



## M.O.R.E. COMMISSION RECOMMENDATIONS ENACTED IN 2013

By: Julia Singer Bansal, Legislative Analyst II

### M.O.R.E. COMMISSION

In 2010, House Speaker Sharkey established the Municipal Opportunities & Regional Efficiencies (M.O.R.E) Commission. The Commission reconvened during the 2013 legislative session to study methods of helping municipalities reduce their costs and increase efficiencies through regional cooperation. The commission established four working groups to focus on the following subject areas:

- municipal tax authority
- regional entities
- board of education functions
- mandate relief

After the 2013 session, the commission established a fifth working group to focus on special education.

### QUESTION

What M.O.R.E. Commission recommendations were enacted in 2013? Provide summaries of the enacted provisions.

### SUMMARY

During the 2013 legislative session, the M.O.R.E. Commission's four working groups submitted to the commission's leadership over 40 policy recommendations (see Appendix A). Of these, we identified 10 that were incorporated into bills that became law. The recommendations covered, among other issues, the statewide high-speed network, regional school calendars, and metropolitan planning organizations.

### COMPARISON OF RECOMMENDATIONS AND ENACTED PROVISIONS

Tables 1 through 4 compare the 10 recommendations (organized by working group) with the related provisions enacted during the 2013 session.

**Table 1: Municipal Tax Authority Working Group**

<i>Issue</i>	<i>Working Group Recommendation</i>	<i>Provision Enacted in 2013 Covering Same Issue</i>	<i>Public Act</i>	<i>Citation</i>
Land value tax pilot program	Expand a pilot program in which municipalities develop plans to tax land at a higher rate than buildings	Same as recommendation	PA <a href="#">13-247</a> § 329	CGS § <a href="#">12-63h</a>
Tax incidence study	Require the Department of Revenue Services (DRS) commissioner to biennially submit to the Finance, Revenue and Bonding Committee, and post on the department's website, a report on the overall incidence of the income tax, sales and excise taxes, the corporation business tax, and property tax	Same as recommendation	PA <a href="#">13-247</a> §§ 328 & 330	CGS § <a href="#">12-7c</a>
System of accounting for municipal revenue and expenditures	Require the Office of Policy and Management (OPM) to develop a uniform chart of accounts for municipalities	Same as recommendation	PA <a href="#">13-247</a> §§ 257 & 328	CGS § <a href="#">7-406c</a>
Distracted driving	<ul style="list-style-type: none"> <li>• Increase the fines for using a hand-held cell phone or other electronic device while driving and direct a portion of a new surcharge on such fines to a new municipal revenue enhancement account</li> <li>• Create a task force to study distracted driving prevention</li> </ul>	Substantially similar to recommendation, but did not create a surcharge on fines	PA <a href="#">13-271</a> §§ 2, 37, & 60	CGS §§ <a href="#">14-296aa</a> & <a href="#">14-137a</a>

**Table 2: Regional Entities Working Group**

<i>Issue</i>	<i>Working Group Recommendation</i>	<i>Provision Enacted in 2013 Covering Same Issue</i>	<i>Public Act</i>	<i>Citation</i>
Statewide high-speed network	<ul style="list-style-type: none"> <li>• Connect town halls, major municipal facilities, and regional councils of governments (COG) to the statewide high-speed network</li> <li>• Appropriate to COGs and municipalities \$800,000 for operating costs associated with connecting to the network</li> <li>• Appropriate \$5 million for grants to COGs and municipalities for capital costs associated with connecting to the network</li> </ul>	<ul style="list-style-type: none"> <li>• Requires the Bureau of Enterprise Systems and Technology to recommend a two-year schedule for connecting COGs and municipalities to the statewide high-speed network</li> <li>• Makes available to COGs and municipalities, grants to cover operating and capital costs associated with connecting to the network</li> <li>• Appropriates \$1,087,000 to OPM for the statewide high-speed network in both FYs 14 and 15</li> </ul>	PA <a href="#">13-247</a> §§ 253, 254, 256 & 328	CGS § <a href="#">4-124s</a>
Report on metropolitan planning organizations	Require the Department of Transportation (DOT) commissioner to prepare a report on the new Metropolitan Planning Organizations' (MPO) structure	Substantially similar to recommendation	PA <a href="#">13-247</a> § 260	N/A (Special Act)
Regional human services coordinating councils	Establish pilot regional human services coordinating councils to coordinate regional efforts and continue studying and implementing more efficient service delivery	Requires each state planning region to create a regional human services coordinating council	PA <a href="#">13-247</a> § 327	CGS § <a href="#">17a-760</a>

In addition to making its own recommendations, the regional entities working group endorsed the underlying concepts in the Planning and Development Committee's 2013 regional planning bill (HB 6629; see April 11, 2013 meeting minutes in Appendix B). The bill eliminated regional planning agencies (RPA) and regional councils of elected officials (CEO) after January 1, 2015, leaving COGs as the only regional planning organizations within the state's planning regions. It also changed (1) COGs' powers, duties, and funding formula and (2) requirements related to the designation of local planning regions (PA [13-247](#) §§ 249-252, 258-259, 388 & 390).

