state fire marshal's office has been called on very rarely by local fire marshals for arson investigations.

Table I-3 indicates the fire marshal's office spends a disproportionate share of time offering technical assistance to local fire marshals on fire code compliance, outdoor assembly inspections, explosive inspections and movie theater inspections. Similarly, the elevator and boiler units also devote a substantial amount of effort to yearly inspections. In summary, output statistics reveal that the fire marshal's office spends the vast majority of its efforts on inspections and technical assistance to local fire marshals and not on fire investigations.

## Conclusions

The Bureau of State Fire Marshal is not an integral part of the organizational structure of the state police. The functions of the fire marshal's office are not related to the law enforcement duties of the state police. After reviewing the activities

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Table I-3. Bureau of State Fire Marshal--Output Statistics.

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	<u>FY 1979-80</u>	<u>FY 1980-81</u>
Amusement park inspections	7	10
Building inspection re: Fire Safety Compliance	290	136
Explosive Inspections & Investigations	108	165
Fireworks Inspection	13	4
Fires Investigated	214	138
Hazardous Material Inspection and Investigations	51	35
Migrant Camp Inspections	15	32
Motion Picture Theater Inspections	68	146
Outdoor Assembly Inspections	304	292
Projectionists Examinations	53	3

Source: Bureau of State Fire Marshal.

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carried out by the fire marshal's office it is apparent that some of the duties performed are not related to fire or codes services, such as the weapons permit and special services units.

The staff of the fire marshal's office has been unable to coordinate fire prevention and suppression activities and resources. The reason for this lack of coordination is the divided system whereby fire prevention resources are located in the fire marshal's office while fire suppression resources are controlled by the Commission on Fire Prevention and Control.

## COMMISSION ON FIRE PREVENTION AND CONTROL

### Background and History

The Connecticut General Assembly created the Commission on Fire Fighting Personnel Standards and Education in 1973. This legislation marked a major step in providing uniform training and standards throughout Connecticut. The commission, consisting of 11 members, was empowered to establish minimum standards of education, health and physical condition, and temperament for fire fighters. It also was required to establish standards for in-service fire fighting training and an education certification program to certify professional fire fighters. The legislation authorized the commission to recommend standards for promotion within the various ranks of organized fire departments.

Public Act 73-649 gave the commission less than two years to establish minimum standards, after which time no person could be appointed or hired unless certified. The act did not apply to municipalities with professional fire departments consisting of less than six persons nor to any volunteer fire department.

In 1975, the legislature changed the name of the commission from fire fighting personnel standards and education to the Commission on Fire Prevention and Control and expanded its membership to 14. The other significant changes were: 1) the establishment of an office of state fire administration, along with a funded position of state fire administrator; and 2) a change in the date requiring new fire fighters to be certified from January 1, 1975 to January 1, 1976. The intent of the new act was to firmly establish an agency responsible for training and certification.

Much of the debate surrounding this legislation attempted to clarify the commission's role in relation to volunteer fire departments and control over state funds. One amendment deleted a provision from the original bill that would have given the state fire administrator control over all state funds. Some funds for fire service are given to the Connecticut State Firemen's Association. Language was also added insuring that volunteers may elect to cooperate with the commission at their discretion.

In the senate, a reference was made to the fact that the bill was introduced partly in response to the prospect of receiving federal funds. According to the 1975 senate transcripts, another senator indicated that the legislation was an

attempt "to coordinate at the state level a number of services fragmented throughout the state government and to raise to a greater level of importance the question of fire safety and fire prevention."

Further legislative changes were made in 1980. The commission, finding it impossible to meet the mandate of certification of all newly hired professional fire fighters, requested that its statutes be altered to make certification voluntary. The legislature agreed and deleted the statutory mandate, giving the commission instead the power to recommend minimum standards of education and physical condition for fire fighters.

During the 1981 session, Public Act 353 added responsibility for payments to local volunteer fire departments responding to calls on limited access highways to the duties of the state fire administrator. Previously, payments were handled by the state fire marshal.

Fire personnel in Connecticut. The fire services in Connecticut can best be characterized as highly independent and decentralized, since Connecticut's 169 towns contain 284 community-based fire service agencies. There are currently over 21,500 active employees/members working for fire departments. Fire service personnel fall into three categories: 1) volunteer members; 2) full-time paid employees; and 3) part-time paid employees/members. Table I-4 gives a distribution of fire service personnel by cost category and position.

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Table I-4. Fire Service Personnel--Distribution by Category and Position.

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<u>Distribution</u>	<u>Percentage</u>
Volunteers	78%
Full-time paid employees	19%
On call/part-time paid employees	3%
	<u>Positions</u>
Chief officers	950
Company level officers	2,360
Fire fighters (226 certified)	17,450
Non-fire fighters (support personnel)	<u>750</u>
Total	21,510

---

Analysis of fire fighters according to population density reveals a trend in type of personnel employed. Generally, more densely populated areas have a greater percentage of paid employees than less populated towns. Table I-5 indicates that in the 50 most densely populated towns, 32 percent of those employed are paid fire fighters, while suburban/rural towns rely mostly upon volunteers, employing only 5 percent paid personnel.

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Table I-5. Nature of Fire Personnel by Population Density.

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The 50 most densely populated towns employ:

10,900 Personnel (50.7% of the total)

62% Volunteers

38% Paid

98% of the paid full-time fire  
fighters work in urban areas.

The 119 suburban/rural towns employ:

10,600 Personnel (49.3% of the total)

95% Volunteers

5% Paid

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#### Purpose, Powers and Duties

The Commission on Fire Prevention and Control is an independent governmental entity responsible for the coordination of the training of fire personnel and the certification of fire fighters in the state of Connecticut. The commission is composed of 14 members with the following specified representation: state fire marshal, director of the board of trustees of the state technical colleges, two members of the Connecticut State Firemen's Association, two members of the Connecticut Fire Chiefs' Association, two members of the Uniformed Fire Fighters of the International Association of Fire Fighters, AFL-CIO, two members of the Connecticut Fire Marshals Association, two members of the Connecticut Fire Department Instructors' Association, and two members of the Connecticut Conference of Municipalities. All appointments are for three years and are made by the governor.

The commission is given specific statutory authority to:

- recommend the minimum standards of education and physical condition required of each candidate for any fire fighter position;
- establish standards for a voluntary fire fighting training and education programs;
- develop and conduct an examination program to certify professional fire fighters;
- conduct continuing education programs for the fire service;
- recommend standards for promotion to the various ranks within fire departments;
- apply, receive and distribute federal funds available for training and education;
- report annually to the governor and the General Assembly; and
- oversee the Office of State Fire Administration.

The legislation governing the commission also establishes the Office of State Fire Administration and the position of state fire administrator. Duties of the office include: developing a master plan for fire prevention and control; carrying out commission functions; and administering the state's responsibilities under federal laws relevant to the fire service.

The state fire administrator is specifically required to perform all the duties given to the office. In addition, he must: 1) administer federal funds and grants allocated to the fire services; 2) provide technical assistance and guidance to fire fighting forces within the state; 3) accumulate, disseminate and analyze fire prevention data; 4) recommend specifications for fire service materials and equipment; 5) assist in mutual aid coordination; 6) coordinate fire programs with those of other states; 7) assist in communications coordination; 8) establish and maintain a fire service information program; and 9) administer payments to volunteer fire departments responding to calls on limited access highways.

A recent budgetary change placed the regional fire training schools under the Commission on Fire Prevention and Control for administrative purposes only. The fire schools provide training for fire fighters at the regional level, and are run by incorporated, nonprofit associations which receive state funds funneled through the Office of the Comptroller. The Connecticut State Firemen's Association approves all payments of state funds to the regional schools. At the same time, the commission runs its own statewide training school, the Connecticut State Fire School.

Fiscal Information

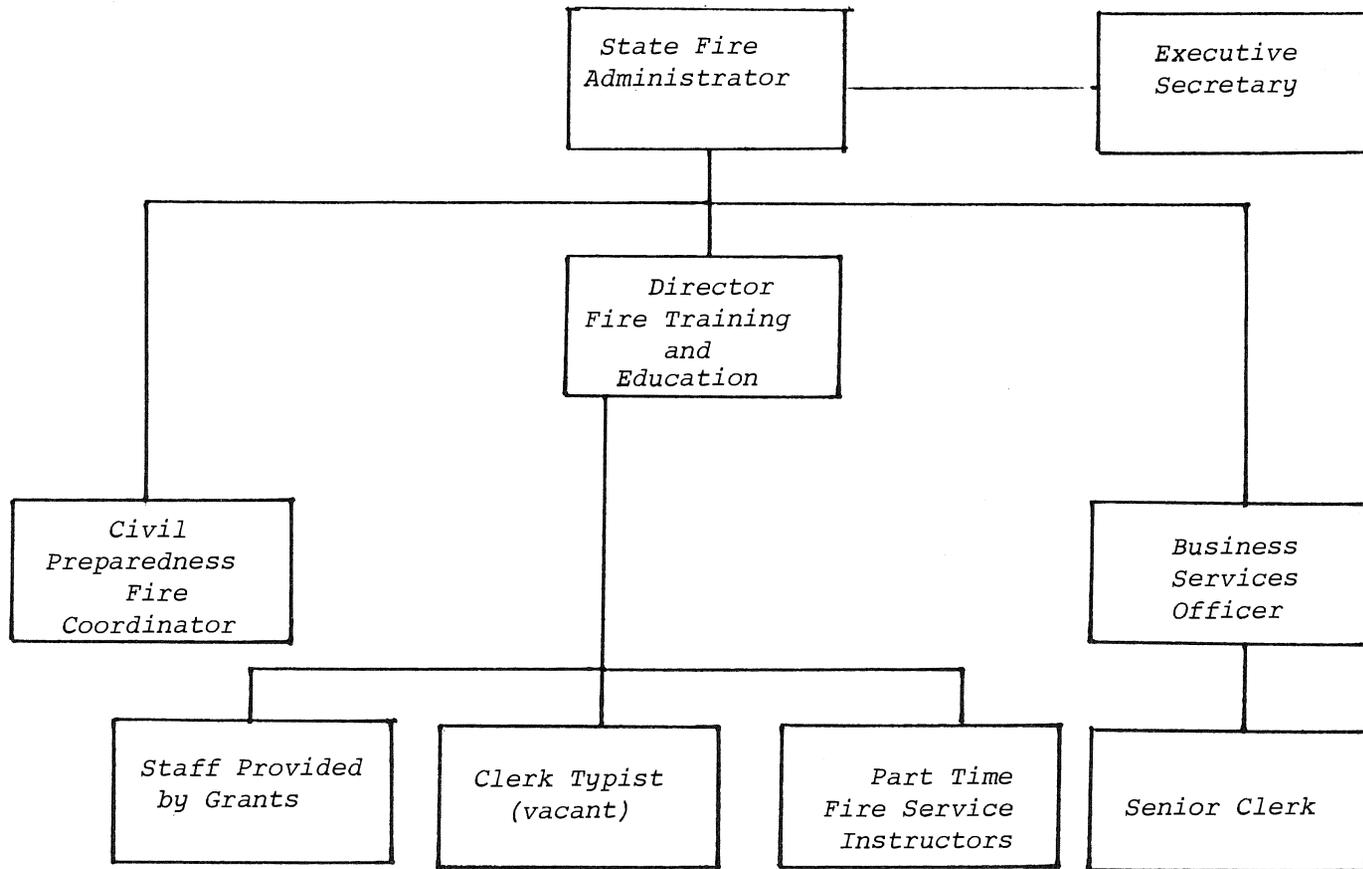
The commission employed six full-time personnel within the organizational structure outlined in Figure I-1. In addition, the commission employed a number of part-time instructors throughout the year for training purposes. The major budgetary change since FY 1979-80 has been a steady decline in federal funds. As noted in Table I-6 the agency's appropriated budget doubled in FY 1981-82. This dramatic increase results from the inclusion of the funds for the regional fire training schools under the commission's budgetary category as well as funds designated for payments to volunteer companies.

