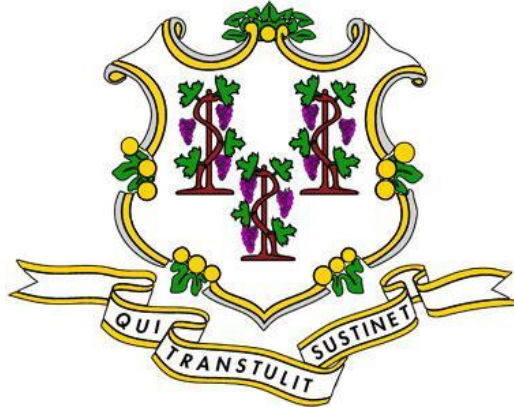


STATE OF CONNECTICUT



ANNUAL REPORT

2025

of the

CONNECTICUT COMMISSION ON UNIFORM LEGISLATION

April 30, 2026

Room 5100

Legislative Office Building

Hartford, CT 06106-1591

**CONNECTICUT
COMMISSION ON UNIFORM LEGISLATION**

COMMISSIONERS

2025

David D. Biklen, *Chair*

Mary M. Ackerly

William R. Breetz, Jr

Abbe R. Gluck

Barry C. Hawkins

John H. Langbein

Louise M. Nadeau

Francis J. Pavetti

Deborah J. Tedford

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ANNUAL REPORT FOR 2025

April 30, 2026

I. PREAMBLE

To the Honorable Edward Miner Lamont, Jr., Governor of the State of Connecticut, Representative Matthew Ritter, Speaker of the House of Representatives, Senator Martin Looney, Senate President Pro Tempore, and the Honorable Members of the Connecticut General Assembly. The Connecticut Commissioners on Uniform State Laws respectfully submit this annual report.

II. OVERVIEW OF UNIFORM LAW COMMISSION

The Uniform Law Commission (ULC), also known as the National Conference of Commissioners on Uniform State Laws, has worked for the uniformity of state laws since 1892. It is comprised of state commissions on uniform laws from each state, the District of Columbia, the Commonwealth of Puerto Rico, and the U.S. Virgin Islands. Each jurisdiction determines the method of appointment and the number of commissioners appointed.

Most jurisdictions provide for their commission by statute. The longstanding statutory authority governing Connecticut's uniform law commission can be found at Section 2-80 of the Connecticut General Statutes.

There is only one fundamental requirement for the more than 300 uniform law commissioners: that they are members of the bar. While some commissioners serve as state legislators and other state officials, most are practitioners, judges and law professors. Uniform law commissioners serve for specific terms and receive no salaries or fees for their work with the Uniform Law Commission.

Commissioners study and review the law of the states to determine which areas of law should be uniform. The commissioners promote the principle of uniformity by drafting and proposing specific statutes in areas of the law where uniformity among the states is desirable. The ULC can only propose law – no uniform law is effective until a state legislature adopts it.

The work of the ULC simplifies the legal life of businesses and individuals by providing rules and procedures that are consistent from state to state. Representing both state government and the legal profession, the ULC is a genuine coalition of state interests. The ULC has sought to

bring uniformity to the divergent legal traditions of more than 50 jurisdictions – and has done so with significant success.

III. HISTORY

On August 24, 1892, representatives from seven states – Delaware, Georgia, Massachusetts, Michigan, New York, New Jersey and Pennsylvania – met in Saratoga Springs, New York, to form what is now known as the Uniform Law Commission. Connecticut became a member of the Commission the following year. One of the first Presidents of the Commission was Lyman D. Brewster from Connecticut – who served five successive terms from 1896 to 1901.

By 1912, every current member state and territory, except the U.S. Virgin Islands, was a member of the ULC. The U.S. Virgin Islands was the last jurisdiction to join, appointing its first commissioner in 1988.

Very early on the ULC became known as a distinguished body of lawyers. The ULC has attracted some of the best of the profession. In 1901, Woodrow Wilson became a member. This, of course, was before his more notable political prominence and service as President of the United States. Several persons, later to become Justices of the Supreme Court of the United States, have been members: former Justices Brandeis, Rutledge, and Souter, and former Chief Justice Rehnquist. Legal scholars have served in large numbers, including Professors Wigmore, Williston, Pound and Bogert. Many more distinguished lawyers have served since 1892.

