Members Present:  Joan Walker (Chair), Diane Stadterman, Dotty Bavin (Vice Chair), Deb Heinrich, Bill Gladstone, Scott Scherban and Jim Deephouse

Others Present:  Alma Carroll, Director of Town Services

The subcommittee convened at approximately 7:35 a.m.

1. Public Comment.  
   None.

2. Review and take action on prior meeting minutes.

   MOVED: by Diane Stadterman and seconded by Dotty Bavin to accept the regular meeting minutes of February 25, 2015.

   VOTE: This motion was approved with four votes in favor and three abstentions.

3. Review all prior Charter revisions.

   Ms. Walker informed the committee that she had reviewed the current proposed changes with the Town's legal counsel. She also asked for a discussion of Section 4.1.2C and noted that the Town's legal counsel felt that since Madison is Town Meeting form of government and ordinances cannot go against the Charter or State Statute that this item was okay to remove or leave in the Charter. Ms. Walker also noted that in the history of town government there are few things the BoS has given themselves via ordinance.
Ms. Heinrich cautioned again that she was worried about a lack of checks and balances in this item and Ms. Carroll responded that although ordinances do not go to Town Meeting for approval, they can be repealed or changed via a Petitioned Town Meeting. The committee then agreed that this process for a Petitioned Town Meeting provided a check and balance for this item and they agreed to leave it in the Charter.

Ms. Stadterman then began reading the Charter beginning with Section 4.1.5.

The following changes were suggested:

**DEFINITIONS**

The word “commission” in this Charter includes appointive boards, agencies, authorities, committees and commissions.

**Section 4.1.5 Miscellaneous Powers of the Board of Selectmen**

Except to the extent otherwise provided by ordinance, the Board of Selectmen shall administer and is empowered to act on the following:

A. Purchase of supplies, materials, equipment and other commodities required by any officer, board, or commission or committee of the Town, except the Board of Education unless the Board of Education so agrees.

B. The maintenance or custodial work for any public building, park, playground, road or other facility under the care of any officer, board, or commission or committee of the Town, except those facilities under the care of the Board of Education unless the Board of Education so agrees.

C. Contracting on behalf of the Town for any services required by any officer, board, or commission or committee of the Town, except the Board of Education unless the Board of Education so agrees.

The Board of Selectmen may delegate the powers in Sections 4.1.5A and 4.1.5B to persons or agencies department responsible to the Board of Selectmen.

**Section 4.1.6 Vacancy in the Office of Selectmen**

Vacancies in the Office of Selectmen, other than the First Selectman, shall be filled by the procedure outlined by Section 4.1.4J of this Charter.

**Section 4.2.1 General Powers and Duties of the First Selectman**

To the extent not inconsistent with this Charter, the First Selectman shall have all powers, duties and responsibilities conferred upon that office by the General Statutes or applicable Special Act, or by ordinance, and shall perform
all the functions of that office. The First Selectman shall be the Chief Elected Official and Chief Operating Officer (if a Chief Operating Officer has not been employed pursuant to Section 7.3 hereof) of the Town.

A. The Chief Elected Official, or other designee assigned shall:
   1. Be the official head of the Town for all ceremonial purposes, for emergency purposes, and for the purpose of receiving civil process.
   2. Preside over the meetings of the Board of Selectmen.
   3. Ensure that a Long-term Strategic Town plan is updated on an annual basis, consistent with the Plan of Conservation and Development.
   4. Represent the Town in all regional associations.
   5. Act as chief lobbyist with respect to State and Federal matters through policies as voted by the Board of Selectmen.
   6. Report to the Board of Selectmen on all issues facing the Town or decisions to be made and on such other issues as may be requested by the Board of Selectmen.
   7. Execute, on behalf of the Town all legal contracts approved by the Board of Selectmen.