Table I-6. Budget for the Commission on Fire Prevention and Control.

<u>Positions</u>	<u>Actual 1979-80</u>	<u>Estimated 1980-81</u>	<u>Appropriated 1981-82</u>
Full-time	7	6	7
Others, Equated to full-time	2	2	2
<u>Operating Budget</u>			
Personnel services	\$ 99,877	\$113,950	\$126,854
Instructors (part-time)	16,351	17,644	36,746
Other expenses	55,384	38,644	43,000
Equipment	4,728	4,950	4,970
Federal funds	159,353	138,501	30,000
Grant payments*	<u>0</u>	<u>0</u>	<u>313,755</u>
AGENCY GRAND TOTAL	\$335,693	\$313,689	\$555,325

\* Includes payments to six regional fire training schools (\$169,755) and payments to volunteer fire departments (\$144,000).

Figure I-1. Commission on Fire Prevention and Control--Organizational Chart.



## Activities

The Legislative Program Review and Investigations Committee staff evaluation of the Commission on Fire Prevention and Control included attending commission meetings, analyzing surveys, interviewing individuals and holding public hearings to gain an accurate picture of the operations of the commission and the office of state fire administration. This review, in conjunction with the overall fire study, elicited detailed information on the commission's internal functioning as well as its relationship with the fire service in Connecticut. This section will attempt to outline the commission's major activities concerning the prevention and control of fires.

A major responsibility of the commission is to provide training for fire fighters and to certify firemen who have completed various levels of training. For FY 1980-81, training provided by the commission can be broken down as shown in Table I-7.

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Table I-7. Statistics on Training, FY 1980-81.

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Number of part-time instructors	80
Courses taught	120
Average length of course	24 hours
Students attending	3,222

Source: Commission on Fire Prevention and Control 1981 Annual Report.

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Courses are given at various locations throughout the state. The Connecticut Fire Training School has no central facility, but frequently uses the regional schools and local fire departments to conduct classes. Training can be categorized into the following programs: 1) in-service training on the essentials of fire fighting; 2) hazardous materials; 3) general fire fighter training; 4) arson training; and 5) miscellaneous programs.

The commission also is responsible for certifying fire fighters. There are currently three levels of certification-- Firefighter I, II, and III. Certification activities for the previous three years are illustrated in Table I-8. As previously noted, there are approximately 21,500 paid and volunteer fire fighters in Connecticut.

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Table I-8. Fire Fighters Certified.

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<u>Level</u>	<u>FY-79</u>	<u>FY-80</u>	<u>FY-81</u>
I	0	57	101
II	0	0	68
III	0	0	0

Source: Commission on Fire Prevention and Control.

---

The commission, while not certifying instructors, does approve instructors to teach courses it funds. In FY 1980-81, it approved 112 instructors from paid and volunteer fire departments and regional fire training schools.

The commission maintains an audio-visual library, loaning materials to those interested in fire prevention and suppression. The library supplies over 1,000 films, overhead transparencies and slide/cassette programs to fire departments, schools and businesses. It estimated that the library's resources reached an audience of approximately 37,000 people during FY 1980-81, almost triple the audience reported for FY 1978-79.

The commission and the office of the state fire administrator provide technical assistance to the fire service and general public by reviewing proposed local training plans and plans for training facilities, maintaining a mailing list of fire personnel and assisting in the allocation of communication frequencies through its participation as the state fire radio committee. The commission also publishes and distributes a newsletter throughout the fire service.

### Analysis

The LPR&IC examined the legislative mandate and activities of the Commission on Fire Prevention and Control and the Office of State Fire Administration to determine if, as required under the sunset legislation, they warrant continuation, or if the mandate needs to be modified. During the course of the review, the committee identified several areas of study:

- 1) the organizational location of the Commission on Fire Prevention and Control and the Office of State Fire Administration;
- 2) the statutory duties of the Office of Fire Administration;

- 3) the policymaking role of the commission;
- 4) the composition of the commission; and
- 5) the relationship of the commission and the office with other proposed fire study recommendations,

Organizational location. During the fire study, it became apparent to the committee that state resources directed toward fire prevention, suppression and control needed to be better coordinated at the state level. For example, the Commission on Fire Prevention and Control was not combined with nor placed under any agency during reorganization, but was left as an independent entity. In addition, fire resources, particularly for training are widely dispersed throughout the state.

Figure I-2 gives an overview of fire and education training resources in Connecticut. Programs are offered at the local, regional and state level and state funds are used by training facilities. There are 13 agencies providing training to the fire services; 11 agencies receive state funds.

The program review committee was not able to determine if programs were being duplicated or if there was a minimum standard required of all instructors and curriculum. Testimony at the public hearings indicated there were varying levels of training offered at schools throughout the state. There is no evaluation of the programs to identify whether or not state funds are being used in an optimal fashion. This role, according to the legislative history establishing the Commission on Fire Prevention and Control, was intended to be fulfilled by the agency. Although the agency was mandated to coordinate fire training, it was specifically denied the authority to administer state funds for all fire training in Connecticut.

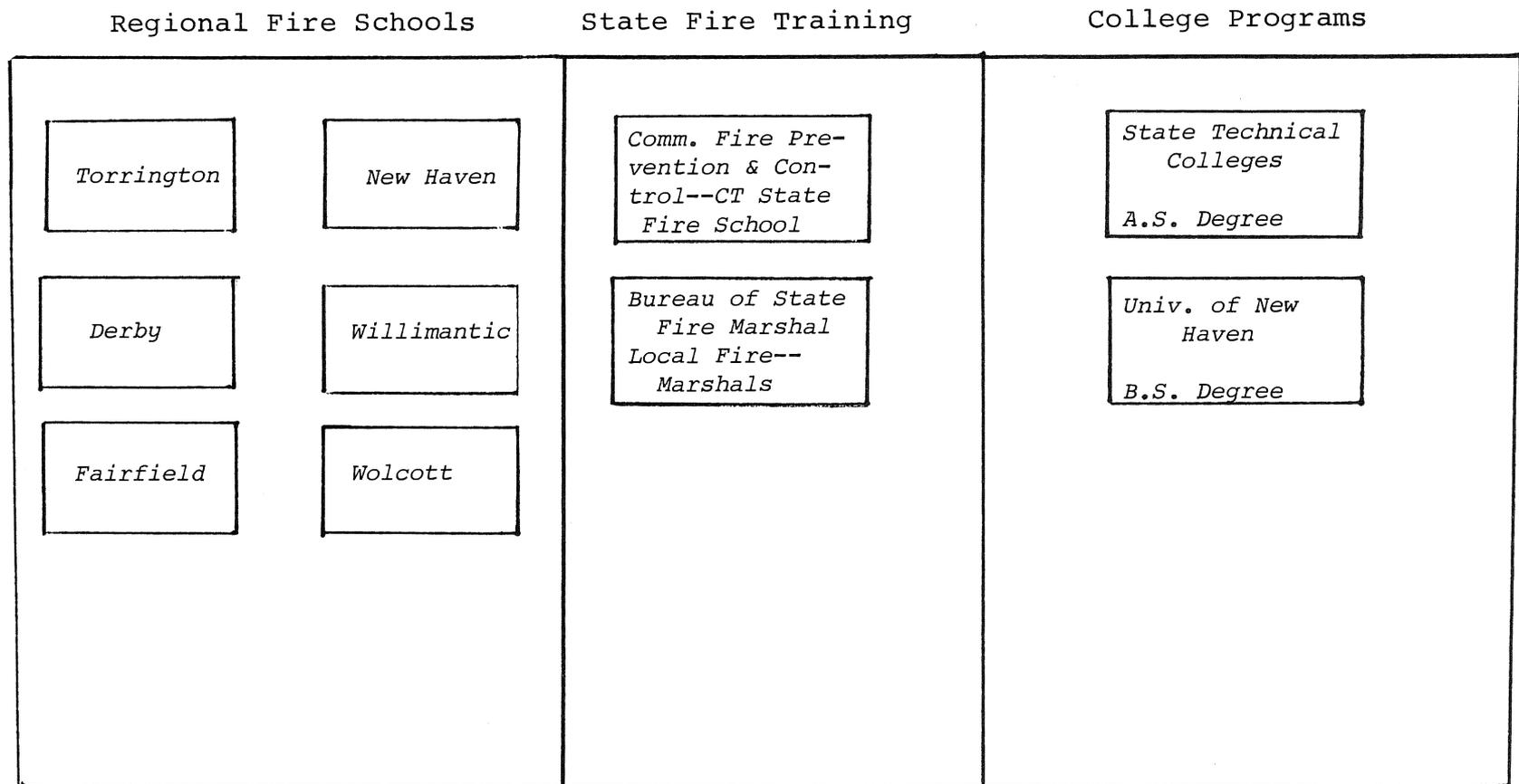
The commission also favored some form of consolidation. In the LPR&IC survey sent to agency staff, the following two questions were asked concerning the centralization of fire services. Those responding indicate strong support for the creation of a single state agency.

Should all state funds earmarked for the fire service be consolidated within a single state agency?

a. 83% Yes

b. 17% No

Figure I-2. Fire Education and Training Resources in Connecticut.



Should all fire related activities (e.g., fire and building codes, training, education, investigation, etc.) be placed within a single state agency?

a. 67% Yes

b. 33% No

Powers and duties. In reviewing the Office of Fire Administration, the LPR&IC related powers and duties to activities and outputs. The quantity of courses offered by the agency and the numbers of students impacted has been quite high. In testimony at the public hearing, the state fire administrator noted an increase in the number of students taught from less than 1,000 in 1978 to over 3,000 in 1981. However, while the committee considered the increase substantial, it expressed concern over the number of fire fighters certified in the same four years. The commission has had the mandate to develop and certify fire fighters since 1973, but had only certified 226 fire fighters as of April 1981, and all had been certified in the past two years.

To maximize state resources and correct deficiencies in accountability and coordination, the LPR&IC considered several options including the certification of fire instructors, the certification of fire curriculum and state agency approval of all fire related grants. The committee found that it would be extremely difficult and costly to raise all fire fighters to statewide minimum standards. Therefore, resources should be targeted where they will have the optimal impact on the fire services.

Policy-making role. The 14 member commission currently has administrative authority over the agency. In an LPR&IC survey, the commissioners were asked to rank their duties in order of importance. The following responses are arranged according to the items ranked most often by commissioners. Fifty-seven percent of the 14 commissioners answered the survey.

Staff analysis of the survey responses produced the following rank ordering of commission duties as perceived by commission members.

- 1 Conducting continuing education programs for the fire service
- 2 Overseeing the operations of the Office of State Fire Administration
- 3 Developing and conducting an examination program to certify professional fire fighters and instructors
- 4 Establishing educational program and training standards for volunteer fire departments

- 5 Recommending improvements in the organization and management of the resources devoted to the fire service throughout Connecticut
- 6 Applying for, receiving and distributing federal funds available for training and education
- 7 Making recommendations concerning methods for improving the administration of state fire related programs
- 8 Recommending minimum educational and physical standards required of each candidate for certification
- 9 Recommending standards for promotion to the various ranks within fire departments
- 10 Reporting annually to the governor and general assembly

In another survey question, the commissioners estimated their share of time spent on individual activities. They responded as follows: (Average responses.)

