

INVESTIGATIVE REPORT

OFFICE OF THE GENERAL COUNSEL TO THE GOVERNOR

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June 2, 2025

INVESTIGATION REPORT

TO: Natalie A. Braswell
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FROM: Morgan P. Rueckert, Esq.
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DATE: June 2, 2025

RE: Vehicle Use Investigation

I. EXECUTIVE SUMMARY

Jonathan Dach (“Dach”) was Chief of Staff to the Office of the Governor (“OTG”) from January 4, 2023, to July 3, 2024, at which time he transitioned to Senior Advisor. During 2023 and 2024, the OTG utilized two pool vehicles that were for general OTG use: (1) a 2019 Ford Fusion; and (2) a 2020 Ford Escape. From January 20, 2023, to September 20, 2024, Dach was the primary, and virtually exclusive, user of the Escape. He did not utilize the Fusion. Throughout this time, Dach did not own or lease a personal vehicle and the principal vehicle that he utilized for both business and personal use was the Escape. During the relevant period, DAS General No. Letter-115, Policy for Motor Vehicles Used for State Business (“GL 115”), was in effect and, among other things, prohibited personal use of state vehicles, had specific restrictions on garaging, prohibited use of state vehicles to commute (absent pre-approval and meeting certain criteria), and mandated compliance with motor vehicle laws. Dach was not authorized to use the Escape to commute and was not authorized to park the Escape overnight at any location other than at his official duty station, the Capitol. As set forth more fully below, Dach violated GL 115 by utilizing the Escape for personal use, using it to

commute to and from work, parking it in prohibited locations, purchasing fuel with state funds, and speeding. There was insufficient oversight of, and process regarding, vehicle use at OTG. Dach's use of a state vehicle for personal purposes may constitute a violation of State Code of Ethics, specifically Connecticut General Statutes §1-84(c), which prohibits a public official from using their public office for personal gain.

OTG should refer these findings to the Auditor of Public Accounts and the Office of State Ethics, seek reimbursement as set forth herein and impose appropriate discipline. The Investigators make additional findings and conclusions below and set forth recommendations based on the findings.

II. BACKGROUND

On November 24, 2024, media reported that Dach had utilized state vehicles for personal use.¹ This reporting was based on publicly available Telematics records of GPS equipped vehicles utilized by the OTG.

III. INVESTIGATION

On December 10, 2024, OTG engaged Shipman & Goodwin, LLP Attorneys Morgan Rueckert and Elizabeth Buchanan ("Investigators") to conduct a thorough, objective and impartial investigation into the allegations.

A. Scope

The Scope of the Investigation was to investigate the allegations of state employee misconduct in the OTG involving the use of state vehicles and potential violations of the GL 115 and other relevant policies, statutes, or regulations. The investigation was to include, but

¹ <https://insideinvestigator.org/drive-time-former-lamont-chief-of-staff-racked-up-personal-miles-on-state-cars/>

was not limited to: (1) review of relevant records, including logs, mileage reports, and associated documentation; (2) interviews with witnesses; and (3) preparation of detailed findings and reports summarizing the investigation, including evidence gathered, conclusions, and any recommendations for further action.

During the Investigation, OTG, Department of Administrative Services (“DAS”) and Office of Policy and Management (“OPM”) were cooperative and forthcoming with all requested information. No limits were placed on the Investigators.

B. Process of Investigation

On December 11, 2024, the Investigators met with David Krayeski, Undersecretary of Labor Relations at the OPM (“Krayeski”) to obtain background information and documentation for the investigation. Krayeski uploaded documents to a secure ShareFile created by the Investigators, including: (1) DAS General Letter 115 2019; (2) DAS General Letter 115 2023; (3) Connecticut Handbook for Appointed Officials – 2015; (4) a link to the current Connecticut Handbook for Appointed Officials currently on the DAS website;² (5) Public Officials and State Employees Guide to the Code of Ethics, 2021; (6) appointment letters and a summary of the employment positions of Jonathan Dach; (7) a PowerPoint Presentation, Introduction to Telematics in the State-Owned, Light-Duty Vehicle Fleet, Stephen McGirr, June 2021.

On December 16, 2024, Krayeski uploaded Telematics Data for the two OTG Pool Vehicles from January 2023 to July 2024. On January 10, 2025, Investigators interviewed Krayeski and Steve McGirr, Director of Fleet Operations. On January 15, 2025, Krayeski uploaded an internal Fleet email exchange regarding updates to the Handbook for Appointed

² https://portal.ct.gov/das/managers/handbook-for-appointed-officials?language=en_US

Officials. On January 16, 2025, Krayeski uploaded the current Fleet Agency Contact and ATA List as well as Agency Contact and ATA Lists from 2019, 2020 and 2021. On February 10, 2025, Krayeski uploaded a 2023 MOU with SEBAC regarding the use of Telematics. On February 14, 2025, the Investigators provided instruction on recovering historical versions of Excel files and received Agency Contact and ATA lists from 2022, 2023 and 2024 from McGirr.

On March 10, 2025, the Investigators received OTG new employee orientation materials from 2019 and 2025.

On March 31, 2025, Investigators received DAS emails regarding the rollout of revisions to DAS General Letter 115 and GPS monitoring. On March 31, 2025, the Investigators interviewed Kathryn Damato, OTG Director of Operations. On March 31, 2025, Investigators interviewed Jolita Lazauskas, former Chief Fiscal Officer at DAS. On April 2, 2025, we received a sample ATA and Agency Contact update form. On April 2 and May 7, 2025, Investigators again interviewed McGirr. On April 6, 2025, Investigators interviewed Jeremy Kushin, DAS HR Administrator.

On May 1, 2025, we received a PST file of Dach's calendar. On May 7, 2025, we received a copy of the Governor's calendar for the purpose of determining Dach's location.

On May 7 and May 15, 2023, Investigators interviewed Dach. On May 15, the Investigators received Telematics data for the Escape from July 1 through December 31, 2024. On May 16, 2025, Investigators received Dach's entire Personnel File as well as OPM Orientation information. On May 19, 2025, Investigators received service and damage reports for the Escape from McGirr as well as the OPM Use of State Resources Policy in effect in

2019. On May 21, 2025, Investigators received speed profiles for specific trips associated with the OTG pool vehicles. On May 22, 2025, the Investigators received State Purchase Card (“P-Card”) invoices. On May 28, 2025, the investigators received a Memo dated November 25, 2024, from OTG Legal to OTG Staff regarding GL 115.

C. Relevant Statutes, Policies and Procedures

1. DAS General Letter No. 115

DAS General Letter No. 115, Policy for Motor Vehicles Used for State Business, revised November 2019 (“GL 115-2019”), “governs both the use of state-owned motor vehicles and any motor vehicles that are used for official state business by state employees.” *See* GL 115-2019 at 3. Pursuant to GL 115-2019, DAS is responsible for “[e]stablishing policies and procedures regarding interagency car pools to ensure the efficient, cost-effective and orderly use of motor vehicles used for state business.” *Id* at 6. Similarly, the Director of DAS is responsible for “[p]eriodic reviews of motor vehicle usage for state business to ensure full compliance with this policy” and “[i]nvestigating complaints concerning state vehicles, drivers and passengers are investigated and appropriate action is taken.” *Id*.

