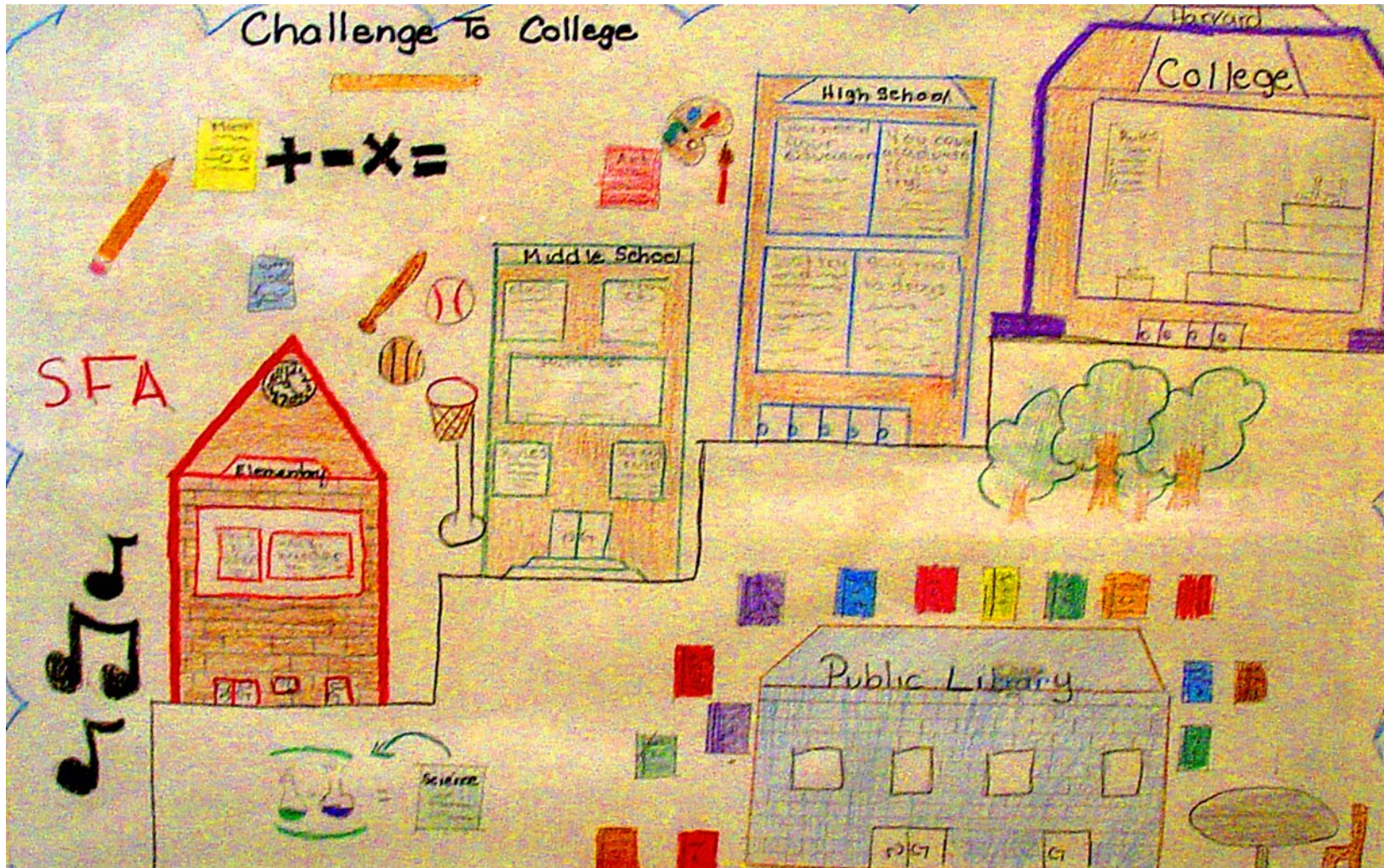


THE COST OF AN ADEQUATE EDUCATION IN CONNECTICUT



Untitled Drawing by Victoria Vo, 5th-grade student at Parkville Elementary School, Hartford, on Exhibit at The Wadsworth Atheneum

ESTIMATING WHAT IT WILL TAKE TO PROVIDE STUDENTS EQUAL OPPORTUNITY FOR A QUALITY EDUCATION

CCJEF's Interpretation of the Cost Study by Augenblick, Palaich and Associates

What does it *really* cost to educate students in Connecticut? And what should be the performance standard to which we must hold all schools and students accountable if we are to adequately prepare young people for full participation in the high-skilled workforce needed for our increasingly global economy, to successfully undertake postgraduate studies and continue as lifelong learners, and to be contributing members of a democratic society committed to justice, ethical behavior, tolerance for others, involvement in community, and strong families? How much more does it take to ensure that children from low-income homes, children with disabilities, and those whose native language is not English receive the extra services they require to succeed in school? What will it cost to ensure equal educational opportunity across Connecticut's racially and economically diverse communities? What does all this cost, both statewide and on a town-by-town basis? How can policymakers, educators, economists, and others realistically plan for a better future without answers to these and other such questions?

Fortunately, the education adequacy cost study carried out by Augenblick, Palaich and Associates (APA) provides important new information useful in answering these challenging questions. As experts from Maryland, New Jersey, and New York described at the April 11 conference hosted by CCJEF ("Education Adequacy and Equity in Connecticut," Legislative Office Building, Hartford — see CCJEF website for details), adequacy cost studies have been undertaken within some 30 states since the early 1990s. Such studies provide a basis for revamping school finance formulas, setting foundation aid levels, and determining appropriate weights to adjust for student needs and other district characteristics.

Adequacy cost studies provide policymakers with a rational basis on which to make funding decisions by generating the best data that current social science tools can elicit concerning the anticipated cost to schools for appropriately meeting the diverse learning needs of their students. While imperfect, adequacy studies are certainly superior to basing funding formulas (and annual changes thereto) primarily on political might or "as-available" revenues. Courts across the nation increasingly rely upon adequacy cost studies to help determine the sufficiency of state funding levels and compliance with constitutional provisions pertaining to children's fundamental right to quality schooling.

CCJEF commissioned this landmark study to move forward the urgent issue of school finance reform in Connecticut. The study's results are being presented to the Executive and Legislative branches of state government and to the state's education community, cities and towns, advocacy organizations for children and families, and to the public at large.

Methods

The APA study employed two separate well-recognized research methods: an analysis of Successful School Districts and the Professional Judgment approach. Each costing-out method used a different standard for student performance outcomes and considered only current expenditures, i.e., school districts' operating costs (minus pupil transportation and food service).