- 5% Recommending minimum educational and physical standards required of each candidate for certification
- 5% Establishing educational program and training standards for volunteer fire departments
- 10% Recommending improvements in the organization and management of the resources devoted to the fire service throughout Connecticut
- 11% Making recommendations concerning methods for improving the administration of state fire related programs
- 7% Developing and conducting an examination program to certify professional fire fighters and instructors
- 12% Conducting continuing education programs for the fire service
- 2% Recommending standards for promotion to the various ranks within fire departments
- 8% Applying for, receiving and distributing federal funds available for training and education
- 5% Reporting annually to the governor and general assembly
- 29% Overseeing the operations of the Office of State Fire Administration

4% Other (specify) Miscellaneous

98% TOTAL One respondent indicated 53% of the time was  
spent overcoming bureaucratic impediments.

Both questions reveal that the commission spends a large portion of its time overseeing the Office of the State Fire Administration and that this particular function is the second most important duty it performs. The members see their most important priority as providing continuing education programs for the fire service.

LPR&IC staff observance of commission meetings and analysis of minutes indicate that the commissioners generally focus on a variety of topics concerning the fire service, including training programs, the availability of federal funds and current developments in fire prevention and protection. The commission responds to its staff reports and recommendations and votes upon matters pertaining to certification, examinations and reports to be issued.

Two major items discussed throughout 1980 were fire fighter qualifications and a policy for certification. Other activities included a detailed review of the agency's budget, which resulted in line item reductions, and discussions of proposed legislation affecting the fire services. The commission appears to spend an inordinate amount of time on the routine administration of the agency compared to establishing policies and objectives that would increase the number of certified fire personnel. Certification is occasionally mentioned as a high priority program of the commission, but as the survey indicates, it is ranked below overseeing the office of the fire administration in both questions.

Composition of the commission. The final area reviewed by the Legislative Program Review and Investigations Committee was the composition of the commission. The committee noted that there are no public members on the commission, while other state boards and commissions are required to have at least one third public representation.

Several options were considered for revising membership, including reducing the size of the commission. However, most groups with members currently on the commission are represented by both a volunteer and a paid individual, hence two people are appointed from each group. To maintain this balance and include public members, an increase in the commission size would be necessary.



## CODE STANDARDS COMMITTEES

Currently, two separate committees are responsible for overseeing the building code and the fire safety code. Many of the issues of interest about each area, however, are the same. In an effort to facilitate presentation of the committee's analysis of the two standards committees, background material about each is presented before the discussion about issues of concern.

### STATE BUILDING CODE STANDARDS COMMITTEE

#### Background and History

Since 1945, Connecticut has had a state building code. However, up until 1969 each municipality could decide whether it wanted to adopt the state code or establish its own. Because of the cumbersome and conflicting nature of this system, the legislature moved to require a uniform code throughout the state.

Public Act 69-443 created the State Building Code Standards Committee which, along with the state building inspector, was to adopt, promulgate, and administer a code, including the granting of modifications. This code was mandatory for all municipalities, with towns being prohibited from making stricter amendments to the code. The first uniform state building code was published in 1971 and used until the new edition of Connecticut's basic building code became effective in September of 1981.

The act also required each town to appoint a local building inspector, but did allow contiguous towns to share an inspector. In addition, the legislation specified that the State Building Code Standards Committee be made up of nine individuals appointed by the commissioner of public works. The members included two architects, three professional engineers, two builders, one public health official, and one building official.

In 1977, the executive reorganization act transferred both the State Building Inspector and the Building Code Standards Committee to the Department of Public Safety. The membership was also altered to comply with the public member requirement, but the powers and duties of the inspector and the committee remained unchanged from the initial enabling legislation.

#### Structure

The State Building Code Standards Committee is located in the Bureau of State Fire Marshal within the Department of

Public Safety, and is comprised of the following nine members appointed by the commissioner of public safety:

- one registered architect;
- two registered professional engineers (either structural, mechanical or electrical, but not to represent the same specialty);
- one builder or superintendent of building construction;
- one building official;
- one public health official; and
- three public members.

Each member, excluding the public members, must have ten years experience in his or her respective field to be eligible for appointment.

While the standards committee itself has no budget or staff, the state building inspector and a secretary are assigned by the department to provide staff assistance to the committee. Each of the two staff members spends approximately 14 hours per week on committee business.

#### Purpose, Powers, and Duties

The Building Code Standards Committee is jointly responsible, with the state building inspector, for adopting, promulgating and administering the state building code, which regulates the design of new buildings as well as alterations of buildings already erected.

The committee, in concert with the state building inspector, has the following powers and duties:

- review and revise the state building code with special emphasis on energy conservation and utilization of renewable energy resources;
- consider and act upon applications for modifications or variances of the state building code as it relates to accessibility to the handicapped;

- consider and act upon proposed amendments to the state building code, following the process in the Uniform Administrative Procedures Act;
- develop, in connection with the Fire Safety Code Standards Committee, separate building code standards for the rehabilitation of buildings;
- consider and act upon applications for modifications or variances of standards for historic buildings incorporated in the state building code;
- ascertain the eligibility of potential building officials and issue certification to those who qualify;
- may (with the approval of the commissioner of public safety) prepare and conduct educational programs designed to train and assist building officials in carrying out their responsibilities;
- hear appeals of persons aggrieved by a municipal board of appeals;
- revise the state building code with special emphasis on allowing exemptions for properties acquired by an urban homesteading program; and
- consider applications for variations or modifications of the state building code.

### Activities

The State Building Code Standards Committee meets every second Monday at the Department of Public Safety complex in Meriden. The average attendance is five members and meetings on the average last approximately three hours. LPR&IC staff observation of standards committee meetings and analysis of the minutes show that the committee's major activities are dealing with handicapped exemption requests and modification hearings.

The procedure for the handicapped variance is set out in statute. The applicant first files a written request with the

State Building Code Standards Committee, a copy of which is supplied to the office of Protection and Advocacy for the Handicapped. The director of that office reviews the application and makes a recommendation. The Building Code Standards Committee is obligated to consider this recommendation when making its decision on the request. From January to July of 1981, the committee heard 42 handicapped requests.

The committee's other major activity has been the hearing of modification requests. These requests are made when the applicant feels that meeting the code would cause a hardship, or otherwise cannot be reasonably met. In most cases during the observation period, the modification requests were approved, except in two cases where the committee determined that the request already met the building code. Since the beginning of this review, the Building Code Standards Committee has also been involved in overseeing the printing of the revised code, and assisting in two training workshops, held to inform building officials about the new code.

#### Fiscal Information

Expenses incurred by the Building Code Standards Committee during FY 1979-80 were approximately \$16,600. An assessment of staff costs based on the amount of time they spent on committee business totaled \$15,372. Other expenses were about \$1,222.

### FIRE SAFETY CODE STANDARDS COMMITTEE

#### Background and History

The Fire Safety Code Standards Committee was established in Connecticut in 1975. The major reason for its creation was to provide the office of the State Fire Marshal with the technical expertise needed to develop and administer a state fire safety code. However, there was major disagreement at legislative public hearings held prior to its creation, regarding the exact role such a committee should have.

In 1975 the legislature passed Public Act 139, which stated that the Fire Safety Code Standards Committee would, "in conjunction with the state fire marshal," adopt, promulgate, and administer a fire safety code, and assist the state fire marshal, upon his request, in interpreting his statutory obligations. Because of this ambiguous statutory language, and

the resulting inquiries by committee members, the then Department of State Police requested an official opinion from the office of the Attorney General as to the statutory obligations of both the committee and the department.<sup>2</sup> The attorney general's opinion stated that the legislative intent was to "provide the state fire marshal with technical professional assistance in matters of code interpretation and promulgation."<sup>3</sup>

### Structure

The Fire Safety Code Standards Committee is within the Bureau of the State Fire Marshal within the Department of Public Safety. The committee consists of the commissioners of administrative services and labor, as well as nine members appointed by the governor:

- one registered architect;
- four registered professional engineers (one practicing structural engineer, one practicing mechanical engineer, one practicing electrical engineer and one practicing fire protection engineer); and
- four local fire marshals.

To be eligible for appointment, each gubernatorial member must have ten years of practical experience in his or her field. While not statutorily exempted from the public member requirements instituted with reorganization, this committee has no public members.

The committee has neither its own staff nor budget, but is assigned secretarial staff from the state fire marshal's office to take meeting minutes, send out materials and perform general clerical duties as needed. The chief of technical services of the bureau also attends the committee's meetings and serves as a liaison between the committee and the state fire marshal's office. These two staff members spend approximately four hours each month on committee business.

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<sup>2</sup> The Department of State Police was incorporated into the new Department of Public Safety in 1977.

<sup>3</sup> May 26, 1976, letter from the Office of the Attorney General, to The Honorable Edward P. Leonard, commissioner, State Police Department.

### Purpose, Powers and Duties

The Fire Safety Code Standards Committee is to provide technical assistance to the Bureau of State Fire Marshal. In conjunction with the state fire marshal, the committee is to develop, promulgate, and administer a fire safety code in Connecticut. At the request of the state fire marshal, the committee assists in interpreting his statutory obligations.

### Activities

The Fire Safety Code Standards Committee has no statutory meeting requirements. During 1980, it met four times and had an average attendance of six members. A review of the 1980 minutes shows that the majority of the meeting time was spent reviewing the work of the consultant hired to rewrite the fire and building codes.

From January to July of 1981, the committee met four times, with meetings being held at the Connecticut State Police Academy. There was no prepared agenda for meetings, and LPR&IC staff observed that the meetings would often end up focusing on the role and mission of the standards committee. The committee also discussed the progress in getting the new code adopted and promulgated, as well as the logistics of its printing and distribution. Legislative matters were also topics addressed by the committee. Recently, the state fire marshal's office has informally involved the committee in a code modification request as well as an appeal from a local fire marshal's decision.

### Fiscal Information

The Fire Safety Code Standards Committee members receive no compensation or reimbursement for expenses. Therefore, the only expense of the committee is the indirect cost of staffing as described in an earlier section. Based on FY 1979-80 data, the Legislative Program Review and Investigations Committee's assessment of these annual expenses is:

\$273	Clerical
<u>797</u>	Chief of Technical Services
\$1,070	TOTAL

## ANALYSIS--BUILDING AND FIRE CODE STANDARDS COMMITTEES

Analysis of the Building Code Standards Committee and the Fire Safety Code Standards Committee overlapped in a variety of areas and led to a number of joint recommendations. There are some issues, however, which pertain only to one area. The analytical section is subdivided into two separate parts in order to discuss these similarities and differences.

### Issues Affecting both the Building Code Standards Committee and the Fire Safety Code Standards Committee

Existence of both committees. The Legislative Program Review and Investigations Committee's examination of both the State Building Code Standards Committee and the Fire Safety Code Standards Committee is aimed at determining whether they should be continued, terminated or modified.

Analysis of the Building Code Standards Committee's activities indicates that the committee performs a number of valuable functions that otherwise would have to be provided by a state agency at considerable cost. The activities outlined in Table I-9 below illustrates the scope of the committee's duties:

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Table I-9. Building Code Standards Committee--Activity Level, January 5, 1981 - July 13, 1981.

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Exemption Requests -	42 <sup>1</sup>
Hearings on "Modifications" -	9
Hearings on Appeals -	1

<sup>1</sup> This number includes those applications received in 1980, but not considered until 1981.

Source: Based on an analysis of the minutes of 12 meetings from January 5, 1981 to July 13, 1981.