B. The Chief Operating Officer, or other designee assigned shall:
   1. Establish and be responsible for the administrative and personnel policies for Town offices and employees, with the approval of the Board of Selectmen.
   2. Execute and cause to be executed the Town ordinances, regulations, resolutions, and policies voted by the Board of Selectmen.
   3. with the approval of the Board of Selectmen, shall Supervise, with the approval of the Board of Selectmen, the administration of the affairs of the Town, except those matters that by the General Statutes, by Charter, or by ordinance, are exclusively committed to the Board of Education and other boards.
   4. Make special Reports to the Board of Selectmen on all significant issues facing the Town or significant decisions to be made by him and on such other issues as may be requested by the Board of Selectmen.
   5. Prepare and cause to be printed, no later than January 31, an annual Town report.
   6. Recommend to the Board of Selectmen such measures as he may deem necessary or expedient.
   7. Exercise such other powers and perform such other duties as may be required by General Statutes, ordinance, procedures or resolution of the Board of Selectmen, not inconsistent with this Charter.

Section 4.2.2 Delegation and Assignment of Duties

The First Selectman may assign and delegate duties not inconsistent with this Charter to Selectmen and to officers responsible to him. The First Selectman may, in writing, appoint a Selectman or elector, not already a
member of that board, commission or committee, to be his that representative on any board, commission or committee, but without power to vote.

Section 4.2.3 Vacancy in Office of First Selectman

As indicated in Section 3.6, any vacancy in the Office of First Selectman, from whatever cause arising, shall be filled by special election by the voters of the Town. Said special election shall be called by the Town Clerk and shall be held within 45 days after said vacancy occurs. The person so elected shall serve for the remainder of the term. If a vacancy occurs in the Office of First Selectman and there will be within 90 days of a regular Town election held within 90 days thereof, the Acting First Selectman shall serve until the Town election and the new First Selectman is sworn into office.

Section 4.3 Acting First Selectman

Section 4.3.1 Selection of Acting First Selectman

Section 4.3.2 Powers of Acting First Selectman

The Acting First Selectman shall have all the powers, duties, and responsibilities listed in Section 4.2.1 and Section 4.2.2 of this Charter and shall serve:

A. When so instructed in writing by the First Selectman to serve during his a temporary absence. The First Selectman shall notify the Town Clerk and Acting First Selectman, in writing, of the effective date of this appointment.

Section 4.4 Compensation of Selectmen

Compensation for service by the First Selectman, the Acting First Selectman, and all other Selectmen shall be determined by application by the Board of Finance of a pursuant to of the Board of Finance regulations addressing to and articulating expected compensation for these offices.

Section 5.1 Elected Officers

There shall be the following elected officers of the Town:

A. A First Selectman and four Selectmen. Votes cast for unsuccessful candidates for First Selectman shall be counted as votes for the Offices of Selectmen.

B. Registrars of Voters as may be required by the General Statutes.
C. Such other elected officers as may be required by Town Meeting.

ARTICLE VI. ELECTIVE BOARDS

Section 6 Elective Town Boards

In addition to the Board of Selectmen, there shall be the following elective boards and commissions of the Town with terms continuing as previously established, unless otherwise herein altered. Each elective board and Commission is required to review its regulations on an annual basis and make them available to the public.

A. Terms of office shall commence on the first Monday following a regular Town election.

B. Each elective board, after a regular Town election, shall at its first regularly scheduled meeting elect from its membership a chairman who shall preside over its meetings and may elect other officers as it may determine.

Section 6.1 Zoning Board of Appeals

There shall be a Zoning Board of Appeals consisting of five members and three alternate members who shall be elected to four-year terms.

A. The function of the Zoning Board of Appeals shall be as described by State law.

B. An affirmative vote of members of the Zoning Board of Appeals shall be required to grant exception to, and variance from, regulations of the Planning and Zoning Commission.

Section 6.2 Board of Assessment Appeals

There shall be a Board of Assessment Appeals consisting of five members who shall be elected to four-year terms.

Section 6.3 Board of Education

There shall be a Board of Education consisting of nine (9) members who shall be elected to four-year terms.