The **Successful School District research** identified 35 districts (K-12 and K-6/8) whose CMT and CAPT reading and math assessment scores over the past 3 years meet the state's proficiency requirements under No Child Left Behind (NCLB) for 2007-08. After backing out all federal revenue and state and local spending for programs and services related to students with special needs, a "base cost" for the 2003-04 school year was arrived at across these 35 districts. Later, APA generated an equation that applied this base cost across all 166 of the state's school districts, and weights (established by the Professional Judgment process) were added to

reflect each district's special needs population. In this manner, the "2003-04 adequacy starting point" was determined.

The **Professional Judgment process** brought together 44 highly qualified educators from across the state, working in five 2-day panels, to construct hypothetical schools and school districts, specifying the resources (e.g., personnel, staffing ratios, technology, support service personnel and programs) needed within each of four school/district contextual scenarios that described increasingly at-risk student bodies. Panelists were primarily drawn from the Successful School Districts, but also included geographic and urban representation. A sixth 1-day panel overviewed the work of the others, and provided an opportunity for representatives of statewide organizations and the State Department of Education to contribute.

Professional judgment panelists were instructed to design schools and districts to meet existing state and federal standards, not to construct their "dream schools." They defined adequacy to include research-proven interventions and "best practices," such as ample professional development for all staff, universal pre-K and full-day kindergarten, extra-curricular activities (including the performing arts and athletics), and after-school and summer school programs. The instructional designs, staffing patterns, and other strategies they devised were heuristic and not cost-prohibitive of other modes of school/district organization or instructional delivery. Panelists identified resources, and later APA added the cost figures to those resources using state-provided data mined from ED001 and other records.

The Professional Judgment research yielded not only a base cost for bringing 95% of all students up to state goal on the CMT and CAPT reading and math assessments, but equally importantly, this process produced the appropriate student weights for varying conditions of student need — poverty (as measured by free/reduced lunch counts), English Language Learners, and students receiving Special Education services, for which disability categories were later assigned to one of three cost categories (mild, medium, and severe).

The use of both research methods not only increases the robustness of the cost study, but also provides enhanced usefulness to policy-makers. The Successful School Districts method, given its backward examination of actual expenditures to which realistic student weightings have been added, provides a lower initial cost of adequacy. Thus its results can serve as a fiscal starting point for phasing in the higher-cost targeted level of adequacy that meets state and federal goals for student performance and better comports with the public's high expectations for Connecticut schools.

As a whole, the APA cost study considered only school and district operating costs (current expenditures). Not addressed were pupil transportation, meals service, school construction, other capital expenditures, debt service, and adult education. Interdistrict magnet schools, regional vocational-technical high schools, and charter schools were not included in this study. (Some of these unaddressed costs will be captured via follow-up studies.)

Key Findings

- **The estimated cost of providing adequate learning opportunities sufficient for 95% of all Connecticut school-children to achieve state goal on the CMT and CAPT in reading and math — "targeted adequacy," as per the APA report — is \$7.684B (in 2003 dollars).**
- **In 2003-04, more than 87% (145) of school districts spent \$2.047B less than the amount estimated necessary for meeting targeted adequacy.**
- **The 2003-04 adequacy starting point for all 166 districts totals \$5.925B, based on the Successful School District figures. Some 55% (91) of all districts fell short of funding levels deemed necessary for meeting even these modest 2007-08 NCLB Adequate Yearly Progress requirements.** Inasmuch as that AYP standard represents relatively "low-to-average" student performance (worthy of a "C/C-" grade,

perhaps), these results should not be taken lightly. Moreover, even among the districts not on this list, there are numerous low-performing districts that most probably are also under-resourced in their efforts to successfully implement needed improvements in teaching and learning.

- **Underfunding of the 2003-04 adequacy starting point amounts to \$481M.** Nearly half of the 91 districts on this list are in the 10% to 29% underfunded range, and last year nearly half of all towns on the list had property tax rates that exceeded 30 mills.

But Where’s the Money for Adequacy to Come From?

Adequacy cost studies do not address such questions as where the money will come from or what the state and local division of the cost burden ought to be. These are questions traditionally left to subsequent policy negotiations and other research, often jointly undertaken by state and local government, education and advocacy organizations, and other interested stakeholders.

With mill rates and related fiscal overload causing widespread consternation in towns and cities across the state, it is safe to assume that little or no additional monies for education adequacy can be expected from local property taxes.

As the table opposite shows, **Connecticut is far from reaching a 50% funding share of districts’ operating expenses. The state is covering just 29% of total current expenditures** that exclude pupil transportation, land, building, capital, debt service, adult education, and other essential state-funded education services (e.g., as CSDE’s budget, interdistrict magnet and charter schools, the Vocational-Technical High School system, DCF and Corrections schools, and the Teachers’ Retirement Board contributions).

The adequacy starting level shortfall needs to be made up by the state as rapidly as possible. To reach targeted adequacy, the state will clearly also need to contribute more than 50%.

Below is the CCJEF comparison of state, federal, and local revenue shares of school district current expenditures for 2003-04.

CURRENT EXPENDITURES, 2003-04 (Unaudited)				
STATE	29.27%	\$1,687,877,000	(As per Table 2, “CT Public School Expenditures,” www.state.ct.us/sde)	
FEDERAL	5.49%	\$316,873,124		
LOCAL	65.24%	\$3,762,666,073		
TOTAL	100.00%	\$5,767,416,197		
State Share (less current Federal \$)		50%	\$2,725,271,537	Minimum Goal
2003-04 STATE FUNDING SHORTFALL WITHOUT ADEQUACY			\$1,037,394,537	
ADEQUACY STARTING LEVEL*				
Total Estimated for Adequacy Starting Point, 2003-04		100%	\$5,924,886,620	Annual Total Cost
State Share (less current Federal \$)		50%	\$2,804,006,748	Minimum Goal
FUNDING SHORTFALL FOR 91 DISTRICTS			\$480,903,779	Immediate Need
TARGETED ADEQUACY FUNDING LEVEL*				
Total Estimated for Targeted (Full) Adequacy, by 2010-11		100%	\$7,683,508,856	Annual Total Cost
State Share (less current Federal \$)		50%	\$3,683,317,866	Minimum Goal
		80%	\$5,893,308,586	2010-11 Goal
FUNDING SHORTFALL FOR 145 DISTRICTS			\$2,047,451,652	

* Inflation from 2003-04 not included.

District-by-District / Town-by-Town Calculations

Town-by-town results for school districts funded below the two adequacy levels described in the APA study are provided on the following pages. Each table begins by summarizing the standard on which the study (Professional Judgment or Successful School Districts) is based. It is the first table, the targeted adequacy level, that represents the “the Connecticut standard,” i.e., the resources necessary to meet the high expectations for student performance set by the State Board of Education, educators, parents, and employers.