In each year of service, the ULC steadily increased its contribution to state law. Since its founding, the ULC has drafted more than 200 uniform laws on numerous subjects and in various fields of law, setting patterns for uniformity across the nation. Uniform Acts include the Uniform Probate Code, the Uniform Partnership Act, the Uniform Limited Partnership Act, the Uniform Anatomical Gift Act, the Uniform Interstate Family Support Act, the Uniform Child Custody Jurisdiction and Enforcement Act, and the Uniform Prudent Management of Institutional Funds Act.

Most significant was the 1940 ULC decision to attack major commercial problems with comprehensive legal solutions – a decision that set in motion the project to produce the Uniform Commercial Code (UCC). Working with the American Law Institute, the UCC took ten years to draft and another 14 years before it was enacted across the country. It remains the signature product of the ULC.

Today the ULC is recognized primarily for its work in commercial law, family law, the law of probate and estates, the law of business organizations, health law, and conflicts of law.

The Uniform Law Commission arose out of the concerns of state government for the improvement of the law and for better interstate relationships. Its sole purpose has been, and remains, service to state government and improvement of state law.

IV. DIVERSITY STATEMENT

Each member jurisdiction determines the number of uniform law commissioners it appoints to the Uniform Law Commission, the terms of uniform law commissioners and the individuals who are appointed from the legal profession of that jurisdiction. The Uniform Law Commission encourages the appointing authorities to consider, among other factors, diversity of membership in their uniform law commissions, including race, ethnicity and gender in making appointments. The Uniform Law Commission does its best work when the uniform law commissioners are drawn from diverse backgrounds and experiences.

V. PROCEDURES

The ULC is convened as a body once a year. It meets for a period of six or seven days, usually in July or August. In the interim period between these annual meetings, drafting committees composed of Commissioners meet to supply the working drafts that are considered at the annual meeting.

At each annual meeting, the work of the drafting committees is read and debated. Each Act must be considered over a substantial period of years. No Act becomes officially recognized as a Uniform Act until the Uniform Law Commission is satisfied that it is ready for consideration in the state legislatures. It is then put to a vote of the states, during which each state caucuses and votes as a unit.

The governing body is the ULC Executive Committee, and is composed of the officers, certain ex-officio members, and members appointed by the ULC President. Certain activities are conducted by the standing committees. For example, the Committee on Scope and Program considers all new subject areas for possible Uniform Acts. The Legislative Committee superintends the relationships of the ULC to the state legislatures.

A small staff located in Chicago operates the national office of the ULC. The national office handles meeting arrangements, publications, legislative liaison, and general administration for the ULC.

The ULC maintains relations with several sister organizations. Official liaison is maintained with the American Bar Association, which provides advisors to all ULC drafting committees and many ULC study committees. Liaison is also maintained with the American Law Institute, the Council of State Governments, the National Conference of State Legislatures, the National Association of Secretaries of State, the Conference of Chief Justices, and the National Center for

State Courts on an on-going and as-needed basis. Liaison and activities are conducted with other organizations as interests and activities necessitate.

VI. ACTIVITIES OF THE CONNECTICUT COMMISSIONERS

A. In 2025, the Connecticut Commissioners were:

David D. Biklen, Chair	John H. Langbein
Mary M. Ackerly	Louise M. Nadeau
William R. Breetz, Jr.	Francis J. Pavetti
Abbe R. Gluck	Deborah J. Tedford
Barry C. Hawkins	Suzanne Brown Walsh

B. The ULC committee assignments and other positions for Commissioners from Connecticut are:

Mary (Molly) M. Ackerly

- Member, Study Committee on Regulation of Long-Term Care Facilities
- Member, Study Committee on Updates to Model Marketable Title Act
- Member, Study Committee on Post-Mortem Retrieval of Gametes, Safeguards for the Acquisition and Use of Anatomical Material by Non-Transplant Anatomical Organizations, and Protections for Unrepresented Donors
- Member, Drafting Committee on Updates to Uniform Transfers to Minors Act
- Member, Standby Committee on Unlawful Restrictions in Land Records Act
- Member, Standby Committee on Community Property Disposition at Death Act
- Member, Standby Committee on Uniform Electronic Estate Planning Documents Act
- Member, Standby Committee on Uniform Fiduciary Income and Principal Act
- Member, Standby Committee on Uniform Guardianship, Conservatorship, and Other Protective Arrangements Act
- Member, Standby Committee on Uniform Parentage Act