(a) Any political party may, in accordance with the General Statutes, nominate up to the number of candidates for election as members of the Board of Education a number equal to the number of members of the Board to be elected at any election; (b) and the electors may vote for up to the number of such members to be elected; (c) but not more than one-half of the candidates for election as members of the Board declared elected to the same term at such election shall be of the same political
party if the number to be elected to the same term is even, and not more than a bare majority of such candidates declared elected shall be members of the same political party if the number to be elected to the same term is odd.

**Section 6.4 Board of Finance**

There shall be a Board of Finance consisting of six members who shall be elected to four-year terms.

*The Board of Finance, after a regular Town election, shall at its first regularly scheduled meeting elect from its membership a chairman who shall preside over its meetings and may elect other officers as it may determine.* The Board shall provide for regular monthly meetings and a procedure for calling special meetings in accordance with the Freedom of Information Act. Four members shall constitute a quorum for the transaction of business.

Except to the extent otherwise provided by this Charter, the Board of Finance shall, in all respects, be governed by and shall have all the duties, responsibilities and powers provided for in the General Statutes, and specifically:

A. Serve as the fiscal authority of the Town.

B. Enactment of regulations implementing policies within the jurisdiction of the Board of Finance.

C. Set compensation for the services by the First Selectman, the Acting First Selectman, and other Selectmen shall be determined by application of regulations of the Board of Finance as set forth in Section 4.4 of this Charter.

D. Perform those duties and responsibilities and powers set forth in Article X hereof.

E. Designate a Pension Liaison to serve as Chairman of the Town Employee Pension Board, the Fireman’s Benefit Committee, and the Police Retirement Fund.

*The members of the Board of Finance shall serve without compensation, except that necessary expenses incurred in the performance of their duties may be paid from an appropriation authorized for that purpose.*

No member of the Board of Finance shall hold any other office of the Town government.

**Section 6.5 Failure of Elected Board Members to Serve**
Any member, other than an alternate member, of any elective board or commission having five or more members who fails to attend four consecutive meetings, without giving prior written notification, shall be deemed to have resigned the office effective the day following adjournment of the fourth such meeting. The vacancy shall be filled pursuant to Section 6.6 of this Charter.

Section 6.6 Filling of Vacancies on Elective Boards

Pursuant to Subsection 4.1.4J, the Board of Selectmen shall fill by appointment all vacancies on elective boards, commissions and committees until the completion of the vacated term, except a vacancy in the office of First Selectman, within 90 days from the time that office becomes vacant. No appointments may be made between the general election and the seating of a new Board of Selectmen. The replacement member shall be of the same political party as the vacating member, or unaffiliated if the vacating member was not affiliated with a party.

ARTICLE VII. APPOINTEE INDIVIDUAL OFFICES AND EMPLOYEES

Section 7.1 Appointive Offices

Section 7.1.1 Town Officers

The Board of Selectmen shall appoint the following for indefinite terms as required by State General Statutes or applicable Special Act: Tax Assessor, Director of Health, Tax Collector, and Town Clerk. The duties of these positions shall be set forth by, and these positions shall be responsible to, the Board of Selectmen or its designee.

Section 7.1.3 Discharge of Town Officials

Except where the contract of employment with the Chief of Police expires by its terms, termination of the Chief of Police shall be done pursuant to State General Statutes. The Board of Selectmen may remove or discharge any other appointed official.

Section 7.1.4 Power and Duties of Town Officers

All Town appointees shall have the power and duties granted or imposed upon such officers by the General Statutes, ordinances and this Charter, and any applicable Special Act except as otherwise provided by this Charter.

Section 7.2.3 Board of Education Employees
The Board of Education has sole responsibility for individuals in its employ.

Section 7.2.4 Conduct of Collective Bargaining

The Board of Selectmen shall represent the Town in the making of any collective bargaining agreement with any union, including representing members of the Police Department, and the First Selectman and/or the Board’s designee shall conduct negotiations with respect thereto.

Section 7.2.6 Power and Duties of Town Employees

All Town employees shall have the power and duties granted or imposed upon the positions they hold by the General Statutes, ordinances and this Charter, and any applicable Special Act except as otherwise provided by this Charter.

Section 7.3 Town Manager

Section 7.3.1 Establish and Abolish Town Manager Position.