145 DISTRICTS FUNDED BELOW TARGETED ADEQUACY LEVEL

What will it cost to provide equal educational opportunity sufficient to enable 95% of all students to reach state goal on the CMT and CAPT reading and math assessments by 2013-14? Results from the APA Professional Judgment Study

District / Town	Type ¹	Resident Students	Comparable 2003-04 Current Expenditures ²		TARGETED ADEQUACY ³		\$ Below Targeted Adequacy ⁴	% Increase Needed To Meet Targeted Adequacy
			Total	Per Pupil	Total	Per Pupil		
Andover	2	647	\$5,487,760	\$8,482	\$6,607,955	\$10,213	\$1,120,195	20.4%
Ansonia	1	2,791	\$21,626,586	\$7,749	\$37,187,697	\$13,324	\$15,561,111	72.0%
Ashford	2	831	\$7,409,354	\$8,916	\$9,188,012	\$11,057	\$1,778,658	24.0%
Avon	1	3,265	\$28,878,583	\$8,845	\$36,912,338	\$11,305	\$8,033,755	27.8%
Barkhamsted	2	606	\$5,935,605	\$9,795	\$6,618,860	\$10,922	\$683,255	11.5%
Berlin	1	3,414	\$28,157,083	\$8,248	\$41,007,036	\$12,011	\$12,849,953	45.6%
Bethany	2	1,089	\$10,028,378	\$9,209	\$11,296,469	\$10,373	\$1,268,091	12.6%
Bethel	1	3,264	\$31,229,610	\$9,568	\$38,739,490	\$11,869	\$7,509,880	24.0%
Bloomfield	1	2,755	\$30,880,620	\$11,209	\$34,982,228	\$12,698	\$4,101,608	13.3%
Bolton	1	969	\$9,483,960	\$9,787	\$10,812,628	\$11,159	\$1,328,668	14.0%
Bozrah	2	395	\$3,555,047	\$9,000	\$4,933,218	\$12,489	\$1,378,171	38.8%
Branford	1	3,738	\$35,085,536	\$9,386	\$47,897,855	\$12,814	\$12,812,319	36.5%
Bridgeport	1	24,104	\$222,990,434	\$9,251	\$382,180,903	\$15,855	\$159,190,469	71.4%
Bristol	1	9,051	\$80,267,430	\$8,868	\$123,528,305	\$13,648	\$43,260,875	53.9%
Brookfield	1	3,123	\$26,971,305	\$8,636	\$34,543,001	\$11,061	\$7,571,696	28.1%
Brooklyn	2	1,350	\$11,354,946	\$8,411	\$15,938,250	\$11,806	\$4,583,304	40.4%
Canterbury	2	823	\$8,378,547	\$10,180	\$10,125,849	\$12,304	\$1,747,302	20.9%
Canton	1	1,631	\$14,391,190	\$8,824	\$18,523,759	\$11,357	\$4,132,569	28.7%
Cheshire	1	5,185	\$46,070,258	\$8,885	\$62,800,253	\$12,112	\$16,729,995	36.3%
Chester	2	550	\$5,909,587	\$10,745	\$5,967,565	\$10,850	\$57,978	1.0%
Clinton	1	2,204	\$22,411,609	\$10,169	\$26,338,273	\$11,950	\$3,926,664	17.5%
Colchester	1	3,179	\$25,818,270	\$8,122	\$37,506,478	\$11,798	\$11,688,208	45.3%
Colebrook	2	257	\$2,743,297	\$10,674	\$2,774,757	\$10,797	\$31,460	1.1%
Columbia	2	946	\$7,993,438	\$8,450	\$10,661,623	\$11,270	\$2,668,185	33.4%
Coventry	1	2,148	\$17,379,744	\$8,091	\$25,660,767	\$11,946	\$8,281,023	47.6%
Cromwell	1	1,891	\$17,335,515	\$9,167	\$22,304,535	\$11,795	\$4,969,020	28.7%
Danbury	1	9,742	\$88,415,471	\$9,076	\$140,726,698	\$14,445	\$52,311,227	59.2%
Darien	1	4,281	\$47,410,874	\$11,075	\$50,926,804	\$11,896	\$3,515,930	7.4%
Derby	1	1,635	\$13,633,165	\$8,338	\$21,025,059	\$12,859	\$7,391,894	54.2%
Eastford	2	246	\$2,755,650	\$11,202	\$3,056,771	\$12,426	\$301,121	10.9%