GL 115-2019 applies to all “Executive Branch Agencies of State Government” except State Police. *Id*. GL 115-2019 provides that the agencies are responsible for enforcing the policy, taking appropriate disciplinary action in the case of a violation of the policy and designating an Agency Transportation Administrator (“ATA”) for their agencies. *Id* at 4. GL 115-2019 provides that the ATA is responsible for, in relevant part:

- Determining whether a contract employee or volunteer has a justifiable need to drive a state vehicle, and, if so, requesting permission from the Director of Fleet Operations;

- Maintaining records regarding the agency’s usage of state-owned and rental vehicles, including but not limited to, daily mileage logs and submitting any required reports to the Director of DAS Fleet Operations;
- Promptly investigating complaints concerning state vehicles, drivers and passengers and notifying the Director of DAS Fleet Operations of the outcome of the investigation; cooperating with any investigation conducted by DAS Fleet Operations; AND, absent extenuating circumstances, the ATA shall notify the Director of DAS Fleet Operations of the outcome of the investigation within 30 days of receiving the complaint;
- Ensuring that each person who operates any motor vehicle on state business is aware of this policy and has the ability, knowledge, skill, experience and appropriate license to operate the type of vehicle assigned.

Id at 4-5.

Pursuant to GL 115-2019, the following responsibilities, in relevant part, belong to a driver of a state-owned vehicle:

- Being knowledgeable of, and compliant with, all of the rules and procedures outlined in this policy and any applicable collective bargaining agreement;
- Driving courteously and obeying all motor vehicle laws;
- Completing and submitting all required reports within established timelines.

Id at 7.

GL 115-2019 provides that vehicles may be identified as a “Pool Vehicle” or assigned to an individual employee on a long-term basis. Pool Vehicles are “[i]ntra-agency motor pools of state-owned vehicles” consisting of vehicles which “shall not be assigned for the exclusive use of an individual employee.” *Id* at 9. Pursuant to the policy, “[i]f an individual employee requires the exclusive use of a motor vehicle in order to perform his or her job duties, the agency shall submit a request for a vehicle assignment.” *Id*.

The appropriate use of a state-owned vehicle pursuant to GL 115-2019 permits drivers to use state-owned vehicles “**only to conduct official state business.**” *Id* at 13 (emphasis in original). “**Personal use of a state-owned or rental vehicle for social, recreational, religious, educational or any other purpose, whether on duty or off, is not permitted.**” *Id* (emphasis in original and added to entire). Appointed officials are instructed to reference the Handbook for Appointed Officials. *Id*. State-owned vehicles “must be parked overnight **at state-owned or leased facilities... at the official duty station of the principal drivers.**” *Id*. Vehicles “shall not be parked overnight on any street or highway or in commuter lots, except under emergency conditions.” GL 115-2019 permits the ATA to approve overnight parking at the employee’s home in specific circumstances, and requires the agency to “maintain records justifying the decision to allow the employee to park the vehicle at home for each night that the vehicle is parked at the employee’s home.” *Id* at 14. An ATA may not issue open-ended or blanket authorizations for at-home garaging. *Id*.

Agencies are required to “keep daily mileage logs (Form CCP-40) for each state-owned vehicle assigned to them. The operator(s) shall certify these logs as true and correct.” *Id* at 15. The agency must submit a usage report to DAS Fleet Operations on a monthly basis. *Id*. The agency head must certify that the reported travel “was essential to that agency’s official state business.” *Id*.

Except in the “limited circumstances” where a state employee “is operating the state-owned or rental vehicle outside of normal work hours, out of state, or in an emergency,” drivers

of state-owned and rental vehicles “shall” obtain fuel at “state-owned stations” located throughout the State, and not a commercial station. *Id.*³

GL 115-2019 identifies penalties and progressive discipline for violations of the policy and authorizes “disciplinary action up to and including dismissal” for any violation of GL 115 but notes that recommendations for corrective action shall proceed with driver safety training and other corrective action for a first offense. *Id.* at 17

2023 Revisions

GL 115 was revised September 2023 (“GL 115-2023”), though for purposes of this report, most material provisions were unchanged. GL 115-2023 specifies that using a state vehicle “as a commute vehicle” constitutes personal use. *See* GL 115-2023 at 10. GL 115-2023 provides further guidance regarding usage reports. *Id.* at 12. It requires agencies, “[i]n accordance with State Records Retention guidelines (FISCAL-068) [to] keep and store daily mileage logs (**Handwritten** Form CCP-40, or **telematics generated CCP-40 trip logs**) for each state-owned vehicle assigned to them, **and daily operator assignments for pool vehicles**. The operator(s) shall certify these logs as true and correct.” *Id.* (emphasis added to modifications). GL 115-2023 introduces the use of telematics devices installed in all vehicles owned by DAS Fleet Operations. *Id.* at 13. It emphasizes that agencies “must continue to keep a daily log of operator assignments for each vehicle and submit any reports requested....” *Id.* at 14. GL 115-2023 notes that:

³ As noted below, the OTG was authorized to use a P-Card for fuel purchases. However, according to the DAS website, the “State fuel card is to be used for business travel purchases of fuel for rental vehicles, or state vehicles whenever state fuel pumps are not accessible. State employees using state vehicles should always first try to obtain gasoline from the State Department of Transportation or Department of Emergency Services and Public Protection fueling stations before utilizing the fuel card.” https://portal.ct.gov/das/procurement-programs-and-services/state-fuel-card-program?language=en_US

Telematics devices will be used to ensure full compliance with fringe benefit reporting in agreement with State and Federal statutes, collective bargaining, and agency policy. Any use deemed outside of Official State Business is required to be submitted as a fringe benefit per Comptroller MEMORANDUM NO. 2021-06 or newer version.

Id. It further permits the use of “data gathered through telematics technology” as evidence in a disciplinary investigation involving a State employee. GL 115-2023 identifies penalties and progressive discipline for violations of the policy. *Id.* at 14-15. The policy states that

Any violation of this policy, including the willful neglect or misuse of any state-owned or rental vehicle, is cause for disciplinary action under the “Just Cause” provision of the Regulations of Connecticut State Agencies or applicable collective bargaining contracts, and may result in disciplinary action up to and including dismissal.

Id. (referring to Section 5-240-1a(c) of the Regulations of Connecticut State Agencies). The policy further identifies specific speed violations as follows:

Driving 85 miles per hour or above.

- Constitutes reckless driving per CGS 14-222.
- Employee reported through telematics data as having driven at this rate of speed (except briefly to avoid accident, road debris, etc.) will have driving privileges suspended immediately, and subject to investigation for possible discipline.

Driving 20 miles per hour or more above the posted speed limit (when the posted limit is 60 mph or below).

- Will be deemed unsafe driving.
- Employee reported through telematics data as having driven at a rate of speed of 20 mph or more above the posted speed limit (but under 85 mph) will be subject to investigation for possible discipline.

Driving 15 miles per hour or more above the posted speed limit on a limited access highway (except in work zones – see next paragraph).

- Will be deemed speeding.
- Employee reported through telematics data as having driven at a rate of speed of 10 mph or more above the posted speed limit will receive coaching/counseling and may be required to undergo other remedial measures (driver safety review, etc.).

Driving 10 miles per hour or more above the posted speed limit on any road other than a limited access highway or in a work zone on a limited access highway.

- Will be deemed speeding.
- Employee reported through telematics data as having driven at a rate of speed of 10 mph or more above the posted speed limit will receive coaching/counseling and may be required to undergo other remedial measures (driver safety review, etc.)

The above section on exceeding the posted speed limit does not apply to employees who are designated as first/emergency responders, and who exceed the speed limit safely while in the course of engaging in authorized, job-related response activity.

Id at 15.

