

# An Act Concerning the Enhancement of the Advisory Commission on Intergovernmental Relations

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## **DRAFT**

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

Section 1. Subsection (a) of section 2-79a of the general statutes is repealed and the following is substituted in lieu thereof (Effective July 1, 2024):

(a)(1) There shall be a Connecticut Advisory Commission on Intergovernmental Relations. The purpose of the commission shall be to enhance coordination and cooperation between the state and local governments.

(2) Before July 1, 2019, the commission shall consist of the president pro tempore of the Senate, the speaker of the House of Representatives, the minority leader of the Senate, the minority leader of the House of Representatives, the Secretary of the Office of Policy and Management, the Commissioners of Education, Energy and Environmental Protection, Economic and Community Development, or their designees, and sixteen additional members as follows: (A) Six municipal officials appointed by the Governor, four of whom shall be selected from a list of nominees submitted to the Governor by the Connecticut Conference of Municipalities and two of whom shall be selected from a list submitted by the Council of Small Towns. Two of such six officials shall be from towns having populations of twenty thousand or less persons, two shall be from towns having populations of more than twenty thousand but less than sixty thousand persons and two shall be from towns having populations of sixty thousand or more persons; (B) two local public education officials appointed by the Governor, one of whom shall be selected from a list of nominees submitted to the Governor by the Connecticut Association of Boards of Education and one of whom shall be selected from a list submitted by the Connecticut Association of Public School Superintendents; (C) one representative of a regional council of governments appointed by the Governor from a list of nominees submitted to the Governor by the Connecticut Association of Councils of Governments; (D) five persons who do not hold elected or appointed office in state or local government, one of whom shall be appointed by the Governor, one of whom shall be appointed by the president pro tempore of the Senate, one of whom shall be appointed by the speaker of the House of Representatives, one of whom shall be appointed by the minority leader of the Senate and one of whom shall be appointed by the minority leader of the House of Representatives; (E) one representative of the Connecticut Conference of Municipalities appointed by said conference; and (F) one representative of the Council of Small Towns appointed by said council.

(3) On and after ~~July 1, 2019~~ July 1, 2024, the commission shall consist of the president pro tempore of the Senate, the speaker of the House of Representatives, the minority leader of the Senate, the minority leader of the House of Representatives, the Secretary of the Office of Policy and Management, the Commissioner of Education, ~~the Commissioner of Energy and Environmental Protection and the Commissioner of Economic and Community Development~~, or their designees, and seventeen additional members as follows: (A) ~~Six~~ four municipal officials ~~appointed~~ selected by the ~~Governor, four of whom shall be selected from a list of nominees submitted to the Governor by the~~ Connecticut Conference of Municipalities ~~and two of whom shall be selected from a list~~

~~submitted by the Council of Small Towns. One of such Six~~ **four** officials, **two** shall be ~~from a town having a population of ten thousand or less persons, one shall be from a town having a population of more than ten thousand but less than twenty thousand persons, two shall be~~ from towns having populations of more than twenty thousand but less than sixty thousand persons and two shall be from towns having populations of sixty thousand or more persons;; **(B) Two municipal officials selected by the Connecticut Council of Small Towns one of which shall be from a town having a population of ten thousand or less persons, and one shall be from a town having a population of more than ten thousand but less than twenty thousand persons,** ~~(B C) two~~ **three** local public education officials, representing an urban, suburban and rural school districts respectively ~~appointed~~ **selected** by the Governor, ~~one of whom shall be selected from a list of nominees submitted to the Governor~~ by the Connecticut Association of Boards of Education and **(D) one superintendent of schools** ~~of whom shall be selected from a list submitted~~ by the Connecticut Association of Public School Superintendents; ~~(C E) one representative of a regional council of governments~~ **selected** ~~appointed by the Governor from a list of nominees submitted to the Governor~~ by the Connecticut Association of Councils of Governments; ~~(D F) one~~ **two** representatives of organized labor **one selected** ~~appointed by the Governor from a list of nominees submitted to the Governor~~ by the Connecticut AFL-CIO **and one selected by the Connecticut Education Association;** **(E) one representative of the University of Connecticut's School of Public Policy selected by such school;** **(F) two persons, chosen by the state's Congressional delegation, one representing the Senate delegation and one representing the House of Representatives delegation;** **(G) one representative of the Connecticut Town and City Management Association selected by such association;** **(H) one representative of the School + State Finance Project selected by such organization;** **(I) one representative of the Connecticut Bar Association selected by such association;** ~~ive persons who do not hold elected or appointed office in state or local government, one of whom shall be appointed by the Governor, one of whom shall be appointed by the president pro tempore of the Senate, one of whom shall be appointed by the speaker of the House of Representatives, one of whom shall be appointed by the minority leader of the Senate and one of whom shall be appointed by the minority leader of the House of Representatives;~~ ~~(H J) one representative of the Connecticut Conference of Municipalities appointed by said conference; and~~ ~~(K) one representative of the Council of Small Towns appointed by said council.~~ **Any member designated by an authorized organization may appoint a designee to serve in their absence.**

