

OFFICE OF FISCAL ANALYSIS

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sHB-6863

AN ACT CONCERNING POLICE OFFICER RECRUITMENT AND RETENTION.

OFA Fiscal Note

State Impact:

Agency Affected	Fund-Effect	FY 24 \$	FY 25 \$
Department of Emergency Services and Public Protection	GF - Cost	7.9 million - 15.2 million	7.4 million - 14.7 million
Department of Emergency Services and Public Protection	GF - Potential Cost	470,000 - 630,000	470,000 - 630,000
Department of Emergency Services and Public Protection	GF - Cost	Potential Significant	Potential Significant
Resources of the General Fund	GF - Appropriation	500,000	None
Higher Education Constituent Units	Tuition Funds - Revenue Loss	Potential Significant	Potential Significant
Higher Ed., Off.	GF - Cost	Significant	Significant
Higher Ed., Off.	GF - Cost	140,000	92,250
State Comptroller - Fringe Benefits ¹	GF - Cost	70,271	72,027

Note: GF=General Fund

Municipal Impact:

Municipalities	Effect	FY 24 \$	FY 25 \$
Hartford; Bridgeport; New Haven; Waterbury; Stamford; Greenwich; Norwalk; New Britain; Danbury; West Hartford	Revenue Gain	See Below	See Below
Municipal Police Departments	Potential Revenue Gain	5,000	5,000

¹The fringe benefit costs for most state employees are budgeted centrally in accounts administered by the Comptroller. The estimated active employee fringe benefit cost associated with most personnel changes is 42.82% of payroll in FY 24.

Various Municipalities	Potential Revenue Gain	See Below	See Below
Various Municipalities	Potential Cost	See Below	See Below

Explanation

The bill makes numerous changes designed to help recruit and retain police officers, resulting in the various impacts described below.

Section 1 requires the Department of Emergency Services and Public Protection (DESPP) to develop a state-wide campaign to promote the law enforcement profession. **Section 15** appropriates \$500,000 in FY 24 to DESPP for this purpose.

Section 2 requires DESPP to employ a full-time cadet or explorer program coordinator, resulting in an estimated cost of \$115,841 in FY 24 and \$118,487 in FY 25. The starting salary of the program coordinator is estimated to be \$74,108, with associated fringe benefits of \$31,733. There is also a cost of \$10,000 for other expenses.

This section also requires DESPP to allocate \$5,000 to each municipal police department that operates or plans to operate a cadet or explorer program each year, resulting in a potential cost to the state ranging from \$470,000 to \$630,000 in FY 24 and FY 25.² There is a potential revenue gain of \$5,000 to each municipal police department that operates or plans to operate a cadet or explorer program each year.

Section 3 requires DESPP to establish a grant program to reimburse municipal police departments for the cost of basic training for police officers, resulting in a cost to the state and savings to municipalities ranging from about \$5,000 to \$70,000 per officer. Costs will vary widely

² The estimated cost accounts for a range of 94 to 126 law enforcement agencies because there is some uncertainty over which are considered to be municipal police departments. For example, it's not clear whether a constabulary supervised by a resident state trooper would qualify as a municipal police department and be eligible for these funds.

depending on which expenses³ are covered with the grant and how many officers attend basic training. For every 100 officers that attend basic training, the cost can range from \$500,000 to \$7 million each year.

Section 4 requires the Police Officer Standards and Training Council (POST) to examine criminal justice courses offered by colleges and universities in the state, resulting in no fiscal impact to the state because POST has the expertise to meet the requirements of the section.

Section 5 prohibits POST from denying police officer certification and law enforcement units from denying someone employment as a police officer solely because they are a lawful permanent resident noncitizen, resulting in no fiscal impact to the state or municipalities.