2. Handbook for Appointed Employees

GL 115-2019 and -2023, in the Section titled “Vehicle Usage Policy for Both Stated-Owned and Rental Vehicles,” states: “For appointed officials, see the Handbook for Appointed Officials.” The Handbook for Appointed Officials, revised in December 2015 (“2015 Handbook”) includes language that is not present in GL 115-2019 or -2023 and appears to authorize some personal use of state vehicles and “home to office use” by appointed officials, if approved in advance, that is not allowed to other employees, specifically:

Home-to-office use of a state vehicle is permitted only for certain appointed officials authorized by the Department of Administrative Services in advance. Officials approved for home-to-office use of a state vehicle *are permitted to transport immediate family members to a state work-related function, local school, or day care service*. The state vehicle shall not be driven by family members or friends. The vehicle may be used to transport other state employees to or from their place of employment if such travel is within the normal route of the official’s home-to-office travel. It is also permissible to use the vehicle for driving to lunch on workdays and incidental personal stops during the course of travel are likewise permitted. However, this does not include politically-sponsored events. The vehicle’s *main purpose* is for state business.

Id at 14-15 (emphasis added) (compare this to GL 115-2023, which provides: “Personal use of a state-owned or rental vehicle for social, recreational, religious, educational or any other

purpose, whether on duty or off, **is not permitted**” and “Drivers are permitted to use state-owned and rental vehicles **only to conduct official state business**” (emphasis added)).

Oddly, the 2015 Handbook then instructs appointed officials to “Refer to General Letter 115.” *Id.* It is not clear why GL 115 refers appointed officials to the 2015 Handbook, nor why the 2015 Handbook contains language that implies that appointed officials are subject to different rules than other employees including to permit some personal use of state vehicles, then refers them circularly back to GL 115. Fleet and DAS confirmed to the Investigators that GL 115 is the only applicable policy, and Fleet further confirmed that GL 115 prohibits personal use of state vehicles, and applies equally appointed and non-appointed employees.

For purposes of the findings for this Investigation, these discrepancies are not material. First, Dach never sought or received approval in advance, or at all, to use any vehicle for “home to office use.” Second, according to DAS, the 2015 Handbook was not in effect during the relevant period of this Investigation because in December 2022, the above language was removed and replaced with “Pending Approval.” *See* Current Handbook.⁴

Nevertheless, the Current Handbook continued to contain language that could serve to confuse an appointed official by implying that commuting and personal use is permitted. For instance, it states that “when a state employee uses a state vehicle to *commute to and from work* or for personal business, certain tax consequences may result” and references Federal Public Law No. 90-44 regarding fringe benefit taxable income derived from “*overnight parking of a state vehicle at an employee’s home.*” *Id.* (emphasis added). As noted below, it is recommended that this confusing language be removed from the Current Handbook and that

⁴ https://portal.ct.gov/das/managers/handbook-for-appointed-officials?language=en_US

any reference to the Current Handbook be removed from GL 115. The Current Handbook should just refer officials to GL 115.⁵

3. Code of Ethics

State officials and employees are covered by Part I, C.G.S.A. §§ 1-79 to 1-90a, of the Connecticut General Statutes (“Ethics Code”). Pursuant to the Ethics Code § 1-84(c), “no public official or state employee shall use his public office or position ... to obtain financial gain for himself...” The Public Officials and State Employees Guide to the Code of Ethics 2015 Handbook for Appointed Officials (“Ethics Guide”), which was revised in November 2021 and remains in place through 2024, provides: “You may not use your position for your own financial gain.” Page 11.

Several Office of State Ethics settlements stipulate to a violation of §1-84(c) in situations where state property was utilized for personal use, including in one instance personal use of a state vehicle. *See* Docket Number 2014-21 (used access to state gasoline pumps for personal use and used a state automobile for his personal use, among other misconduct); *see also* Docket Number 2017-12 (submitted mileage charges to commute back and forth from home to office); Docket Number 2014-56 (used state gymnasium for personal benefit without paying rental fee); Docket Number 2010-50 (received a free Department of Public Health laboratory test).

⁵ The Investigators suspect that this language is a holdover from prior policy iterations at a time when appointed officials were provided individual vehicles. See FLEET OVERSEER ADMITS CAR-USE ERROR, Hartford Courant, November 20, 1992, 1992 WLNR 4189915 (“There are about 3,000 state cars permanently assigned to employees”).

D. Interviews

1. Steve McGirr, Director, DAS Fleet Operations

Steve McGirr is and has been the Director of DAS Fleet Operations since 2019.

McGirr reports that GL 115 is the governing policy for the use of state-owned vehicles.

According to McGirr, HR provides GL 115 to all employees of executive branch agencies during the onboarding.

McGirr recalls OTG obtained pool vehicles when Paul Mounds (who preceded Dach) was Chief of Staff. OTG was provided two pool vehicles: a 2020 Ford Escape (Az62995 5-0270) and a 2019 Ford Fusion (5-9111). Pool vehicles are not assigned to a specific person. According to McGirr, Fleet has no record of Dach requesting assignment of or being assigned a vehicle. The designated parking spot, referred to as the “official duty station” for each OTG pool vehicle was 210 Capitol Avenue, Hartford, the State Capitol. Vehicles may be parked at another state owned or leased facility other than the official duty station with approval and justification.

The use of Telematics in Fleet vehicles was introduced in January 2021. Telematics is a method of monitoring vehicles by using GPS technology and on-board diagnostics to track the vehicles’ movements on a computerized map. Fleet identified a target installation completion date for late fall 2021. According to McGirr, the Telematics data showing speed and location is accurate. On October 13, 2023, McGirr provided an update on GL 115 revisions, noting the incorporation of Telematics language, which was received and acknowledged by Dach on October 15, 2023.

Fleet expects the Agency to handle oversight of the vehicles. Each Agency designates an agency contact and an Agency Transportation Administrator (ATA), which is updated annually or as otherwise needed. It is expected that the ATA would have a full understanding of operations and who is using the vehicles and is receiving and reviewing the Telematics and where the vehicle is being parked. The ATA has access to the Telematics dashboard. Alerts are available but not automatically set, requiring the ATA to set that up within the dashboard. Fleet is currently working on automated reports.

Historically, unlike other agencies, the ATA for OTG and the Office of the Lieutenant Governor (“OTLG”) was actually someone in the DAS Business Office. McGirr was unsure how that came to be or why, but oversight was given to the Business Office and was limited to fiscal issues, such mileage entry, CCP40 documentation, reimbursements and fringe reporting. McGirr believes the original intent was to do the OTG and OTLG, which are small agencies, a favor by handling their reimbursements and documentation but as a result, there was a lack of oversight into the utilization of the vehicles at OTG or how they were being used, including location tracking, usage or speed and there was no ATA within OTG. Currently, since December 2024, the ATA at OTG is Natalie Braswell, who is OTG legal counsel.

Data showing speeding and vehicle location for OTG in 2023 and 2024 was available to Fleet, but Fleet likely did not review it and did not reach out to OTG about the data. The Supervisor of Fleet operations sees Telematics data daily. Fleet either didn’t pick it up or it was overlooked. Fleet has reached out to other agencies on other occasions, for instance DCF, if it saw speeding. He does not know why Fleet did not contact OTG about the speeding violations.

McGirr stated that currently there are “a few” appointed officials who have been provided vehicles by DAS at the request of their respective agencies individually on a long-term basis and with at-home, overnight parking. He stated that the justification given varies but is typically related to the need to respond to emergency situations.