A. Upon approval of referendum, the Board of Selectmen shall establish or abolish the position of Town Manager as Chief Operating Officer of the Town. The Town Manager shall be chosen exclusively on the basis of executive and administrative qualifications, character, education, training, and experience. The Town Manager shall devote his full time to the duties of his office.

Section 7.3.2 Employment of Town Manager.

A. The Town Manager shall be an at-will employee, serving at the pleasure and direction of the Board of Selectmen. The Board of Selectmen shall fix the Town Manager’s compensation.

B. In order to remove the Town Manager, the Board of Selectmen must have an affirmative vote of not less than 4 (four) members of the Board of Selectmen. The Town Manager must be notified in writing of the Board of Selectmen’s intent to consider removal and have the right to be present at the meeting wherein removal is to be considered.

Section 7.3.3 Duties.

The Town Manager shall have such powers and duties and responsibilities prescribed by the Board of Selectmen and the General Statutes for the Chief Operating Officer of a municipality and such other powers and duties as provided in sections 4.1.4D and 4.2.1B.

Section 7.3.4 Temporary Chief Operating Officer.
Upon the suspension, removal, or resignation of the Town Manager, the Board of Selectmen may appoint a Temporary Town Manager to serve at the pleasure of the Board of Selectmen. The Board of Selectmen shall make a formal appointment to the position of Town Manager within 365 days from the date of vacancy.

ARTICLE IX. GENERAL PROVISIONS APPLICABLE TO ALL TOWN BOARDS AND COMMISSIONS

Section 9.3 Establishment of Permanent Commissions

Elective or appointive permanent boards and commissions may be established by a Town Meeting after due notice, as prescribed in Section 2.1.2 of this Charter.

ARTICLE X. OPERATION OF TOWN GOVERNMENT

Section 10.1 Ordinances

Section 10.1.1 General Provisions and Powers; Enactment of Ordinances

A. The Board of Selectmen may enact ordinances, and may or repeal ordinances enacted by it, upon the affirmative vote of four members of the board. Publication of the intent to enact or repeal pass an ordinance shall be made at least ten days prior to its enactment. No ordinance shall be enacted or repealed without an evening public hearing with legal notice as provided herein.

B. Town Meeting shall have the power to enact and repeal ordinances pursuant to the provisions of Section 2.1.4.3.

C. All ordinances shall be in full force and effect 15 days after publication in a newspaper having general circulation in the Town.

D. Except as otherwise provided herein, no ordinance may enlarge or diminish the powers granted any board or commission.

Section 10.1.2 Correction of Ordinances and Resolutions.

Upon the affirmative vote of at least four members, the Board of Selectmen may correct technical errors in ordinances and resolutions. For purposes of this section, a technical error occurs whenever, in the language of the ordinance or resolution as adopted, material was included or omitted when obviously not intended, or material was included in a form obviously not intended. Such correction shall in no event alter the substance of such
ordinance or resolution. The correction as made by the Board of Selectmen shall forthwith be published and 15 days thereafter the corrected ordinance or resolution shall go into full force and effect.

Section 10.1.3 Emergency Action

Upon finding that a state of emergency exists in the Town pursuant to Subsection 4.1.4M, the Board of Selectmen may (a) enact any such ordinances and regulations as it deems necessary under the circumstances, or (b) pursuant to Section 4.3.2, authorize action by the Acting First Selectman if the First Selectman cannot be reached. The enactment of any such ordinances or regulations shall be accompanied by a statement of the facts constituting the state of emergency. If, after reasonable efforts to notify all members of the board, a quorum cannot be achieved, the quorum provisions shall be suspended. All emergency ordinances and regulations shall become effective immediately upon enactment and shall automatically stand repealed 21 days following the effective date thereof, unless prior thereto such ordinance or regulation has been affirmed at a special Town Meeting or repealed by the Board of Selectmen.