<i>District / Town</i>	<i>Type</i> ¹	<i>Resident Students</i>	<i>Comparable 2003-04 Current Expenditures</i> ²		TARGETED ADEQUACY ³		<i>\$ Below Targeted Adequacy</i> ⁴	<i>% Increase Needed To Meet Targeted Adequacy</i>
			<i>Total</i>	<i>Per Pupil</i>	<i>Total</i>	<i>Per Pupil</i>		
East Granby	1	896	\$9,385,571	\$10,475	\$9,885,227	\$11,033	\$499,656	5.3%
East Haddam	1	1,422	\$13,309,054	\$9,359	\$17,009,901	\$11,962	\$3,700,847	27.8%
East Hampton	1	2,113	\$17,986,118	\$8,512	\$24,760,711	\$11,718	\$6,774,593	37.7%
East Hartford	1	8,198	\$74,867,315	\$9,132	\$118,731,074	\$14,483	\$43,863,759	58.6%
East Haven	1	4,150	\$37,233,374	\$8,972	\$54,906,363	\$13,230	\$17,672,989	47.5%
East Lyme	1	3,061	\$28,043,474	\$9,162	\$37,001,486	\$12,088	\$8,958,012	31.9%
Easton	2	1,515	\$15,102,985	\$9,969	\$15,756,596	\$10,400	\$653,611	4.3%
East Windsor	1	1,653	\$13,319,911	\$8,058	\$20,899,481	\$12,643	\$7,579,570	56.9%
Ellington	1	2,418	\$20,610,518	\$8,524	\$26,757,449	\$11,066	\$6,146,931	29.8%
Enfield	1	6,860	\$62,081,199	\$9,050	\$90,062,642	\$13,129	\$27,981,443	45.1%
Essex	2	916	\$9,570,937	\$10,449	\$9,836,475	\$10,739	\$265,538	2.8%
Fairfield	1	8,857	\$101,599,916	\$11,471	\$110,493,954	\$12,475	\$8,894,038	8.8%
Farmington	1	4,343	\$38,138,664	\$8,782	\$51,104,266	\$11,767	\$12,965,602	34.0%
Franklin	2	317	\$3,242,278	\$10,228	\$3,575,609	\$11,280	\$333,331	10.3%
Glastonbury	1	6,732	\$55,740,074	\$8,280	\$85,720,840	\$12,733	\$29,980,766	53.8%
Granby	1	2,203	\$19,136,994	\$8,687	\$24,496,696	\$11,120	\$5,359,702	28.0%
Griswold	1	2,021	\$16,998,823	\$8,411	\$24,342,521	\$12,045	\$7,343,698	43.2%
Groton	1	5,875	\$59,577,648	\$10,141	\$81,439,647	\$13,862	\$21,861,999	36.7%
Guilford	1	3,922	\$36,285,332	\$9,252	\$46,564,836	\$11,873	\$10,279,504	28.3%
Hamden	1	7,141	\$73,961,111	\$10,357	\$96,226,184	\$13,475	\$22,265,073	30.1%
Hartford ⁵	1	24,054	\$292,260,852	\$12,150	\$402,194,683	\$16,720	\$109,933,831	37.6%
Hartland	2	392	\$3,695,488	\$9,427	\$4,275,138	\$10,906	\$579,650	15.7%
Hebron	2	1,959	\$15,938,047	\$8,136	\$19,716,894	\$10,065	\$3,778,847	23.7%
Kent	2	403	\$4,323,631	\$10,729	\$4,442,284	\$11,023	\$118,653	2.7%
Killingly	1	2,769	\$25,240,213	\$9,115	\$38,064,050	\$13,746	\$12,823,837	50.8%
Lebanon	1	1,312	\$10,964,335	\$8,357	\$15,665,926	\$11,940	\$4,701,591	42.9%
Ledyard	1	2,871	\$25,995,542	\$9,055	\$34,071,071	\$11,867	\$8,075,529	31.1%
Lisbon	2	827	\$6,722,724	\$8,129	\$9,560,775	\$11,561	\$2,838,051	42.2%
Litchfield	1	1,382	\$12,845,716	\$9,295	\$15,557,333	\$11,257	\$2,711,617	21.1%
Madison	1	3,807	\$31,701,184	\$8,327	\$45,387,777	\$11,922	\$13,686,593	43.2%
Manchester	1	7,979	\$78,126,447	\$9,792	\$111,501,726	\$13,974	\$33,375,279	42.7%
Mansfield	2	2,074	\$22,678,203	\$10,935	\$23,261,512	\$11,216	\$583,309	2.6%
Marlborough	2	1,159	\$10,292,533	\$8,881	\$11,969,205	\$10,327	\$1,676,672	16.3%
Meriden	1	9,675	\$98,936,554	\$10,226	\$142,162,678	\$14,694	\$43,226,124	43.7%
Middletown	1	5,321	\$51,171,146	\$9,617	\$73,074,645	\$13,733	\$21,903,499	42.8%
Milford	1	7,572	\$76,074,090	\$10,047	\$100,499,463	\$13,273	\$24,425,373	32.1%
Monroe	1	4,229	\$36,031,018	\$8,520	\$48,897,799	\$11,562	\$12,866,781	35.7%

<i>District / Town</i>	<i>Type</i> ¹	<i>Resident Students</i>	<i>Comparable 2003-04 Current Expenditures</i> ²		TARGETED ADEQUACY ³		<i>\$ Below Targeted Adequacy</i> ⁴	<i>% Increase Needed To Meet Targeted Adequacy</i>
			<i>Total</i>	<i>Per Pupil</i>	<i>Total</i>	<i>Per Pupil</i>		
Montville	1	3,018	\$27,317,583	\$9,052	\$38,530,085	\$12,767	\$11,212,502	41.0%
Naugatuck	1	5,555	\$46,829,651	\$8,430	\$74,938,147	\$13,490	\$28,108,496	60.0%
New Britain	1	11,070	\$106,509,745	\$9,621	\$194,521,903	\$17,572	\$88,012,158	82.6%
New Fairfield	1	3,065	\$26,638,248	\$8,691	\$35,159,075	\$11,471	\$8,520,827	32.0%
New Hartford	2	1,154	\$11,261,586	\$9,759	\$11,870,188	\$10,286	\$608,602	5.4%
New Haven	1	20,221	\$243,887,465	\$12,061	\$310,106,343	\$15,336	\$66,218,878	27.2%
Newington	1	4,599	\$41,916,967	\$9,114	\$57,778,296	\$12,563	\$15,861,329	37.8%
New London ⁶	1	3,567	\$41,342,162	\$11,590	\$66,845,343	\$18,740	\$25,503,181	61.7%
New Milford	1	5,234	\$41,507,157	\$7,930	\$67,775,912	\$12,949	\$26,268,755	63.3%
Newtown	1	5,515	\$46,158,557	\$8,370	\$66,882,974	\$12,127	\$20,724,417	44.9%
North Branford	1	2,591	\$20,879,622	\$8,059	\$30,030,084	\$11,590	\$9,150,462	43.8%
North Canaan	2	502	\$5,326,190	\$10,610	\$6,012,006	\$11,976	\$685,816	12.9%
North Haven	1	3,886	\$33,970,948	\$8,742	\$47,061,547	\$12,111	\$13,090,599	38.5%
North Stonington	1	879	\$9,021,117	\$10,263	\$10,626,212	\$12,089	\$1,605,095	17.8%
Norwalk	1	11,145	\$127,005,078	\$11,396	\$155,735,564	\$13,974	\$28,730,486	22.6%
Norwich	1	5,807	\$52,608,503	\$9,059	\$84,072,913	\$14,478	\$31,464,410	59.8%
Old Saybrook	1	1,589	\$15,683,158	\$9,870	\$19,057,069	\$11,993	\$3,373,911	21.5%
Orange	2	2,552	\$24,854,347	\$9,739	\$26,658,288	\$10,446	\$1,803,941	7.3%
Oxford	2	1,866	\$15,748,033	\$8,439	\$20,379,076	\$10,921	\$4,631,043	29.4%
Plainfield	1	2,533	\$23,298,994	\$9,198	\$32,035,799	\$12,647	\$8,736,805	37.5%
Plainville	1	2,645	\$25,586,149	\$9,673	\$33,709,750	\$12,745	\$8,123,601	31.7%
Plymouth	1	2,030	\$17,126,974	\$8,437	\$25,059,774	\$12,345	\$7,932,800	46.3%
Pomfret	2	767	\$6,424,197	\$8,376	\$8,822,153	\$11,502	\$2,397,956	37.3%
Portland	1	1,437	\$13,703,908	\$9,536	\$16,605,995	\$11,556	\$2,902,087	21.2%
Preston	2	779	\$7,343,363	\$9,427	\$9,784,334	\$12,560	\$2,440,971	33.2%
Putnam	1	1,397	\$14,987,944	\$10,729	\$18,449,708	\$13,207	\$3,461,764	23.1%
Ridgefield	1	5,503	\$53,390,250	\$9,702	\$65,942,197	\$11,983	\$12,551,947	23.5%
Rocky Hill	1	2,489	\$22,880,774	\$9,193	\$28,787,841	\$11,566	\$5,907,067	25.8%
Salem	2	848	\$7,154,203	\$8,437	\$9,320,985	\$10,992	\$2,166,782	30.3%
Seymour	1	2,553	\$21,343,525	\$8,360	\$29,197,627	\$11,437	\$7,854,102	36.8%
Shelton	1	5,774	\$50,076,599	\$8,673	\$71,600,259	\$12,400	\$21,523,660	43.0%
Sherman	2	655	\$5,797,898	\$8,852	\$7,287,322	\$11,126	\$1,489,424	25.7%
Simsbury	1	5,035	\$46,671,233	\$9,269	\$63,696,974	\$12,651	\$17,025,741	36.5%
Somers	1	1,731	\$14,465,635	\$8,357	\$18,889,724	\$10,913	\$4,424,089	30.6%
Southington	1	6,743	\$62,457,841	\$9,263	\$84,737,987	\$12,567	\$22,280,146	35.7%
South Windsor	1	5,277	\$44,370,847	\$8,408	\$66,770,272	\$12,653	\$22,399,425	50.5%
Sprague	2	477	\$5,010,126	\$10,503	\$6,187,413	\$12,972	\$1,177,287	23.5%