**Table 3: Board of Education Functions Working Group**

<i>Issue</i>	<i>Working Group Recommendation</i>	<i>Provision Enacted in 2013 Covering Same Issue</i>	<i>Public Act</i>	<i>Citation</i>
School bus driver health insurance pool	Consider developing regional or statewide school bus driver health insurance pools	Created a task force to study the possibility of a school bus driver health insurance pool	PA <a href="#">13-247</a> § 320	N/A (Special Act)
Uniform regional school calendars	<ul style="list-style-type: none"> <li>• Create a working group to develop a model school calendar</li> <li>• Make the calendar available for voluntary adoption by the 2014-2015 school year</li> <li>• Phase in a mandate for region-by-region adoption</li> </ul>	Substantially similar to recommendation	PA <a href="#">13-247</a> §§ 321-324	CGS §§ <a href="#">10-15</a> , <a href="#">10-66d</a> , & <a href="#">10-66g</a>

**Table 4: Mandate Relief Working Group**

<i>Issue</i>	<i>Working Group Recommendation</i>	<i>Provision Enacted in 2013 Covering Same Issue</i>	<i>Public Act</i>	<i>Citation</i>
Notice of community-based resources for foreclosure mediation	Repeal a requirement that municipalities include information on resources for people involved in foreclosure mediation with certain municipal tax arrearage statements	Same as recommendation	PA <a href="#">13-247</a> § 326	CGS § <a href="#">49-31r</a>

## **SUMMARIES OF ENACTED PROVISIONS**

Below we provide detailed summaries of the recommendations enacted in 2013, organized by working group.

### ***Municipal Tax Authority Working Group***

***Land Value Tax Pilot Program.*** By law, municipalities must tax land and any improvements made to it (e.g., buildings) at the same rate. The act increases, from one to three, the maximum number of municipalities that, under an OPM pilot program, may develop a plan for taxing land at a higher rate than buildings (i.e., land value tax). It also eliminates the criteria for municipal participation that, under prior law, restricted the pilot program to a distressed city with no more than 26,000 residents and a city manager and city council form of government (i.e., New London). By law, the OPM secretary must establish the application procedure. The act requires the secretary to send the Planning and Development Committee a copy

of (1) the application procedure and program criteria and (2) any notice of municipalities selected for the program.

By law, a municipality may begin preparing its plan after the secretary approves its application. Under the act, the municipality's chief elected official, instead of the chief executive officer, must appoint a committee to prepare the plan. By law, the committee must include relevant taxpayers and stakeholders. The act adds the following individuals to the committee:

1. a representative of the municipality's legislative body, or, if it is a town meeting, board of selectmen;
2. a representative of the business community; and
3. a land use attorney.

The act adds a municipality's chief elected official to the list of people who must receive a committee's completed plan for review and comment. It adds the Commerce Committee to the list of legislative committees to which a plan must be submitted after it is approved by a municipality's legislative body and extends the submission deadline, from December 31, 2009 to December 31, 2014 (PA [13-247](#) § 329; codified at CGS § [12-63h](#)).

**Tax Incidence Study.** The act requires the DRS commissioner, by December 31, 2014, to biennially submit to the Finance, Revenue and Bonding Committee and post on the department's website, a report on the overall incidence of the income tax, sales and excise taxes, the corporation business tax, and property tax. The legislature appropriated \$500,000 in FY 14 and \$200,000 in FY 15 for this study. The commissioner may contract with another entity in order to prepare the report, which must present information on the tax burden distribution as follows:

1. for individuals: (a) income classes, including income distribution expressed for every 10 percentage points and (b) other appropriate taxpayer characteristics the commissioner determines and
2. for businesses: (a) business size by gross receipts; (b) legal organization; and (c) industry by North American Industrial Classification System (NAICS) codes (i.e., codes that group businesses into major sectors and subsectors).

Under existing law, the Department of Economic and Community Development commissioner, in consultation with the DRS commissioner, must evaluate and report every three years on tax credit and abatement programs enacted to recruit

and retain businesses (CGS § 32-1r). This report must also include information on the tax incidence of the state's corporation business tax (PA [13-247](#) §§ 328 & 330; codified at CGS § [12-7c](#)).

**System of Accounting for Municipal Revenue and Expenditures.** The act requires the OPM secretary, in consultation with the State Department of Education, Connecticut Conference of Municipalities, and Connecticut Council of Small Towns, to develop and implement, by July 1, 2014, a uniform system of accounting for municipal revenue and expenditures, including board of education and grant agency expenditures and revenue. The legislature appropriated \$450,000 in FY 14 for these purposes.

The system must include a uniform chart of accounts for municipalities that lists (1) amounts and sources of revenue and (2) cash and real or personal property donations that, in the aggregate, total \$500 or more. OPM must make the chart available on its website. By June 30, 2015, municipalities must implement the accounting system and use it to file any annual reports the OPM secretary may require (PA [13-247](#) §§ 257 & 328; codified at CGS § [7-406c](#)).

**Distracted Driving.** The act increases the fines for violating the ban on driving while using a cell phone, texting, or engaging in any activity that interferes with a vehicle's safe operation, as shown in Table 5. By law, the state must remit 25% of the amount it receives for each distracted driving violation to the municipality that issues the summons.