Section 10.2 Approval as to Use of Town Property

Town Meeting approval shall be required before land or buildings owned by the Town shall be dedicated to departmental use or rededicated to a new departmental use. The Board of Selectmen shall request the affected boards and commissions Planning and Zoning Commission, the Beach and Recreation Commission, the Board of Education, and any other interested Town agencies, to make their recommendations within 60 days concerning such dedication to use or such rededication to a new use of the property. The Board of Selectmen shall hold a public hearing on this subject and shall make its recommendations to a Town Meeting before the Town land property is committed to use. All reports concerning such proposed use shall be available to the public at the Office of the First Selectman at least five days prior to the Town Meeting.

Section 10.3 Fiscal Year, Expenditures, and Accounting

Section 10.3.2 Annual Audit.

The Board of Finance shall annually designate an independent certified public accountant to audit the books and accounts of the Town as required by the General Statutes.

The Town will solicit competitive audit proposals as defined in the Board of Finance Regulations.

Section 10.4 Restrictions on Town Contributions.
The Town shall make no contribution to any organization if prohibited by Connecticut General Statutes. No contribution of more than $4,000 per annum shall be made to any organization or corporation whose appropriate financial records are not submitted to the Board of Finance along with its request for an appropriation. The Board of Finance may waive this requirement by majority vote. Any organization requesting an appropriation in excess of $40,000 shall submit a financial statement prepared by a certified public accountant.

Section 10.5 Annual Budget Appropriation Procedures

A. The Board of Finance shall hold a public hearing at which the Board of Selectmen and the Board of Education shall present their budget recommendations.

B. Not later than April 15th of each year the Board of Finance shall recommend a preliminary Annual Budget including the Town Budget and the Education Budget. (as defined in Section 3.2).

C. Consistent with Section 3.2, a preliminary Annual Budget consisting of two parts, to-wit, the Education Budget (as defined in Section 3.2) and the Town Budget (as defined in Section 3.2) shall be published in accordance with the Connecticut General Statutes and include:

1. An itemized statement of actual receipts and an itemized statement of actual expenditures during the previous fiscal year.

2. An itemized estimate of anticipated revenues and an itemized estimate of anticipated expenditures at the end of the current fiscal year.

3. An itemized estimate of anticipated revenues and an itemized estimate of expenditures for the ensuing fiscal year.

4. The status of the unassigned fund balance.

5. Status of Annual Capital Budget and 5-year Capital Expenditure Plan.


D. In the event that the Board of Finance considers changes to the total appropriation request of the recommended Town Part of Budget as submitted by the Board of Selectmen, the Board of Finance will confer with the Board of Selectmen concerning such changes. The decision of the Board of Finance will be final.

E. During the last week of April the Board of Finance will hold a public hearing on the two proposed parts of the preliminary Annual Budget. as described in subparagraph (a) hereof. After the public hearing, the Board of
Finance will approve that final recommended Town Annual Budget to be submitted for referendum pursuant to Section 3.2.

F. The Board of Finance shall publish the final recommended Annual Budget, described in Section 3.2 in accordance with Subsection 10.5C in a newspaper having circulation in the Town and on the Town website at least 10 days prior to the referendum.

G. As specified in Section 3.2, the Board of Selectmen shall set the date of the referendum vote on the Annual Budget. The vote must take place not less than 20 days, nor more than 30 days, from the date of their action. The Board of Selectmen may add, and publish notice thereof, items of business to be acted on at the referendum.

H. In the event of a rejection of the Town Budget, the Education Budget or both parts of the Annual Budget, the Board of Finance will hold a public hearing and the procedure outlined in Section 10.5 shall be followed. For the purposes of re-votes on a budget, the Board of Finance needs only publish the details of changes of the budget that were previously published pursuant to Section 10.5F(c).

Section 10.6 Failure of Annual Budget Approval

In the event that the Annual Budget is not approved at the budget referendum as provided in Section 3.2 hereof, the Town shall operate on a budget equal to that of the preceding year until all parts not approved by the first referendum are approved by another referendum.

Section 10.7 Special Appropriations and Transfers of Appropriations

A special appropriation may be requested for unanticipated expenditures deemed necessary and identified after the budget has been approved.

