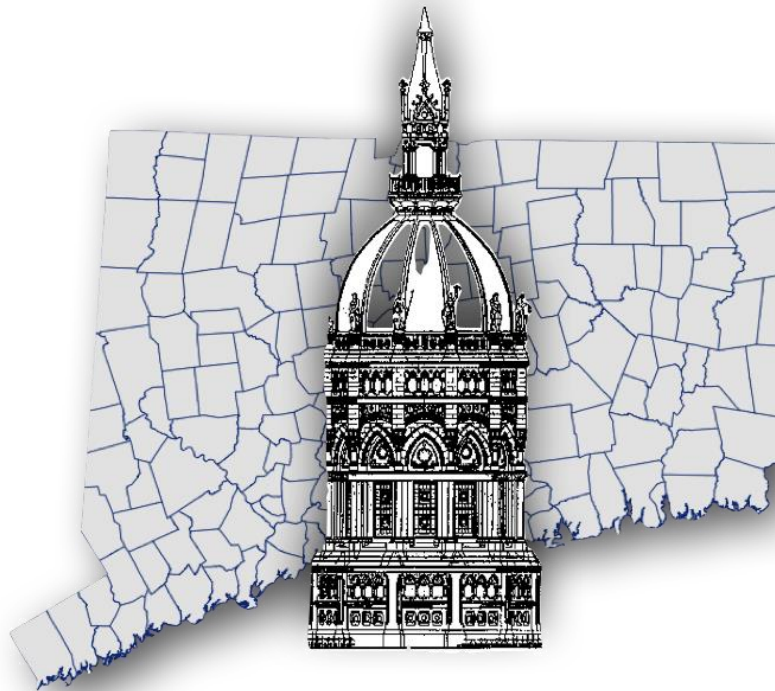


2025 Supplement

Compendium of Statutory and Regulatory Mandates on Municipalities in Connecticut



a report by the

Connecticut Advisory Commission on Intergovernmental Relations

<https://portal.ct.gov/acir>

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This report is also available at:

https://portal.ct.gov/-/media/ACIR/Mandates/Compendium/2025_ACIR_Mandate_Compendium_Supplement.pdf

January 16, 2025

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Executive Summary

The Connecticut Advisory Commission on Intergovernmental Relations (ACIR) is pleased to submit 2025's supplement to the ACIR's Compendium of Statutory and Regulatory Mandates on Municipalities in Connecticut. This supplement compiles additions or changes to the ACIR's most recent (2024) full [Compendium](#).

ACIR compendiums and supplements are prepared and issued in accordance with [Sec. 2-79a](#) of the CT General Statutes (CGS). A full compendium, identifying all known statutory and regulatory mandates, is published every fourth year and a supplement like this is published each of the three intervening years. This is the first supplement following 2024's full compendium.

The state's ability to create mandates originates in the state constitution, which authorizes the state to delegate certain responsibilities to municipalities. The constitution's *Article Tenth*, specifically, establishes that the General Assembly "*shall by law delegate such legislative authority as from time to time it deems appropriate to towns, cities and boroughs relative to the powers, organization and form of government of such political subdivisions.*"

Over the years, the state has built a mosaic of authorizations, organizational frameworks, and requirements prescribing aspects of the structure and operation of local government. The more highly prescriptive the state requirement, however, the less flexibility a municipality will have to adapt to its individual and evolving needs. State aid to municipalities is a significant portion of the state budget, but state mandates can constrain a municipality's ability to fund the services its residents and businesses expect to receive in exchange for their local tax dollars. The uneven distribution of property wealth and of tax-exempt property in Connecticut, in tandem with the state's heavy reliance on property taxes, heightens the challenge for many municipalities.

The ACIR has a long-standing goal of reducing or eliminating mandates, but cautions against viewing its list of mandates as being a "hit list" of statutes or regulations to eliminate. State and municipal governments share an interest in the local administration of many functions for which statewide uniformity or a statewide standard of performance is desired. People disagree about the desirability of specific mandates, but a level of state direction of local responsibility is often appropriate from a legal, social, and/or practical viewpoint. There will continue to be much debate about the balancing of these various interests against the associated costs.

