



Senate

General Assembly

File No. 496

January Session, 2025

Substitute Senate Bill No. 1468

Senate, April 3, 2025

The Committee on Government Oversight reported through SEN. GADKAR-WILCOX of the 22nd Dist., Chairperson of the Committee on the part of the Senate, that the substitute bill ought to pass.

**AN ACT CONCERNING GOVERNMENT ACCOUNTABILITY
REGARDING AGENCY PURCHASE CARD USE AND REGISTRATION
OF HOMEMAKER-COMPANION AGENCIES AND TRAINING
REQUIREMENTS FOR THEIR EMPLOYEES.**

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

1 Section 1. Section 4-98 of the general statutes is repealed and the
2 following is substituted in lieu thereof (*Effective October 1, 2025*):

3 (a) Except for such emergency purchases as are made by a budgeted
4 agency under regulations adopted by the Commissioner of
5 Administrative Services, no budgeted agency or any agent thereof shall
6 incur any obligation, by order, contract or otherwise, except by the issue
7 of a purchase order or any other documentation approved by the
8 Comptroller, necessary to process the transaction transmitted by the
9 budgeted agency or its agents to the commissioner and the Comptroller,
10 provided the amount to be charged against the appropriation for a
11 budgeted agency in any year for a purchase order for a current

12 expenditure shall be the amount anticipated to be spent in such year.
13 The amount to be charged against the appropriation for any budgeted
14 agency in any year for a capital expenditure, including an installment
15 purchase, shall be the state's total cost for such capital expenditure
16 unless otherwise authorized by the General Assembly or approved by
17 the Finance Advisory Committee. Upon the receipt of any such
18 purchase order or any other documentation approved by the
19 Comptroller necessary to process the transaction, the Comptroller shall
20 immediately charge the same to the specific appropriation of the
21 budgeted agency issuing the same and certify on the face of the
22 purchase order or approve such other documentation that the purchase
23 is approved and recorded, if the proposed purchase is within the
24 applicable specific appropriation and the budgeted agency has
25 unencumbered funds sufficient to defray such expenditure. In
26 transactions requiring purchase orders, the Comptroller shall promptly
27 transmit such certified purchase order to the vendor named in the
28 purchase order.

29 (b) Notwithstanding the provisions of subsection (a) of this section,
30 the Comptroller may delegate to any budgeted agency the certification
31 and transmission requirements of purchase orders using authorized
32 electronic methods, provided such agency transmits the information
33 contained in such purchase orders to the Comptroller. Upon receipt of
34 any such electronic transmission, the Comptroller shall immediately
35 charge the same to the specific appropriation of the budgeted agency
36 issuing the same and shall electronically certify that the purchase is
37 approved and recorded, if the proposed purchase is within the
38 applicable specific appropriation and the budgeted agency has
39 unencumbered funds sufficient to defray such expenditure. Upon
40 receipt of the Comptroller's certification, the budgeted agency shall
41 transmit the purchase order to the vendor named in the purchase order.

42 (c) Notwithstanding the provisions of subsection (a) or (b) of this
43 section, the Comptroller may allow budgeted agencies to use
44 purchasing cards for purchases not exceeding two hundred fifty
45 thousand dollars, unless such agency receives written approval from the

46 Comptroller and the Commissioner of Administrative Services to
47 exceed such amount. No budgeted agency, or any official, employee or
48 agent of a budgeted agency, shall incur any obligation using such a card,
49 except in accordance with procedures established by the Comptroller,
50 in consultation with the Secretary of the Office of Policy and
51 Management. Any such procedures shall include, but need not be
52 limited to, (1) prescribing which employees are eligible to use such card
53 and limitations concerning such use, (2) the types of transactions that
54 are authorized to be charged on the card, (3) limitations on the amounts
55 authorized to be charged for travel, meals and entertainment purposes,
56 (4) the timing of submission of receipts or other reporting concerning
57 the use of such card, (5) a requirement for the digitization of all such
58 receipts or other reporting in CORE-CT or other applicable system, (6)
59 the process for agency approval of reports concerning the use of such
60 card, and (7) specific remedies for noncompliance. Each budgeted
61 agency shall implement such procedures, except a budgeted agency
62 may adopt policies that are more stringent than the requirements of this
63 section or the procedures adopted thereunder.