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The committee's composition also provides the Department of Public Safety with valuable expertise in the building code area. This expertise is necessary to make informed decisions on the granting of modifications or variances and in giving official code interpretations. The committee seriously weighs the

reasonableness of the request while maintaining the overriding consideration--public safety.

The program review committee's analysis of the Fire Safety Code Standards Committee indicates a different situation exists with this body. The Fire Safety Code Standards Committee is provided no real statutory role. Section 29-39a of the Connecticut General Statutes requires the committee to work in conjunction with the state fire marshal to adopt, promulgate and administer a fire safety code. Upon request of the state fire marshal, the committee may assist in interpreting his statutory obligations. This language has been interpreted by the Attorney General to mean that the committee's role is advisory. This situation has created problems since the committee's inception. Indeed, a number of the committee's members see it as a major impediment to their effective operation. (See Table I-10.) As such, the question of the committee's mission often occupies a good deal of the group's time during meetings.

Another problem affecting the Fire Safety Code Standards Committee is the poor relationship between it and the state fire marshal's office. Committee members state that the Department of Public Safety defines the committee's role too narrowly and never seeks members' input on important matters. In fact, Table I-10 indicates that the majority of respondents feel this is either the most severe or second most severe impediment to the committee's effective operation.

During 1980, the year when the state fire safety code was being revised, and a time when the committee could have taken an active role in this activity, it met only four times. Further, even though the committee has been in existence since 1975, the legislature had to statutorily mandate that both the building and fire safety codes be revised.

Neglect in this area weighs more heavily on the Fire Safety Code Standards Committee than on its building code counterpart, since the latter has a number of functions to perform, while the only statutory function of the former is providing assistance to the state fire marshal in the adoption and promulgation of a code.

The Fire Safety Code Standards Committee has also had difficulty obtaining a quorum for meetings. While the committee is not statutorily obligated to meet regularly, the committee schedules monthly meetings. However, the committee had to cancel three of its seven scheduled meetings from January to July of 1981 because of a lack of a quorum.

Table I-10. Fire Safety Codes Standards Committee Impediments to Effective Operation.

If yes to question 6, what do you feel is the major impediment to the State Fire Safety Code Standards Committee? If you choose more than one, please rank in order of severity (i.e., 1 = Most Severe Impediment, 2 = Less Severe, etc., etc.).

<u>Most Severe</u>	<u>2nd Most Severe</u>	<u>3rd Most Severe</u>	
3			The statute concerning purpose and functions is unclear
3	3		The Department of Public Safety interprets the committee's role and function too narrowly
1	2		The lack of participation by some of the committee's members
			The mandate of the committee is not important enough to warrant the existence of the Fire Safety Code Standards Committee
	1	3	Lack of staff and funding of the committee to carry out its functions
		1	Other (please specify) Chapter 530 of the Connecticut General Statutes should clarify the actual authority of the committee

N = 7 Respondents

Source: LPR&IC Questionnaire.

Despite the problems with the Fire Safety Code Standards Committee, the Legislative Program Review and Investigations Committee acknowledges that the legislative intent in creating the committee is worthwhile and another method of providing assistance in the fire code area should be implemented. One of the major problems that the program review committee discovered during this study is the vastly different methods of administering the two codes. While the Building Code Standards Committee is given equal decision-making authority with the state building inspector, the Fire Safety Code Standards

Committee provides only advice to the state fire marshal. Further, with the latest code revision, a great degree of coordination has been achieved in the codes themselves, but little has been done to merge the ways in which they are administered.

This variation in code administration has a detrimental impact on the public. For example, an appeal heard by the Building Code Standards Committee during the summer of 1981 involved an appellant who had also requested a modification to the fire safety code from the state fire marshal's office, a fact of which the building committee was unaware. This case illustrates that the separate administration fosters a lack of communication and makes it necessary for the consumer to seek the approval of more than one body when requesting a modification of, or appeal to the two codes.

Continuation of Connecticut's codes. The Legislative Program Review and Investigations Committee closely examined whether Connecticut should continue to adopt its own codes or whether it would be advisable to adopt national building and fire codes. This topic has received much attention recently, especially with respect to the building code.

A symposium, sponsored by the legislature, was held in fall 1981 to discuss whether Connecticut should continue to adopt its own basic building code. The general consensus of this meeting was that Connecticut has developed a first-rate building code that is well-coordinated with the state's fire safety code. According to testimony given at the Legislative Program Review and Investigations Committee's public hearing, no similar coordination exists with the national codes. Therefore, to adopt national codes in either the building or fire safety area would be regressive.

The participants at the fall symposium did cite a number of problems, however. The most significant was weak building code administration caused by a lack of staff in the current state building inspector's office. This problem was also mentioned by both building officials and members of the building code standards committee during this review.

An additional problem discussed at the symposium was the great delay in revising the two codes, resulting in Connecticut periodically falling behind other states in building technology as well as life safety methods. Another difficulty created by the delay in code updating is that when the revision finally does take place, it is a monumental task. In

fact, the last revision was so overdue, the Connecticut legislature had to mandate updates of the two codes and appropriate \$177,600 to hire a consultant for their rewrite.

Finally, the participants at the symposium expressed dissatisfaction with the combined interpretation procedure of the state building inspector and the State Building Code Standards Committee. The speakers explained that often what the local building officials want is not an official interpretation but a technical opinion, and that due to a lack of staff in the building inspector's office, this is practically impossible to obtain.

However, according to information provided to the program review committee from the legislature's Planning and Development Committee, the sponsors of the symposium, all municipalities could become members of the organization of Building Officials and Code Administrators (BOCA) for a nominal fee, making them eligible to request code interpretations directly from BOCA. These interpretations would apply only to those sections of the BOCA code that Connecticut adopted without modification. Captain Leslie Williams, the Department of Public Safety representative at this symposium, stated that these BOCA interpretations will be accepted by the department and the Building Codes Standards Committee.

Review of plans at the local level. Another important issue affecting both the building and fire codes is the review of plans at the local level. Currently, only the local building official is required to review the plans before a building permit is issued. In some cases, this procedure has resulted in structures being built without meeting the fire safety code.<sup>4</sup> To achieve compliance, a consumer must then make costly and time-consuming modifications.

Review of plans at the state level. Conflict between the two codes also exists in the review of plans at the state level. The local fire marshal is statutorily provided the opportunity to submit plans to the state fire marshal's office for review before conducting an initial examination himself. The local building official, however, is responsible for the review of plans, and cannot refer them to a state authority to determine their code compliance.

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<sup>4</sup> For examples, see "A Study in Conflicts and Gaps: Fairness and Efficiency in the Administration of the Connecticut State Fire Safety Code" an unpublished masters thesis by Rosalind Silverstein, Hartford, CT, 1977.

The program review committee felt it could not make a recommendation on this issue at the present time. The LPR&IC is reluctant to discontinue the practice of the state reviewing plans for fire code compliance. The committee recognizes that a significant number of local fire marshals are inexperienced in reviewing plans. Elimination of this program now would be doing these local fire marshals a great disservice. The LPR&IC did state that the licensure program for local fire marshals should include intense training in the plan review areas in the near future so that local fire marshals can be totally responsible for the review of plans.

On the other hand, the committee is reluctant to extend the same opportunity to local building officials. First, the committee judged that the local building officials have more expertise in reviewing plans, since plan review is a normal occurrence for them. Second, the committee anticipates that if the same opportunity were given to the local building officials, there might not be sufficient state level review staff to handle the requests. Therefore, the Legislative Program Review and Investigations Committee took no action on this matter. The committee does suggest, however, that the General Assembly committee of cognizance may want to examine the issue again in the near future.

Legislative jurisdiction. The major problem permeating the entire codes area is the lack of coordination in administering the codes. This is evident at all levels, including the legislative. Currently, building code matters fall under the jurisdiction of the Public Safety Committee while the fire code is overseen by the Public Health Committee. A major thrust of the Legislative Program Review and Investigations Committee in this review is to unify areas that have historically been separated and thus streamline the process and legislative jurisdiction is no exception.

#### Issues Affecting Only the Building Code Standards Committee

Procedure for modification requests. The Legislative Program Review and Investigations Committee's analysis of the Building Codes Standards Committee's operating procedures indicates no problem exists with the committee's decision-making process. Votes are taken on all matters requiring decisions, and votes are officially recorded in the minutes. However, the program review committee finds the procedure for requesting a modification to the code does create problems.

First, while the other functions of the Building Code Standards Committee are placed in statute, the authority to grant modifications, one of the most common duties, is only outlined in the building code. Second, the modification request may come directly from the applicant to the Building Code Standards Committee without comment from the local building official. During this review, the standards committee heard two modifications requests that it later determined already met the state building code. Further, the Legislative Program Review and Investigations Committee determined that the standards committee's duties are significant and time-consuming, especially considering its members are volunteers, and it should not waste precious time on unnecessary applications.

Education of building officials. The Legislative Program Review and Investigations Committee also closely examined the education of building officials. The committee focused on two aspects--the statutory certification requirements and the in-service training. Table I-11 indicates that almost half of the building officials who responded are dissatisfied with the certification process.

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Table I-11. Satisfaction with the Certification Process of Building Officials.

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Are you satisfied that the certification process of building officials assures that only competent and knowledgeable persons are being certified?

<u>19</u>	Yes
<u>20</u>	No
<u>6</u>	No Opinion

N = 45

Source: LPR&IC survey of local building officials.

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The purpose of employing building officials is to ensure that new buildings and renovated structures meet the minimum standards set forth in the building code in order to protect public safety. There is a significant weakness in the system when the very people who must perform this duty do not feel that all their counterparts are well trained and competent.

The program review committee also finds the term certification as used in the statutory requirements for building officials does not coincide with the program review committee's definition outlined in its 1980 General Sunset Report. The committee concluded that since a building official cannot be appointed without first passing a test, the procedure is in effect licensure and not certification.

In addition, the Legislative Program Review and Investigations Committee determined that the critical area of in-service training had been neglected. Currently, this training is of an ad hoc nature and is left to the initiative of the current Building Code Standards Committee, rather than any state agency. As such, the training is haphazard, lacks curriculum planning, and relies too heavily on volunteer members of the Building Code Standards Committee.

Finally, the program review committee's analysis indicates there are severe communication problems between the Building Code Standards Committee and the local building officials. Table I-12 shows that the vast majority of building officials who thought there was a problem, indicated that the lack of communication between the committee and the local officials was the major impediment to the committee's effective operation. For example, building officials state that they are never informed of appeal results nor other pertinent information decided by the standards committee. Interviews conducted by program review committee staff indicate that the major cause of this communication problem is the lack of staff to service the Building Code Standards Committee.

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Table I-12. Building Code Standards Committee--Impediments to Effective Operation.

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2. If no to question 2, what do you think is the major impediment to the board's effective operation? If you choose more than one, please rank in order of severity (i.e., 1 = most severe, 2 = less severe).

<u>1st</u> <u>Most</u> <u>Severe</u>	<u>2nd</u> <u>Most</u> <u>Severe</u>	<u>3rd</u> <u>Most</u> <u>Severe</u>	
0	0	0	Poor statutory definition of role and functions
13	4	2	Lack of communication between the Building Code Standards Committee and the local building officials
0	0	1	Lack of participation on the part of some committee members
1	1	3	Organizational location of the committee within Department of Public Safety
6	4	0	Statutory mandate is too great for a volunteer committee
1	5	1	Lack of coordination between the building and fire safety codes, including officials and committees involved
2	2	1	Other

N = 45

Source: LPR&IC survey of the Building Code Standards Committee.