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			<i>Total</i>	<i>Per Pupil</i>	<i>Total</i>	<i>Per Pupil</i>		
Stafford	1	2,006	\$17,868,938	\$8,908	\$23,883,237	\$11,906	\$6,014,299	33.7%
Stamford	1	15,487	\$176,856,788	\$11,420	\$229,783,556	\$14,837	\$52,926,768	29.9%
Sterling	2	582	\$5,113,379	\$8,786	\$7,435,932	\$12,777	\$2,322,553	45.4%
Stonington	1	2,520	\$22,923,516	\$9,097	\$29,841,443	\$11,842	\$6,917,927	30.2%
Stratford	1	7,834	\$67,946,140	\$8,673	\$106,742,744	\$13,626	\$38,796,604	57.1%
Suffield	1	2,376	\$19,247,348	\$8,101	\$26,402,052	\$11,112	\$7,154,704	37.2%
Thomaston	1	1,399	\$11,290,645	\$8,071	\$16,756,167	\$11,977	\$5,465,522	48.4%
Thompson	1	1,474	\$11,948,966	\$8,106	\$17,180,446	\$11,656	\$5,231,480	43.8%
Tolland	1	3,092	\$26,322,655	\$8,513	\$35,952,048	\$11,627	\$9,629,393	36.6%
Torrington	1	5,145	\$44,537,360	\$8,656	\$71,804,965	\$13,956	\$27,267,605	61.2%
Trumbull	1	6,659	\$63,206,636	\$9,492	\$78,734,697	\$11,824	\$15,528,061	24.6%
Union	2	107	\$758,062	\$7,085	\$1,155,328	\$10,797	\$397,266	52.4%
Vernon	1	4,023	\$39,769,272	\$9,885	\$52,595,052	\$13,074	\$12,825,780	32.3%
Voluntown	2	458	\$4,142,041	\$9,044	\$5,478,502	\$11,962	\$1,336,461	32.3%
Wallingford	1	7,284	\$65,127,409	\$8,941	\$93,722,517	\$12,867	\$28,595,108	43.9%
Waterbury	1	17,510	\$184,266,268	\$10,523	\$285,516,707	\$16,306	\$101,250,439	54.9%
Waterford	1	3,163	\$32,384,804	\$10,239	\$38,077,986	\$12,039	\$5,693,182	17.6%
Watertown	1	3,527	\$27,756,611	\$7,870	\$44,117,869	\$12,509	\$16,361,258	58.9%
Westbrook	1	1,057	\$9,746,568	\$9,221	\$11,824,153	\$11,187	\$2,077,585	21.3%
West Hartford	1	9,853	\$94,003,950	\$9,541	\$135,755,830	\$13,778	\$41,751,880	44.4%
West Haven	1	7,694	\$71,877,505	\$9,342	\$105,900,540	\$13,764	\$34,023,035	47.3%
Wethersfield	1	3,771	\$34,348,147	\$9,108	\$48,507,277	\$12,863	\$14,159,130	41.2%
Willington	2	908	\$9,442,536	\$10,399	\$9,460,634	\$10,419	\$18,098	0.2%
Wilton	1	4,230	\$45,591,843	\$10,778	\$49,812,344	\$11,776	\$4,220,501	9.3%
Winchester	1	1,624	\$16,452,126	\$10,131	\$20,714,862	\$12,755	\$4,262,736	25.9%
Windham ⁶	1	3,574	\$39,489,151	\$11,049	\$65,794,385	\$18,409	\$26,305,234	66.6%
Windsor	1	4,714	\$47,411,874	\$10,058	\$64,414,223	\$13,664	\$17,002,349	35.9%
Windsor Locks	1	2,028	\$20,265,333	\$9,993	\$25,236,484	\$12,444	\$4,971,151	24.5%
Wolcott	1	3,249	\$24,897,593	\$7,663	\$39,524,432	\$12,165	\$14,626,839	58.7%
Woodstock	2	1,386	\$11,485,088	\$8,286	\$15,483,727	\$11,172	\$3,998,639	34.8%
Reg'l. District No. 5	3	2,527	\$26,187,446	\$10,363	\$28,871,539	\$11,425	\$2,684,093	10.2%
Reg'l. District No. 6	1	1,000	\$11,266,960	\$11,267	\$12,316,625	\$12,317	\$1,049,665	9.3%
Reg'l. District No. 7	3	1,046	\$10,766,561	\$10,293	\$12,194,824	\$11,659	\$1,428,263	13.3%
Reg'l. District No. 8	3	1,607	\$14,243,722	\$8,864	\$17,980,678	\$11,189	\$3,736,956	26.2%
Reg'l. District No. 10	1	2,705	\$22,782,801	\$8,422	\$30,067,415	\$11,115	\$7,284,614	32.0%
Reg'l. District No. 13	1	2,186	\$21,490,157	\$9,831	\$24,452,532	\$11,186	\$2,962,375	13.8%
Reg'l. District No. 14	1	2,144	\$20,040,828	\$9,347	\$24,069,657	\$11,227	\$4,028,829	20.1%