64 (d) Each budgeted agency shall appoint an employee to serve as its
65 purchase card coordinator, who shall be responsible for ensuring the
66 agency's compliance with the procedures adopted under this section
67 and such agency shall inform the Commissioner of Administrative
68 Services of such appointment. Such coordinator shall (1) issue purchase
69 cards to an employee upon the determination by such employee's
70 supervisor that such employee should have such authorization, (2)
71 review receipts or other documentation of transactions made using the
72 card by agency employees and ensure such receipts or documentation
73 are entered into CORE-CT or other applicable system, (3) establish
74 dollar limits for the use of such card by agency employees, and (4)
75 deauthorize any employee from using the card who is not providing
76 receipts or other documentation of transactions within the time period
77 established by the agency procedures or who is otherwise not
78 complying with the procedures.

79 (e) Not later than August 1, 2026, and annually thereafter, each

80 budgeted agency shall report to the Comptroller and Office of Policy
81 and Management concerning its usage of such cards during the
82 preceding fiscal year, and any enforcement of violations of the policies
83 of this section.

84 Sec. 2. Section 20-670 of the general statutes is repealed and the
85 following is substituted in lieu thereof (*Effective October 1, 2025*):

86 As used in this section and sections [20-670] 20-671 to 20-682,
87 inclusive:

88 (1) "Certificate" means a certificate of registration issued under
89 section 20-672, as amended by this act.

90 (2) "Commissioner" means the Commissioner of Consumer
91 Protection or any person designated by the commissioner to administer
92 and enforce the provisions of sections 20-670 to 20-682, inclusive, as
93 amended by this act.

94 (3) "Companion services" means nonmedical, basic supervision
95 services to ensure the safety and well-being of a person in the person's
96 home.

97 (4) "Covenant not to compete" means any agreement or contract that
98 restricts the right of an individual to provide companion services, home
99 health services or homemaker services (A) in any geographic area of the
100 state for any period of time, or (B) to a specific individual.

101 (5) "Comprehensive background check" means a background
102 investigation of a prospective employee performed by a homemaker-
103 companion agency, that includes (A) a review of any application
104 materials prepared or requested by the homemaker-companion agency
105 and completed by the prospective employee, (B) an in-person or video-
106 conference interview of the prospective employee, (C) verification of the
107 prospective employee's Social Security number, (D) if the prospective
108 employee has applied for a position within the homemaker-companion
109 agency that requires licensure on the part of such prospective employee,
110 verification that the required license is in good standing, (E) a check of

111 the registry established and maintained pursuant to section 54-257, (F)
112 a local and national criminal background check of criminal matters of
113 public record based on the prospective employee's name and date of
114 birth that includes a search of a multistate and multijurisdiction criminal
115 record locator or other similar commercial nationwide database with
116 validation, and a search of the United States Department of Justice
117 National Sex Offender Public Website, conducted by a third-party
118 consumer reporting agency or background screening company that is
119 accredited by the Professional Background Screening Association and
120 in compliance with the federal Fair Credit Reporting Act, (G) if the
121 prospective employee has resided in this state for less than three years
122 prior to the date of such prospective employee's application with the
123 homemaker-companion agency, a review of criminal conviction
124 information from the state or states where such prospective employee
125 resided during such three-year period, and (H) a review of any other
126 information that the homemaker-companion agency deems necessary in
127 order to evaluate the suitability of the prospective employee for the
128 position.

129 (6) "Employee" means any person employed by, or who enters into a
130 contract to perform services for, a homemaker-companion agency,
131 including, but not limited to, pool employees, temporary employees
132 and persons the homemaker-companion agency treats as independent
133 contractors.

134 (7) (A) "Homemaker-companion agency" means any (i) public or
135 private organization that employs one or more persons and is engaged
136 in the business of providing companion services or homemaker
137 services, or (ii) registry.

138 (B) "Homemaker-companion agency" does not include (i) a home
139 health care agency, as defined in subsection (d) of section 19a-490, or (ii)
140 a home health aide agency, as defined in subsection (e) of section 19a-
141 490, as amended by this act.

142 (8) "Homemaker services" means nonmedical and supportive
143 services, including assistance with cooking, household cleaning,

144 laundry, personal hygiene and other household chores, that ensure a
145 healthy and safe environment for a person in the person's home.

146 (9) "Immediate family member" means a child by adoption, blood or
147 marriage or a grandchild, grandparent, parent, sibling or spouse.

148 (10) "Personal hygiene" includes bathing an individual using a
149 sponge, tub or shower, shampooing an individual in a sink, tub or bed,
150 nail and skin care, oral hygiene, toileting and elimination.