**(4) (NEW) The chairs and ranking members of the Planning and Development Committee; Finance Revenue and Bonding Committee; Appropriations Committee and the Government Administrations and Elections Committee or their legislative designee shall be ex officio, non-voting members of the commission.**

**(45)** Before July 1, 2019, each member of the commission appointed pursuant to subparagraphs (A) to (F), inclusive, of subdivision (2) of this subsection shall serve for a term of two years. On and after July 1, 2019, each member of the commission appointed pursuant to subparagraphs (A) to (G), inclusive, of subdivision (3) of this subsection shall serve for a term of ~~two~~ **four** and may serve until a successor is appointed and has qualified. All other members shall serve for terms which are coterminous with their terms of office. The Governor shall appoint a chairperson and a vice-chairperson from among the commission members. Members of the General Assembly may serve as gubernatorial appointees to the commission. Members of the

commission shall not be compensated for their services but shall be reimbursed for necessary expenses incurred in the performance of their duties.

(6) (a) The Commission shall be organized into an executive committee and sub-committees as may be necessary, with members to be designated by the chairperson of the Commission. The chairperson and vice-chairperson of the executive committee shall, in consultation with the commission, establish standing committees and designate the chairperson of each standing committee, which shall include, but not be limited to, committees on efficiencies in the delivery of services, maximization of federal funding, utilization of technology to enhance the delivery of public services, municipal funding diversification and revenue sharing, public education efficiencies including transportation and special education, regional equity, taxation, and regionalization.

(b) The executive committee shall be comprised of the chairperson and vice-chairperson of the Commission and the chairpersons of each of the sub-committee. The chairperson and vice-chairperson of the commission shall serve as the chairperson and vice-chairperson of the executive committee. The executive committee shall meet no less than bimonthly, and at special meetings called by the chairperson.

(c) A majority of the commission shall constitute a quorum for the transaction of any business of the commission. A majority of the membership of a sub-committee shall constitute a quorum for the transaction of any business of such sub-committee . The commission shall meet as often as deemed necessary by the chairperson or a majority of the commission. Any appointed member who fails to attend three consecutive meetings of the commission or of a sub-committee or who fails to attend fifty per cent of all meetings of the commission or its sub-committees held during any calendar year shall be deemed to have resigned from the commission. In the event of such circumstance, the chairperson shall immediately notify the appointing authority for such commission member of the need for a new commission member appointment.

Section 2. Subsection (b) of section 2-79a of the general statutes is repealed and the following is substituted in lieu thereof (Effective July 1, 2024):

(b) The commission shall: (1) Serve as a forum for consultation among federal, state and local government officials; (2) conduct research on intergovernmental issues including, but not limited to, the regionalization, sharing and consolidation of government services as well as the direct and indirect impacts of changes in the provision of services at different levels of government; (3) initiate, encourage and coordinate studies of intergovernmental issues by universities, regional councils of governments, regional education service centers, research and consulting organizations and others; (4) maximize the usage and securement of state and federal grant in aide; (5) ~~initiate policy development and make~~ develop models for sustainable, recurring savings and revenue growth while initiating policy development and making recommendations for consideration by all levels and branches of government. The commission shall issue, from time to time, public reports of its findings and recommendations and shall issue, annually, a public report on its activities. The commission shall issue, annually, a public report on its activities, findings, research. On and after July 1, 2024, such public report shall describe the status of all items in the prior year's work plan, including metrics to measure progress made, if any, from the prior

year. This report shall be forwarded to the joint committee on planning and development, government administration and elections, finance revenue and bonding or other general assembly committees the commission deems appropriate. .

(C) Annually the Commission shall develop a work plan. In developing any work plan, the commission shall, consider, analyze and make specific recommendations to the General Assembly and the Administration for the accomplishment of, all aspects of regionalization, and sharing government services among state, regional and local bodies, which aspects may include, but not be limited to: (1) Standardization and alignment of various regions for the delivery of federal, state and local services; (2) Efficiencies in the delivery of public education; (3) Efficiencies in the delivery of government services; (4) Maximizing the the application of technology including the standardization, enhancement or streamlining regarding the creation, collection and sharing of data; (5) Alternative sources of municipal revenue including revenue sharing; (6) Labor relations, including coalition bargaining; (7) Control and reduction of long-term liabilities of municipalities; (8) Standardization, enhancement or streamlining of reporting by and among state, regional and local bodies; (9) Standardization of government services, including, but not limited to, the issuance of permits, across state, regional and local bodies; and (10) Any element that the Commission deems appropriate for inclusion in such plan.