Many of the mandates listed here, viewed individually, require little if any additional local spending. In fact, the General Assembly's [Office of Fiscal Analysis](#) often has not classified them as mandates. The cumulative impact of even "insignificant" mandates can be large, however, and school districts often have staff whose job is to monitor compliance with state mandates. The sheer number of such mandates, however, can conceal the fewer but more significant mandates that might be prioritized for review and modification.

While the previous paragraph described some mandates as "insignificant" or "significant", a mandate that might be insignificant for one municipality can be a significant burden for another. Simplistic examples include that a mandate requiring complex financial reporting might be handled at little cost by town having a full finance department than by another lacking that capacity. A town relying on a resident state trooper might avoid the cost of a new police training mandate. Differences between the impacts of many mandates probably are less obvious and the ACIR is undertaking a more focused study to reveal how such differences are experienced by different municipalities.

The ACIR is collaborating with municipal and education organizations to identify a few mandates that have been in effect for a period of time to learn how the costs imposed by those mandates vary among municipalities and how the actual costs compare with state predictions at the time of mandate adoption. The ACIR was preparing to begin such analyses in 2020, but the onset of COVID 19 forced the ACIR to refocus its efforts onto intergovernmental challenges arising from the pandemic. The ACIR believes the results of deeper dives into fewer mandates will yield information that might help refine state and local leaders' understanding of the likely fiscal impacts of future legislation.

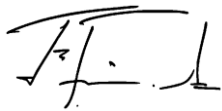
The ACIR must point out that rapidly increasing challenges in filling key local positions and rising costs of municipal operations can intensify the burden of state mandates. Those factors not only can increase the burden of state requirements previously identified as mandates: they can also transform what were previously considered to be adequately funded state requirements into inadequately-funded mandates if state or other non-local funding does not keep pace with local costs. This is a potential topic for future study.

The ACIR will publish two more compendium supplements before the next full compendium is due in 2028. The ACIR also publishes legislative session mandates reports that identify the mandates and mandate reductions of each year's legislative session. The report covering 2024's sessions is available at:

https://portal.ct.gov/-/media/acir/mandates/session/acir_2024_mandates_report.pdf

Please feel free to contact us at acir@ct.gov if you have any questions or suggestions regarding the current report or other work of the ACIR.

Sincerely yours,



John Filchak, Chair



Stephen Stephanou, Vice Chair

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State Mandate Definition, History, and Notes on this Report

The term “state mandate” is defined in [Sec. 2-32b](#) of the statutes as being:

...any constitutional, statutory or executive action that requires a local government to establish, expand or modify its activities in such a way as to necessitate additional expenditures from local revenues, excluding any order issued by a state court and any legislation necessary to comply with a federal mandate

Types of Mandates

This compendium is organized into multiple parts and sections as follows:

Part I - includes the list of statutory mandates adopted by the General Assembly and is divided into three sections to reflect three different types of mandates:

Section A - includes the statutes that impose mandates specifically on municipalities;

Section B - includes statutes that mandate actions only if a municipality chooses to perform a service (although that service might be essentially unavoidable);

Section C - includes statutes that impose mandates on all entities performing certain functions including, but not limited to, municipalities.

Part II - includes the list of regulatory mandates adopted by state agencies and is divided into two sections;

Section A - includes the regulations that mandate actions on the part of municipalities;

Section B - includes regulations that mandate actions if a municipality chooses to perform a service which is not mandated (although the service might be essentially unavoidable);

The ACIR uses the following criteria for characterizing the fiscal impact assessment of mandates:

Minor:	estimated to be less than 0.1% of the municipal operating budget
Moderate:	estimated to be 0.1 - 1% of the municipal operating budget
Major:	estimated to be more than 1% of the municipal operating budget

For instance, if a town budget is \$20 million, a major mandate would be anything that costs over \$200,000, a moderate mandate would be anything that costs between \$20,000 and \$200,000, and a minor mandate would be any that costs under \$20,000. This framework has for many years guided the ACIR’s estimates of local impacts. The ACIR, however, must point out that far more intensive rigorous study would be necessary to so precisely quantify how many of the mandates impact 169 uniquely-organized municipalities. The ACIR, furthermore, only estimates fiscal impacts of the Section A category of statutory mandates described above.

It should also be noted that while many mandates are characterized as minor and may appear to impose a negligible additional burden, the cumulative effect is much greater. For example, there are numerous minor education mandates which, viewed individually, might have been handled

by existing staff. Taken together, they can require additional personnel just to monitor mandated requirements.