McGirr reported that discipline of employees who violate GL 115 is left to the employing agency. He is aware of some agencies suspending and/or revoking vehicle use for employees but would not know if any other discipline was imposed.

McGirr reported that he has no records for the Escape getting fuel at a DOT fuel station from December 2021 to present.

McGirr reported and provided documentation that the Escape was moved from the LOB Garage to the Fleet garage on October 17, 2025, and discovered to have damage to the passenger side front fender, passenger side front headlight, and passenger side front bumper. The Investigators reviewed an image of the damage in it appeared to be horizontal scrapes including the transfer of white paint. The DAS Technician emailed the OTG ATA on record on October 24, 2024 and again on December 2, 2024, to request the required accident report but did not receive a response. As noted herein, the OTG ATA and Agency Contact was in the business office at DAS and in any event did not respond. The damage was repaired by an outside vendor at a cost of \$ 3,509.22.

As set forth below, Dach denied being involved in any accident and stated he was unaware of any damage to the Escape when he left it at the LOB Garage on September 20,

2024 and affirmatively stated that he did not damage the Escape. He was, however, the last user of the vehicle before the damage was noted.

2. Kathryn Damato, Director of Operations and Constituent Services, OTG

Kathryn Damato is the Director of Operations and Constituent Services for OTG. She is effectively the office manager, while the Chief of Staff is the “boss” of the office. She has been in her position since 2011, and was hired during the prior administration. Her role includes interfacing with Communications, overseeing scheduling, working with staff who accompany the Governor, interfacing with the State Troopers providing security for the Governor and addressing constituent issues.

Her recollection is that OTG obtained pool vehicles when Paul Mounds was Chief of Staff, in 2020/2021. She was not involved in the decision or process to request cars to be assigned to the OTG. She does not recall receiving any guidance. She does recall that Communications had gone to Paul Mounds, the Chief of Staff, about cars and that they were putting a lot of mileage on their personal cars and were talking about reimbursement. After that, cars were available to OTG. Prior to that, at least during her time on staff, there were no pool vehicles, only the Governor was provided a vehicle (and driver and security detail).

Damato recalls three vehicles being available to the OTG: a Ford Escape, a bright blue car, and a red car.⁶ The Chief of Staff and Communications would primarily use the vehicles. She recalls that Chief of Staff generally used the Escape and communications staff used the bright blue car, that they called the “Blueberry.”

⁶ The Investigators found no evidence of a third pool vehicle being assigned to the OTG.

Damato stated she had no role in overseeing vehicle usage. She never received anything from Fleet regarding vehicle usage or any reports about the vehicles. She did not have any understanding of who was responsible for overseeing the vehicles. Originally, when OTG first got pool vehicles, keys were kept in a basket in the one of the OTG storage rooms at the Capitol, and Damato created a sign-out sheet. She had also created binders for the cars and there were pages where you could put the date, starting mileage, where you went and ending mileage. She recalls that these logs were filled out sporadically and then fell by the wayside and were not used. The binders served no purpose after first few months. The sign out sheet was not used. Damato thought the understanding was that the cars were there, they can be utilized, and everyone was “kind of on their own.”

She remembers being asked and telling people that vehicles could not go home and had to be kept at the Legislative Office Building parking garage or the Capitol parking lot. She recalls someone had asked her if they could keep the car at their house and she said no. She is not sure who asked her or when that was.

There was a card for each car that allows you to pump gas and goes against the account for the car. You have to go to specific stations to fill up. If you use the card there is no need for reimbursement. She does not recall ever being asked to reimburse anyone for anything related to vehicle usage.

Damato recalls that process did not change with new Chiefs of Staff and just carried over. The only difference was that Paul Mounds and Johnny Dach used state vehicles; Matthew Brockman did not.

Damato reports that since the instant issue with vehicle use came up, legal has taken over control of car. There is a check-out and check-in process with legal. The mileage is tracked. Natalie Braswell is the ATA.

3. Jolita Lazauskas, Former Chief Fiscal Officer at DAS

Jolita Lazauskas was the Chief Fiscal Officer at DAS from March 15, 2021 to November 3, 2024. She had no role in oversight of OTG vehicle use. She was unaware that she was assigned as ATA or Agency Contact for OTG. She never received anything indicating that she was responsible. The only role she had was overseeing OTG fiscally. Any reimbursement, vehicle or otherwise, would go through payroll and her office would submit them for reimbursement. She was merely a fiscal officer.

4. Jeremy Kushin, HR Administrator, DAS

Jeremy Kushin is an HR Administrator for DAS. In December 2022, Kushin was HR Administrator (HR Policy and Info Systems), who, among others, worked on updating the Handbook for Appointed Officials. He specifically interfaced with McGirr to determine whether updates being made to GL 115 would still be relevant to in the handbook. Kushin clarified that the Handbook for Appointed Officials is a resource, it is not a standalone policy, but a repository of the policies applicable to appointed officials. Kushin reports that most agencies have employee handbooks or checklists that are unique to the agency. Kushin confirmed that GL 115 is the official policy for state vehicle use. He reported that the update to the “Use of State Vehicles” section of the Current Handbook on the DAS website to read “Pending Approval” was made in December 2022 because of ongoing revisions to GL 115 and negotiations regarding collective bargaining agreements. As revisions and negotiations were

finalized, the “pending approval” language was forgotten about and left to this day. Kushin confirmed, however, that GL 115 was posted and active in other locations on the DAS website, but it was not forefront.

5. Jonathan Dach, Senior Advisor and Former Chief of Staff, OTG

Jonathan Dach has been in his current position as Senior Advisor since July 2024. He was Chief of Staff for the 18 months prior (beginning January 4, 2023). Prior to that he was the Policy Director starting January 2019.

When first hired by OPM, Dach’s position was in the OTG. When asked about his onboarding in 2019, he recalls a state ethics webinar and occasional refreshers from State Ethics or FOIA, but he does not recall anything regarding vehicle use.

Dach resided on Chapel Street in New Haven when he was hired and resided there until March 2024, when he moved to the Colt Building in Hartford, where he lived for 6 months to October 2024. He then moved to New York.

Dach did not own a vehicle at any time while appointed to the OTG. When he was hired, he would commute by train from New Haven to the Capitol in Hartford. When he became Chief of Staff, in early January 2023, he learned that his job involved him being on the phone all the time. He reports that commuting on the train was not ideal to conduct these phone calls. He first used an OTG vehicle on January 20, 2023. He recalls that there were two vehicles available to the OTG when he got there as Chief of Staff; a Grey Ford Escape that he used regularly and a blue sedan (nicknamed the Blueberry) that he never used. Dach reports that Communications staff utilized the Blueberry. Dach reports that people did use the Escape but very sparingly and he could identify the handful of trips that were not his.

Dach reports that the practice for use of the vehicles was “well established” by the time he got there as Chief of Staff. He doesn’t recall any logbook, binder, or sign out sheets, but told Investigators that the keys were kept in a basket and “were there for the taking.” There was no one overseeing the vehicle usage at OTG, and recalls that when he came on, Kathy Damato mentioned to him, “You should use the car.”

When asked if he was aware of a policy about vehicle usage, Dach stated “No” and that he first learned about it after the media report about his vehicle use. He further stated that he was unclear whether it applied to him as an appointed official. He said the Handbook for Appointed Officials didn’t even reference back to any policy. He stated that he knew the vehicle was tracked with Telematics and that the GPS data was used to track people’s usage and speed in the cars. He then clarified that he knew there were policies regarding vehicle usage but was not aware that they applied to his use. He stated that he doesn’t recall looking for or asking about a policy when he started using the vehicle.