District / Town	Type ¹	Resident Students	Comparable 2003-04 Current Expenditures ²		TARGETED ADEQUACY ³		\$ Below Targeted Adequacy ⁴	% Increase Needed To Meet Targeted Adequacy
			Total	Per Pupil	Total	Per Pupil		
Reg'l. District No. 15	1	4,505	\$40,291,421	\$8,944	\$55,338,852	\$12,284	\$15,047,431	37.3%
Reg'l. District No. 16	1	2,627	\$21,776,925	\$8,290	\$29,972,633	\$11,409	\$8,195,708	37.6%
Reg'l. District No. 17	1	2,420	\$22,645,981	\$9,358	\$27,642,160	\$11,422	\$4,996,179	22.1%
Reg'l. District No. 19	3	1,218	\$12,451,921	\$10,223	\$15,516,825	\$12,740	\$3,064,904	24.6%
TOTALS		543,713	N/A⁷	N/A⁷	N/A⁷	N/A⁷	\$2,047,451,652	N/A⁷

¹ **District Type:** 1 = K-12, 2 = K-6 or K-8, 3 = HS

² **"Current Expenditures"** are district operating costs. To make current expenditures comparable to resources costed out in the adequacy study, APA subtracted pupil transportation costs and food services from district ED001 data supplied by CSDE. (Transportation costs will be studied later.) Current expenditures, in CT and elsewhere, routinely exclude the cost of land, buildings, capital, debt service, and adult education.

³ **"Targeted Adequacy" for all 166 districts totals \$7,683,508,856. This does not include inflation from 2003-04 onwards.** This total is about 0.4% greater than that included in the APA cost report due to adjustments to the figures for Hartford, New London, and Windham described below in notes 5 and 6.

⁴ **Underfunding is in 2003 dollars.**

⁵ **Hartford** adequacy figures here reflect the district's >95% free/reduced lunch student counts, correcting an aberration in state records for 2003-04 showing eligibility at 66%. That figure reflected the parent response rate to an informal meal survey issued by CSDE, not an actual eligibility rate. Corrected data are based on APA-provided figures. The change, in total, amounts to a difference in the targeted adequacy for Hartford of \$7,039,679.

⁶ **New London** and **Windham** adequacy figures here include the .121 "urban factor" weight that CCJEF believes should be applied to all ERG I districts. Corrected data are based on APA-provided figures. The changes, in total, amount to a difference in the targeted adequacy for New London in the amount of \$11,680,966, and for Windham, \$11,687,958.

⁷ **These column totals are not relevant** because they omit data for the 21 districts whose 2003-04 expenditures were above the anticipated (non-inflation adjusted) targeted adequacy level. See note 3.

91 DISTRICTS FUNDED BELOW ADEQUACY STARTING LEVEL, 2003-04

What is the minimum level of adequacy at which districts should have been funded in 2003-04? Results from the APA Successful School District Study that calculated the "adequacy starting point" based on the 2003-04 expenditures of 35 districts wherein at least 79-82% of students scored at the proficiency level on the CMT and CAPT reading and math assessments, thereby meeting the state's NCLB AYP requirements for 2007-08

District / Town	2003-04 ADEQUACY STARTING POINT ¹					FUNDING FACTORS IMPACTING TOWNS ²			
	Total	Per Pupil	\$ Below Starting Point in Total	\$ Below Starting Point Per Pupil	% Below Starting Point	ECS ALLOCATION		LOCAL TAX RATES	
						ECS Total 2004-05	ECS Per Pupil 2004-05	Mill Rate 2004-05	Equalized Mill Rate 2002-03
Andover	\$6,168,260	\$9,534	\$680,500	\$1,052	11.0%	\$1,841,892	\$2,846	31.30	21.05
Ansonia	\$27,865,510	\$9,984	\$6,238,924	\$2,235	22.4%	\$12,250,910	\$4,391	30.27	19.47
Ashford	\$8,575,125	\$10,319	\$1,165,771	\$1,403	13.6%	\$3,305,321	\$3,978	31.00	21.34
Barkhamsted	\$6,178,684	\$10,196	\$243,079	\$401	3.9%	\$1,171,787	\$1,940	26.10	16.95
Berlin	\$30,990,426	\$9,077	\$2,833,343	\$830	9.1%	\$4,363,230	\$1,278	27.43	17.41
Bethany	\$10,540,306	\$9,679	\$511,928	\$470	4.9%	\$1,535,633	\$1,410	25.66	17.57
Bozrah	\$4,606,068	\$11,661	\$1,051,021	\$2,661	22.8%	\$1,027,166	\$2,597	22.00	12.79
Branford	\$36,351,993	\$9,725	\$1,266,457	\$339	3.5%	\$1,320,582	\$353	23.94	16.93
Bridgeport	\$292,125,742	\$12,119	\$69,135,308	\$2,868	23.7%	\$142,435,547	\$5,909	38.99	32.54
Bristol	\$95,167,215	\$10,515	\$14,899,785	\$1,646	15.7%	\$33,692,367	\$3,740	32.83	18.03
Brooklyn	\$14,867,597	\$11,013	\$3,512,651	\$2,602	23.6%	\$5,823,363	\$4,314	27.34	14.69
Canterbury	\$9,450,475	\$11,483	\$1,071,928	\$1,302	11.3%	\$4,205,104	\$5,109	30.50	15.66
Cheshire	\$48,381,828	\$9,331	\$2,311,570	\$446	4.8%	\$7,348,603	\$1,417	25.75	17.28
Colchester	\$28,255,843	\$8,888	\$2,437,573	\$767	8.6%	\$11,730,657	\$3,494	31.02	20.88
Columbia	\$9,949,333	\$10,517	\$1,955,895	\$2,068	19.7%	\$2,082,730	\$2,201	29.20	17.99
Coventry	\$19,048,982	\$8,868	\$1,669,238	\$777	8.8%	\$7,473,503	\$3,479	31.85	17.49
Danbury	\$108,416,997	\$11,129	\$20,001,526	\$2,053	18.4%	\$16,280,329	\$1,671	24.86	13.76
Derby	\$15,660,406	\$9,578	\$2,027,241	\$1,240	12.9%	\$5,877,240	\$3,612	36.20	19.69
Eastford	\$2,854,464	\$11,604	\$98,814	\$402	3.5%	\$929,409	\$3,802	29.40	17.81
East Hampton	\$18,371,128	\$8,694	\$385,010	\$182	2.1%	\$6,089,176	\$2,882	30.19	18.05
East Hartford	\$91,471,388	\$11,158	\$16,604,073	\$2,025	18.2%	\$33,111,495	\$4,010	40.33	25.55
East Haven	\$41,888,264	\$10,094	\$4,654,890	\$1,122	11.1%	\$16,262,481	\$3,919	33.90	19.31
East Windsor	\$15,565,602	\$9,417	\$2,245,691	\$1,359	14.4%	\$4,339,446	\$2,626	26.20	16.62
Enfield	\$69,384,995	\$10,114	\$7,303,796	\$1,065	10.5%	\$23,220,663	\$3,384	34.24	22.18
Farmington	\$39,080,178	\$8,998	\$941,514	\$217	2.4%	\$1,057,476	\$244	23.30	13.71
Franklin	\$3,338,739	\$10,532	\$96,461	\$304	2.9%	\$784,061	\$2,448	20.63	15.27
Glastonbury	\$66,040,035	\$9,810	\$10,299,961	\$1,530	15.6%	\$3,754,507	\$558	30.90	18.83
Griswold	\$18,098,548	\$8,955	\$1,099,725	\$544	6.1%	\$9,208,415	\$4,555	27.28	16.65
Groton	\$62,741,769	\$10,679	\$3,164,121	\$539	5.0%	\$22,541,802	\$3,837	22.62	12.91