Mandate History

Subdivision (c) of the ACIR's implementing statute specifies that the compendium is to include "the date of original enactment or issuance along with a brief description of the history of the mandate." Many sections of statutes imposing mandates have experienced few or even no changes throughout their history while others have been revised multiple times, sometimes even within a single year. Due to the number of technical or minor revisions, the itemization of such changes eventually accounted for approximately 200 pages in the full mandate compendium and, worse, the amount of space dedicated to any particular mandate reflected the number of times it had been revised, not how significant it actually was.

The General Assembly website's [Browse Statutes](#) feature provides a much better perspective on the history of state statutes, which includes the vast majority of mandates, especially the more significant ones. State statutes are organized by title with [Title 9](#), for example, including statutes regarding elections. Each title is further divided into chapters and [Chapter 145](#), one of the chapters in Title 9, includes sections of statutes regarding absentee voting. The text of each section of the statutes is in black font. The ACIR similarly identifies mandates by title, chapter, and section and provides a link to each chapter that includes a section imposing a mandate. The details of a mandate will be found there.

The General Assembly website also provides a detailed history of each section of statutes. The black text of the statute is followed by a list in brown font of the bills that created and modified that section of statutes. If the section has been modified since its original adoption, the brown text will be followed by a detailed description of those changes in purple font.

In addition to the information regarding legislative history, the General Assembly website includes text in red font for some of the statutes. The red font identifies court cases that have interpreted or cited the statute. The amount of effort necessary to provide the Compendiums have never provided information regarding court decisions, but such information can be significant, especially for municipal activities that are especially likely to be litigated, such as many sections of statute in the [zoning chapter of Title 8](#). The General Assembly website's presentation of legislative and judicial history is superior to what was previously provided in mandate compendiums, so the ACIR has eliminated that from its reports and instead points out where the information can be found.

Further Notes on this Report

When reviewing this report, please be mindful that it is a guide to state requirements meeting the definition of a municipal mandate, not a full list of all requirements imposed by a public act, special act, or regulation adopted in 2024. Statutes are available through the General Assembly website at <https://www.cga.ct.gov/current/pub/titles.htm>. Be aware that there can be a significant lag between the effective date of a new requirement and that requirement appearing at the linked site. Regulations are available through the CT eRegulations System at <https://eregulations.ct.gov/eRegsPortal/>.

Regulatory mandates differ from statutory mandates in that they are contained in formal state regulations that have been adopted in accordance with the Uniform Administrative Procedures Act. Regulations implement specific sections of the Connecticut General Statutes and tend to be

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more detailed. Regulations cannot be enacted without prior statutory authority, but the ACIR has at times found regulations for which the underlying statute had been repealed. In the normal course of events, state agencies will repeal such a regulation in accordance with state law, but there can be a substantial period of time between the two events.

Part I - Statutory Mandates, Section A

Includes the statutes that mandate actions specifically by municipalities

Statute Section	Description and History
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Title 9: Elections

ELECTORS: QUALIFICATIONS AND ADMISSION

9-50b	<u>State-wide centralized voter registration system.</u> - Requires registrars and municipal clerks to, as specified, provide information for and to use the state-wide centralized voter registration. Enactment: 2003, PA 03-117, Sec. 1 Estimated Cost Characterization: Minor.
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Title 10: Education And Culture

STATE BOARD OF EDUCATION. DEPARTMENT OF EDUCATION

10-40	<u>Family resource center program. Guidelines for programs. Study. Grants.</u> - Requires family resource centers to be located in or associated with public schools and to provide programs and services as specified without all costs being covered by state or federal payments. Enactment: 1988, PA 88-331, Sec. 1 and 2 Estimated Cost Characterization: Minor.
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SCHOOL HEALTH AND SANITATION

10-211f	<u>Provision of professional development programs or activities for school nurses and nurse practitioners.</u> - Requires school boards to provide professional development programs for school nurses or nurse practitioners as specified, which will also require paying for the additional time required to receive that training. Enactment: 2023, PA 23-167, Sec. 35 Estimated Cost Characterization: Minor
10-217h	<u>Connecticut School Health Survey; administration.</u> - Requires boards of education to administer the school health survey and sexual abuse/assault awareness prevention survey as specified if selected to do so. Enactment: 2022, P.A. 22-87, Sec. 1 Estimated Cost Characterization: Minor

