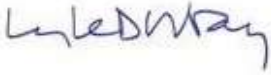


MEMORANDUM

DATE: May 26, 2020

TO: Hon. John Fonfara, Chair, Finance, Revenue and Bonding
Hon. Jason Rojas, Chair, Finance, Revenue and Bonding
Hon. Kevin Witkos, Ranking Member, Finance, Revenue and Bonding
Hon. Christopher Davis, Ranking Member, Finance, Revenue and Bonding
Hon. Steve Cassano, Chair, Planning and Development
Hon. Cristin McCarthy Vahey, Chair, Planning and Development
Hon. Dan Champagne, Ranking Member, Planning and Development
Hon. Tami Zawistowski, Ranking Member, Planning and Development
Paul Mounds, Chief of Staff, Governor's Office
Josh Geballe, Chief Operating Officer, Governor's Office
Jonathan Harris, Senior Advisor Governor's Office
Lisa Tepper-Bates, Governor's Office - Chair, Emergency Management Recovery
Melissa McCaw, Secretary of the Office of Policy and Management

FROM: Lyle Wray, Acting Chair 
CT Advisory Commission on Intergovernmental Relations

SUBJECT: Reopening and Recovery for Towns and Cities in CT

The CT Advisory Commission on Intergovernmental Relations (ACIR), an advisory commission created by Sec. 2-79a of the General Statutes, wishes to provide the following recommendations to the Office of the Governor for placement on the Governor's COVID-19 website. These recommendations were prepared with input from members and others representing a wide range of often competing interests, but sharing a common interest in addressing intergovernmental issues impacting our municipalities, regions, and state.

Recovering from the COVID-19 emergency will require a collective effort from State, municipalities, labor organizations, and private entities. These will need to be ongoing partnerships to address issues in the immediate reopening phase, in the recovery phase and in the long-term – which may take months, if not years. In order to achieve success in recovery a facilitative approach is required involving partnerships between affected Labor organizations and appropriate Management Teams to assure compliance with existing Collective bargaining agreement, State Statutes, and pertinent regulations. This process will bring better solutions to the table, and avoid time delays caused by due process for contract disagreements. Using this facilitative approach any agreed upon changes or interpretations can be reduced in writing and properly executed to assure agreement on the both the covered changes, and timeframes (if any), or applicability. Working together to develop new approaches to address changes

brought on by Covid-19 in terms of worker safety and applying new technologies will assist the State, Towns, School Districts better serve the citizens of the State.”

An effective long-term reopening and recovery strategy should not focus on redeveloping operations to its previous condition, but rather take the opportunity to provide improved services for residents and businesses.

Long-term recovery planning provides an opportunity to consider a holistic approach towards more cost effective, innovative and streamlined operations.

Two specific areas for follow up emerged out of the April 3 videoconference:

- Ways to mobilize resources to help with current or potential vacancies in key positions in city and town government and;
- Considerations on moving from the COVID-19 emergency mobilization phase to reopening and recovery from the COVID-19 emergency in town and city service to the public.

The first item on vacancies was covered in a conference call on April 9, 2020 and the observations of that group will be shared in a separate memo for consideration by the ACIR. To discuss ways of moving to the reopening and recovery phases for towns and cities a videoconference was held on April 8, 2020.

This memo is made of these sections and two attachments:

- Reopening and recovery issues
- Attachment 1: Background List of Actions to Provide General Government Support to Residents of The State
- Attachment 2: ICMA webinar on Moving Beyond the Current Crisis: A Plan for Reopening Our Cities

Reopening and Recovery Issues

Timing and detailed phasing of reopening large-scale face to face local government services will be based on public health advice through the Governor’s task force and will require several efforts at the local level. The following are some suggested areas to consider in the area of reopening and recovery of town and city services.

The likely elements in a **reopening** are:

- **Reopening and Phasing Plan.** Declaration by the Governor on the timing and phasing of reopening based on scientific guidance. Need a phasing plan for service re-establishment based on a plan of service.
- **COVID-19 Testing.** High frequency COVID-19 testing for appropriate management of quarantine.
- **Personal Protective Equipment.** Adequate PPE shall be made available for all essential workers.