The Investigators reviewed Telematics data with Dach, including dates, locations, speed, as well as his calendar. Investigators asked him to confirm specific trips, and the purpose for each, and whether it was personal or for state business. They then reviewed locations where the vehicle was parked overnight. Dach was forthcoming with his personal use of the vehicle, that he used it to commute and that he kept it near his house. He reported that his apartment in New Haven was located in the area of the Omni Building and that he frequently parked the vehicle at the Temple Street garage which was associated with Gateway Community College and is a state owned or operated garage. He believes that he approached Gateway Community College personnel and obtained a parking tag for the vehicle there, and at

UCONN. He also confirmed parking the vehicle at 310 Temple Street which he reports is a Yale University lot that is free after 4:00 PM, and is near the Yale Elizabethan Club, which he frequented. After moving to Hartford, he confirmed parking the vehicle on the streets surrounding the Colt Building.

Dach acknowledged personal trips including to Kent, CT, to Brooklyn, NY, and Albany, NY, as well as to medical appointments and for errands such as groceries. He acknowledged commuting to and from work when he lived in New Haven and in Hartford. He acknowledged that after he transitioned from Chief of Staff to Senior Advisor in July 2024, he continued to use the Escape. He acknowledged leaving the Escape parked in the Temple Street garage in New Haven for 45 days and then using the vehicle again, until he moved to New York in October 2024. He did not ask anyone permission to leave the vehicle in the Garage in New Haven for that period and did not ask permission to continue using the vehicle after he was no longer Chief of Staff. He stated he last used the vehicle on September 20, 2024, when he drove from his home in Hartford to the Capitol and parked the vehicle there.

Dach stated that he mostly used his personal credit card to pay for gas for the vehicle and did not seek any reimbursement. He did not use the state filling stations. He used the P-Card occasionally, which allowed the user to obtain gas at Exxon-Mobil stations.

Dach acknowledged that on occasion when he utilized the Escape for personal use, his then girlfriend would accompany him. He acknowledged that he exceeded the speed limit, expressing surprise that he exceeded 90 MPH, but did not dispute the data. Dach stated he had no reason to believe Telematics for the vehicle were not accurate.

He stated that he should have purchased a car or rented a car. He stated that at times there were other OTG staff in the car and that he would drive, or they would occasionally drive while he would send e-mails or otherwise work. Dach stated that the Chief of Staff job is a “24/7 job” and that “far and away these trips are either official in nature, incidental stops to official business, or in the interest of being able to hold confidential phone calls on the way. There are some trips that were more personal in nature and I’m happy to make restitution as appropriate.” He claimed that “Nearly all commuting when he was Chief of Staff was spent on the phone for work purposes.” He offered that “Whatever an appropriate restitution is I would of course pay.” Dach denied any knowledge of damage to the Escape when he last used it. He was shown an image of the damage and denied that he caused it and denied being aware of it. He suggested that the damage may have been caused by the Escape being hit while in the garage after he left it. He also indicated that since it is on the passenger side, he may not have noticed it if it happened to the vehicle during his use, but when he was not present – e.g., when it was parked.

IV. FACTUAL FINDINGS

A. Dach Employment Status and Agency Placement and Oversight Responsibility

At all relevant times, Dach served as an unclassified employee. *See* Letter of Appointment. In January 2019, Dach was hired by OPM and appointed as Undersecretary. Pursuant to a Memorandum of Understanding (“MOU”) between OPM and OTG, OPM employed Dach as an undersecretary of policy with responsibility for providing advice to the OPM Secretary on statewide policy. OPM agreed to assign Dach to work as part of OTG and to use the title of Deputy Chief of Staff for Policy. OTG was responsible for supervising Dach.

Dach was responsible for “adhering to statewide policies and procedures.” On January 4, 2023, Dach was appointed to the position as Executive Office Administrative Aid 2 acting as Chief of Staff to OTG. *See* Appointment Letter. While continuing to work at OTG, his employing agency was transferred from OPM to DAS. The Appointment Letter stated:

This is an appointment to an unclassified full-time position in accordance with the provisions of Section 3-1 and 5-198 (10) and (18) of the Connecticut General Statutes. As an unclassified employee, you serve as an appointee by the Governor and this appointment is in accordance with the rules governing unclassified employees.

Id. Dach maintained his position as Chief of Staff until July 3, 2024 at which time his job classification was changed within DAS to Executive Officer Administrative Aide 2 acting in the capacity of Senior Advisor, continuing in the OTG. At all times relevant to this report, DAS and OTG were responsible for oversight of Dach’s vehicle usage.

B. Relevant Time Period and Vehicle

On January 2, 2023, around the time Dach was appointed to Chief of Staff, DAS inquired as to whether Dach anticipated requiring a car for travel to “off site official meetings.” Dach indicated that the OTG Communications team should be authorized, and that he could “imagine having to use it occasionally” in his own capacity. *See* 2 Jan 2023 Email, “Fw: fleet.”

On January 20, 2023, Dach began using vehicle 1101 AZ62995, the Ford Escape. He did not use vehicle 1101 5-9111, the Ford Fusion. Dach utilized the Escape between January 20, 2023 and September 20, 2024, continuing to use it after his term as Chief of Staff, and duties related thereto, concluded and he became Senior Advisor. Telematics data indicate, and Dach confirmed, that he last drove the Escape on September 20, 2024, when he drove it from

his home in the Colt Building to the office, returned the keys to the basket and parked the vehicle at 300 Capitol Avenue, which is the Legislative Office Building (“LOB”) Parking Garage, where it remained for 27 days.

C. Relevant Policy Provisions Applicable to Dach During the Relevant Period

From January 20, 2023, to August 31, 2023, GL 115-2019 was in effect. From September 1, 2023, to September 20, 2024, GL 115-2023 was in effect. During both periods, the following provisions were consistent: (1) Dach was required to garage the Escape at its “official Duty Station,” which was the Capitol/LOB. In addition, parking in the street was prohibited except in emergencies; (2) no approval was sought or received from DAS or the OTG ATA to garage or park the Escape at any location other than the Capitol. Permission was never sought or given for Dach to park at or near Dach’s residence in New Haven or Hartford; (3) the Escape was a “pool vehicle,” and was for general use and not for Dach’s exclusive use; (4) neither Dach nor the OTG made any request to DAS for an assignment of a vehicle to Dach or for any “home to office use;” (5) Dach was required to obey all motor vehicle laws, including designated speed limits; (6) Dach was permitted to use the Escape only to conduct official state business; (7) fuel purchases were to be made at state fuel stations; and (8) GL 115 authorized disciplinary action against an employee for violations, up to and including dismissal.

Prior to September 1, 2023, before GL 115-2023 went into effect, the discipline for a first offense was driver retraining and other corrective action. Subsequent offenses within 3 years could result in suspension or revocation of driving privileges.

After September 1, 2023, when GL 115-2023 went into effect, the following provisions were also applicable: (1) using a state vehicle as a “commute vehicle” was specifically designated as “personal use;” (2) Telematics were authorized to be used to ensure compliance with GL 115; (3) driving 85 MPH or above, as determined by Telematics, constitutes reckless driving and results in the immediate suspension of driving privileges; and (4) other speeding violations 10 or more miles per hour over the speed limit trigger investigation and potential discipline or training.

As a State employee, Dach was subject at all times to the Ethics Code. The relevant provision in effect during Dach’s use of the vehicle was Ethics Code § 1-84(c), which states that “no public official or state employee shall use his public office or position ... to obtain financial gain for himself....”