David D. Biklen

- Member, Study Committee on Acceptance of Cash for In-Person Transactions
- Member, Study Committee on Subscription Services and Comparable Practices for Motor Vehicles
- Member, Study Committee on Child Support Orders for Parents in Foster Care
- Member, Study Committee on Post-Mortem Retrieval of Gametes, Safeguards for the Acquisition and Use of Anatomical Material by Non-Transplant Anatomical Organizations, and Protections for Unrepresented Donors
- Member, Drafting Committee on State Indian Child Welfare Act
- Member, Standby Committee on Unlawful Restrictions in Land Records Act
- Member, Standby Committee on Uniform Nonparent Custody and Visitation Act
- Member, Standby Committee on Uniform Unclaimed Property Act
- Chair, Standby Committee on Unregulated Transfers of Adopted Children

William R. Breetz

- Emeritus Member, Joint Editorial Board for Uniform Real Property Acts
- Member, Study Committee Regulation of Long-Term Care Facilities
- Chair, Standby Committee to Revise Uniform Common Interest Ownership Act and Uniform Condominium Act
- Member, Enactment Committee on Uniform Partition of Heirs Property Act

Abbe R. Gluck

- Chair, Joint Editorial Board on Health Law
- Chair, Study Committee on Post-Mortem Retrieval of Gametes, Safeguards for the Acquisition and Use of Anatomical Material by Non-Transplant Anatomical Organizations, and Protections for Unrepresented Donors
- Member, Scope and Program Committee
- Member, Joint Editorial Board on Civil Litigation and Dispute Resolution
- Member, Study Committee Regulation of Long-Term Care Facilities
- Member, Study Committee on Mental Privacy, Cognitive Biometrics, and Neural Data
- Member, Standby Committee on Model Public Health Emergency Authorities
- Member, Standby Committee on Uniform Telehealth Act

Barry C. Hawkins

- Co-Chair, Joint Editorial Board for Uniform Real Property Acts
- Chair, Study Committee on Installment Land Contracts
- Member, Drafting Committee on Redaction of Judicial Officer Personal Information (on hiatus)
- Co-Chair, Standby Committee on Unlawful Restrictions in Land Records Act
- Member, Study Committee on Harmonization of the Law of Restricted Charitable Gifts
- Member, Committee on Liaison with American Bar Association
- Member, Investment Committee
- Member, ULC Legislative Committee
- Member, Standby Committee on Uniform Fiduciary Income and Principal Act
- Member, Enactment Committee on Model Veterans Treatment Court Act

John H. Langbein

- Member, Drafting Committee on Updates to Uniform Transfers to Minors Act
- Member, Drafting Committee on Conflict of Laws in Trusts and Estates Acts
- Emeritus Member, Joint Editorial Board for Uniform Trusts and Estates Acts
- Member, Standby Committee on Cohabitants' Economic Remedies Act
- Member, Standby Committee on Uniform Directed Trust Act
- Member, Standby Committee on Uniform Electronic Wills Act
- Member, Standby Committee on Uniform Fiduciary Income and Principal Act
- Member, Standby Committee on Amendments to Uniform Probate Code (2019)

Louise M. Nadeau

- Vice Chair, Criminal Justice Reform Committee
- Member, Drafting Committee on Deed Fraud
- Member, Committee on Legislative Attorneys
- Member, Style Committee
- Member, Standby Committee for Uniform Civil Remedies for Unauthorized Disclosure of Intimate Images Act
- Member, Standby Committee on Uniform Criminal Records Accuracy Act

Francis J. Pavetti

Deborah J. Tedford

- Member, Joint Editorial Board for Uniform Trust and Estate Acts (representing the American College of Trust & Estate Counsel)
- Member, Study Committee on Regulation of Long-Term Care Facilities
- Member, Enactment Committee on Uniform Guardianship, Conservatorship, and Other Protective Arrangements Act

Suzanne B. Walsh

- Secretary, ULC
- Member, Executive Committee
- Chair, Drafting Committee on Nonconsensual Pornographic Deepfakes (on hiatus)
- Member, Drafting Committee on Conflict of Laws in Trusts and Estates Acts
- Member, Drafting Committee on Updates to Uniform Transfers to Minors Act
- Member, Joint Editorial Board for Uniform Trusts and Estates Acts
- Member, Investment Committee
- Member, Study Committee Harmonization of the Law of Restricted Charitable Gifts
- Member, Standby Committee to Revise Uniform Healthcare Decisions Act
- Member, Standby Committee on Uniform Adult Guardianship and Protective Proceedings Act
- Member, Standby Committee on Uniform Cohabitants' Economic Remedies Act
- Member, Standby Committee on Uniform Directed Trust Act
- Chair, Standby Committee on Uniform Electronic Wills Act
- Chair, Standby Committee on Uniform Electronic Estate Planning Documents
- Member, Standby Committee on Uniform Premarital and Marital Agreements Act
- Member, Standby Committee on Uniform Regulation of Virtual Currency Businesses Act