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## CHAPTER II

### Findings and Recommendations

- A. *Analytical Summary*
  - B. *Model Organization*
  - C. *Building and Fire Safety Codes*
  - D. *Commission on Fire Prevention and Control*
  - E. *Other Recommendations*
-



## ANALYTICAL SUMMARY

As indicated in the previous chapter, many problems with the operation of fire and codes services in Connecticut were identified by the Legislative Program Review and Investigations Committee during this study. The recommendations presented in this chapter are intended to provide a better coordinated and more efficiently structured system for the performance of mandated functions in these areas. In addition to summarizing the problems the committee found during its review, all recommended changes and the rationale for proposing them are described.

Organizationally, this chapter begins with a summary analysis of all the entities involved and a proposed general model for the reorganization and consolidation of the fire and codes services. Then, each entity will be discussed individually with specific recommendations and commentary as to how it fits into the proposed new structure.

### Structure and Service Delivery

During FY 1981-82, the state of Connecticut will spend approximately \$2 million on fire and codes services. (See Appendix II for a complete breakdown.) The fire and codes services delivery system is seriously fragmented resulting in a lack of coordination among the entities involved. Fire prevention activities such as administration of the fire safety code and the building code are handled by the fire marshal's office, while fire suppression training courses have been conducted by the Commission on Fire Prevention and Control and the six regional training schools.

The Commission on Fire Prevention and Control and the state fire marshal's office have failed to develop a comprehensive approach to planning and managing fire prevention and suppression activities. There has been an absence of joint planning to determine the needs of local fire departments, fire marshals and building inspectors. It was evident from LPR&IC public hearing testimony and interviews with those involved in the system that the fragmented fire services structure has split rather than united the various groups within the fire services. The entities involved have been unable to develop any plan that attempts to rationally distribute personnel and resources for fire and building code administration and enforcement, and fire fighter training.

The Commission on Fire Prevention and Control spends approximately \$57,000 on fire fighter training while the six regional training schools receive nearly \$170,000 in state

funds for training activities. Testimony at the LPR&IC public hearing revealed a lack of communication between these two groups. Training resources are not well coordinated and there is some evidence that programs are being duplicated within the larger system. A uniform curriculum does not exist for fire fighter training. The programs offered at the regional training schools vary and no attempt has been made to coordinate the courses taught. In written testimony submitted to the program review committee, the president of the Connecticut Fire Department Instructors Association, said:

It [the Commission on Fire prevention and Control] has not been able to coordinate the activities of the regional fire schools because of the turf issue within the fire service which it is unwilling to tackle at this time.<sup>5</sup>

As discussed previously, the state fire marshal's office has not been an integral part of the organizational structure of the state police. The major function of the state police is law enforcement while the duties of the fire marshal's office are limited to fire investigation, fire and building codes assistance, and licensing activities. When internal budget and staff decisions are made, the Bureau of State Fire Marshal receives a lower priority than that of the state police. Past budget decisions indicate that officials of the state police view the role of the fire marshal's office as secondary to that of the state police.

Fire and codes services integration. Fire prevention and suppression activities are often interrelated. For example, the way in which a building is constructed plays an important part in determining the fire safety of the structure. Such connections make it imperative that local building inspectors and fire marshals share their expertise and experience with fire fighters as they all work to provide vital, public safety services. All three groups should also be involved in drafting building and fire codes. To enhance cooperation among building inspectors, fire marshals and fire fighters, the LPR&IC believes state level regulatory activities in these areas should be placed administratively within one entity.

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<sup>5</sup> September 16, 1981, written testimony from James Birmingham, president, Connecticut Fire Department Instructors Association, to LPR&IC.

The training of local fire fighters is important, and courses offered should meet the needs of those taking them. Local fire fighters, fire marshals and building inspectors should be consulted in determining what courses are to be offered in the fire training schools. It is essential that the resources spent on fire fighter training be coordinated, and that course instruction be consistent throughout the state. Fire instructors must have a minimum level of competency to ensure a quality fire training program.

If resources were centralized, attention to fire and code problems would be enhanced and accountability for programs improved. It was found that in most other states and many cities, fire prevention and suppression activities are organizationally located in one agency or division. For example, in Michigan, all responsibility for fire investigations, code enforcement, fire training and course development is consolidated in one division. California and Florida have placed all fire suppression and prevention duties in a separate department, while the city of Rochester (New York) has consolidated all fire services in one agency.

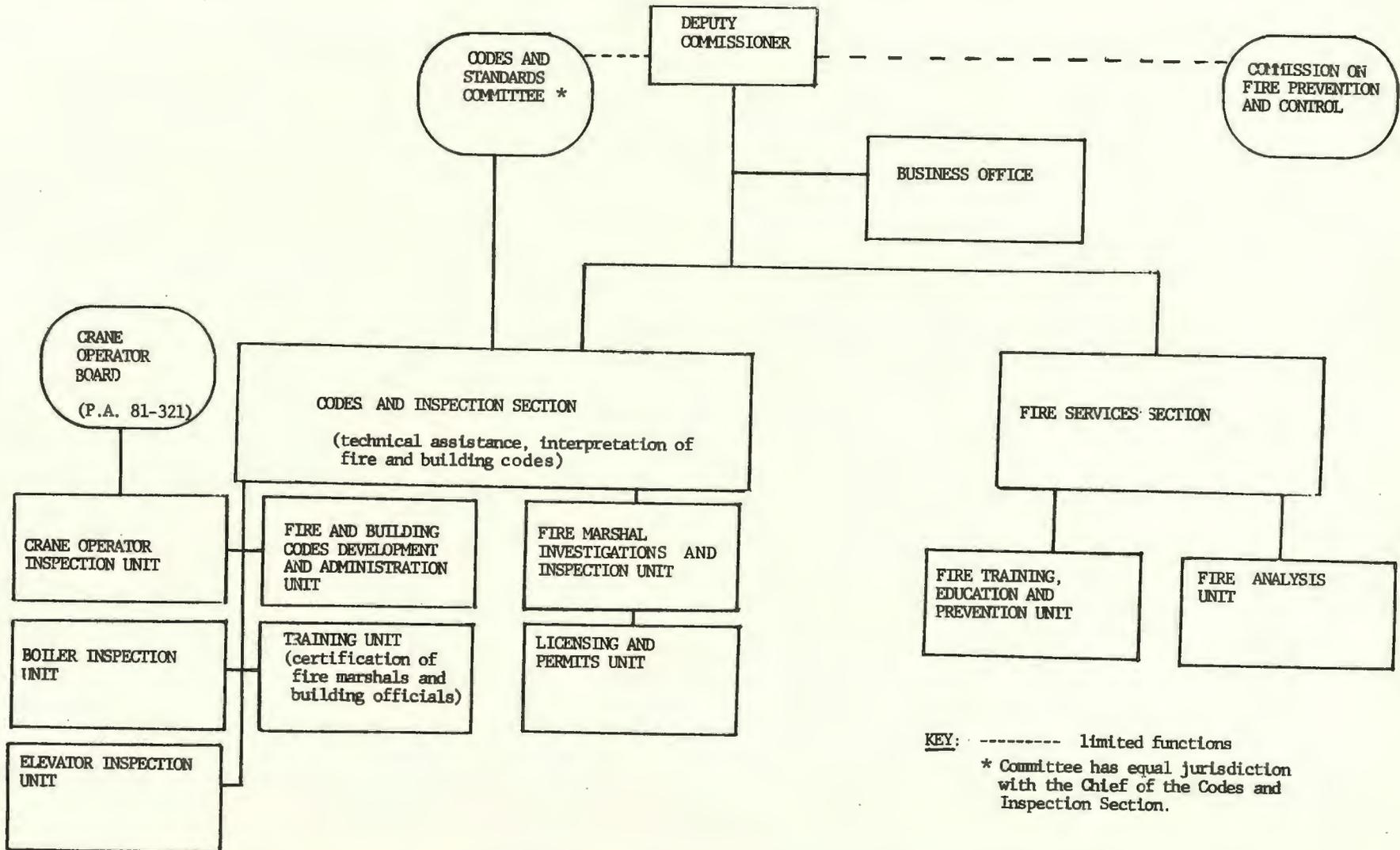
#### MODEL STRUCTURE

*The Legislative Program Review and Investigations Committee recommends that all fire prevention, suppression and codes services that are funded, administered or regulated by the state be consolidated in a single division within the Department of Public Safety but separate from the state police. The division, described and outlined in the table of organization and accompanying recommendations, shall be headed by a deputy commissioner with extensive experience and/or education in fire and codes services.*

*The Fire Code Standards Committee shall be sunsetted and its functions merged with the Building Code Standards Committee to create a Codes and Standards Committee which will advise the deputy commissioner and the codes and inspection section of the new division. The state fire marshal shall head an investigations and inspection unit within the new division, which will include all current investigatory responsibilities. The Commission on Fire Prevention and Control shall be retained specifically for determining standards for the certification of fire instruction personnel and certification of fire training programs. Figure II-1 is a proposed table of organization for the new Division of Fire and Codes Services.*

Under this recommendation, a fire services section and a codes and inspection section will be created. The fire services section will be responsible for the coordination of all in-service fire training courses, the distribution of fire prevention information to local fire departments and the tabulation of fires reported by local fire marshals. All the

Figure II-1. Proposed Division of Fire and Codes Services.



functions and duties of the state fire administrator will be transferred to this section.

The Connecticut State Firemen's Association may continue as the payment agent for the six training schools, but the schools will have to use certified instructors and have their programs approved by the new Division of Fire and Codes Services. State grant payments to the regional schools will be approved by this new division. The director of the fire services section should maintain a close working relationship with the director of fire training for the state technical colleges.

The codes and inspection section will be responsible for updating the fire safety code and the state building code, and offering assistance to local fire marshals and building inspectors for interpreting the two codes. This section shall be headed by an individual who has expertise with both the fire safety code and the state building code. The investigations and inspection unit, led by the state fire marshal, will continue to carry out its licensing activities, offer assistance to local fire marshals for enforcement of the fire code and investigate fires when requested to do so by a local fire marshal.

The boiler, elevator and crane operator inspection units will be organizationally attached to the codes and inspection section. Training and licensure courses for local fire marshals and building inspectors will be arranged by the training unit staff. Members of the Connecticut State Fire Marshals' Association can continue to teach licensure courses for local fire marshals. The weapons permit and special services units will remain with the state police. It is envisioned by the Legislative Program Review and Investigations Committee that the Division of Fire and Codes Services will contain appropriate staff. See Appendix III for a more detailed staff breakdown.

Legislative change. In order for the model recommendation to be implemented, Section 29-39 of the Connecticut General Statutes will have to be amended. The statute presently allows the commissioner of public safety to delegate to any member of the Division of State Police the powers and duties of the state fire marshal. This section will have to be changed to read that the duties of the state fire marshal may be delegated to any member of the Division of Fire and Codes Services.

#### ADMINISTRATION OF THE FIRE SAFETY AND BUILDING CODES

The fire safety code and the building code are currently administered differently. While the Building Code Standards

Committee is given equal decision-making authority with the state building inspector, the Fire Safety Code Standards Committee only provides advice to the state fire marshal. The Fire Safety Code Standards Committee has had a relatively poor relationship with the state fire marshal's office and the committee's role has been narrowly defined.

A great deal of concern has also been expressed that there is little communication in the administration of the two codes at the local level. For example, a contractor or developer may receive a building permit and go ahead with construction, only to find that the structure does not meet the fire safety code when a certificate of occupancy is requested at the time the building is completed.