Section 6 requires DESPP to provide a grant to each of the top ten most populous municipalities in the state to increase the salaries of police officers serving such municipalities, resulting in a cost to the state ranging from \$7.3 million to \$14.6 million in FY 24 and FY 25. It is estimated that each of these approximately 2433 officers⁴ will receive an additional \$3,000 to \$6,000 annually to make their salaries competitive with surrounding communities. The cost may be reduced if these grants are only applied to starting salaries. The following table shows the estimated revenue gain by municipality:

Municipality	Officers⁴	Revenue Gain Estimate \$
Hartford	401	1,203,000 - 2,406,000
New Haven	345	1,035,000 - 2,070,000
Bridgeport	340	1,020,000 - 2,040,000
Waterbury	295	885,000 - 1,770,000
Stamford	266	798,000 - 1,596,000
Greenwich	174	522,000 - 1,044,000
Norwalk	171	513,000 - 1,026,000
New Britain	161	483,000 - 966,000

³ The cost of tuition and fees for a police officer to attend basic training could potentially be as low as \$5,000 per student, while including the cost of uniforms, equipment, and salary while attending training could result in a significantly higher cost per student.

⁴ The most recent compiled data available on the number of police officers serving the affected municipalities is from an Office of Legislative Research report dated February 2, 2022.

Danbury	150	450,000 - 900,000
West Hartford	130	390,000 - 780,000

Sections 7-9 result in a potentially significant revenue loss beginning in FY 24 to the higher education constituent units, associated with waiving tuition for certain police officers and their dependents. The tuition waivers will be available to: (1) a police officer who has at least two years of service as an officer in Connecticut and (2) any dependent child of a police officer who has at least five years of service as an officer in the state.

There are an estimated 7,474 state and local police officers in Connecticut. It is unknown how many individuals will be eligible for the tuition waivers and take advantage of it, or which constituent unit they would choose to attend. The scope of the revenue loss will vary based on the number of waivers and the institution waiving tuition. For example, 500 additional tuition waivers at UConn results in a revenue loss of approximately \$8.2 million annually while 1,000 additional community college waivers results in a revenue loss of approximately \$4.2 million annually. To the extent that some of the waiver beneficiaries enrolling in Connecticut State Universities and Colleges institutions might not have otherwise attended, these institutions may experience higher fee and other revenue (e.g., room and board) due to the bill. The exact number of additional waivers that would occur because of the bill is unknown, but the revenue loss to the constituent units may be significant.

Examples of Tuition Waiver Value, FY 24			
# of Students	UConn	CSUs	Community Colleges
<i>Per-Student Value of Tuition Waiver, FY 24</i>	16,332	6,470	4,176
100	1,633,200	647,000	417,600
500	8,166,000	3,235,000	2,088,000
1,000	16,332,000	6,470,000	4,176,000

Section 10 results in a significant cost to the Office of Higher Education (OHE) beginning in FY 24 associated with a loan reimbursement program for individuals employed as police officers in Connecticut for at least 10 years. OHE does not currently have the funds available to operate this program. The scope of the costs is dependent upon the number of reimbursements awarded annually and the amount of gifts, grants, and donations received for the program (if any). OHE would require one full-time program administrator in FY 24 and beyond, resulting in annual salary expenses of approximately \$90,000 in FY 24 and \$92,250 in FY 25 and corresponding fringe benefit costs of approximately \$38,538 in FY 24 and \$39,501 in FY 25. Additionally, OHE would require up to \$50,000 in FY 24, associated with software and information technology upgrades.

Section 11 results in no fiscal impact because the State Retirement Commission has the resources to conduct the studies outlined in the bill.

Section 12 directs the Governor to enter negotiations to amend any collective bargaining agreement with state police officers to establish conditions for retired officers to return to service, resulting in no fiscal impact to the state or municipalities.

Section 13 requires collective bargaining agreements between municipalities and municipal police officers to allow retired, POST-certified officers to return to part- or full-time employment, while collecting a pension, resulting in a potential cost or potential savings to municipalities in FY 25, depending on the extent to which the addition of these officers defrays the current overtime costs of municipalities.

Section 14 creates a task force to study the volunteer police auxiliary force resulting in no fiscal impact to the state because the task force has the expertise to meet the requirements of the bill.

The Out Years

The annualized ongoing fiscal impact identified above would continue into the future subject to the number and expenses of grants

that DESPP administers, the number of tuition waivers granted, the terms of the collective bargaining agreement negotiated with the state police, and inflation.