District / Town	2003-04 ADEQUACY STARTING POINT ¹					FUNDING FACTORS IMPACTING TOWNS ²			
	Total	Per Pupil	\$ Below Starting Point in Total	\$ Below Starting Point Per Pupil	% Below Starting Point	ECS ALLOCATION		LOCAL TAX RATES	
						ECS Total 2004-05	ECS Per Pupil 2004-05	Mill Rate 2004-05	Equalized Mill Rate 2002-03
Hamden	\$74,133,438	\$10,381	\$172,327	\$24	0.2%	\$18,406,824	\$2,578	40.88	20.44
Hartford ³	\$307,544,521	\$12,786	\$15,283,669	\$635	5.0%	\$164,710,547	\$6,846	56.32	27.36
Hartland	\$3,991,643	\$10,183	\$296,155	\$755	7.4%	\$1,186,871	\$3,043	26.50	17.62
Hebron	\$18,381,378	\$9,383	\$2,443,331	\$1,247	13.3%	\$5,454,605	\$2,755	31.48	19.55
Killingly	\$28,513,228	\$10,297	\$3,273,015	\$1,182	11.5%	\$13,236,337	\$4,835	23.50	11.96
Lebanon	\$11,686,189	\$8,907	\$721,854	\$550	6.2%	\$4,502,497	\$3,431	23.30	15.18
Lisbon	\$8,923,061	\$10,790	\$2,200,337	\$2,661	24.7%	\$3,352,797	\$4,057	21.00	11.61
Madison	\$34,477,567	\$9,056	\$2,776,383	\$729	8.1%	\$1,074,283	\$284	20.22	13.22
Manchester	\$85,901,840	\$10,766	\$7,775,393	\$974	9.1%	\$25,405,053	\$3,184	36.07	19.64
Marlborough	\$11,167,252	\$9,635	\$874,719	\$755	7.8%	\$2,654,220	\$2,290	29.23	19.47
Meriden	\$109,523,288	\$11,320	\$10,586,734	\$1,094	9.7%	\$44,602,319	\$4,610	39.09	24.79
Middletown	\$56,297,303	\$10,580	\$5,126,157	\$963	9.1%	\$12,805,754	\$2,406	28.00	18.00
Milford	\$77,425,607	\$10,225	\$1,351,517	\$178	1.7%	\$9,530,651	\$1,263	31.34	15.70
Monroe	\$37,340,645	\$8,830	\$1,309,627	\$310	3.5%	\$5,503,273	\$1,307	22.88	15.07
Montville	\$28,962,833	\$9,597	\$1,645,250	\$545	5.7%	\$10,432,200	\$3,476	27.97	17.25
Naugatuck	\$57,732,961	\$10,393	\$10,903,310	\$1,963	18.9%	\$25,075,944	\$4,534	35.40	20.53
New Britain	\$147,551,716	\$13,329	\$41,041,971	\$3,707	27.8%	\$60,651,057	\$5,487	46.90	29.61
Newington	\$44,320,228	\$9,637	\$2,403,261	\$523	5.4%	\$9,873,784	\$2,147	34.24	18.48
New London ⁴	\$48,472,127	\$13,589	\$7,129,965	\$1,999	14.7%	\$20,011,436	\$5,611	25.34	17.55
New Milford	\$52,215,116	\$9,976	\$10,707,959	\$2,046	20.5%	\$10,400,277	\$1,989	26.16	16.20
Newtown	\$51,527,189	\$9,343	\$5,368,632	\$973	10.4%	\$3,803,077	\$690	24.90	15.93
North Branford	\$22,438,234	\$8,660	\$1,558,612	\$602	6.9%	\$6,808,105	\$2,627	29.12	18.57
North Canaan	\$5,612,743	\$11,181	\$286,553	\$571	5.1%	\$1,769,435	\$3,522	23.00	13.93
North Haven	\$35,784,754	\$9,209	\$1,813,806	\$467	5.1%	\$1,662,364	\$428	30.53	16.08
Norwich	\$64,770,459	\$11,154	\$12,161,956	\$2,094	18.8%	\$27,218,195	\$4,688	25.69	19.05
Orange	\$24,905,435	\$9,759	\$51,088	\$20	0.2%	\$722,720	\$283	31.20	15.79
Oxford	\$19,000,448	\$10,182	\$3,252,415	\$1,743	17.1%	\$3,753,686	\$2,000	27.69	14.81
Plainfield	\$23,916,932	\$9,442	\$617,938	\$244	2.6%	\$13,079,007	\$5,163	24.68	15.33
Plymouth	\$18,631,081	\$9,178	\$1,504,107	\$741	8.1%	\$8,165,362	\$4,021	39.20	23.38
Pomfret	\$8,234,176	\$10,736	\$1,809,979	\$2,360	22.0%	\$2,559,781	\$3,297	26.24	14.78
Preston	\$9,132,129	\$11,723	\$1,788,766	\$2,296	19.6%	\$2,527,683	\$3,295	24.70	13.27
Salem	\$8,699,088	\$10,258	\$1,544,885	\$1,822	17.8%	\$2,681,493	\$3,163	31.00	19.74
Seymour	\$21,804,384	\$8,541	\$460,859	\$181	2.1%	\$8,177,461	\$3,203	30.49	18.92
Shelton	\$55,161,424	\$9,553	\$5,084,825	\$881	9.2%	\$4,420,284	\$766	22.73	14.59
Sherman	\$6,802,368	\$10,385	\$1,004,470	\$1,534	14.8%	\$156,877	\$240	14.00	19.98
Simsbury	\$49,072,669	\$9,746	\$2,401,436	\$477	4.9%	\$2,180,766	\$433	34.00	19.98
Southington	\$65,282,837	\$9,682	\$2,824,996	\$419	4.3%	\$15,627,356	\$2,318	28.43	17.35
South Windsor	\$51,440,363	\$9,748	\$7,069,516	\$1,340	13.7%	\$9,691,322	\$1,857	31.23	20.01