**Table 5: Fines for Violating the Law**

<i>Offense</i>	<i>Fine Under Prior Law</i>	<i>Fine Under the Act</i>
First	\$125	\$150
Second	\$250	\$300
Third and subsequent	\$400	\$500

The act requires that the record of such a violation appear in the violator's driving history or motor vehicle record and be made available to motor vehicle insurers. It also requires the Department of Motor Vehicles commissioner to assess at least one point on a violator's motor vehicle record.

The act created a 12-member task force to:

1. evaluate the effectiveness of existing distracted driving laws;
2. examine enforcement of those laws;

3. consider distracted driving measures taken by the federal government and other states; and
4. make recommendations, including legislation, to prevent distracted driving in the state.

The task force reported to the Transportation Committee on January 15, 2014, at which point it terminated (PA [13-271](#) §§ 2, 37, & 60; codified at CGS §§ [14-296aa](#) & [14-137a](#)).

### ***Regional Entities Working Group***

***Statewide High-Speed Network.*** The act required the Department of Administrative Services' Bureau of Enterprise Systems and Technology, in consultation with COGs, to recommend a two-year schedule for connecting each municipality and COG to the state high-speed network.

The act also modifies the Regional Performance Incentive Program. By law, the program allows RPAs, CEOs, COGs, economic development districts, and two or more municipalities to annually submit to the OPM secretary proposals to provide, or study the provision of, any service on a regional basis that is currently provided by one or more towns in their regions. The act adds shared information technology services to the list of activities eligible for a grant. It also specifies that two or more municipalities that apply for funds must do so through an RPA.

Under the act, an individual municipality or COG may apply to the OPM secretary, by December 31, 2013 and annually thereafter, for a grant to fund (1) operating costs for connecting to the statewide high-speed network and (2) capital costs associated with connecting to the network, including costs of building out the internal fiber network connections required to connect to the state network.

The act requires the secretary to make network build-out grants in conformity with the two-year schedule fixed for municipal and COG connection to the state network. The legislature appropriated \$1,087,000 to OPM for the statewide high-speed network in both FYs 14 and 15 (PA [13-247](#) §§ 253, 254, 256 & 328; codified at CGS § [4-124s](#)).

***Report on MPOs.*** Federal law requires the state to designate MPOs, which are regional entities responsible for carrying out certain transportation planning activities. The act requires the DOT commissioner, within available appropriations, to prepare a report on the redesignation of MPOs and submit it to the Transportation and Planning and Development committees by July 1, 2014. The report must indicate:

1. a suggested redesignation process;
2. the assistance DOT will provide; and
3. any structures and resources that will be necessary to meet federal transportation requirements related to planning, capital programming, project selection, asset management, and performance measurement under the Moving Ahead for Progress in the 21<sup>st</sup> Century Act (the primary federal surface transportation law) (PA [13-247](#) § 260).

**Regional Human Services Coordinating Councils.** Starting January 1, 2015, the act requires each state planning region to establish regional human services coordinating councils to encourage collaborations fostering the development and maintenance of a client-focused structure for each region's health and human services system. Each council must meet at least twice per year to (1) ensure that the region's plans and activities are coordinated with its human services needs and (2) develop regional approaches to improve service delivery and achieve cost savings.

Under the act, the councils' members must include the (1) children and families, correction, developmental services, education, mental health and addiction services, public health, and social services commissioners, or their designees and (2) executive director of the Judicial Branch's Court Support Services Division, or his designee. Each COG's executive director may appoint additional members, including (1) municipal elected officials; (2) workforce development boards (also referred to as workforce investment boards); (3) nonprofit agencies; and (4) family advocacy groups (PA [13-247](#) § 327; codified at CGS § [17a-760](#)).

### **Board of Education Functions Working Group**

**School Bus Driver Health Insurance Pool.** The act created a 17-member task force to study the (1) creation of a statewide health insurance pool for school bus drivers employed by a local or regional school district or a private company that provides district busing services and (2) estimated state and municipal fiscal impact of such a pool. The act required the task force to report its findings and recommendations to the Insurance, Education, and Labor committees by January 1, 2014 (PA [13-247](#) § 320). (The task force did not meet.)

**Uniform Regional School Calendars.** The act established a 19-member task force to develop guidelines for each regional education service center (RESC) to use in developing uniform regional school calendars. The task force's guidelines had to include:

1. at least 180 days of sessions in a school year (as required by existing law);

2. a uniform start date;
3. uniform days for statutorily required professional development and in-service training for certified employees; and
4. up to three uniform school vacation periods during each school year, of which, up to two must be one-week vacations and one must be during the summer.

The act required the task force to submit its guidelines to each RESC and the Education Committee by January 1, 2014. The task force terminated on this date.

The act requires each RESC, by April 1, 2014, to (1) develop, for each board of education in its service area, a uniform regional school calendar that is consistent with the task force's guidelines and (2) submit the calendars to the State Board of Education (SBE) for approval. The calendars must be provided to the Education Committee no more than five days after SBE approval. The act allows boards to adopt the uniform calendars for the 2014-15 school year and requires them to do so beginning with the 2015-16 school year.

The act requires the education commissioner to report to the Education Committee on (1) the implementation of the uniform calendars and (2) any recommendations for legislation related to the implementation by the following dates:

1. July 1, 2014;
2. January 1, 2015;
3. July 1, 2016;
4. January 1, 2016; and
5. July 1, 2017 and annually thereafter

(PA [13-247](#) §§ 321-324; codified at CGS §§ [10-15](#), [10-66d](#), & [10-66q](#)).