BOARDS OF EDUCATION

10-236c	<u>Behavior intervention meetings for certain students.</u> - Requires a school's crisis intervention team to convene a behavior intervention meeting to take specified actions when requested by a teacher and requires a school administrators to notify a parent or guardian of specified student behaviors within 24 hours and parents or guardians to be notified of behavior intervention meetings and of their outcome. Enactment: 2022, PA 22-47, Sec. 19 Estimated Cost Characterization: Minor
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Title 12: Taxation

CIGARETTE TAXES

- 12-287 Dealer's license. - Requires municipal clerks to post notices of cigarette dealer license applications on municipal websites as specified.
Enactment: Prior to 1949, Mandate enacted 2024, PA 24-81, Sec. 59
Estimated Cost Characterization: Minor

Title 19a: Public Health And Well Being

DEPARTMENT OF PUBLIC HEALTH

- 19a-37 Regulation of water supply wells and springs. Definitions. Information and requirements re testing of private wells or semipublic wells. Transportation of water in bulk by bulk water hauler. - Requires local health authorities to determine whether water test results comply with the maximum contaminant levels, as specified, before a newly constructed private well or semipublic well can be used for domestic purposes.
Enactment: 2024, PA 24-68, Sec. 16
Estimated Cost Characterization: Minor

Title 22: Agriculture. Domestic Animals

DOGS AND OTHER COMPANION ANIMALS. KENNEL AND PET SHOPS

- 22-358 Killing of dogs doing damage. Quarantine of biting dogs, cats or other animals. Notice. Seizure. Euthanasia and examination of potentially rabid animals. Complaints by persons sustaining damage by dog to poultry, ratite, domestic rabbit, companion animal or livestock. Orders. Appeals. - Requires municipal animal control officer to follow specified procedures in response to dog bites or attacks.
Enactment: Prior to 1949
Estimated Cost Characterization: Minor

Title 29: Public Safety And State Police

BUILDING, FIRE AND DEMOLITION CODES. FIRE MARSHALS AND FIRE HAZARDS. SAFETY OF PUBLIC AND OTHER STRUCTURES

- 29-265d Reassessment of residential building made with defective concrete. Written evaluation by professional engineer. Adjustment by assessor. Appeal. Notification if foundation repaired or replaced. – Requires an assessor to inspect a property determined to have defective concrete, to adjust the assessment, and to notify owners of reassessed buildings of future revaluations, all as specified.
Enactment: 2016, P.A. 16-45, Sec. 2
Estimated Cost Characterization: Minor

Uncodified Public Acts (Section A Mandates)

- PA 23-204 An Act Concerning The State Budget For The Biennium Ending June 30, 2025, And Making Appropriations Therefor, And Provisions Related To Revenue And Other Items Implementing The State Budget. – Through the end of the 2024-25 fiscal year, requires school boards to handle state subsidy that offsets portions of employees' share of health policy costs as specified.
Enactment: 2023, PA 23-204, Sec. 203
Estimated Cost Characterization: Minor
- PA 24-18 An Act Aligning State Law With Federal Law Concerning Service Animals. - Requires municipalities to grant, as specified, the use of accumulated paid sick leave for employees who have a disability to participate in training to handle a service animal.
Enactment: 2024, PA 24-18, Sec. 2
Estimated Cost Characterization: Minor.
- PA 24-45 An Act Concerning Education Mandate Relief, School Discipline And Disconnected Youth. - Requires boards of education to enter into a memorandum of understanding, as specified, with youth service bureaus regarding the sharing of educational records of students receiving services.
Enactment: 2024, PA 24-45, Sec. 23
Estimated Cost Characterization: Minor

Part I - Statutory Mandates, Section B

Includes statutes that mandate actions if a municipality chooses to perform a service that is not mandated, although performing that service may be essentially unavoidable

Statute Section

Description and Enactment

Title 10: Education And Culture

BOARDS OF EDUCATION

- 10-233c Suspension Of Pupils. – Specifies criteria and procedures for a school board to suspend any pupil, with higher thresholds required for out-of-school suspensions, and services to be provided for younger pupils following their return to school.
Enactment: 1975, P.A. 609. 23