- **Contact tracing** for those found to be positive for COVID-019 for appropriate management.
- **Worker safety standards and protocols.** In consultation with state and local health and safety officials, elected officials, public employee representatives, business owners and private employee representatives, a uniform set of safety standards and protocols shall be developed, at a minimum consistent with CDC and DECD guidelines, and implemented. Construction sites on public projects should adhere to [North America's Building Trades Unions \(NABTU\) standards and protocols.](#)
- **Safe public service locations** for the public and for employees using appropriate tools in the workplace. CT DECD safe workforce rules were issued April 7, 2020: <https://bit.ly/34zLdmp> .

Beyond the reopening there will need to be several steps:

- Expediting funds from several sources to local governments
- Maintain and enhance the effective delivery of local public services
- General government supports to residents of the state

Expediting Existing Funds to Local Government

Cash flow issues for towns and cities to operate during reopening will emerge and be important to address for some time. Measures that could assist include making the ECS October payment in August. Tax Anticipation Notes market capacity and regulations must be reviewed to assure a nationwide market is available.

Town Survey on Delays. There is a need to create an urgent process to speed up existing grant funds to towns and cities. It is our understanding that there will shortly be a survey of towns and cities on procedural delays on grants and approvals in the pipeline. This information is critical to disclose where the opportunities for a rapid response in getting funds out into the State exist.

Grant Writing Capacity at the Town and City Level. Towns and cities will need grant writers and administrators to take advantage of Federal, and perhaps State and private sector grant programs. If existing staff is overwhelmed with current responsibilities, will be hard to generate grant requests on a timely basis. ~~This may be an opportunity to bring back retired public administrators to assist or provide funds for consultants.~~ Additional staff may be required to generate grant requests. The process for filling new positions created for this process shall adhere to the provisions contained in local collective bargaining agreements, including internal posting periods and priority status based on seniority.

Some specific areas requiring attention include:

- Identify grants, or resources, already funded and in some stage of solicitation and/or approval. One specific example: Get Volkswagen Settlement disbursed.

- Streamline grant awards, approvals, and payments. Getting CT grant forms and applications online and being able to submit electronically.
- Streamline required processes for grant administration
- Require towns and cities to commit to quick local approvals and prioritization and completion within a year.
- Waive, or reduce grant match requirements of pending grants.
- Reallocate to projects ready to go such as a backlog of Virtual Net Metering projects awaiting approval due to caps, also community solar projects are stalled.
- Consider a minimum grant per community to assure some impact with balance based on a formula.

Specific grant programs suggestions are as follows:

- LOCIP: Allow towns to reallocate projects which can be done quickly by vote of Council or Selectmen (instead of Town Meeting). Towns must use of lose and balances over \$100,000 by June 30, 2021 deadline
- CDBG Small Cities: CT DOH must award grants by June 30 to allow summer construction in 2020.
- Crumbling Foundations backlog. Approve additional funding to allow private sector construction to address backlog and applications pending.
- Pegpetia grants were just awarded. Assure quick approval and implementation of them.
- Libraries grants. Waive, or reduce the local match requirement.
- Town Aid Roads: Work in partnership with local public works and other appropriate municipal employees to ensure the timely expenditure of funds.
- Local bridge program. Expedite approval of local and federal grants.
- LOTCIP. Require Councils of Governments to use consistent review process and get state priority on approvals.
- Community Connectivity Grants. Expedite encroachment permits.
- Municipal projects Grants: Require towns to use funds in a timely fashion.
- RPIP grants: CT OPM to distribute funding for COG and collaborative projects focused on recovery and long-term local government efficiency projects
- Get STEAP grants awarded. Funds are available but no application process has been announced. There are options: Consider allowing a percentage of prior applications to be funded, with updates in scopes or develop a one-time funding process for all or the remainder of funds such as using TAR, or LOCIP formulas or a simple per capita grant to eligible communities.
- Remove barriers to indefinite quantity contracts (pre-bid pricing technique in compliance with Prevailing Wage Statutes). Expand range of areas eligible for use and reduce restrictions in state law and rule.
- Continue to protect taxpayer funds and guard against fraud and other criminal activity utilizing complete bidding but seek ways to accelerate review and award process...