### ***Mandate Relief Working Group***

***Notice of Community-Based Resources for Foreclosure Mediation.*** The act repeals a requirement that municipalities include the Judicial Branch's form on community-based resources for people involved in foreclosure mediation with any statement sent to a homeowner about a public sewer, water service, or property tax arrearage (PA [13-247](#) § 326; codified at CGS § [49-31r](#)).

JB:ro

# APPENDIX A



State of Connecticut  
GENERAL ASSEMBLY  
STATE CAPITOL  
HARTFORD, CONNECTICUT 06106-1591

April 30, 2013

Representative Tim Larson  
Chair, M.O.R.E. Commission

Representative Mae Flexer  
Vice-Chair, M.O.R.E. Commission

Representative Chris Davis  
Ranking Member, M.O.R.E. Commission

Senator Steve Cassano  
Vice-Chair, M.O.R.E. Commission

Senator Len Fasano  
Ranking Member, M.O.R.E. Commission

## Re: M.O.R.E. Municipal Tax Authority Sub-Committee Recommendations

The Bi-Partisan Municipal Tax Authority Sub-Committee has held eight meetings over the past several weeks with legislators, municipal leaders and various advocacy organizations. During this time the Sub-Committee was able to hear from many experts and reviewed several relevant reports and studies in order to come up with the following proposed recommendations. These comprehensive proposals call for both short and long term objectives regarding revisions to Connecticut's tax structure and addressing the fiscal disparity that exist amongst municipalities, including but not limited to changes to municipal property tax on motor vehicles. The Sub-Committee's goal was to propose reforms that will reduce the State's overreliance on the property tax and bring balance to overall tax structure, in a way that addresses the unique issues of our local municipalities both fairly and efficiently.

*The Sub-Committee proposals consist of four Working Drafts with language from LCO (see attached):*

- (1) AAC the Mill Rate for Motor Vehicles, the Assessment of Antique, Rare or Special Interest Motor Vehicles, the Registration of Certain Motor Vehicles and Fees for Rental Passenger Motor Vehicles and Rental Trucks.
- (2) AAC Municipal Revenue
- (3) AAC Land Value Taxation and Requiring a Tax Incidence Study
- (4) AAC Special Benefit Assessments on Central Business Districts

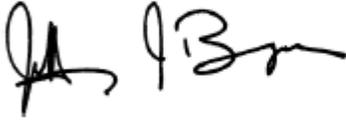
*Additional recommendations of the Sub-Committee not covered by the Working drafts are as follows:*

- 1) Study Property tax sharing amongst municipalities (Minnesota Model)
- 2) Create a local option to split property tax bills into two separate mill rates for local education and general government services (see attached OLR report and status report on Bifurcation in Connecticut)
- 3) Reform the ECS formula to strike a better balance between property value and income wealth
- 4) Consider conducting property tax revaluations on a statewide or regional level to save towns money
- 5) Explore using one of the four different models that would base the municipal car tax on the purchase price of a vehicle (MSRP) or the transfer of title (see attached models)

## Appendix A (continued)

On behalf the Municipal Tax Authority Sub-Committee we hope these recommendations prove useful in developing legislation to address property tax reform and changes to our overall state tax system.

Sincerely,

A handwritten signature in black ink, appearing to read "Jeff Berger". The signature is stylized with a large initial "J" and "B".

Representative Jeff Berger  
Chairman, Municipal Tax Authority Sub-Committee

Cc: Representative J. Brendan Sharkey, Speaker of the House  
Municipal Tax Authority Sub-Committee Member

## Appendix A (continued)



State of Connecticut  
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May 6, 2013

Representative Tim Larson  
Chair, M.O.R.E. Commission

Representative Mae Flexer  
Vice-Chair, M.O.R.E. Commission

Representative Chris Davis  
Ranking Member, M.O.R.E. Commission

Representative Tim Bowles  
Chair, Regional Entities Sub-Committee

Senator Steve Cassano  
Vice-Chair, M.O.R.E. Commission

Senator Len Fasano  
Ranking Member, M.O.R.E. Commission

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### Re: M.O.R.E. Regional Entities Sub-Committee

The Bi-Partisan M.O.R.E. Regional Entities Sub-Committee was convened by order of the Speaker of the House of Representatives Brendan Sharkey during the 2013 legislative session. The mission of the sub-committee was to find regional efficiencies in: transportation planning and initiatives; human services planning and delivery; municipal procurement, cost sharing, service provision, technology and infrastructure.

The sub-committee has held eight meetings over the past several weeks with legislators, municipal leaders, the Department of Social Services, the Department of Children and Families, the Department of Developmental Services, the Department of Mental Health and Addiction Services, the Department of Transportation, the Office of Policy and Management, the Connecticut Center for Advanced Technology and directors of CT's Regional Planning Organizations.

During this time the sub-committee heard testimony and presentations from stakeholders and agencies as well as the Boston Federal Reserve and Blum Shapiro. In order to facilitate the process of crafting recommendations from the committee's broad mission statement, three

## Appendix A (continued)



### State of Connecticut

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working groups were created. The Transportation, Human Services and Back Office working groups were established to discuss and draft recommendations to address their unique areas of concern.