Title 21a: Consumer Protection

REGULATION OF ADULT-USE CANNABIS

- 21a-420c License required for sale, offering or delivery of cannabis. - Requires a municipality's chief law enforcement officer to take possession of specified merchandise if ordered by superior court following application by the municipality.
Enactment: 2021, PA 21-1, June Sp. Sess., Sec. 21; mandate created 2024, PA 24-76, Sec. 8

Title 29: Public Safety And State Police

DIVISION OF STATE POLICE

- 29-7h Firearms Evidence Databank. – Requires municipal police departments to submit firearms and fired ammunition to DESPP and provide information to the National Integrated Ballistic Information Network, all as specified, and requires firearms issued to police departments to be test fired and documented as specified.
Enactment: 2001, P.A. 130

Uncodified Public Acts (Section B Mandates)

- PA 24-40 An Act Implementing The Recommendations Of The Department Of Transportation And Concerning Capital Projects, Notice Of Proposed Fair And Service Changes, The Connecticut Airport Authority, Automated Traffic Safety Enforcement, Road Safety Audits, Parking Authorities, A Shore Line East Report And The Submission Of Reports And Test Results Regarding Impaired Driving. - Requires municipalities and COGS to follow process established by DOT if requesting DOT to perform a road safety audit as specified.
Enactment: 2024, PA 24-40, Sec. 51
- PA 24-58 An Act Concerning Wheelchair Repair Requirements. - Specifies that group health insurance policies cannot require a new prescription or prior authorization for the

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medically necessary repair or replacement of a complex rehabilitation technology wheelchair, with limitations as specified.

Enactment: 2024, PA 24-58, Sec. 6

- PA 24-93 An Act Concerning Various And Assorted Revisions To The Education Statutes. - Requires school playgrounds to conform to the principles of universal design as specified.
Enactment: 2024, PA 24-93, Sec. 18
- PA 24-107 An Act Concerning Illegally Passing A School Bus. - Requires a municipality or school board choosing to use a municipal school bus violation enforcement system to follow specified procedures and to use revenues as specified.
Enactment: 2024, PA 24-107, Sec. 4
- PA 24-127 An Act Concerning The Criminal Justice Response To Victims Of Sexual Assault. - Requires law enforcement units to maintain, as specified, a written policy that meets or exceeds the standards of the model policy for the criminal justice response to sexual assaults.
Enactment: 2024, PA 24-127, Sec. 1
- PA 24-127 An Act Concerning The Criminal Justice Response To Victims Of Sexual Assault. - Requires police officers to provide specified assistance to adult victims of sexual assault.
Enactment: 2024, PA 24-127, Sec. 2
- PA 24-132 An Act Concerning The Recommendations Of The Intergovernmental Policy And Planning Division Within The Office Of Policy And Management, Audits And Municipal Finance. - Requires special services districts to annually submit specified mill rate and tax levy information.
Enactment: 2024, PA 24-132, Sec. 4
- PA 24-143 An Act Concerning Municipal Approvals For Housing Development, Fines For Violations Of Local Ordinances, Regulation Of Short-Term Rentals, Rental Assistance Program Administration, Notices Of Rent Increases And The Housing Environmental Improvement Revolving Loan And Grant Fund. - Requires zoning regulations to allow the conversion of nursing homes to multifamily housing as specified.
Enactment: 2024, PA 24-143, Sec. 3
- PA 24-151 An Act Authorizing And Adjusting Bonds Of The State And Concerning Provisions Related To State And Municipal Tax Administration, General Government And School Building Projects. - Allows municipalities to provide tax exemptions as specified for owner-occupied dwellings of not more than two units.
Enactment: 2024, PA 24-151, Sec. 71
- PA 24-151 An Act Authorizing And Adjusting Bonds Of The State And Concerning Provisions Related To State And Municipal Tax Administration, General Government And School Building Projects. - Requires municipalities choosing to authorize the use of photo noise violation monitoring devices to establish an ordinance as specified including listed procedures.
Enactment: 2024, PA 24-151, Sec. 133.
- PA 24-151 An Act Authorizing And Adjusting Bonds Of The State And Concerning Provisions Related To State And Municipal Tax Administration, General Government And School Building Projects. - Requires municipalities choosing to authorize the use of photo noise violation monitoring devices to submit annual reports as specified.
Enactment: 2024, PA 24-151, Sec. 135
- PA 24-151 An Act Authorizing And Adjusting Bonds Of The State And Concerning Provisions Related To State And Municipal Tax Administration, General Government And School

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Building Projects. - Disallows state funding if school plans do not provide for single-user toilet and bathing rooms.