D. Dach’s Knowledge of Applicable Policies and Agency Responsible

1. GL 115 and Appointed Officials Handbook

In his interview, Dach stated that he was not aware of the policy contained in GL 115 or that it applied to him and that he did not review it during the time period that he utilized a state vehicle. As set forth above, Dach was originally onboarded on January 9, 2019. At that time he received an appointment letter that informed him that he was “required to complete the [OPM] new employee orientation program by the close of business Friday, January 18, 2019” and that he could complete it in person or remotely at <https://portal.ct.gov/opm-orientation>. If Dach had clicked through the required training, he would have reviewed the OPM “Use of State Resources Policy” in effect in 2019 which provided:

State resources shall be used solely for the conduct of official State business. State resources, therefore, shall not be used for personal or private business matters. It is the

responsibility of each of the following individuals to be cognizant of, and comply" with, this policy.... State resources include ... vehicles.

He was then required, "[u]pon completion of reading the required policies and procedures and fulfilling the required training requirements," to sign the "OPM Orientation Program Certificate of Completion," attesting that he completed the orientation program.

On March 20, 2019, OPM HR emailed him that they "still need the six forms listed below from you (they are included in the orientation program)" which included the "Certificate of Completion – New Employee Orientation Training Program." On June 26, 2019, OPM HR emailed him again requesting that he complete the orientation program. There is no evidence that he complied with the orientation program requirements.

OTG also has an onboarding process that specifically references GL 115, and requires an employee to acknowledge the policy, there was no documentation in Dach's personnel file confirming that he completed or was asked to complete the OTG orientation process. We have to conclude, based on the evidence before us, that, when he was onboarded by OTG, Dach was not formally informed of GL 115.

However, on October 14, 2023, DAS Commissioner Michelle Gilman forwarded Dach an email titled, "Fleet Progress Statement" which provided updates on significant milestones attained by Fleet Services. The first section stated that, among other things, the "General Letter 115 Policy" was updated. Dach responded to the email, and acknowledged to Investigators receiving the email in his interview, but stated in his interview that he likely did not read the GL 115 in connection with the email. Nevertheless, it is evidence that he was made aware that there was a vehicle use policy.

We find that as Chief of Staff, regardless whether he completed the OPM onboarding process or was provided GL 115 at OTG onboarding, GL 115 was the law, and was readily available on the DAS website, and as Chief of Staff, Dach knew or should have known of the existence and applicability of GL 115 and was responsible for complying with it. We further believe it to be common sense that one cannot use state property for personal activities without any approval or accountability.

Although Dach was initially onboarded by OPM in 2019, supervisory responsibility transferred to OTG pursuant to the MOU. Further, when he became Chief of Staff, he remained in OTG but transferred to DAS. Thus, OTG and DAS were responsible at the time of Dach's vehicle use for ensuring that he acknowledged GL 115 before being given access to any vehicle and was compliant when using a state vehicle. There is no documentation that was done.

On December 9, 2024, Dach completed the GL 115 online driver training module, which includes the following acknowledgments:

I understand that the fleet vehicle should be used appropriately at all times, for official state business only, and will not be used for personal reasons --Yes
I understand that it is my responsibility to operate the vehicle safely and in full compliance with all applicable local, state, and federal traffic laws --Yes

Dach also completed, that same day, a 3.5 hour, online, "Safety National Defensive Driving Course.

2. Code of Ethics

In his January 4, 2023 Appointment Letter, Dach was given "A Guide to the Code of Ethics for Public Officials and State Employees" which is written by the Office of State Ethics and asked to acknowledge receipt. The Guide states: "You may not use your position for your

own financial gain” and cites General Statutes § 1-84 (c), but does not mention vehicle use.

The Guide gives only one, non-exclusive example, which is not relevant to this investigation:

“Generally, these provisions are violated when a state official or employee accepts outside employment with an entity that can benefit from his/her state position (e.g., he/she has specific regulatory, contractual or supervisory authority over the person or entity).” Dach stated he was aware of the Code of Ethics.

E. Vehicle Use Oversight at DAS and OTG of OTG Pool Vehicles

Despite that GL 115 directs that the ATA at an agency shall “be a high-level manager or executive with fiscal and policy-making authority who reports directly to the agency head,” DAS designated a non-OTG employee as ATA and a non-OTG employee as Agency Contact (rather than the Chief of Staff or Director of Operations). *See* Agency Contacts List – 11.1.2022; 5.2.2023, 11.22.2024; 11.25.2024. Thus, OTG managers and supervisors did not receive the Fleet communications regarding GL 115 and vehicle use, and the DAS employee who was assigned as ATA did not know their role included anything beyond processing any reimbursement paperwork. During the relevant time period, the “Agency Contact” and “ATA” for OTG was Jolita Lazauskas, who was a DAS employee, not present at OTG, and who was unaware of her role and thus did not perform any supervisory role at OTG. There was no person within OTG or DAS specifically tasked with ensuring awareness and compliance with GL 115 at OTG.

After the relevant time period, Natalie Braswell, General Counsel, became Agency Contact and ATA for the Office of the Governor as of November 25, 2024. *See* Agency Contacts List 1-16-2025. On November 25, 2024, OTG Legal issued a memo to OTG Staff

regarding GL 115, summarizing acceptable use of state vehicles and setting forth a detailed process for signing out and returning vehicles. The Investigators were also informed by the OTG ATA that on May 5, 2025, OTG returned its two fleet cars to DAS and thus OTG staff now may now either use personal vehicles and seek mileage reimbursement, or request a vehicle for a specific trip through the agency wide DAS Fleet Daily Rental program. The Investigators confirmed that the vehicles were returned and reviewed the Daily Rental process, which requires supervisor approval, but is otherwise overseen by DAS.

We find that there was insufficient oversight at OTG and DAS of vehicle usage at OTG during the relevant time period, from January 20, 2023 to September 20, 2024. None of the required daily mileage logs, Telematics trip logs, or daily operator assignments for pool vehicles were kept, nor were the required operator certifications for such logs certifying them as true and accurate, obtained from any operator of any vehicle used by OTG.

Our findings regarding oversight of Fleet vehicle use by DAS are limited to OTG pool vehicles and personnel, which is a very small fraction of the vehicle pool, and should not be interpreted to reflect any comment on Fleet oversight generally. While not a finding, our impression is that Fleet is in the process of modernizing and remediating legacy vehicle use practices, including through Telematics data, and that the unique circumstances at the OTG with OTG personnel are not indicative of a larger issue.

1. Telematics Data

During the relevant period, the Escape utilized by Dach was equipped with Telematics tracking and the resulting data was available. All of the violations set forth below were observable in Telematics data and could have resulted in alerts sent to the OTG Agency

Contact and ATA. Because the “Agency Contact” and “ATA” assigned to OTG was not an OTG employee and unaware of the assignment, Telematics data was not reviewed. Nor were the Telematics settings set for alerts to be generated.

The Telematics equipment utilized by the State is manufactured by Geotab. One study has shown that the accuracy of these devices is between 8 and 12 feet of the identified location, and $\pm 3.4\%$ of the identified speed (approximately 2.89 MPH potential error at 85 MPH).⁷ We find that the Telematics data is sufficiently accurate to rely on it for the violations noted below.