#### **Human Services Working Group Recommendations**

The mission of the Human Services working group was to find efficiencies in regional service delivery while enhancing services to clients by working with stakeholders from the human services agencies, state and local elected officials and non-profit advocates. Their proposals are considered extensions of HB 5267 and its included amendment provided in this packet.

The Human Services Working Group proposals consist of the following:

- 1) **Re-align DSS, DDS, DCF, and DMHAS service boundaries** to create six service delivery areas that align with the six Regional Education Services Centers boundaries.
- 2) **Establish Pilot Regional Human Service Coordination Councils** consisting of elected officials, representatives from DSS, DDS, DCF, DMHAS, DOC, ED, PH, Workforce Development Boards, Non-Profits, and Family Advocacy Groups to coordinate regional efforts and continue studying and implementing more efficient service delivery.

#### **Transportation Working Group Recommendations**

The mission of the Transportation working group was to find efficiencies in regional planning, coordination and implementation by working with state and local elected officials, the Department of Transportation, the Office of Policy and Management, and directors of Regional Planning Organizations. The Transportation proposals are considered extensions of HB 6629, provided in this packet.

The Transportation Working Group proposals consist of the following:

- 1) **Create 5 MPOs statewide**, with a stipulation for an inter-MPO agreement between the Fairfield County region and the Danbury/Waterbury region, with some flexibility on MPO geographic boundaries (to be determined by the municipalities in the future) so as to recognize important North/South transportation routes and other geographic affinities.

## Appendix A (continued)



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- 2) **Commission a report by CDOT** to provide suggested guidelines and process relating to the new MPO structure, including funding (Federal grants; project funds vs. operational funding, source and reliability of state funding streams), staffing (as required to handle delegated responsibilities from DOT), communications, data-collection and sharing, overall process and framework, inter-MPO relations and DOT/MPO relations -- to be delivered by January 1, 2014 so as to coincide with OPM's required recommendations report.
- 3) **Create a working group**, to include representatives of DOT, OPM, the MPOs, elected officials and, perhaps, others, to pursue further clarification of all the aforementioned issues during the period between the passage of a bill this session and the January 1, 2014 receipt of the aforementioned reports, so as to inform further legislative, as needed, in the next session.

### **Back Office Working Group Recommendations**

The mission of the Back Office Working Group was to find efficiencies, provide opportunities, remove barriers and create incentives for change in: technology, productivity, information security, service delivery, cost-sharing and planning. The working group met with and heard testimony and presentations from directors of regional planning organizations, state and local elected and non-elected officials, the Connecticut Center for Advanced Technology, and the Office of Policy and Management. The recommendations are for inclusion as budget line-items or for budget implementers.

The Back Office working group proposals consist of the following:

- 1) **Connect Town Halls, Major Municipal Facilities and Councils of Government to the Nutmeg Network** to facilitate service sharing within and among towns. Funding is needed to plug the annual operating cost gap for the Nutmeg Network. Closing the gap will allow Towns and Councils of Government (COGs) to join the technology super highway for free which will allow further service sharing. Using Regional Performance Incentive Program (RPIP) funds to close the gap is consistent with the intent of this funding (facilitating service sharing among towns).
  - **Action: Allocate \$800,000** to close the annual operating gap to allow access by all municipalities and councils of government to the Nutmeg Network consistent with costs charged to school, libraries, police and fire (RPIP funds).

## Appendix A (continued)



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- 2) **Build Out the Last Mile for Towns and Councils of Government to Tie Into the Nutmeg Network.** Access to the Nutmeg Network is currently available in all 169 municipalities, however, there remains the need for municipalities and councils of government to build out “the last mile” (the connection) between the nearest current Nutmeg Network access point. A grant structure similar to the Connecticut Education Network (CEN) program should be put in place to fund the local internal build out of the Nutmeg Network.
  - **Action: Allocate \$5 million one-time grant** for municipalities and Councils of Government to build out their internal fiber network connections to the Nutmeg Network. This one-time incentive provides support for the fiber infrastructure for all towns in the state. FiberTech, the state contractor for fiber build out, estimates it may cost up to \$9.4 million to completely build out the network.
- 3) **Create Data Dictionaries** (standardized data formats) by working with municipal professional organizations (town clerks, public health, assessors, etc) and state agencies which will assist in software sharing (e.g. Uniform Chart of Accounts, GIS standards or database standards) and information sharing/training.
  - **Action: Allocate \$500,000 to fund an Independent Public Service Institute** to facilitate the creation of statewide standard data formats in partnership with municipal professional organizations and state agencies.
- 4) **Encourage Ongoing Software Sharing** within and among towns through priority scoring in RPIP and STEAP grants and ensure LOCIP eligibility.
  - **Action: Add software sharing as a priority in scoring for RPIP and STEAP** and ensure ability to use LOCIP funding.

### **Demonstrate the Efficiencies and Benefits of Public Fiber Network**

Create several pilot programs coordinated with the Connecticut Center for Advanced Technology (CCAT) and the Connecticut Education Network (CEN) to demonstrate the use of fiber connectivity to start on July 1, 2013 with a report back to the MORE Commission by January 1, 2015. Criteria for choosing towns who are the best candidates for these pilots are in the attached Appendix.