Consider utilizing available state and federal funding to make grants available to municipalities in six targeted areas:

- **Technology:** Expand broad band access, document management and electronic town hall function, address digital divide and remote learning not covered by other Federal grants.
- **Energy Efficiency in buildings:** Accelerate school and town building energy facilities, and equipment efficiency funding and use in conjunction with utilities programs.
- **Environment:** Stormwater management including treatment systems, sustainability projects including micro grids and de-icing alternatives
- **Economic Development:** Fund CT Main Street program as a regional grant to help with small business outreach and micro loans for marketing and web and ecommerce updates. Loans for groups like NE Economic Alliance for micro business loans. Ask towns to look a small business needs for small capital projects, parking, wayfinding signage, and Solar LED crosswalks. Fire code improvement, special marketing events and accessibility grants.
- **Housing:** Support attainable housing projects.
- **Recreation:** Expand and enhance ready to go recreation projects which promote social distancing and exercise such as trails and bikeways. Promote electronic trail maps.

Maintain and Enhance the Effective Delivery of Local Public Services

The COVID-19 emergency is an opportunity to make progress and not just recover from the current emergency. While we are still dealing with the immediate impacts of the pandemic, every city and town should fully cooperate with the State Economic Recovery process...

To ensure continuity of service for taxpayers, municipal and Board of Education collective bargaining agreements should consider, by mutual agreement, be extended through the end of the public health emergency.

To really improve efficiency and coordination for local governments, there should be established a statewide labor-management entity for municipal and board of education employees and managers to, establish and share best employment practices across the state...

Accelerate the use of advanced IT in consultation and partnership with bargaining unit representatives to facilitate better resident facing services as well as enhanced back office services in HR, finance, etc.

Some other specific areas to consider include:

- Indefinite quantity contracts: Expand range of areas eligible for use consistent with existing state or municipal competitive bidding requirements.

Work cooperatively with Labor to reduce barriers to Prevailing wages and CHRO process including using electronic document management to simply paperwork

Targeting New State and Federal Funds and temporary changes

- Create a task force of State/Federal/Municipal/local labor and business representatives to identify new resources and provide details and technical assistance in application process.

Discuss ideas for additional resources for municipalities with Connecticut's federal delegation.

Long-Term Recovery Efforts.

CT DEMHS Emergency Support Function (ESF) 14 is tasked with long term recovery efforts. The goal is for there to be a broad discussion of key stakeholders including elected officials, labor representatives and members of the business community regarding potential initiatives that we should be acting on to boost recovery and understand where the first two tranches of Federal Stimulus may leave gaps that we should be advocating for in the next Federal Stimulus package or where the State may play a role.

Attachment 1:
Background List of Actions to Provide General Government Support to
Residents of the State

First and foremost, the ACIR recognizes that the state's essential workers, many having limited health care and sick leave benefits, are burdened with a heightened risk of exposure to COVID-19, beyond that experienced by workers in other occupations. The ACIR encourages the Office of the Governor to convene a group to consider mechanisms for easing that burden, one of which could be institution of an irrebuttable presumption of eligibility for Workers Compensation for people designated as essential workers by their employer who are diagnosed with COVID-19 and were verifiably exposed at work.

Such a benefit would expire with the Governor's Executive Order, if instituted in that manner, but ACIR recognizes the need to consider the potential unintended consequences (financial, precedential, or otherwise). Participating agencies might include OTG, OPM, CID, DOL, DAS, WCC.