Section 3. Subsection (c) of section 2-79a of the general statutes is repealed and the following is substituted in lieu thereof (Effective July 1, 2024):

~~(c) On or before the second Wednesday after the convening of the regular session of the General Assembly in 2020, and every four years thereafter on such second Wednesday, the commission shall submit to the General Assembly a report which lists each existing state mandate, as defined in subsection (a) of section 2-32b, and which (1) categorizes each mandate as constitutional, statutory or executive, and (2) describes the potential impacts on local governments implementing the mandate. In each report the commission may also make recommendations on state mandates for consideration by the commission. On and after October 1, 1996, the report shall be submitted to the joint standing committee of the General Assembly having cognizance of matters relating to appropriations and budgets of state agencies, to any other joint standing committee of the General Assembly having cognizance and, upon request, to any member of the General Assembly. A summary of the report shall be submitted to each member of the General Assembly if the summary is two pages or less and a notification of the report shall be submitted to each member if the summary is more than two pages. Submission shall be by mailing the report, summary or notification to the legislative address of each member of the committees or the General Assembly, as applicable. The provisions of this subsection shall not be construed to prevent the commission from making more frequent recommendations on state mandates. On and after July 1, 2019, the commission shall annually compile each fiscal impact statement completed for all laws passed by the general assembly related to municipalities and enacted into law in the preceding year to determine the actual net additional cost to school districts or municipalities from any new or expanded program or service that school districts or municipalities would be required to perform or administer under a new law.. The commission shall compile a report regarding the actual fiscal impact of laws enacted during the year covered by the report and forward those results to the governor, the leadership of the House and Senate, the Chairs and ranking members of the Finance Revenue and Bonding Committee~~

and the chairs and ranking members of the Appropriations Committee. As used in this section, "net additional cost" means any cost incurred or anticipated to be incurred by a school district or municipality in performing or administering a new or expanded program or service required by a state law other than any of the following: (1) A cost arising from the exercise of authority granted by a state law rather than from the performance of a duty or obligation imposed by a state law; and (2) A cost arising from a law passed as a result of a federal mandate.

Section 4. Subsection (d) of section 2-79a of the general statutes is repealed and the following is substituted in lieu thereof (Effective July 1, 2024):

~~(d) Commencing on or before January 15, 1997, and every year thereafter except a year in which a report is filed pursuant to subsection (c) of this section, the commission shall submit to the General Assembly a supplement to the report required in said subsection identifying any new mandates adopted and any mandates changed in the previous year.~~

Section 5. Subsection (e) of section 2-79a of the general statutes is repealed and the following is substituted in lieu thereof (Effective July 1, 2024):

(e) The Office of Policy and Management shall provide such staff as is necessary for the performance of the functions and duties of the Connecticut Advisory Commission on Intergovernmental Relations. Such persons may be exempt from the classified service. The Office of Policy and Management may be allocated funds, not to exceed two-million dollars annually from the Regional Performance Incentive Account as established under Section 4-66k of the General Statutes in the furtherance of its support for the Advisory Commission on Intergovernmental Relations.

(f) (NEW) (On or before July 1, 2024 and annually thereafter, the Commission shall recommend to the secretary policy focus areas for the use of regional performance incentive program funds as may be available. The secretary shall give priority to grant proposals consistent with the focus areas established by the Commission to a regional council of governments, a regional educational service center or any combination thereof.

Section 6. Subsection (c) of section 4-124s of the general statutes is repealed and the following is substituted in lieu thereof (Effective July 1, 2024):

(1) "Regional council of governments" means any such council organized under the provisions of sections 4-124i to 4-124p, inclusive;

(2) "Municipality" means a town, city or consolidated town and borough;

(3) "Legislative body" means the board of selectmen, town council, city council, board of alderman, board of directors, board of representatives or board of the warden and burgesses of a municipality;

(4) "Secretary" means the Secretary of the Office of Policy and Management or the designee of the secretary;

(5) "Regional educational service center" has the same meaning as provided in section 10-282; and

(6) “Employee organization” means any lawful association, labor organization, federation or council having as a primary purpose the improvement of wages, hours and other conditions of employment.

(7) “Advisory Commission on Intergovernmental Relations” means such commission organized under the provisions of section 2-79a.