## Appendix A (continued)



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### Nutmeg Network Demonstration Pilots to Consider:

#### 1) Data Recovery Centers /Business Continuity Centers

**Challenge:** Currently, municipalities and councils of governments are dependent on electricity and internet connections to perform their daily operations. If one or both of those systems fail as the result of a disaster, man-made or natural, they cannot perform their functions. Recent events, such as Hurricane Sandy, show how necessary it is to address these potential system failures.

**Solution:** By establishing a Data Recovery and Business Continuity solution through the Nutmeg Network, data would be protected in the Connecticut Municipal Cloud at an offsite location. Towns and Councils of Government can access their data through mutual aid with other Towns who are functioning normally. In addition, data security is higher on the Nutmeg Network than in typical commercially available Cloud-based solutions which rely on an internet connection. In the short term, pilot communities can centrally house their data at the CCAT data center. Once a pilot is complete, we propose that the data for local and regional governments be co-located at the planned State of Connecticut new data center which will serve state agencies (Bureau of Enterprise Systems and Technology (BEST)).

- a. Provides 1 rack co-location space for backup and/or virtualization of town systems (i.e., virtual desktop).
- b. Allows for speedy recovery/failover from disasters or technology failures.
- c. Enables software license clearinghouses for traditional software and software as service (SAS), reducing costs and increasing standardization for future collaboration (North Central TX Council of Government software programs).
- d. Includes Technical Consultant and Pilot Program Management
- e. Ultimately, the full program may share space in the planned BEST data center for co-location of local and regional government data.

**Pilot Cost: Allocate \$325,000**

#### 2) Common Regional GIS Mapping System for Sharing Software Systems

**Challenge:** Geographic Information Systems (GIS) mapping systems are inconsistent across the state and are not connected to one another to provide a common dataset for statewide multi-town or regional use. Locational based software is therefore restricted to single-town use since there is no universal source of GIS data. This is not the optimal scale for this software.

## Appendix A (continued)



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**Solution:** Establish a common regional GIS mapping system through currently available COG regional GIS data. Include property information (with sketches) to tie in assessor information.

**Base Pilot Costs:** Allocate \$1,075,000 to set up a regional mapping system for software sharing.

Once the regional mapping is set up, use this data to develop a common platform for a wide variety of Software Sharing Systems, including, but not limited to:

- a. **Regional Dashboard for Emergency Operations/Work Management System** (South Windsor model)  
**Pilot Cost:** Allocate \$300,000 (regional GIS software licensing (\$250,000), Dashboard customization (\$50,000))
- b. **Regional Assessment/Revaluation** (NECCOG model)

**Pilot Cost:** Allocate \$750,000 (regional GIS software licensing (\$250,000), regional assessor software licensing (\$20 per parcel))

### 3) **Board of Education/Town Payroll/Payables and Finance Software**

**Challenge:** Boards of Education are required to adopt a state-prescribed Uniform Chart of Accounts (UCOA) by July 1, 2014 (PA 12-116). The CT Office of Policy and Management (OPM) is also required to implement a municipal benchmarking initiative for municipalities (PA 11-57). The State Department of Education (SDE) and OPM are considering one UCOA for both education and municipal government.

**Solution:** Coordinate BOE and town Payroll/Payables and Finance software with the newly prescribed Uniform Chart of Accounts (UCOA) for Boards of Education. Offer the finance software free to municipalities on the Nutmeg Network in exchange for voluntary municipal adoption of the new UCOA for all of municipal government.

**Pilot Cost:** Allocate \$750,000 for finance software (up to three towns in pilot)

## Appendix A (continued)



State of Connecticut  
GENERAL ASSEMBLY  
STATE CAPITOL  
HARTFORD, CONNECTICUT 06106-1501

#### 4) Virtual Public Safety Answering Point (PSAP) dispatch function to be coordinated by the Office of Statewide Emergency Telecommunications (OSET)

**Challenge:** Multiple studies have shown that the state of Connecticut has too many PSAPs. The state has tried for years to incentivize municipalities to enter into cooperative PSAPs, with very limited success. Various issues of concern have been raised by local police departments, including the problem of “dark stations” where there is no one present at each local police department.

**Solution:** Technology now exists to allow for remote dispatch chairs to be connected to fully equipped PSAP to address the Dark Police Station issue. Virtual PSAP technology allows for local governments to maintain control of their dispatch, while allowing for seamless mutual aid, should the need arise. The state will also save significant expense on equipment through virtualization. E-911 equipment in each town will be reduced, saving the State of Connecticut significant equipment expense. **Pilot Cost:** Cost TBD for virtual PSAP software

#### Leverage Cooperative Purchasing Benefits

Increase collaboration in purchasing services and commodities to drive down overhead, prices and increase quality.

- 1) **Action: No Cost.** Clarify State law (CGS 7-148cc) to specifically authorize Towns and Boards of Education to accept bids issued by various regional governmental and not for profit purchasing collaboratives.
- 2) **Action: Allocate \$250,000** to expand the 81 town CROG Purchasing Council to be available to all towns in the state, modeling after the Connecticut Library Consortium which merged four regional Cooperative Library Service Units (CGS 11-09e). This funding would provide funding for 1.5 FTE to staff the program, including overhead.