151 ~~[(10)]~~ (11) "Registry" means any person or entity engaged in the
152 business of supplying or referring an individual to, or placing an
153 individual with, a consumer for the purpose of enabling the individual
154 to provide to the consumer companion services or homemaker services,
155 provided such individual is (A) directly compensated, in whole or in
156 part, by the consumer, or (B) considered, referred to or treated by such
157 person or entity as an independent contractor.

158 ~~[(11)]~~ (12) "Service plan" means a written document, provided by a
159 homemaker-companion agency to a person utilizing companion
160 services or homemaker services provided by such agency, that specifies
161 the anticipated duration, frequency, scope and type of the companion
162 services or homemaker services that are to be provided by such agency
163 for the benefit of such person.

164 Sec. 3. Section 20-672 of the general statutes is repealed and the
165 following is substituted in lieu thereof (*Effective October 1, 2025*):

166 (a) Any person seeking a certificate of registration as a homemaker-
167 companion agency shall apply to the Commissioner of Consumer
168 Protection, in writing, on a form provided by the commissioner. The
169 application shall include the applicant's name, residence address,
170 business address, business telephone number and such other
171 information as the commissioner may require. An applicant shall also
172 be required to submit to state and national criminal history records
173 checks in accordance with section 29-17a and to certify under oath to the
174 commissioner that: (1) Such agency complies with the requirements of

175 section 20-678 concerning employee comprehensive background
176 checks, (2) such agency provides all persons receiving homemaker or
177 companion services with a written individualized contract or service
178 plan that specifically identifies the anticipated scope, type, frequency
179 and duration of homemaker or companion services provided by the
180 agency to the person, (3) such agency maintains a surety bond or an
181 insurance policy in an amount of not less than ten thousand dollars
182 coverage, which coverage shall include theft by an employee of such
183 agency from a person for whom homemaker or companion services are
184 provided by the agency, [and] (4) all records maintained by such agency
185 shall be open, at all reasonable hours, for inspection, copying or audit
186 by the commissioner, and (5) for registrations issued on or after January
187 1, 2026, such agency provides the training for employees required under
188 section 5 of this act.

189 (b) Each application for a certificate of registration as a homemaker-
190 companion agency shall be accompanied by a fee of [three] four
191 hundred [seventy-five] fifty dollars.

192 (c) Upon the failure by a homemaker-companion agency to comply
193 with the registration provisions of this section, the Attorney General, at
194 the request of the Commissioner of Consumer Protection, is authorized
195 to apply in the name of the state of Connecticut to the Superior Court
196 for an order temporarily or permanently restraining and enjoining a
197 homemaker-companion agency from continuing to do business in the
198 state.

199 Sec. 4. Subsection (e) of section 19a-490 of the general statutes is
200 repealed and the following is substituted in lieu thereof (*Effective October*
201 *1, 2025*):

202 (e) "Home health aide agency" means a public or private
203 organization, except a home health care agency, which provides in the
204 patient's home or a substantially equivalent environment supportive
205 services which may include, but are not limited to, assistance with
206 personal hygiene, dressing, feeding and incidental household tasks
207 essential to achieving adequate household and family management

208 where "personal hygiene" includes bathing a patient using a sponge, tub
209 or shower, shampooing a patient in a sink, tub or bed, nail and skin care,
210 oral hygiene, toileting and elimination. Such supportive services shall
211 be provided under the supervision of a registered nurse and, if such
212 nurse determines appropriate, shall be provided by a social worker,
213 physical therapist, speech therapist or occupational therapist. Such
214 supervision may be provided directly or through contract;

215 Sec. 5. (NEW) (*Effective July 1, 2025*) (a) Not later than November 1,
216 2025, the Commissioner of Consumer Protection, in consultation with
217 the Department of Public Health, shall (1) create a list of approved
218 trainings for homemaker-companion agency employees to complete in
219 topics including cardiopulmonary resuscitation, first aid, best practices
220 in personal hygiene, identifying and reporting abuse and neglect,
221 communication, identifying and reporting changes in a client's
222 condition and service needs, the delineation between medical and
223 nonmedical care and other topics deemed appropriate by the
224 commissioners, (2) post such list on the Internet web site of the
225 Department of Consumer Protection, and (3) notify each homemaker-
226 companion agency of the availability of such list. The commissioner
227 shall periodically update such list thereafter as necessary.