A. The Board of Finance, on request by the Board of Selectmen, may make special appropriations from an undesignated fund balance. However, no Town agency or department may receive over 1% of the Town Budget in aggregate from special appropriations in any fiscal year without the approval of the Board of Finance and approval of a Town Meeting except as noted in Section 10.7D. If the Board of Finance does not approve the special appropriation, upon a unanimous vote of the Board of Selectmen, a Town Meeting may be held to consider the special appropriation. The call of the Town Meeting must be such that a positive vote would allow the special appropriation. If a quorum is not met, then the vote of the Board of Finance is final and the special appropriation would not be made.

The committee also discussed concerns brought up by the Board of Finance Chair.
Ms. Walker summarized that the concern was that the Special Appropriation definition was too broad. However, she had spoken to the town’s legal counsel and they felt the language was probably the best to be used. If something the Town knew about was left out of the budget and brought to Special Appropriation, then several people would have to be in collusion with each other to keep the item out of the budget. The committee agreed to keep the language the same. The other thought brought to the committee by the BoF was that there should be a minimum threshold to reconsider when the BoF and BoS do not agree with each other regarding a Special Appropriation. The committee discussed the probability of this occurrence. Ms. Walker noted that there may be issue with the current fiscal year budget for the work that needs to be done at the Fields because of the higher snow fall totals this year.

The committee agreed that ultimately the BoF has the final say and they have the upper hand, but the BoS has another chance to go to a vote if there is a policy issue. Ms. Heinrich suggested that the chair contact the BoF chair and ask him to come to a Public Hearing and voice this concern and / or suggest revised language. Ms. Walker agreed to contact the BoF Chair.

Section 10.8 Laying of Taxes

A. When the preparation and review of the grand list has been completed, the Board of Finance shall forthwith meet no later than five days after the Annual Budget has been approved by referendum, unless otherwise changed by ordinance, and lay a tax on the grand list sufficient, in addition to the other estimated yearly income of the Town, to pay the expenses and appropriations of the Town for the appropriate fiscal year, and also to absorb any revenue deficit of the Town at the end of the preceding fiscal year.

B. The Tax Collector shall then collect the tax in accordance with the General Statutes; the due dates shall be July for the first half of the tax year and January for the second half; unless otherwise changed by Town Meeting.

Section 10.9.3 Regulations

All officers and commissions, including the Board of Education, shall comply with the regulations of the Board of Finance. Such regulations shall be adopted and may be amended by vote of the Board of Finance and shall not be inconsistent with this Charter or the Connecticut General Statutes.

Section 10.11 Books and Records of the Town and Town-aided Organizations

Consistent with Subsection 4.1.3.B by which the Board of Selectmen shall supervise the custody of records and books of account of the Town, except those of the Board of Education, the Board of Finance shall have access at all
reasonable times to the records and books of account of the Town, Town-aided organizations, and of the Board of Education.

ARTICLE XI. MISCELLANEOUS PROVISIONS

Section 11.3 Oath

All elected and appointed officers and members of permanent boards or and commissions of the Town shall swear or affirm the faithful performance of their duties.

Section 11.4 Reimbursement of Boards and Commissions Members.

Members of elective and appointive boards and commissions may be reimbursed for necessary expenses incurred in the performance of their duties. Reimbursement will be from an appropriation authorized for that purpose.

Section 11.5 Saving Clause

If any section or part of any section of this revised Charter shall be held invalid by a court of competent jurisdiction, such holding shall not affect the remainder of this Charter nor the context in which said section or part thereof so held invalid may appear, except to the extent that an entire section or part of a section may be inseparably connected in meaning and effect with the section or part of a section to which such holding shall directly apply.

Ms. Stadterman motioned for and Mr. Gladstone seconded the approval of the above edits.

The motion was approved with five votes in favor and one opposed.

4. Discuss potential new Charter revisions.

The committee agreed to meet again on March 17, 2015 at 7:30 a.m. to discuss any potential new revisions.

5. Public Comment.

None.

6. Adjourn

There being no objections, Chairwoman Joan Walker adjourned the meeting at 10:36 am.

Respectfully submitted,
Lauren Rhines
Recording Secretary