#### Best Practices

## Appendix A (continued)



**State of Connecticut**  
GENERAL ASSEMBLY  
STATE CAPITOL  
HARTFORD, CONNECTICUT 06106-1591

Connecticut could assist cities and towns throughout Connecticut by establishing a statewide clearinghouse to collect information on best practices and to establish policies on regional sharing initiatives.

### **Establish an Independent Public Service Institute**

Create an independent institute modeled after the functions on the previous function of the UCONN Institute of Public Service in conjunction with the UCONN Masters in Public Administration program. This institute could coordinate existing cooperative purchasing opportunities and provide training in a central repository. These types of public service research centers exist in other states and address current and emerging issues relating to matters of public policy, governance and leadership. Examples include COWS in Wisconsin (<http://www.cows.org/>) and the Institute of Public Service and Policy Research at University of South Carolina (<http://www.ipspr.sc.edu/>).

**Action: Allocate \$500,000 to develop an Independent Public Service Institute to be housed in a major higher education institution in the state.**

Examples of areas of information and research include, but are not limited to:

- Applied research on service sharing,
- Comprehensive data on cooperative best practices,
- Collaborations,
- Training (including non-credit offerings for public sector workers at all levels)
- Cost-effective program analysis,
- Consultation, and
- Public Policy Forums.

## Appendix A (continued)



State of Connecticut  
GENERAL ASSEMBLY  
STATE CAPITOL  
HARTFORD, CONNECTICUT 06106-1591

May 14, 2013

Representative Tim Larson  
Chair, M.O.R.E. Commission

Representative Mae Flexer  
Vice-Chair, M.O.R.E. Commission

Representative Chris Davis  
Ranking Member, M.O.R.E. Commission

Senator Steve Cassano  
Vice-Chair, M.O.R.E. Commission

Senator Len Fasano  
Ranking Member, M.O.R.E. Commission

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### Re: M.O.R.E. Board of Education Functions Sub-Committee

The Bi-Partisan Board of Education Functions Sub-Committee held eight meetings during the spring 2013 legislative session. Members explored policy concepts with the intention of finding resource economization opportunities in public school education. Consistent with the goals of the Speaker of the House's M.O.R.E. Commission, these policies were conceptualized to help make Connecticut more economically competitive in the short and long term.

The Sub-Committee heard guest testimony and presentations from the State Department of Education, the Regional Education Service Center Alliance, the Connecticut Association of Public School Superintendents, the Connecticut Conference of Municipalities and the Connecticut School Transportation Association. The Sub-Committee formed four working groups to study the feasibility of certain existing regionalization ideas and devise additional ones. The working groups' foci were on the concepts of school transportation, common calendar, bifurcated tax bills, and minimum budget requirement. These four groups reported their findings back to the Board of Education Functions Sub-Committee.

## Appendix A (continued)

### Recommendations on which there was agreement:

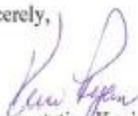
- Convene a working group of public education stakeholders to develop a model school calendar for State Department of Education promulgation. Make such calendar available for voluntary adoption in the 2014-2015 school year, and phase in a mandate for region-by-region adoption.
- Consider developing regional or statewide health insurance pools for school districts or bus companies to enroll drivers in.
- Incentivize purchase of efficient, alternative fuel school buses.
- Require State Department of Education to create model regionalization contracts.

### Recommendations that may warrant further review to develop stakeholder consensus:

- Establish regional school districts for the purpose of special education, as a means of cost containment while obliging the Sheff v. O'Neill order.
- Develop a voluntary pilot program for a minimum budget requirement savings agreement. When a board of education can save money, 50% would be rebated to the board in the form of a rolling fund, and 50% would return to the town and reduce the MBR by that amount.
- Consider allowing district performance as a criterion for MBR changes.

On behalf of the Board of Education Functions Sub-Committee, we hope that you find these recommendations from public education stakeholders useful for legislative purposes. The Sub-Committee looks forward to continuing its work beyond the 2013 legislative session; beginning this fall we will reconvene with additional ideas from our members.

Sincerely,



Representative Kevin Ryan  
Chairman, Board of Education Functions Sub-Committee

cc. Representative Brendan Sharkey, Speaker of the House  
Board of Education Functions Sub-Committee members

## Appendix A (continued)



State of Connecticut  
GENERAL ASSEMBLY  
STATE CAPITOL  
HARTFORD, CONNECTICUT 06106-1591

May 15, 2013

Representative Tim Larson  
Chair, M.O.R.E. Commission

Representative Mae Flexer  
Vice-Chair, M.O.R.E. Commission

Senator Steve Cassano  
Vice-Chair, M.O.R.E. Commission

Representative Chris Davis  
Ranking Member, M.O.R.E. Commission

Senator Len Fasano  
Ranking Member, M.O.R.E. Commission

Representative Peggy Sayers  
Chair, Mandates Sub-Committee

### **Re: M.O.R.E. Mandates Sub-Committee**

The Bi-Partisan M.O.R.E. Mandates Sub-Committee was convened by order of the Speaker of the House of Representatives Brendan Sharkey during the 2013 legislative session. The mission of the sub-committee was to find ways to help create mandate relief for municipalities.