228 (b) Each homemaker-companion agency shall provide training from
229 the list of approved trainings established pursuant to subsection (a) of
230 this section and require (1) any employee hired on or after January 1,
231 2026, to complete a minimum of ten hours of such training not later than
232 ninety days after the date of hire, and (2) any existing employee hired
233 prior to January 1, 2026, to complete a minimum of ten hours of such
234 training by July 1, 2027. Each employee shall document all trainings
235 completed by the employee and certify compliance with the
236 requirements of this section on a form prescribed by the commissioner
237 and submit such form to the employing homemaker-companion
238 agency.

239 (c) On or before July 1, 2027, and annually thereafter, each
240 homemaker-companion agency shall certify under oath to the

241 commissioner that such agency is in compliance with the training
242 requirements of this section.

This act shall take effect as follows and shall amend the following sections:		
Section 1	<i>October 1, 2025</i>	4-98
Sec. 2	<i>October 1, 2025</i>	20-670
Sec. 3	<i>October 1, 2025</i>	20-672
Sec. 4	<i>October 1, 2025</i>	19a-490(e)
Sec. 5	<i>July 1, 2025</i>	New section

GOS *Joint Favorable Subst.*

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note

State Impact:

Agency Affected	Fund-Effect	FY 26 \$	FY 27 \$
Consumer Protection, Dept.	GF - Cost	60,505	79,758
State Comptroller - Fringe Benefits ¹	GF - Cost	19,747	29,620
Resources of the General Fund	GF - Revenue Gain	75,000	75,000

Note: GF=General Fund

Municipal Impact: None

Explanation

The bill makes various changes regarding homemaker companion agencies (HCA) and P-card usage resulting in impacts described below.

Section 1 requires the Department of Administrative Services (DAS) and the Office of Policy and Management (OPM) to establish procedures for P-card use results in no fiscal impact to the state.

Section 3 increases the fee for an HCA certificate of registration from \$375 to \$450 resulting in an annual revenue gain to the state of approximately \$75,000.²

Section 5 requires the Department of Consumer Protection (DCP) to create a list of trainings for HCA employees and enforce the new

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 40.71% of payroll in FY 26.

²In FY 24 there were 1,024 applications and renewal requests for an HCA certificate of registration.

training requirements resulting in a cost to the state. To meet the requirements of the bill DCP will need to hire one special investigator for a salary and other expenses cost of \$60,505 in FY 26³ and \$79,758 in FY 27, along with corresponding fringe benefit costs of \$19,747 in FY 26 and \$29,620 in FY 27. The special investigator is required to ensure compliance with the new trainings and to investigate complaints. There are over 1,000 HCAs and 30,000 HCA employees in the state.

The Out Years

The annualized ongoing fiscal impact identified above would continue into the future subject to employee wage increases, inflation, and the number of HCA registration applications and renewals.

³Costs in FY 26 reflect eight months of expenditures due to the new HCA trainings being published by November 1, 2025.

OLR Bill Analysis**sSB 1468*****AN ACT CONCERNING GOVERNMENT ACCOUNTABILITY REGARDING AGENCY PURCHASE CARD USE AND REGISTRATION OF HOMEMAKER-COMPANION AGENCIES AND TRAINING REQUIREMENTS FOR THEIR EMPLOYEES.*****SUMMARY**

This bill makes unrelated changes in the laws on state agency purchasing cards (P-cards) and homemaker-companion agencies.

For P-cards, the bill requires the Department of Administrative Services (DAS) commissioner and Office of Policy and Management (OPM) secretary to establish procedures for P-card use. It requires (1) the procedures to include certain provisions, such as specifying the types of transactions allowed, limits on certain types of purchases, and deadline requirements for submitting receipts, and (2) each state agency to appoint an employee as its P-card coordinator, with certain responsibilities.

For homemaker-companion agencies, the bill increases the application fee for a certificate of registration from \$375 to \$450. It also requires the agencies to provide at least 10 hours of training to their employees on certain topics (e.g., cardiopulmonary resuscitation (CPR), first aid, and best practices in personal hygiene) from a list of trainings approved by the Department of Consumer Protection (DCP) commissioner.

Lastly, the bill specifies the types of “personal hygiene” services provided by homemaker-companion agencies and home health aide agencies.

EFFECTIVE DATE: October 1, 2025, except that the provision on trainings for homemaker-companion agency employees is effective July

1, 2025.