District / Town	2003-04 ADEQUACY STARTING POINT ¹					FUNDING FACTORS IMPACTING TOWNS ²			
	Total	Per Pupil	\$ Below Starting Point in Total	\$ Below Starting Point Per Pupil	% Below Starting Point	ECS ALLOCATION		LOCAL TAX RATES	
						ECS Total 2004-05	ECS Per Pupil 2004-05	Mill Rate 2004-05	Equalized Mill Rate 2002-03
Sprague	\$5,776,639	\$12,110	\$766,513	\$1,607	13.3%	\$2,289,293	\$4,801	30.50	14.08
Stamford	\$177,027,127	\$11,431	\$170,339	\$11	0.1%	\$5,698,844	\$370	29.16	11.82
Sterling	\$6,941,575	\$11,927	\$1,828,196	\$3,141	26.3%	\$2,600,935	\$4,491	27.75	14.78
Stratford	\$82,235,481	\$10,497	\$14,289,341	\$1,824	17.4%	\$15,599,182	\$2,000	36.99	20.36
Suffield	\$19,665,863	\$8,277	\$418,515	\$176	2.1%	\$4,216,030	\$1,767	23.61	15.55
Thomaston	\$12,494,460	\$8,931	\$1,203,815	\$860	9.6%	\$4,625,313	\$3,299	37.18	18.46
Thompson	\$12,806,368	\$8,688	\$857,402	\$582	6.7%	\$6,492,720	\$4,413	24.63	12.37
Tolland	\$27,052,443	\$8,749	\$729,788	\$236	2.7%	\$8,540,183	\$2,757	35.40	19.79
Torrington	\$55,319,131	\$10,752	\$10,781,771	\$2,096	19.5%	\$19,515,415	\$3,794	32.76	21.77
Union	\$1,079,007	\$10,084	\$320,945	\$2,999	29.7%	\$195,963	\$1,831	22.66	14.44
Vernon	\$40,061,482	\$9,958	\$292,210	\$73	0.7%	\$14,954,708	\$3,714	35.33	20.37
Voluntown	\$5,114,885	\$11,168	\$972,844	\$2,124	19.0%	\$2,253,006	\$4,932	27.65	19.08
Wallingford	\$72,204,592	\$9,913	\$7,077,183	\$972	9.8%	\$18,029,067	\$2,478	25.50	15.46
Waterbury	\$217,654,856	\$12,430	\$33,388,588	\$1,907	15.3%	\$93,053,342	\$5,314	53.31	37.27
Watertown	\$33,391,112	\$9,467	\$5,634,501	\$1,598	16.9%	\$9,787,334	\$2,775	20.37	13.88
West Hartford	\$104,587,400	\$10,615	\$10,583,450	\$1,074	10.1%	\$10,584,178	\$1,075	42.12	20.28
West Haven	\$81,586,641	\$10,604	\$9,709,136	\$1,262	11.9%	\$35,315,574	\$4,591	39.30	20.27
Wethersfield	\$36,829,817	\$9,767	\$2,481,670	\$658	6.7%	\$5,078,486	\$1,341	28.35	18.98
Windham ⁴	\$47,680,208	\$13,341	\$8,191,057	\$2,292	17.2%	\$20,564,121	\$5,771	27.84	21.29
Windsor	\$49,478,030	\$10,496	\$2,066,156	\$438	4.2%	\$8,855,610	\$1,878	28.83	18.81
Wolcott	\$29,804,037	\$9,173	\$4,906,444	\$1,510	16.5%	\$10,850,973	\$3,371	30.83	20.59
Woodstock	\$14,443,101	\$10,421	\$2,958,013	\$2,134	20.5%	\$4,411,848	\$3,191	25.00	13.91
Reg'l. District No. 15	\$42,401,681	\$9,412	\$2,110,260	\$468	5.0%	By Town	By Town	By Town	By Town
Reg'l. District No. 16	\$22,407,003	\$8,530	\$630,078	\$240	2.8%	By Town	By Town	By Town	By Town
TOTALS	N/A⁵	N/A	\$480,903,779	N/A	N/A	N/A	N/A	N/A	N/A

¹ The 2003-04 Adequacy Starting Point for all 166 districts totals \$5,924,886,620. This does not include inflation from 2003-04 onwards. This total is about 0.3% greater than that included in the APA cost report due to adjustments to the figures for Hartford, New London, and Windham described below in notes 3 and 4.

² The factors listed here -- the state's ECS allocations, the ECS cap, and mill rates -- are just a few the many factors that affect towns' ability to fund their schools adequately.

³ Hartford adequacy starting figures here reflect the district's >95% free/reduced lunch student counts, correcting an aberration in state records for 2003-04 showing eligibility at 66%. That figure reflected the parent response rate to an informal meal survey issued by CSDE, not an actual eligibility rate. Corrected data are based on APA-provided figures. The change, in total, amounts to a difference in the adequacy starting point for Hartford of \$5,423,426.

⁴ New London and Windham adequacy figures here include the 0.121 "urban factor" weight that CCJEF believes should be applied to all ERG I districts. Corrected data are based on APA-provided figures. The changes, in total, amount to a difference in the adequacy starting point for New London in the amount of \$6,698,361, and for Windham, \$6,703,656.

⁵ This column total is not relevant because it omits data for the 75 districts whose 2003-04 expenditures were above the minimal adequacy level determined by the APA Successful School District study.

The Connecticut Coalition for Justice in Education Funding

The mission of CCJEF is to provide leadership, research, education, and advocacy for the development, promotion, and implementation of a public school finance system for Connecticut that will afford equal educational opportunity to all students and tax equity for taxpayers and municipalities.

CCJEF intends to be at the forefront of the shift from an outmoded, inequitable, and inadequate school funding system based on Grand Lists and property taxes to a modern, equitable, and adequately funded system that is based on the needs of students. A coalition of municipalities, local boards of education, professional associations, unions, and advocacy organizations, as well as concerned educators, parents, and taxpayers, CCJEF was incorporated in late November 2004 as a 501(c)(3) nonprofit. Its office is located at 250 Main Street #616, Hartford, CT 06106, tel. (860) 461-0320 / (603) 325-5250 mobile.

Membership inquiries are welcome, as are contributions to support ongoing research and public engagement efforts.

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