During interviews with local fire marshals and other officials, concern was expressed about the difficulty of enforcing the fire safety code. If a building owner refuses to comply with provisions of the code it can be very time consuming to gain compliance through the courts. Other problems cited were a lack of training of local building inspectors and the great delay in revising the two codes. Some building officials were concerned with the lack of staff currently assigned to the state building inspector's office.

The building and fire safety codes serve the public safety interests of everyone in the state. Connecticut could better utilize its resources if the two codes were administered in the same way and if the staff administering the codes had expertise in both areas. Similarly, it is vital that local fire marshals become involved during the initial stages of the construction of a building so any major deficiencies can be corrected before construction is completed. Local building inspectors and fire marshals should work together in such a way as to insure public safety and not require costly and time consuming reconstruction of a new building because all codes were not reviewed initially.

Training programs for fire marshals and building inspectors must be on-going, and it is imperative that the two groups share their expertise regarding their respective codes. Fire marshals and building inspectors can be familiar with both codes while remaining expert in their own area.

Composition of the codes committee. *The Legislative Program Review and Investigations Committee recommends that the Fire Safety Code Standards Committee be terminated and that the current Building Code Standards Committee be restructured into a Codes and Standards Committee. It will include the following 14 members:*

- *one registered architect;*
- *three registered professional engineers (one being a practicing fire protection engineer, and the other two being either structural, mechanical, or electrical engineers, but not both representing the same specialty);*
- *one builder or superintendent of building construction;*
- *two building officials;*
- *one public health official;*
- *two local fire marshals; and*
- *four public members.*

While the program review committee was adverse to specifying specific types of public members, it expressed concern that the appointments should not reflect a disproportionate number from any one constituency. Since the building and fire safety codes affect virtually every citizen in the state, there should be no dearth of parties willing to serve as public representatives. Further, to prevent attendance problems, the committee decided to employ the standards set forth in the 1980 General Sunset Report concerning attendance requirements.

*Therefore, the Legislative Program Review and Investigations Committee recommends that anyone who fails to attend three consecutive meetings or 50 percent of all meetings during a calendar year be deemed to have resigned.*

This newly created standards committee will be placed under the proposed Division of Fire and Codes Services. In addition to the appeals function, for which the new committee has singular responsibility, the Codes and Standards Committee will have equal authority with the chief of codes and inspections to perform the following:

- *consider modification requests to both codes;*
- *consider variances to codes relating to either the handicapped requirements or to historical building rehabilitation;*
- *review and revise both codes with emphases outlined in statute;*

- set standards for the licensing of local building officials and local fire marshals, ascertain eligibility of officials and marshals and issue licensure to those who qualify;
- consider and act upon proposed amendments to the state building and fire safety codes using the process set out in the Uniform Administrative Procedure Act ; and
- may, with the approval of the commissioner of public safety, prepare and conduct educational programs designed to train and assist building officials and/or local fire marshals in carrying out their responsibilities. (This would be done in concert with the training officer within the new Division of Fire and Codes Services.)

The new Codes and Standards Committee will facilitate a unified codes administration system. The duties proposed for the committee are decision-making rather than advisory. This should generate active participation on the part of members who seek a real role in the codes process. Another benefit of the combined committee is that the members will include experts in both code areas, which will make revision of the codes easier and eliminate any discrepancies or conflicts that still exist between the fire and building codes.

The Codes and Standards Committee will receive ample staff assistance under the proposed new division. A new fire and building code development and administration unit should be staffed with two plan reviewers, an analyst and two clerk typists. The analyst will assist the committee in making its annual revisions of the two codes; the plan reviewers will initially survey the modification variance request plans so that the committee can be briefed on these proposals. The two clerical staff will service the committee by taking minutes; preparing agendas; and disseminating code interpretations, appeals decisions and code amendments to local building officials and fire marshals.

This combined Codes and Standards Committee will also have a favorable effect on the public. For those proposals that require a modification or variance to both the building code

and the fire code, the applicant will be subject to a single decision-making procedure. This will also benefit those who are appealing a local decision.

Administrative fine procedure. *The Legislative Program Review and Investigations Committee recommends that the commissioner of public safety, after notice and hearing, impose a civil penalty of not more than \$1,000 on any person, firm, or corporation that violates any provisions of the fire safety code.*

During the course of this study, there have been complaints about the lack of ongoing enforcement of the fire safety code. Currently, the abatement process, which occurs when a violation of the code exists, takes the following route:

- 1) the local fire marshal notifies, in writing, the prosecuting attorney having jurisdiction in the municipality in which the hazard exists, and he may take action; and
- 2) a copy of the notification is forwarded to the state fire marshal, who may apply for an injunction through the court against the owner or occupant to close or restrict the premises until the hazard has been remedied.

This procedure requires court action which is so costly and time consuming that it is seldom taken. Consequently, the hazards continue. Under this LPR&IC recommendation, the commissioner of public safety would have the option of seeking an administrative fine in addition to or in lieu of an injunction.

Joint review for fire and building code compliance. The reason for establishing building and fire safety codes is to insure public safety. In light of this, the program review committee believes every reasonable attempt should be made to facilitate consumer compliance with the codes.

*Therefore, the Legislative Program Review and Investigations Committee recommends that, in each municipality employing a full-time fire marshal, both the local building official and the local fire marshal shall review the plans of those structures subject to the state fire safety code before a building permit is issued.*

This procedure would not preclude an inspection by the local fire marshal after the certificate of occupancy is issued.

However, it would require both code enforcement officials to review plans before the structure is erected in an effort to detect areas of noncompliance with the fire safety code prior to construction. Although this practice is standard procedure in some towns, under this recommendation it will only be required of municipalities that employ a full-time fire marshal. Otherwise, an undue hardship might be placed on those localities which employ a fire marshal on a limited, part-time basis and which cannot afford to pay additional compensation to a full-time enforcement official.

Legislative jurisdiction. *The Legislative Program Review and Investigations Committee recommends that legislative jurisdiction for fire safety code matters including content be transferred from the Public Health Committee of the General Assembly to the Public Safety Committee.*

While the two codes have some bearing on public health, it would seem more appropriate to have both overseen by the Public Safety Committee, which oversees only the building code. The primary objective behind the proposed Codes and Standards Committee is better coordination of the two codes. Therefore, this objective should carry over to the legislative area as well.

#### COMMISSION ON FIRE PREVENTION AND CONTROL

As was discussed in the model recommendation, the Commission on Fire Prevention and Control shall be retained specifically to determine standards for the certification of fire instruction personnel and certification of fire training programs. The commission shall be placed within the newly created Division of Fire and Codes Services and the powers and duties of the state fire administrator shall also be transferred to this division.

The LPR&IC concluded that a merger of the Commission on Fire Prevention and Control and the Office of Fire Administration within a single state agency would result in the responsibilities of both being more efficiently administered and their objectives more effectively met. Fire resources would be centralized and coordinated among various elements of the fire service. Attention to fire problems would be enhanced and focused at the state level, and accountability for programs would be improved. This will be particularly useful in the area of training, the commission's chief responsibility. Public testimony and other information received by the program review committee indicated that training resources are not well coordinated throughout the state.

*The Legislative Program Review and Investigations Committee recommends several changes in the powers and duties of the Office of Fire Administration, which will now be known as the fire services section. First, the section should establish a certification program for fire instructors and, while continuing to maintain the fire fighter certification program, should shift its emphasis towards setting minimum standards for the delivery of fire training. Second, all state funded courses should be taught by certified instructors and the section should certify the fire course curriculum in state funded fire schools. Third, the section should coordinate its fire training activities with those offered at post secondary level.*

The commission's expertise is useful in setting standards that apply to certification of fire personnel and programs. Commission members' knowledge of the needs of the fire service can best be utilized through their role as a policy-making body responsible for establishing minimum standards for fire course curriculum and fire instructors.

*The Legislative Program Review and Investigations Committee recommends that the Commission on Fire Prevention and Control continue and have authority to: 1) review and approve standards for instructors, firefighters and fire course curriculum; and 2) review and approve all grants of state funds to local and regional training schools. In accordance with other boards and commissions granted approval authority, consent of the commissioner of public safety will be required. The program review committee further suggests that the Connecticut State Firemen's Association be allowed to act as a grant recipient for funds allocated to regional training facilities if they so choose.*

The present Commission on Fire Prevention and Control is composed of 14 members, all specified by statute. The LPR&IC believes this commission should be brought in conformance with other boards and commissions by adding the appropriate number of public members. These public members should represent a mix of small and large towns to accurately reflect the differences in fire personnel employed throughout the state. The committee concludes that the following proposed composition should be sufficient to facilitate the commission's role as an effective policy-making body.

*The Legislative Program Review and Investigations Committee recommends that the Commission on Fire Prevention and Control be expanded to 15 members with the following representation:*

- *director of the Board of Trustees of the State Technical Colleges;*
- *two members of the Connecticut State Firemen's Association;*
- *two members of the Connecticut Fire Chiefs' Association;*

- *two members of the Uniformed Fire Fighters of the International Association of Fire Fighters, AFL-CIO;*
- *two members of the Connecticut Fire Marshals' Association;*
- *two members of the Connecticut Fire Department Instructors Association; and*
- *four public members representing the population range of Connecticut's cities and towns.*

Licensing of movie theater projectionists. *The Legislative Program Review and Investigations Committee recommends that the licensing of movie theater projectionists be discontinued.*

As discussed in Chapter I, motion picture projectionists have been licensed since 1909. The rationale for licensure was because of the flammability of film. Due to improved technology and better regulation, this danger no longer exists. No evidence was presented to the program review committee that showed a public safety need for licensing movie theater projectionists.

#### OTHER RECOMMENDATIONS

##### Education of Local Building Officials

The current training program for building officials has been sorely neglected, both in terms of initial training and in-service programs, with the latter depending on the initiative of volunteers from the current Building Code Standards Committee.

At the present time, a person must be "certified" in order to be appointed as a local building inspector. The program review committee determined that this procedure is actually licensure because an examination must be passed. Certification is a voluntary process which does not prevent a non-certified person from engaging in the occupation or practice in question.

*The Legislative Program Review and Investigations Committee, therefore, recommends that the procedure be called licensure in statute, and that the standards for licensure be strictly enforced. The new Codes and Standards Committee, along with the Department of Public Safety, should meet with the Board of Higher Education and the Department of Education to set up a suitable educational program for licensure.*

After completion of the educational program, a candidate would be required to pass a written examination which would be a rigorous test of his or her knowledge of the building code and other relevant regulations. While there is a national certification examination for building officials, the committee was reluctant to recommend that it be adopted outright since there are differences between the national codes and the Connecticut Basic Building Code.

The committee also determined that in-service training has been neglected, primarily due to a lack of staff. To alleviate this problem, the Legislative Program Review and Investigations Committee proposes that the two facets of training be made the responsibility of a separate training unit within the codes and inspections section. The unit would be charged with overseeing the licensing program and providing timely in-service training sessions. The training officer would be responsible for consulting with the Codes and Standards Committee on training curriculum.

#### Procedure for Modification Requests

Because requests for building code modifications currently may come directly to the Building Code Standards Committee without comment from the local building official, the standards committee has spent time hearing requests that already meet the current code. Further, while all other duties of the Building Code Standards Committee are outlined in statute, the ability to grant modification requests is not.

*To remedy these two problems, the Legislative Program Review and Investigations Committee recommends that the modification procedure be outlined in law as well as require that a letter from the local building official accompany any modification request.*

#### Continuation of Connecticut's Codes

The program review committee's analysis of the current code systems in Connecticut showed that while there are problems, many of these difficulties are due to their administration and not the codes themselves. *Therefore, the committee recommends that Connecticut continue to develop both a state building code and a state fire safety code, but that they be revised annually.*

The committee's overall proposal for a new model structure, as outlined earlier, assigns appropriate staff to the new Codes and Standards Committee so that an annual revision of the two codes will be a realistic task.