The sub-committee held seven meetings over the past two months with legislators, municipal leaders, members of local labor organizations and municipal associations.

The sub-committee heard testimony, presentations and suggestions from legislators, municipal leaders, labor unions and other interested parties.

### **Mandates Sub-Committee Recommendations**

SB 1112 "An Act Concerning the Publication of Legal Notices by Municipalities" - committee recommends passage of this bill as a measure to help provide municipalities with mandate relief during these tough economic times.

## Appendix A (continued)

Section 129(b) of Public Act 12-1 "Delinquent Sewer, Water and Property Tax Bills" - the committee recommends elimination of Section 129(b) as a measure to provide municipal mandate relief. It is not necessary because all parties involved in foreclosure receive this information and it is also available in libraries. Further, as unintended consequence it creates unnecessary work for the property tax collector's staff, contributes to decreased productivity and causes confusion for the recipients.

LCO Amendment 6436 to HB 5387 "An Act Establishing a Task Force to Study the Use of Military Occupational Specialty Training as a Substitute for State Licensing Requirements" - this amendment includes Military Police and any certification issued by the Police Officer Standards and Training Council (P.O.S.T.). The committee recommends passage of this amendment.

SB 843 "An Act Concerning Revenue Items to Implement the Budget" – sections 19-22 reference an increase in several municipal fees. The committee recommends passage of this bill.

Prevailing Wage sub-committee recommends looking at the Massachusetts Sub-Contract Law and in addition, looking at making changes in thresholds such as reducing the new construction amounts and possibly increasing renovation amounts. The committee recommends a study to address these two issues.

## APPENDIX B

M.O.R.E. Task Force

Regional Entities Sub-Committee

MEETING MINUTES

Thursday, APRIL 11, 2013

10:00 AM TO 12:00 PM IN THE LOB, ROOM 2D

The following committee members were present:

Senators

Cassano, S.

Representatives

Bowles, Tim – Chairman; Aman, B; Demicco, M; DiMinico, J; Godfrey, B; Hampton, J; Morin, R; Rebimbas, R; Rojas, J; Rovero, D; Sear, B; Steinberg, J; Vicino, T;

Members

Amento, C; Borjeson, T; Brokman, M; Butler, J; Douglas, B; Elsesser, J; Filchak, J; Fusco, V; Glassman, M; Heminway, C; Kozlowski, G; Leo, P; Marconi, R; Mezzo, R; Namnoun, R; Rodriguez, L; Tate, B; Walter, J; Wray, L.

The following committee members were absent:

Berigan, J; Bidolli, B; Douglas, B; Dunne, R; Edmondson, C; Fasano, L; Fawcett, K; Gentile, L; Haddad, G; Hennessey, J; Hewett, E; Krause, L; Lesser, M; Miller, P; Murphy, P; Mushinsky, M; Orange, L; Paquette, M; Paterson, B; Reed, L; Riley, E; Ritter, B; Rose, K; Sanchez, R; Scribner, D; Stein, D; Tracy, C; Williams, S; Ziobron, M.

- I. The meeting was called to order at 9:10 AM by Chairman Bowles, T.
- II. Opening remarks by Sen. Cassano & Rep. Bowles, introductions

Rep. Bowles: I'm pleased to introduce Mary Glassman as the Chair of our Back Office Focus Group and Senator Cassano as our Transportation Focus Group Chairman. I want to thank you for agreeing to do this. In our last meeting we agreed to break out into our 3 groups: transportation, human services and Back Office. I want to emphasize again this is a collaborative process and I want to commend all for participating. These are what I have so far as our basic

## Appendix B (continued)

recommendations. These include CCM, CT 21, and the Federal reserve among others:

- Encourage COG formation
- Increase OPM resources
- Develop measurements, data and accountability
- Find opportunities in procurement and purchasing contracts
- Uniform Chart of Accounts
- Continue developing State incentives for regional cooperation
- Reduce fragmentation and organize better
- Breakdown state agency silos
- Follow/Adopt best practices such as with PSAP and Human Services Delivery

I'd like to recognize Representative Tim Larson, the Chairman of the MORE Task Force. Would you like to say a few words?

Rep. Larson: Yes, thanks Tim. I'd just like to say I'm pleased with the level of participation and determination of the committee members to move these initiatives forward and I look forward to the recommendations that are to follow. Thank you for your hard work.

Rep. Bowles: Thank you Representative Larson. We are going to move our meeting day and time to Thursdays at 10:00 AM so as not to compete with House Session. I'd like to recognize Senator Cassano.

Sen. Cassano: We (the Senate) may be in session next Thursday at 10:30. Just so we're clear we're not going to get everything done this year, that's a given. Sharing revenues has to stay in the budget.

Rep. Bowles: That is a critical point of not rushing through this process. I'd like to open it up, any questions? Okay, a show of hands for the three sub-groups. I will call them out and you just raise your hand for the group you're interested in.

III. The committee broke out into the three working groups: Transportation, Human Services and Back Office. Each group will report its recommendations back to the committee within the next two weeks. The groups met in Room 2D, the GAE conference room and the Transportation conference room.

IV. Next meeting scheduled for Thursday, April 18 from 10:00 AM to 12:00 PM in Room 2D in the Legislative Office Building.

Prepared by  
Regional Entities Administrator

John Orofino