§ 1 — PURCHASING CARDS

By law, the comptroller may allow state budgeted agencies (see BACKGROUND) to use P-cards for purchases up to \$250,000 (unless the agency has approval to exceed that amount from the comptroller and DAS commissioner). Current law requires the agencies, or any of their officials, employees, or agents, to use the cards under procedures established by the comptroller. The bill requires (1) the comptroller to consult with the OPM secretary in establishing these procedures and (2) each agency to implement them unless it adopts more stringent policies.

The bill requires that the P-card procedures at least do the following:

1. prescribe which employees may use the card and limitations on its use;
2. specify the types of transactions that may be charged on the card;
3. limit authorized charges for travel, meals, and entertainment;
4. specify timing for submitting receipts or other reports about using the card;
5. require the receipts or reports to be digitized in CORE-CT (the state's payroll and financial tracking system) or another applicable system;
6. specify the agency approval process for reports about card uses; and
7. include specific remedies for noncompliance.

The bill also requires each budgeted agency to appoint an employee as its P-card coordinator and inform the DAS commissioner about the appointment. Under the bill, the P-card coordinator is responsible for ensuring the agency's compliance with the above procedures and must do the following:

1. issue a P-card to an employee (presumably, eligible under the above procedures) once the employee's supervisor determines he or she should be authorized for one;
2. review receipts or other documentation for P-card transactions made by agency employees and ensure that they are entered into CORE-CT or another applicable system;
3. establish dollar limits for agency employees using the card; and
4. deauthorize an employee from using the card due to (a) not timely providing receipts or other documentation for P-card transactions or (b) not complying with the procedures.

The bill requires each budgeted agency, starting by August 1, 2026, to annually report to the comptroller and OPM secretary on its P-card usage during the preceding fiscal year and any enforcement of violations of the bill's required policies.

§§ 2, 3 & 5 — HOME-MAKER-COMPANION AGENCIES

By law, a "homemaker-companion agency" is generally an organization that either employs or refers people to provide companion or homemaker services to consumers. "Homemaker services" are nonmedical and supportive services such as cooking, cleaning, and personal hygiene. The bill specifies that "personal hygiene" includes bathing someone with a sponge, tub, or shower; shampooing someone in a sink, tub, or bed; nail and skin care; oral hygiene; and toileting and elimination.

The law requires homemaker-companion agencies to have a certificate of registration from the DCP commissioner. The bill increases the application fee for the certificate from \$375 to \$450. For registrations issued on or after January 1, 2026, it also requires the applicant to certify under oath that the agency provides training for employees as required by the bill (see below), along with the other certification criteria already required by current law (e.g., compliance with background checks, surety bonds).

Homemaker-Companion Training

The bill requires the DCP commissioner, by November 1, 2025, and in consultation with the Department of Public Health, to create a list of approved trainings for homemaker-companion agency employees to complete. It must include CPR, first aid, personal hygiene best practices, identifying and reporting abuse and neglect, communication, identifying and reporting changes in a client's condition and service needs, the delineation between medical and nonmedical care, and other topics the commissioners deem appropriate. The DCP commissioner must post the list on the department's website, notify each homemaker-companion agency about its availability, and periodically update it as needed.

The bill requires each homemaker-companion agency to provide trainings from the list to its employees. Employees hired before January 1, 2026, must complete at least 10 hours of the training by July 1, 2027, and employees hired after January 1, 2026, must do the same within 90 days after being hired. Each employee must (1) document all trainings he or she completes, (2) certify their compliance with the training requirement on a form set by the DCP commissioner, and (3) submit the form to their employing homemaker-companion agency.

The bill requires each homemaker-companion agency, starting by July 1, 2027, to annually certify under oath to the commissioner that it complies with the bill's training requirements.

§ 4 — HOME HEALTH AIDE AGENCIES

By law, a "home health aide agency" is generally an organization that provides supportive services in a patient's home that may include assistance with personal hygiene, dressing, feeding, and incidental household tasks. The bill specifies that "personal hygiene" includes bathing a patient with a sponge, tub, or shower; shampooing a patient in a sink, tub, or bed; nail and skin care; oral hygiene; and toileting and elimination.

BACKGROUND

Budgeted Agencies

By law, a “budgeted agency” is generally (1) every executive branch department, board, council, commission, institution, or other agency; (2) every judicial branch court, council, division, and other agency financed by the state; (3) every full-time permanent department or agency of the legislative branch; and (4) every public and private institution, organization, association, or other agency receiving financial aid from the state.

COMMITTEE ACTION

Government Oversight Committee

Joint Favorable Substitute

Yea 9 Nay 3 (03/18/2025)