F. Dach’s Vehicle Use

Investigators analyzed Telematics data for the pool vehicles assigned to OTG during the relevant time period, identified as Dach’s tenure as Chief of Staff, January 4, 2023 – July 2, 2024, and given his continued vehicle use as Senior Advisor, through September 20, 2024. During this time, the two pool vehicles assigned to the Office were identified in Telematics as AZ62995 (the Escape) and 5-9111 (the Fusion). Investigators analyzed Telematics data against the calendars of Dach and the Governor (because Dach frequently accompanied the Governor and followed his calendar), as well as information provided by witness interviews including Dach’s statements. Based on this information, Investigators were able to confirm that Dach was the primary, virtually exclusive, driver of the Escape (pool vehicle AZ62995). During Dach’s appointment as Chief of Staff, vehicle AZ62995 was used for 580 trips. Investigators were able to attribute 564 trips to Dach. Because of the absence of any of the required logs or

⁷ Morales, R., Gamboa, J., Nguyen, B., Siddiqui, O. et al., "Accuracy and Validation of Geotab GPS Fleet Tracking Devices," SAE Technical Paper 2021-01-0908, 2021, <https://doi.org/10.4271/2021-01-0908>.

reports, Investigators were unable to attribute sixteen (16) of the total trips to any particular user.

Based on the Telematics data and Dach's further admissions, Dach used vehicle AZ62995 beyond his appointment as Chief of Staff through and until September 20, 2024. During this additional time period, Dach used the vehicle a total of 82 additional trips, increasing his total usage to 646 trips. Of the approximately 628 days from January 4, 2023, to September 20, 2024, where he had access to the Escape, Dach drove it on approximately 191 days.⁸

1. Speed

While we were able to readily determine the maximum speed during a given trip, we did not endeavor to determine the speed limit at every point during every trip, which would be possible but incredibly time consuming and not an efficient or economical use of investigative resources. We did sampling on select trips and compared speed to the given speed limit. That sampling showed that the maximum speeds at issue were achieved on the highway where the speed limit was 65 MPH. Accordingly, we assume the state maximum of 65 MPH for our report. Based on an analysis of Telematics data for the Escape for the time Dach utilized the vehicle, Investigators identified 161 individual trips in which the vehicle obtained a maximum speed of or exceeding 75 MPH. Data tracked 40 individual trips registering a maximum speed of or exceeding 85 MPH, the statutory rate of speed constituting reckless driving pursuant to Conn. Gen. Stat. § 14-222. *See* C.G.S.A. § 14-222(a) ("The operation of a motor vehicle... at

⁸ This does not account for the days Dach did not drive the Escape but garaged/parked it for extended periods away from the Capital in the vicinity of his residence.

a rate of speed greater than eighty-five miles per hour shall constitute a violation of the provisions of this section.). The highest rate of speed tracked for the vehicle was 96 MPH.

Similarly, data was analyzed during the time in which Dach operated the vehicle outside of his appointment as Chief of Staff and identified the following: 16 trips in which the vehicle obtained or exceeded 75 MPH; 7 trips in which the vehicle obtained or exceeded 85 MPH; and 88 MPH was the highest rate of speed obtained.

The total number of times the vehicle exceeded 75 MPH was 177, and exceeded 85 MPH was 47 during the relevant time period. However, the average speed for each of those trips was much lower. For instance, the average speed for the five highest speeds recorded (96, 95, 95, 94 and 93 Miles) was 61, 67, 60, 62 and 63 MPH respectively, based on the duration of the trip and distance traveled. This could have indicated that the excessive speeds were not sustained, but were brief. GL 115 permits violations of the speed limit to “briefly to avoid accident, road debris, etc.” We obtained speed profiles for each of these trips and confirmed that while the maximum speed itself was not sustained, the vehicle was traveling above the speed limit for a sustained period with numerous peaks exceeding 80 and 85 MPH during these sampled trips. We find that the exception in GL 115 does not apply.

2. Garaging/Parking

The official duty station and designated parking spot for pool vehicles assigned to OTG was at all relevant times located at the Connecticut State Capitol Building parking lot. Investigators analyzed stop location, timestamp, and duration data for the 564 total trips attributed to Dach. Data revealed that the Escape was parked overnight a total of 109 times

outside of the official duty station while Dach was appointed Chief of Staff.⁹ During his appointment as Chief of Staff, Dach parked the vehicle overnight and outside the duty station a total of 3,623 hours. The longest time in which the vehicle was parked overnight outside of the official duty station spanned 14 days, commencing on November 29, 2023.

After Dach transferred to Senior Advisor, he continued to park the vehicle outside the official duty station. Dach parked the Escape for overnight parking 15 times after his appointment. From July 3, 2024 through September 20, 2024, the vehicle was parked overnight outside the duty station a total of 1,369 hours. The longest time in which the vehicle was parked overnight outside of the official duty station spanned 45 days, commencing on July 29, 2023.

The total number of times the vehicle was parked overnight, outside the official duty station is 124. On 73 occasions, the vehicle was parked overnight in the street.

3. Commuting

Dach was not approved to use a vehicle to commute to and from work. Investigators cross referenced start and stop location data tracked by Telematics with data obtained from witness interviews for the 564 total trips. An individual trip is identified as a commute if the vehicle traveled from Dach's New Haven or Hartford residence to the Capitol, or vice versa, while not enroute for official business. For purposes of this report, commuting does not require roundtrip travel but counts each trip to/from Dach's residence to/from the Capitol. During the course of his tenure as Chief of Staff, Investigators identified 150 individual trips in

⁹ This calculation excludes dates in which the vehicle was being serviced at an official garage.

which the vehicle was used for commuting purposes. As noted below, commutes have been included as personal use of the vehicle.

Once Senior Advisor, Dach continued to use the vehicle to commute to and from his residence to the Capitol. From July 3, 2024 through September 20, 2024, Investigators identified 23 trips in which the vehicle was used to commute between Dach's residence and the Capitol.

The total number of times the vehicle was used for commuting purposes is 173; 51 times in 2023 and 122 times in 2024. The commuting trips resulted in a total use of the vehicle for 2,976 miles; 1,683 miles in 2023 and 1,293 miles in 2024.

4. Personal Use

State vehicles used for any purpose other than to conduct official state business is considered personal use. Investigators analyzed location data for the 564 total trips against calendar data and witness interviews to categorize each trip as official state business or personal use. Trips in which the Investigators were unable to corroborate the travel as official state business based on the calendars and interviews, were categorized as personal use. A state vehicle used for commuting purposes is also considered personal use. Investigators identified 322 individual trips in which the vehicle was used for personal purposes, which is inclusive of incidents in which Dach commuted to and from his residence during the course of his tenure as Chief of Staff. We also find that when Dach utilized the Escape for personal use, he transported his then girlfriend, a non-state-employee, on more than one occasion.

Once Dach's appointment as Chief of Staff ended, he continued to use the vehicle for purposes other than to conduct official state business. From July 3, 2024 through September 20, 2024, Investigators identified 57 trips in which the vehicle was used for personal use.

The total number of times the vehicle was used for personal use is 379; 113 times in 2023 and 266 times in 2024. The total number of miles the vehicle was driven for personal use is 5,251 miles; 2,519 miles in 2023 and 2,732 miles in 2024.

The use of a state vehicle for personal business, including commuting, is a taxable benefit to the employee. The value of the benefit is calculated per IRS requirements and should have been included in the Dach's pay on form W-2. *See State Comptroller Memorandum.*¹⁰

5. Fuel Purchases

No fuel was purchased for the Escape at a State fueling station during the relevant period. GL 115 and policy related to P-Card usage mandates that the state fueling stations should be used whenever possible. Dach stated that he primarily purchased his fuel using his own card and did not seek reimbursement. The data corroborates this. We reviewed eight P-Card invoices that are assigned with the Escape. Two of them (January and April 2023) indicate purchases of \$18 in gas on January 28, 2023 at 8:31 AM in Greenwich and \$34.24 in gas on May 1, 2023 at 11:59 AM in Greenwich, which do not correlate with GPS data for the Escape or the Fusion. It is not clear what vehicle these purchases relate to.