C. Meetings

Meetings of the Connecticut Commissioners and the ULC Annual Meeting were conducted as follows:

1. The Connecticut Delegation held a legislative planning meeting in person at the 2025 Annual Meeting. Members of the delegation held a follow-up meeting via Zoom on August 28, 2025. The meeting included Chief Counsel Benjamin Orzeske from the Uniform Law Commission.
2. The Uniform Law Commission held several informal virtual sessions in June to review and consider acts scheduled for consideration at the annual meeting in July 2025.
3. The Uniform Law Commission held its 134rd Annual Meeting from July 18-23, 2025.

D. Connecticut Commissioners attending the ULC Annual Meeting were:

Mary M. Ackerly
David D. Biklen
Abbe R. Gluck
Barry C. Hawkins

Louise M. Nadeau
Deborah J. Tedford
Suzanne Brown Walsh

E. Legislative appearances by Connecticut Commissioners in 2025

Commissioner Barry C. Hawkins testified on behalf of:

- HB 6970, An Act Concerning Adoption of Amendments to the Uniform Commercial Code;
- HB 6971, An Act Adopting the Connecticut Uniform Mediation Act, and
- SB 1283, An Act Concerning the Adoption of the Connecticut Uniform Collaborative Law Act.

VII. SUMMARY OF NEW ACTS ADOPTED BY THE UNIFORM LAW COMMISSION IN 2025

1. UNIFORM ASSIGNMENT FOR BENEFIT OF CREDITORS ACT

The Uniform Assignment for Benefit of Creditors Act provides for the use of an assignment for benefit of creditors (an “ABC”), which is an efficient and flexible state law mechanism to wind up a distressed business.

Although the use of an ABC to liquidate the assets of a failing business is rooted in the common law, only a few states have additional and detailed laws outlining the procedures for carrying out an ABC. This inconsistency leads to significant variance throughout the country in the utility of ABCs and the frequency with which ABCs are used. The Act addresses this gap in the law by codifying the common law and providing thoughtful updates that modernize the law and provide clarity to assignors, assignees, and creditors.

In an ABC, a financially distressed business, an assignor, transfers control of its assets to an assignee, who acts as a fiduciary for the distressed business’s creditors. The assignee sells the business’s assets and distributes the proceeds to the creditors. The proceeds go towards payment of the creditors’ claims against the assignor.

The Act creates a state law alternative to other procedures available to the assignor for winding up its business and provides benefits that are not available through federal bankruptcy or state or federal receivership. In many cases, an ABC will be more flexible, quicker, and less costly than the alternatives. An ABC is an improvement upon these alternatives in five significant ways: (1) the ABC is debtor-initiated; (2) the ABC does not require judicial supervision; (3) the ABC provides assurances to creditors by imposing fiduciary duties upon the assignee; (4) the ABC aims to maximize the value of the business’s assets for the benefit of all creditors; and (5) the ABC encourages cooperation between the distressed business and the creditors by aligning these parties’ goals.

The Act’s roadmap for ABCs establishes:

- (A) The persons eligible to be assignors and the qualifications for assignees;
- (B) The relationship between an ABC under the Act and existing federal and state statutes, including the Bankruptcy Code;
- (C) The contents of the assignment agreement;
- (D) The effect of an ABC on the assignor’s property interests and the procedure for conveying those assets to the assignee;
- (E) Procedures for notifying creditors of the ABC, procedures for a creditor to opt out, and the implications of the opt-out decision;
- (F) Duties and powers of the assignor and assignee, including limitations on liability;
- (G) A process for allowing and disputing claims;
- (H) The degree of court supervision, which is not mandatory under the Act;
- (I) A waterfall for the distribution of proceeds to secured and unsecured creditors, and payment of expenses incurred by the assignee;
- (J) Procedures for winding up the assignment estate; and

(K) The extent of recognition of out-of-state transactions and appointment of an ancillary assignee for administration of out-of-state assets.

The Act also provides for the enacting state to select the appropriate state court to hear disputes that arise out of an ABC under the Act.

Overall, the Act brings clarity, consistency, and uniformity to the ABC process, with the intent of making ABCs a robust tool for debtors throughout the country. The Act should be considered for enactment in all states and territories, including those that already have a statute addressing some aspects of an ABC.