(b) There is established a regional performance incentive program that shall be administered by the Secretary of the Office of Policy and Management. Any regional council of governments, regional educational service center or a combination thereof may submit a proposal to the secretary for: (1) The provision of any service that one or more participating municipalities of such council or local or regional board of education of such regional educational service center currently provide but which is not provided on a regional basis, (2) the redistribution of grants awarded pursuant to sections 4-66g, 4-66h, 4-66m and 7-536, according to regional priorities, ~~or~~ (3) regional revenue sharing among such participating municipalities pursuant to section 7-148bb or a proposal, as determined by the Secretary, is constant with the policy focus areas established by the Connecticut Advisory Commission on Intergovernmental Relations established pursuant to section 2-79a, as amended by Section \_\_\_ of this act . A copy of said proposal shall be sent to the legislators representing said participating municipalities or local or regional boards of education. Any regional educational service center serving a population greater than one hundred thousand may submit a proposal to the secretary for a regional special education initiative.

**(c) (NEW) On or before July 1, 2024, and annually thereafter, the Connecticut Advisory Commission on Intergovernmental Relations established pursuant to section 2-79a, as amended by Section \_\_\_ of this act, shall recommend to the Secretary policy focus areas for the use of regional performance incentive program funds to the secretary for policy focus areas to achieve efficiencies, cost savings or equity. The secretary shall give priority to grant proposals consistent with the focus areas established by the Connecticut Advisory Commission on Intergovernmental Relations to a regional council of governments, a regional educational service center or any combination thereof**

~~(e d)~~ (1) A regional council of governments or regional educational service center shall submit each proposal in the form and manner the secretary prescribes and shall, at a minimum, provide the following information for each proposal: (A) Service or initiative description; (B) the explanation of the need for such service or initiative; (C) the method of delivering such service or initiative on a regional basis; (D) the organization that would be responsible for regional service or initiative delivery; (E) a description of the population that would be served and how such regional service or initiative promotes cooperation among participating members that may lead to a reduction in economic or social inequality; (F) the manner in which the proposed regional service or initiative delivery will achieve economies of scale for participating municipalities or boards of education; ~~(G) the amount by which participating municipalities will reduce their mill rates as a result of savings realized~~; (H) a cost benefit analysis for the provision of the service or initiative by each participating municipality and by the entity or board of education submitting the proposal; (I) a plan of implementation for delivery of the service or initiative on a regional basis; (J) a resolution endorsing such proposal approved by the governing body of the council or center, which shall include a statement that not less than twenty-five per cent of the cost of such proposal shall be funded by

the council or center ~~in the first year~~ for the first three years of operation, and that by the fourth year of operation the council or center shall fund one hundred per cent of such cost; (K) a resolution endorsing such proposal approved by the governing body of the council of each planning region in which the service or initiative is to be provided; (L) an acknowledgment from any employee organization that may be impacted by such proposal that they have been informed of and consulted about the proposal; and (M) an explanation of the potential legal obstacles, if any, to the regional provision of the service or initiative, and how such obstacles will be resolved.

(2) The secretary shall review each proposal and shall award grants for proposals the secretary determines best satisfy the following criteria: (A) The proposed service or initiative will be available to or benefit all participating members of the regional council of governments or regional educational service center regardless of such members' participation in the grant application process; (B) when compared to the existing delivery of services by participating members of the council or center, the proposal demonstrates (i) a positive cost benefit to such members, (ii) increased efficiency and capacity in the delivery of services, (iii) a diminished need for state funding, and (iv) increased cost savings; (C) the proposed service or initiative promotes cooperation among participating members that may lead to a reduction in economic or social inequality; (D) the proposal has been approved by a majority of the members of the council or center and, pursuant to this subsection, contains a statement that not less than twenty-five per cent of the cost of such proposal shall be funded by the council or center ~~in the first year~~ for the first three years of operation, and that by the fourth year, unless the Secretary in consultation with the regional council of governments determines that an extension of such time frame is warranted to ensure the success of such program, of operation the council or center shall fund one hundred per cent of such cost; and (E) any employee organizations that may be impacted by such proposal have been informed of and consulted about such proposal, pursuant to this subsection.

(d) Notwithstanding the provisions of sections 7-339a to 7-339l, inclusive, or any other provision of the general statutes, no regional council of governments or regional educational service center or any member municipalities or local or regional boards of education of such councils or centers shall be required to execute an interlocal agreement to implement a proposal submitted pursuant to subsection (c) of this section.

(e) Any board of education awarded a grant for a proposal submitted pursuant to subsection (c) of this section may deposit any cost savings realized as a result of the implementation of the proposed service or initiative into a nonlapsing account pursuant to section 10-248a.

(f) The secretary shall submit to the Governor and the joint standing committee of the General Assembly having cognizance of matters relating to finance, revenue and bonding a report on the grants provided pursuant to this section. Each such report shall (1) include information on the amount of each grant and the potential of each grant for leveraging other public and private investments, and (2) describe any property tax reductions and improved services achieved by means of the program established pursuant to this section. The secretary shall submit a report for the fiscal year commencing July 1, 2011, not later than February 1, 2012, and shall submit a report for each subsequent fiscal year not later than the first day of March in such fiscal year.