## Weapons Permit and Special Services Units

*The Legislative Program Review and Investigations Committee recommends that the functions of the weapons permit unit and the special services unit remain in the Division of the State Police.*

As was discussed in Chapter I, the sale or carrying of handguns is regulated by the weapons permit unit, while the special services unit is responsible for conducting background and character investigations for a number of state service appointments. The LPR&IC believes that the functions performed by these two units more properly belong under the auspices of the Division of the State Police, and the sworn personnel presently performing these duties should remain with the state police. Approximately \$250,000 of the current \$1.4 million budget of the Bureau of State Fire Marshal should remain with the state police to carry out the duties assigned to the weapons permit and special services units.

FISCAL IMPACT

The consolidation of the duties of the Commission on Fire Prevention and Control and the functions of the Bureau of State Fire Marshal into a separate Division of Fire and Codes Services should save the state approximately \$60,000. These savings will be realized by combining positions and reducing the administrative overhead. If a single business office for the Department of Public Safety is created, the savings can be increased to nearly \$85,000. Figure II-2 outlines what is presently spent on fire and codes services and what would be spent after the proposed Division of Fire and Codes Services is created.

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Figure II-2. Fire and Codes Services Expenditures--FY 1981-82.

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Presently spent:

\$1,404,060 <sup>1</sup>	Bureau of State Fire Marshal
206,600	Commission on Fire Prevention and Control
\$1,610,660 <sup>2</sup>	TOTAL

Proposed Division of Fire and Codes Services:

Approximately \$1.3 million	Personnel costs
-----------------------------	-----------------

Savings:

\$1,610,660	Presently spent
<u>1,300,000</u>	Personnel costs for the new division
310,660	(About \$250,000 of this will remain with the state police to carry out the duties assigned to the weapons permit and special services unit.)
\$ 60,660	Approximate savings

<sup>1</sup> Salaries for two vacant, but authorized elevator inspector positions are not included.

<sup>2</sup> This does not include the \$169,755 spent by the six regional training schools, \$144,000 for the Limited Access Highway Fund and \$125,000 for the Firemen's Death and Disability Account.

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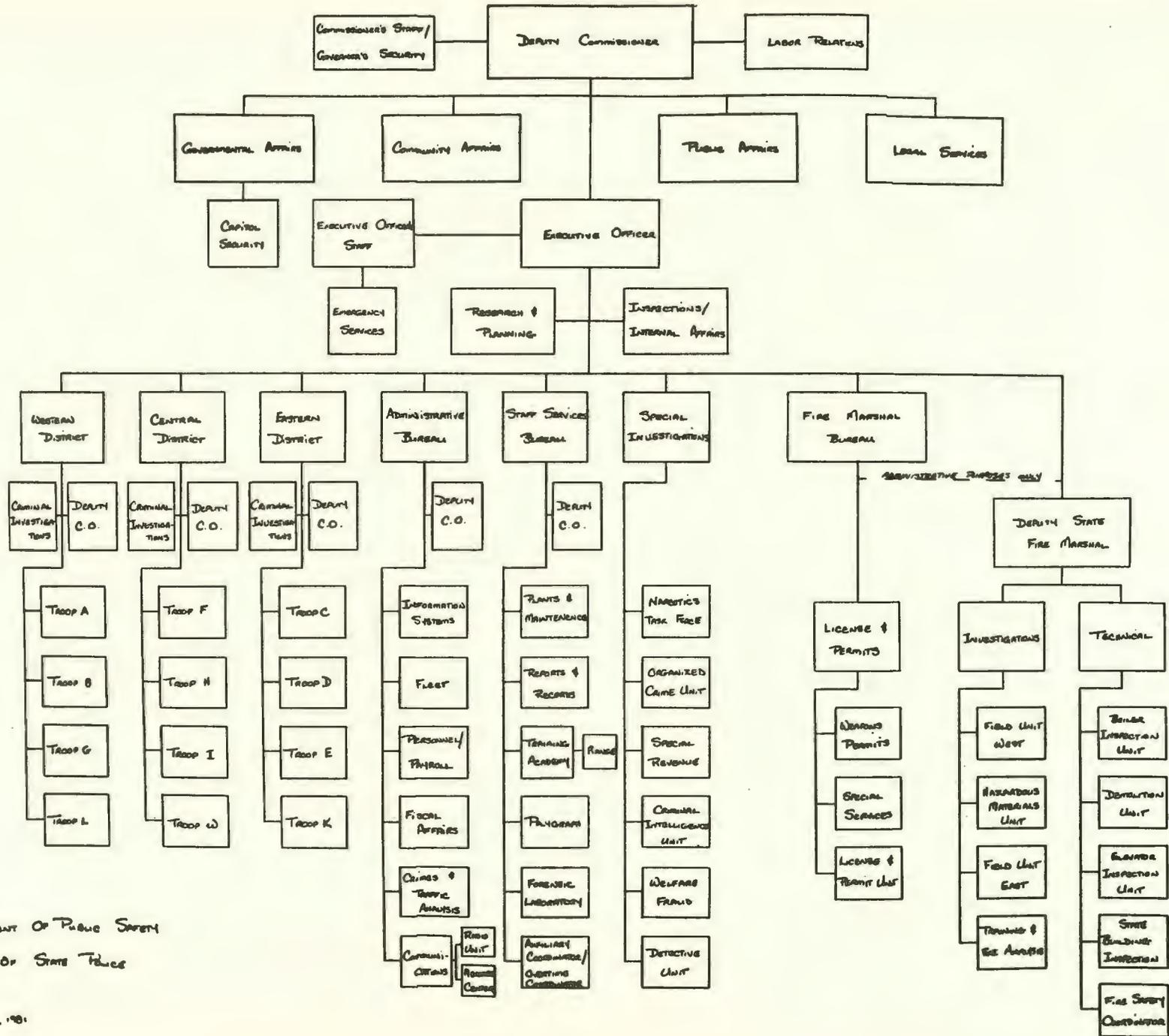
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APPENDICES

- I. *Organizational Chart--Department of Public Safety*
  - II. *Current State Expenditures on Fire and Codes Services*
  - III. *Sample Staffing Levels for the Proposed Division of Fire and Codes Services*
  - IV. *Draft of Proposed Bill to Implement Legislative Recommendations*
-



Organizational Chart--Department of Public Safety



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Department of Public Safety  
Division of State Police

August 6, 1981

APPENDIX II

Current State Expenditures on Fire and Codes Services

	<u>FY 1981-82</u>
Bureau of the State Fire Marshal	\$1,404,060
Commission on Fire Prevention and Control	211,950
Limited Access Highway Payments	144,000
<b>Fire Training Schools</b>	
Willimantic	\$40,470
Torrington	33,385
New Haven	22,260
Derby	29,120
Wolcott	22,260
Fairfield	22,260
Total (for training schools)	169,755
Firemen's Death and Disability Account, administered by the Connecticut State Firemen's Association	<u>125,000</u>
<b>Total</b>	<b>\$2,054,765</b>

APPENDIX III

Sample Staffing Levels for the Proposed Division  
of Fire and Codes Services

ADMINISTRATION:

deputy commissioner  
business officer  
accountant clerks (2)  
senior clerk

CODES AND INSPECTION SECTION:

chief of codes and inspection  
senior clerk

Fire and Building Codes Development & Administration Unit

plan reviewers (2)  
analyst  
clerk typists (2)

Training Unit

training officer  
clerk typist

Fire Marshal Investigations & Inspection Unit

inspectors (14)  
clerk typist

Licensing and Permits Unit

clerk typists (3)

Elevator Inspection Unit

inspectors (9)  
senior clerk

Boiler Inspection Unit

inspectors (2)  
clerk typist  
senior clerk

Crane Operator Inspection Unit

staff to be determined

FIRE SERVICES SECTION:

fire services administrator  
senior clerk

Fire Training, Education and Prevention Unit

training officer  
clerk typist

Fire Analysis Unit

researchers (2)  
data entry operators (2)

#### APPENDIX IV

### Draft of Proposed Bill to Implement Legislative Recommendations

#### AN ACT ESTABLISHING A DIVISION OF CODES AND SERVICES WITHIN THE DEPARTMENT OF PUBLIC SAFETY

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

That subsection (b) of section 28e-1 of the general statutes be amended to provide that there shall also be a Division of Fire and Codes Services within the Department of Public Safety. The Commissioner of Public Safety shall serve as administrative head of the division, but shall delegate his jurisdiction of the affairs of the division to a deputy commissioner who shall have extensive experience and/or education in fire and codes services.

Sections 29-4, 29-39, and 29-58 of the general statutes shall be amended to provide that the Commissioner of Public Safety as State Fire Marshal may appoint any member of the Division of Fire and Codes Services within the Department of Public Safety to serve as deputy state fire marshal. The deputy state fire marshal shall be vested with all the powers conferred upon said commissioner by section 29-57 and shall be delegated such powers as the commissioner deems expedient for the proper administration of chapter 530 and any other statute related to fire prevention and safety.

Sections 7-323k, 7-323l, 7-323m, 7-323n and 7-323o of the general statutes shall be amended to place the Commission on Fire Prevention and Control within the Division of Fire and Codes Services and under the authority of the director of the division. The composition of the commission shall be changed to consist of fifteen members appointed by the governor. One member shall be the Director of the Board of Trustees of the State Technical Colleges; two members shall represent the Connecticut State Firemen's Association; two members shall represent the Uniformed Fire Fighters of the International Association of Fire Fighters, AFL-CIO; two members shall represent the Connecticut Fire Marshals' Association; two members shall represent the Connecticut Fire Chiefs' Association; two members shall represent the Connecticut Fire Department Instructors Association; and four public members shall be residents of four different

political subdivisions, including cities, towns and boroughs, which are representative of the widely disparate population densities of Connecticut's political subdivisions. The duties of the commission shall be changed to comprise the following: reviewing and establishing standards required of each candidate for a fire fighter position, including standards of education and physical condition; reviewing and establishing standards for any fire fighting training and education program, including but not limited to minimum standards for certification of fire course curriculum and fire instructors; reviewing and establishing standards for the conduct of an examination program to certify as professional fire fighters those fire fighters who satisfactorily demonstrate their ability to meet the requirements of the fire fighting training and education program standards; recommending standards for promotion to the various ranks within fire departments; and reviewing and approving all grants of state funds to local and regional training schools.

Sections 7-323n and 7-323-o of the general statutes shall be amended to establish the Department of Public Safety as the successor department to the Office of State Fire Administration in accordance with sections 4-38d and 4-39. The functions, powers and duties transferred or assigned to the successor department shall be exercised by a Fire Services Section to be established in the Division of Fire and Codes Services of said department. The functions, powers and duties shall be changed to comprise the following: administering the state's responsibilities under federal laws relevant to fire service; developing a master plan for fire prevention and control; conducting fire fighting training and education programs designed to assist fire fighters in developing and maintaining their skills and in keeping abreast of technological advances in fire suppression, fire protection, fire prevention and related fields, including establishing a certification program for fire instructors and a certification program for the fire course curriculum; conducting an examination program to certify as professional fire fighters those fire fighters who satisfactorily demonstrate their ability to meet the requirements of the fire fighting training and education program standards; coordinating all fire training programs, courses, and activities within the state, including those offered at the post secondary level, and coordinating said programs with those of other states; administering federal funds and grants allocated to the fire services of the state; providing technical assistance and guidance to fire fighting forces of any state or municipal agency; developing a centralized information and audiovisual library regarding fire prevention and control, including the tabulation of the number of fires reported by local fire marshals; accumulating, disseminating and analyzing fire prevention data,

particularly the dissemination of fire prevention information to local fire departments; recommending specifications of fire service materials and equipment and assisting in the purchase thereof; assisting in mutual aid coordination; assisting in communications coordination; establishing and maintaining a fire service information program; maintaining a close working relationship with the Director of Fire Training for the State Technical Colleges. Fire training schools shall be required to use instructors and a curriculum certified by the Fire Services Section. The Commissioner of Public Safety may organize the Fire Services Section into such units as may be necessary for efficient conduct of the business of the Fire Services Section, including a unit on fire training, education and prevention and a unit on fire analysis.