2. Uniform Judicial Interview of Children Act

Many states' laws allow judges in certain private civil proceedings to interview children outside of open court to ascertain the child's views on relevant matters. Very few of these state laws, however, provide meaningful guidance for how to conduct a judicial interview of a child. The Uniform Judicial Interview of Children Act fills this gap by establishing comprehensive procedures and standards relating to judicial interviews of children in proceedings regarding child custody, visitation, parenting time, relocation, other custodial rights, and some other ancillary private matters.

The Act balances two compelling but sometimes conflicting interests: protecting a child when the child's views are elicited by a judicial officer and protecting the due process rights of the parties. The relatively free-ranging conversation that may result from a judicial interview enhances the potential that contested factual information may surface during the interview. To protect parties' due process rights and the opportunity for meaningful review by appellate courts, the Act requires the court to make an interview record of all judicial interviews, which may be a verbatim recording or transcription of the interview. The Act presents two approaches to determine when the parties may access the interview record, both of which are structured to protect the due process rights of the parties. By offering two alternatives, the Act provides flexibility to an enacting state to choose the approach most appropriate for that state.

The Act defines "judicial interview" to make it clear that the purpose of the interview is to elicit the child's views. The definition also clarifies that the child's communication in the interview is not made under oath and does not constitute testimony. While some states blur the distinction between children's testimony and children's communications in a judicial interview, the Act clearly distinguishes between the two processes.

Under the Act, judicial officers retain discretion to use other means of eliciting a child's views in a covered proceeding. However, the Act applies only to judicial interviews conducted by judicial officers who are subject to judicial ethics rules

and standards. The Act does not cover situations where a judicial officer refers a case to a third person, such as a mental health professional. The Act also does not cover those jurisdictions in which cases are routinely referred to an independent office or court-annexed office to conduct an interview.

Importantly, the Act does not prescribe the weight to be given to a child's communications during a judicial interview, leaving that question to other law. Rather than setting substantive guidelines, the Act establishes a procedural framework designed to protect a child's well-being and the due process interests of parties.

The Act expressly excludes from its scope proceedings under a state's child welfare and juvenile delinquency statutes. While this Act may be a helpful resource for judges when conducting judicial interviews in those cases, it is not designed to accommodate the specialized legal framework applicable to the child welfare context. Similarly, proceedings within the juvenile justice system entail unique constitutional concerns and are governed by a separate legal structure.

The Uniform Judicial Interview of Children Act provides a comprehensive procedural framework for conducting judicial interviews of children. The Act was drafted for adoption by legislative enactment, but a state may choose to adopt the Act as a court rule if that approach is preferable.

3. Model State Uniform Law Commission Act

The Model State Uniform Law Commission Act is intended to provide a modern statement from the ULC on how to establish and manage an efficient and effective state commission on uniform laws. However, the Act is not intended for universal adoption. It is meant for states lacking such legislation or where existing laws are outdated. States with existing laws may also choose to only enact certain sections of the Act to modernize provisions in the existing appointment statute.

VIII. UNIFORM LAW COMMISSION ACTS INTRODUCED AS LEGISLATION IN CONNECTICUT IN 2025

The following legislation relating to uniform acts was introduced in the 2025 regular session:

1. HB 6970, An Act Concerning Adoption of Amendments to the Uniform Commercial Code. The Act was raised and favorably reported by the Judiciary Committee and enacted as Public Act 25-145.
2. HB 6971, An Act Adopting the Connecticut Uniform Mediation Act. The Act was raised and favorably reported by the Judiciary Committee and enacted as Public Act 25-35

3. SB 1283, An Act Concerning the Adoption of the Connecticut Uniform Collaborative Law Act. The Act was raised and favorably reported by the Judiciary Committee and enacted as Public Act 25-153.

IX. UNIFORM ACTS RECOMMENDED FOR INTRODUCTION IN 2026

The Connecticut Commissioners support introduction and passage of the following acts in the 2026 regular session of the General Assembly:

1. The Uniform Real Property Transfer on Death Act. The Judiciary Committee raised the bill as HB 5266, and held a public hearing, but no further action was taken.
2. An Act Concerning Faithful Presidential Electors. The Government, Administration and Elections Committee raised and favorably reported HB 5531 to adopt the Uniform Faithful Presidential Electors Act. As drafted, the Act would (1) require candidates for presidential electors, as part of their candidacy filings or registrations, to execute pledges to vote for the Presidential and Vice Presidential candidates associated with such filings or registrations, and (2) modify the process by which meetings of presidential electors are conducted in order to ensure votes are cast consistent with such pledges. The bill was favorably reported by the Government, Administration and Elections Committee, referred to the House Floor on April 8, 2026, and passed by the House on April 28, 2026.