The basic framework of other groups the Governor's Office should consider forming and issues they might address are outlined below, with potentially participating agencies listed for each;

Maximize access to federal programs (OTG, DECD, DOL)

- Emergency paid leave
- Forgivable small business loans
- Employee retention credit
- **Potential next step: design outreach and marketing campaign. Possible Governor Delegation press conference**

Unemployment benefits (OTG, OPM, DOL)

- Executive Order on experience rating
- Executive Order on Shared Work at 80%
- **Potential next step: Discuss what is possible by EO vs. legislation, and prioritization given other initiatives at CT DOL**

Utilities (DEEP)

- Working on waiving of interest and fees
- EEF: protecting contractors and workers and investing in energy efficiency
- Building the offshore wind ecosystem
- DEEP additional ideas
- **Potential next step: DEEP and Stakeholders take off-line to continue to implement.**

Evictions, foreclosures, bank garnishments, etc. (OTG, OPM, DOB, DAS)

- CT is an outlier in not imposing a duty to mitigate on commercial landlords whose tenants break their lease
- State agencies have stopped collection efforts and are not issuing new garnishments, levies, etc.
- Working on EO language for further protections (including for commercial clients)

- Mortgages: DOB working on an announcement with banks, credit unions on how they will help customers with non-federally backed mortgages.
- **Potential next step: OTG driven working group to come up with recommendations for best practices**

SNAP and Medicaid are key social safety net programs. Review the following: (OTG, OPM, DSS, OHS)

- Application process, backlog, how to get money out faster, recertification, presumptive eligibility for Medicaid
- How long does someone have to wait after becoming unemployed to become eligible?
- Any changes to program structure to make program more generous
- SNAP and school lunch, waiver for hot food, eligibility for and work search requirements for single adults
- **Potential next step: DSS driven working group to come up with recommendations for best practices/implementation**

Encourage individuals to update incomes so that they can qualify for more benefits: (OTG, AHCT, DSS, DOH)

- Access Health
- SNAP
- HCV/Section 8
- **Potential next step: DSS/DOH driven working group to come up with recommendations for best practices/implementation**

Municipal: allow towns the ability to delay property taxes for affected individuals/businesses (OTG, OPM)

- **Potential next step: Discuss implications, including precedent and potential unintended consequences, at the state level**

Workforce protection and enhancement: accelerate investment in workforce while many workers are at home (GWC, SDE, OHE, DOL, DECD)

- Funding for Adult Ed / remedial education
- Enrichment / college credit for high schoolers
- In partnership with the business community, labor unions and other workforce development organizations, develop a workforce training program to meet related needs and ensure all who seek can find good paying jobs with benefits.

Attachment 2: Moving Beyond the Current Crisis: A Plan for Reopening Our Cities

On April 8, 2020 the International City County Management Association hosted a webinar entitled: **Moving Beyond the Current Crisis: A Plan for Reopening Our Cities** by Richard Florida. The presentation link may be found at: https://crcogfoundation-my.sharepoint.com/:b:/g/personal/lwray_crcog_org/Ea_qCYLPyWVKq72SSBNK0v4Bn0XcXcEf_atf0oJdLLq8yQ?e=f4DMat

Here are a few summary points related to the Richard Florida presentation. He suggested we consider three phases in the COVID-19 response for cities and towns:

- **Mobilization** (lockdowns, medical and economic)
- **Reopening** (Prepare to reopen safely and securely)
- **Recovering** (position economies for longer-run recovery)

Richard Florida then went on to cover steps were presented for city and town managers to take in the reopening and recovery phases:

- Pandemic-proof airports
- Prepare transport infrastructure
- Ready open and public spaces
- Prepare large-scale civic assets
- Enlist and ready anchor institutions
- Assess your economy
- Ensure main street survives
- Mobilize the arts and the creative economy
- Upgrade jobs for frontline service workers
- Protect less-advantaged communities

These steps may serve as a partial checklist of activities going forward for towns and cities as we move through the public health emergency.

Attachment 3: National Governors Association Roadmap

<https://www.nga.org/center/publications/health/roadmap-to-recovery/>

The National Governor's Association has developed a model plan for states to develop plans for a careful, staged reopening that protects the public's health while laying a strong foundation for long-term economic recovery. This report synthesizes and expands upon these expert recommendations by outlining ten key steps and related operational considerations for governors to guide critical decisions in support of the public's health and well-being in the weeks and months ahead.