Sections 19-395, 19-395f and 29-39a of the general statutes shall be amended to establish a Codes and Standards Committee which shall be within the Division of Fire and Codes Services established by this act. The committee shall assume the functions, powers and duties, as modified by this act, of the Fire Code Standards Committee and the State Building Code Standards Committee, both of which shall terminate. The committee shall be composed of fourteen members, who shall be residents of the state. One member shall be an architect registered in the state; three shall be professional engineers registered in the state, one practicing fire protection engineering and two practicing either structural, mechanical or electrical engineering but in no event shall both of such members represent the same specialty; one shall be a builder or superintendent of building construction; two shall be building officials; one shall be a public health official; two shall be local fire marshals; and four shall be public members. Any member who fails to attend three consecutive meetings or who fails to attend fifty percent of all meetings during any calendar year shall be deemed resigned from office.

Section 19-402 of the general statutes shall be amended to provide that the Codes and Standards Committee as established by this act shall receive and act upon appeals, relating to the state building code, from persons aggrieved by decisions of a panel of any municipal board of appeals and shall adopt regulations in accordance with the provisions of Chapter 54 of the general statutes which establish a procedure whereby decisions of the local fire marshal, deputy fire marshal and fire inspector can be appealed to the municipality, the Codes and Standards Committee, or both, by individuals who are determined to have the right to appeal.

Sections 19-395 and 19-395f of the general statutes shall also be amended to establish a Codes and Inspection Section within the Division of Fire and Code Services. The section shall assume the functions, powers and duties, as modified by this act, of the position of state building inspector, which shall terminate. An individual, who has expertise in the contents of both the state fire safety code and state building code, shall be appointed by the commissioner to serve as chief and administrative head of such section. The chief and the Codes and Standards Committee, established by this act, exercising equal authority and acting jointly, shall enforce chapter 354 as amended as set forth herein.

Chapters 356 and 358 of the general statutes and Public Act 81-321 shall be amended to provide that the Codes and Inspection Section shall be the section within the Division of Codes and Services of the Department of Public Safety that is responsible for the regulation of elevators and escalators, boilers and crane operators, as required by said chapters and act.

Section 19-395 shall also be amended to provide that the Commissioner of Public Safety may organize the Codes and Inspection Section established by this act into such units as may be necessary for efficient conduct of the business of the section and may include units on fire and building code development and administration, training, licensing and permits, crane operator inspection, boiler inspection and elevator inspection, provided that an Investigation and Inspection Unit shall be established in such section.

Chapter 530 of the general statutes shall be amended to provide that the Investigation and Inspection Unit shall, under the direction of the state fire marshal or deputy state fire marshal, have the responsibility to carry out the duties of the state fire marshal, relating to fire safety code enforcement, including the responsibility to: investigate accidental, suspicious and incendiary fires to determine cause and point of origin; convey investigative findings to local fire officials; respond to requests for assistance from local fire marshals; conduct inspections of all occupancies governed by the state fire safety code to assure compliance; conduct inspections of amusement parks to insure compliance with established regulations; conduct inspections of tanks, equipment and vehicles used for storage, use and transportation of any flammable hazardous material; conduct inspections of vehicles, blasting sites and places used for storage of explosive and blasting

agents to insure state fire safety code compliance; investigate blasting complaints; conduct inspections of fireworks display sites; and maintain liaison with local fire marshals consulting with them frequently on matters of mutual interest. The state fire marshal or deputy state fire marshal may assign such other duties to the Investigation and Inspection Unit as are deemed appropriate.

Section 29-116 of the general statutes shall be amended to provide that the Investigation and Inspection Unit, established by this act, under the direction of the state fire marshal or deputy state fire marshal, shall inspect any moving picture machine involving the use of a combustible film more than ten inches in length, which is used or kept on premises designated in section 29-109, and shall make regulations for the safe use of such apparatus. Section 29-127 of the general statutes shall be amended to provide that inspections shall be made by the Commissioner of Public Safety or any member of the Division of State Police or the Division of Fire and Codes Services within the Department of Public Safety, who is deputized by him for the purpose of enforcing the provisions of the statutes relating to moving pictures. Section 29-118 of the general statutes, which requires the licensing of moving picture machine operators, shall be repealed and section 29-119 of the general statutes shall be amended to provide that any person using or operating a moving picture machine involving the use of a combustible film more than ten inches in length, in violation of any regulation made by the Investigation and Inspection Unit in accordance with the provisions of law, shall be fined not more than five hundred dollars.

Section 29-40 of the general statutes shall be amended to provide that the Chief of the Codes and Inspection Section and the Codes and Standards Committee, established by this act, exercising equal authority and acting jointly, shall adopt, promulgate, administer and amend the state fire safety code and state building code. Section 19-395e of the general statutes shall be amended to provide that the codes adopted by the chief and the committee shall be the building code and fire safety code for all towns, cities and boroughs.

Section 19-395q of the general statutes shall be amended to provide that the Chief of the Codes and Inspection Section and the Codes and Standards Committee, established by this act, exercising equal authority and acting jointly, shall annually review and revise the state building code and state fire safety

code in accordance with the provisions of chapter 54 of the general statutes and shall develop separate building code and fire safety code standards for the rehabilitation of buildings to be included in any revision of said codes.

Section 19-395t shall be amended to provide that the Chief of the Codes and Inspection Section and the Codes and Standards Committee, established by this act, exercising equal authority and acting jointly, shall revise the state building code and state fire safety code, in accordance with the provisions of chapter 54 of the general statutes, to allow exemptions from said codes for property acquired and transferred under the urban homestead program pursuant to sections 8-169r and 8-169s and for historic structures, as defined in section 10-321 and classified in the state register of historic places, provided such exemptions do not affect the safe design, use or construction of said property. The chief and the committee, exercising equal authority and acting jointly, may modify or set aside standards for historic buildings incorporated in the state building code and state fire safety code in accordance with the procedures set forth in subsection (b) of section 19-395t and chapter 54 of the general statutes.

Section 19-395a of the general statutes shall be amended to provide that the Chief of the Codes and Inspection Section and the Codes and Standards Committee, established by this act, exercising equal authority and acting jointly, shall revise the articles relating to handicapped requirements in the state building code, as mandated by subsection (a) of said section, and the state fire safety code, where applicable, in accordance with the provisions of chapter 54 of the general statutes, to incorporate standards that make those buildings and facilities, for which subsection (a) of said section is applicable, accessible and usable by the physically handicapped. Said standards may be modified or set aside by a joint determination of the Chief of the Codes and Inspection Section and the Codes and Standards Committee in accordance with the procedures set forth in subsection (b) of section 19-395a and chapter 54 of the general statutes.

Section 19-395g of the general statutes shall be amended to provide that the Chief of the Code and Inspection Section and the Codes and Standards Committee, established by this act, exercising equal authority and acting jointly, subject to the approval of the Commissioner of Public Safety, shall approve amendments to the state building code and state fire

safety code, proposed by them or by any town, city or borough or any interested person, where such amendments are found to meet the standards currently set forth in said section. The approval of proposed amendments, whether or not applicable to a single municipality, shall be made only in accordance with the provisions of chapter 54 of the general statutes, except that notice of a public hearing on the proposed amendments shall also be given in writing to the chief executive officers of all municipalities.

Sections 19-397, 19-397a, and 29-45a of the general statutes shall be amended to provide that, after the effective date of this act, no person shall act as a building official, local fire marshal, deputy fire marshal or fire inspector for any municipality unless qualified as determined by the Chief of the Codes and Inspection Section and the Codes and Standards Committee, established by this act, and licensed by the Chief of the Codes and Inspection Section, or certified in accordance with the provisions of sections 19-397a or 29-45a prior to the effective date of this act. A candidate for said positions shall be required to complete a suitable educational program and pass a written examination as proof of qualification for eligibility. The chief and the committee, with the approval of the Commissioner of Public Safety shall establish classes of licensure that recognize the varying complexities of building code enforcement in the municipalities within the state and the varying involvements of local fire officials. The chief and the committee, exercising equal authority and acting jointly, with the approval of the Commissioner of Public Safety, shall be responsible for preparing and conducting educational programs designed to train and assist candidates for licensure and licensed local fire officials and building officials in carrying out the duties and responsibilities of the office.

Section 29-44 of the general statutes shall also be amended to provide that the Chief of the Codes and Inspection Section and the Codes and Standards Committee, established by this act exercising equal authority and acting jointly, may modify the structural or mechanical provisions of the state building code or of an approved rule, or may modify particular provisions of any regulation issued under the provisions of section 29-40 as amended by this act, upon application of any town, city or borough or any interested party, where strict compliance with said provisions would entail practical difficulty or unnecessary hardship, or is otherwise adjudged unwarranted, provided that the spirit and

intent of the law shall be observed and public welfare and safety assured. The term "modify" shall include the granting of variations or exemptions from, or the approving of equivalent or alternative compliance with, said provisions. Applications for a modification of said provisions of the state building code or the state fire safety code shall be accompanied by a letter, or copy thereof, from the local building official or the local fire marshal, deputy fire marshal or fire inspector, respectively. The local official shall include comments on the merits of the application within the letter. Where problems with strict compliance promise to arise frequently, the parties involved shall follow the amendment procedure provided in section 19-395g as amended by this act.

Section 19-399a of the general statutes shall be amended to define "Inspector" as the Chief of the Codes and Inspection Section and the Codes and Standards Committee, established by this act, exercising equal authority and acting jointly, with the approval of the Commissioner of Public Safety.

Section 29-53 of the general statutes shall be amended to provide that the state fire marshal, in addition to or in lieu of applying for an injunction, may after notice and hearing, impose a civil penalty of not more than one thousand dollars on any person, firm or corporation that violates any provision of the state fire safety code.

Section 19-389 of the general statutes shall be amended to add that in each municipality employing a full-time fire marshal, both the local building official and the local fire marshal shall review the plans of buildings or structures to be constructed or altered for compliance with requirements of the state building code and, where applicable, the requirements of the state fire safety code, prior to issuance of a permit by the building official.

Section 19-398a shall also be amended to provide that the Chief of the Codes and Inspection Section may, upon application of a builder setting forth that a set of plans and specifications will be utilized in more than one municipality to acquire building permits, review and approve any set of plans and specifications for the construction or erection of any building or structure designed to provide dwelling space for not more than two families if such set of plans and specifications meet the requirements of the state building code and, where applicable, the state fire safety code. Any building official shall issue

a building permit upon application by a builder and presentation to him of such a set of plans and specifications bearing the approval of the Chief of the Codes and Inspection Section if all other local ordinances are complied with.

STATEMENT OF PURPOSE: To implement the recommendations from the Legislative Program Review and Investigations Committee's review of fire and codes services in Connecticut.