Gas purchased on October 23, 2023, in the amount of \$21.77, is associated with another driver utilizing the Escape and related to official travel to an event in Kent, CT, on the Governor's calendar.

¹⁰ <https://osc.ct.gov/memos/calculation-of-the-taxable-benefit-of-the-non-business-use-of-state-provided-vehicles-calendar-year-2024/>

There were five additional invoices (November 2023, February 2024, April 2024, June 2023, and July 2024) with eight individual gas purchases that total \$347.31. The purchases are connected to Dach and were made during or adjacent to commuting trips and thus we find are substantially associated with personal use.

Of the eight individual P-Card gas purchases, four were made between the hours of 8:00 AM and 3:30 PM on weekdays which are the standard hours for State fueling stations (although some have longer hours). There is no indication of any emergency that would justify these purchases.

We find that the vast majority of fuel purchased by Dach during his use of the Escape for both official and personal use was with his own funds, for which he did not seek any reimbursement.

6. Damage to the Escape

There is insufficient evidence to find that Dach was responsible for the damage to the Escape that was discovered on October 17, 2024, and which, while relatively minor, cost the State \$ 3,509.22 to repair. However, Dach was the last user, and it was his responsibility to maintain the vehicle, report any damage, and ensure it received the proper repairs, which should include periodic inspections, and an inspection before returning it for the last time.

G. Ford Fusion Use by OTG

Review of the Telematics data for the Fusion between January 1, 2023 and July 31, 2024, shows that the Fusion was parked outside its duty station on only four occasions during that time, with those times generally coinciding with late returns (9:00 PM, 10:00 PM) from apparent state business (which is permitted under GL 115 with permission from the agency

ATA). Review of the location data coincides with attendance at state events. The Investigators conclude that the Fusion was properly used for state and not personal purposes and was generally properly garaged.

However, Telematics data indicate that the Fusion exceeded 100 MPH on five occasions during this period, traveled between 90 MPH and 99 MPH 44 times, and traveled between 85 MPH and 89 MPH 58 times. These appear to be staff traveling to legitimate events but traveling at a high rate of speed. For instance, on November 14, 2023, the Fusion left Hartford at 11:01 AM and arrived in New London, CT, at 11:47 AM. This coincides with an official event staffed by OTG. Despite the maximum speed of 113 MPH (which was the fastest recorded time for the vehicle), it traveled a distance of 52 miles in 46 minutes. This renders an average speed of 67.8 MPH.

Similarly, on May 31, 2023, the fusion left Bloomfield and traveled to New Haven. This coincides with official events staffed by OTG. The Fusion traveled 44 miles in 50 minutes. While the maximum speed was 103 MPH according to Telematics data, this renders an average speed of 52.8 MPH.

As set forth above, GL 115 permits violations of the speed limit to “briefly to avoid accident, road debris, etc.” We obtained speed profiles for these two trips and confirmed that while the maximum speed itself was not sustained, the vehicle was traveling above the speed limit for a sustained period with numerous peaks exceeding 90 and 100 MPH, where the speed limit was 65 MPH, during these sampled trips. We find that the exception in GL 115 would not apply.

Nevertheless, our finding that the Fusion was being properly used for state business, and the absence of log data identifying the driver or even who attended what event, amongst the staff, the Investigators have concluded that it would not be a prudent use of their time and the State's resources to attempt to identify each user for every instance of excessive speed, but instead to require retraining of all OTG operators of state vehicles, and institute proper oversight including ensuring that Telematics alerts are sent to the OTG ATA, as set forth below.

V. CONCLUSIONS

We conclude that Jonathan Dach violated GL 115 in that: (a) he utilized the Escape for personal use outside of state business, including to commute between his home and work, and for purely personal travel unrelated to his official duties; (b) he parked the Escape at locations other than the authorized Duty Station, which was the Capitol, at locations related to his personal use and his homes, including in the street; (c) he operated the Escape at excessive speed, including at speeds over 85 MPH, which constitutes reckless driving under Connecticut General Statutes; (d) he utilized the P-Card improperly for fuel purchases relate to commuting and by failing to utilize the state fueling stations; and (e) he utilized the Escape as his personal vehicle, which is an improper use of a pool vehicle, which should be available for general use within an agency. We conclude that Jonathan Dach may have violated the Ethics Code through his personal use of a state vehicle.

VI. RECOMMENDATIONS

Based on the above findings and conclusions, we make the following recommendations that OTG:

1. Refer this report to the Auditors of Public Accounts pursuant to Connecticut General Statutes §4-33(A) in connection with the unauthorized use of State funds through personal use of a state vehicle. Dach received unreported taxable benefit by his personal use of a state vehicle as set forth herein. In consultation with the State Comptroller and/or the Auditors of Public Accounts, either corrected W-2's will need to be issued to Dach for 2023 and 2024, or he will need to reimburse the State for the equivalent value as calculated by one of the accepted methods to determine the value of personal use of a vehicle.¹¹ Dach should also reimburse the state \$347.31 for P-Card gas purchases that are substantially associated with commuting, and thus personal, use, to the extent this cost is not otherwise reflected in the reimbursement calculation.

2. Impose discipline based on the violations of GL 115. GL 115 does not specify what discipline to impose but that "any violation of this policy, including the willful neglect or misuse of any state-owned or rental vehicle, is cause for disciplinary action under the "Just Cause" provision of the Regulations of Connecticut State Agencies ... and may result in disciplinary action up to and including dismissal." Dach exceeded the speed limit by at least 10 MPH or more on more than 200 individual trips, and thus OTG may wish to consider suspension or revocation of Dach's privilege to operate a state vehicle, in addition to any other discipline.

¹¹ The Investigators are not sufficiently competent in accounting methods to determine this value.

3. Refer this report to the Office of State Ethics for a determination as to whether the personal use of a state vehicle constituted a violation of the Ethics Code.

4. Require any OTG staff who utilizes a state vehicle to take the GL 115 training module, including appropriate use of the P-Card for fuel purchases.

5. Direct DAS to confirm that all agencies require that all state employees affirmatively acknowledge GL-115 before any employee is authorized to use a state vehicle.

6. Direct DAS to confirm that all agencies, including OTG and OTLG and any other agency, have a properly designated Agency Contact and ATA that is a manager or supervisor within the agency and require such person to affirmatively acknowledge their role and responsibilities.

7. Direct DAS to review whether Telematics alert settings can be defaulted to generate an automatic alert when actionable speed, garaging and geofencing violations are detected and require such alerts to be addressed and manually cleared by the ATA after being addressed with the employee, to prevent any alerts from being ignored or missed.

8. Recommend to DAS that it remove any language in GL 115 and the Handbook for Appointed Officials that implies or states that there is any distinction in the vehicle use policy between appointed officials and other employees.

9. Recommend to the Office of State Ethics that, to the extent it concludes that there is an Ethics Violation in this case, it amend the Ethics Guide to include an example regarding personal use of state property in the section on violations of §1-84(c).

/s/ Morgan Paul Rueckert

Morgan P. Rueckert

Elizabeth H. Buchanan

Shipman & Goodwin LLP