Enactment: 2024, PA 24-151, Sec. 167

PA 24-151

An Act Authorizing And Adjusting Bonds Of The State And Concerning Provisions Related To State And Municipal Tax Administration, General Government And School Building Projects. - Requires school boards to conduct a solar feasibility assessment for a school building not already using solar energy before seeking funding for that building.

Enactment: 2024, PA 24-151, Sec. 176.

Part I - Statutory Mandates, Section C

Includes statutes that are mandates on all entities performing certain functions including, but not limited to, municipalities.

Statute Section

Description and Enactment

Title 22a: Environmental Protection

SOLID WASTE MANAGEMENT

- 22a-226e Recycling of source-separated organic materials. Report. - Requires public and private schools generating more than a specified amount of waste and located within 20 miles of a receiving facility to separate organic materials as specified.
Enactment: 2011, PA 11-80, Sec. 1

Title 31: Labor

EMPLOYMENT REGULATION

- 31-51ss Leave from employment for victims of family violence. Action for damages and reinstatement. - Requires an employer of three or more people to permit an employee who is a victim of family violence to take up to 12 days of unpaid leave to seek medical care or psychological or other counseling for physical or psychological injury or disability for the victim, to obtain services from a victim services organization on behalf of the victim, to relocate due to such family violence, or to participate in any civil or criminal proceeding related to or resulting from such family violence.
Enactment: 2010, P.A. 10-144, Sec. 15

Title 38a: Insurance

HEALTH INSURANCE

Note: In a addition to providing its own analysis of health insurance mandates impacting municipalities and others, the ACIR wishes to highlight that PA 09-179 had established a Health Benefit Review Program within the Insurance Department requiring the department to evaluate statutorily mandated health benefits. Annual reports were published for a period of time, but the most recent was completed in 2015. It is ACIR's understanding that no further reviews are underway, but the level of analysis goes beyond the ACIR's and links to those reports are available at: <http://www.ct.gov/cid/cwp/view.asp?a=1254&q=447304>

Uncodified Public Acts (Section C Mandates)

- PA 24-19 An Act Concerning The Health And Safety Of Connecticut Residents. - Requires group health insurance policies to provide coverage for coronary calcium scans, as specified.
Enactment: 2024, PA 24-19, Sec. 19
- PA 24-39 An Act Supporting Connecticut Seniors And The Improvement Of Nursing And Home-Based Care. - Requires home health care agencies, home health aide agencies, and

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hospice agencies, including municipal agencies, to submit information as specified for inclusion in the home care provider registry and data processing system.

Enactment: 2024, PA 24-39, Sec. 2

PA 24-39 An Act Supporting Connecticut Seniors And The Improvement Of Nursing And Home-Based Care. - Requires homemaker-companion agencies, including municipal agencies, to submit information as specified to DCP.

Enactment: 2024, PA 24-39, Sec. 3

PA 24-39 An Act Supporting Connecticut Seniors And The Improvement Of Nursing And Home-Based Care. - Requires home health care agencies, home health aide agencies, and hospice agencies, including municipal agencies, to require employees to wear an identification badge as specified.

Enactment: 2024, PA 24-39, Sec. 7

PA 24-39 An Act Supporting Connecticut Seniors And The Improvement Of Nursing And Home-Based Care. - Requires homemaker-companion agencies, including municipal agencies, to require employees to wear an identification badge as specified.

Enactment: 2024, PA 24-39, Sec. 8

Part II - Regulatory Mandates

Section A Regulatory Mandates

Includes regulations that mandate actions specifically by municipalities

- 19a-79 Child Care Centers & Group Child Care Homes. – Specifies requirements for child care centers and group child care homes, including obligations for oversight by municipal officials. Officials are required to conduct inspections and other reviews as specified and to provide specified reports and approvals. (Department of Public Health)

Section B Regulatory Mandates

Regulations that mandate actions if a municipality chooses to perform a service that is not mandated, although performing that service maybe essentially unavoidable

The ACIR did not identify any Section B regulatory mandates that were created or modified in 2024.