CONNECTICUT SCHOOL FINANCE PROJECT

ACHIEVING A BETTER PROXY FOR LOW-INCOME STUDENTS IN CONNECTICUT

An analysis of methods and programs to replace free and reduced price lunch eligibility as a means to identify low-income students

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Executive Summary

Research shows living in a low-income household is linked to lower educational outcomes for students.[1] In Connecticut, there is a strong correlation between a school district's family income and the educational attainment of its students.[2]

Policymakers and researchers alike recognize it requires additional resources to provide higher-need students with educational opportunities equal to those of their non-need peers.[3] As a result, 30 states have adopted weighted school funding formulas[4] and of these, 17 states use some method to provide additional resources to low-income students.[5,6]

Connecticut, like more than 30 other states and the U.S. Department of Education (USDE), currently identifies low-income students based on students' eligibility for the U.S. Department of Agriculture's National School Lunch and School Breakfast Programs.[7] Connecticut students who are eligible for these programs are generally referred to as being eligible for free and reduced price lunch, or "FRPL."

Eligibility for FRPL has been used as a proxy for identifying low-income students for multiple reasons.
1. Adopting the method used by USDE as the proxy for low-income students has provided uniformity between state and federal identification methods.
2. FRPL provides student-level data, rather than only having the data available at the community level.
3. FRPL identifies not only students who live at or below the federal poverty line but also those whose household incomes are up to 185 percent of the federal poverty line,[8] meaning a larger segment of low-income students is included.

Despite the benefits of using FRPL-eligibility to identify low-income students, the program was designed as an anti-hunger program—not a proxy for student poverty. As a result, researchers warn FRPL-eligibility may be an inaccurate proxy for low-income students, and instead, they suggest low-income students be identified using multiple income-verified measures.[9]

The need for a more accurate, verifiable proxy for low-income students is growing quickly as a result of the Community Eligibility Provision (CEP) of the federal Healthy, Hunger Free Kids Act of 2010, which allows all students to receive no-cost meals if their school or district qualifies and participates.[10,11] To qualify for CEP, at least 40 percent of a school or district's enrollment must be identified as eligible for FRPL via direct certification.[12] Students are federally required to be identified for FRPL via direct certification if they live in households currently receiving assistance through the Supplemental Nutritional Assistance Program (SNAP).[13] Other direct certification methods vary by state and can include: children in foster care, children experiencing homelessness, or children already receiving support through a variety of other, income-verified, federal programs like Temporary Assistance for Needy Families (TANF).[14]

Since its introduction in 2010, CEP participation rates have increased annually and are likely to continue increasing as more and more eligible schools and districts adopt the

program.[15] While CEP is a valuable nutrition program for students, families, and school districts, it makes FRPL functionally unusable as a proxy for low-income students. CEP has the effect of inflating FRPL rates in participating schools and districts because all students receive no-cost meals through CEP, regardless of family income. Additionally, because CEP eliminates the need for families to submit applications to be eligible to receive free and reduced price meals, it will no longer provide individual, student-level data for all eligible students.

As a result, CEP is affecting the validity of FRPL as a proxy for low-income students in Connecticut, as it applies to school finance. While Connecticut's Education Cost Sharing (ECS) formula is no longer being used faithfully to distribute state education aid to municipalities,[16] the framework from which the grant is based provides additional funding to students who are eligible for FRPL. As higher-need districts, such as Bridgeport Public Schools and Waterbury Public Schools, adopt CEP district-wide, their FRPL rates become 100 percent—meaning all of the students in the district could be counted as low-income in the ECS formula, even though not all of the students live in low-income households. Districts that participate in CEP continue to be required to report the rates of students who would otherwise be eligible for FRPL to the Connecticut State Department of Education (CSDE), but there are concerns about the accuracy of this data collection.[17]

For the 2014-15 school year, 37 districts and an estimated 125,000 Connecticut students were participating, eligible to participate, or near eligible to participate in CEP.[18] With nearly one-quarter of Connecticut's students universally identified as low-income through CEP, and participation in the program expected to continue increasing, the use of FRPL as a proxy for low-income students is not a useful measure. As a result, an alternative proxy for measuring low-income students will need to be identified in order to effectively and accurately provide critical resources to higher-need students.

This paper examines alternative proxies for calculating and identifying low-income students in Connecticut. To analyze the possible methods, we modified best practices included in the National Forum on Education Statistics' 2015 report, *Forum Guide to Alternative Measures of Socioeconomic Status in Education Data Systems*.[19] These best practices include:

Data accessibility:
In order for a low-income proxy to be useful in a weighted school finance formula, the data source must be consistently accessible to policymakers and education department staff who will use the data on at least an annual basis to determine formula grants to districts. For the purposes of a needs-based school funding formula, data must accessible at the individual student-level. In addition, data matching from verifiable data sources, including state or federal agencies, is preferable to data collected via self-reporting.[20]

Data quality:
Means-tested social programs were not designed to be proxies for student need, student poverty, or student socioeconomic status. Many of these programs have additional requirements that change eligibility status regardless of family income.[21]

While these programs have wide variances in utilization rates, programs with high utilization rates are more desirable, as they are more likely to capture low-income students who would otherwise be unidentified. Thus, in determining proxies for student need for the purposes of distributing compensatory aid, it is beneficial to use multiple measures that may better capture the rates of student poverty in a school or district.

Data Continuity:
For the purposes of district budgeting, the best measures for identifying low-income students will be relatively stable from year to year. Programs that have high volatility of membership are not as useful as participation, or lack thereof, in a given program and do not necessarily denote a change in family income. In addition, data sets that do not drastically increase or decrease the statewide aggregate of identified low-income students over FRPL rates are preferred so the introduction of these measures into a school funding formula is fiscally sound and able to be implemented, even during difficult budget years.

For the purposes of this report, the measures most likely to be useful in Connecticut to identify rates of low-income students have been selected for analysis using the best practices outlined above. These measures include:
- Temporary Family Assistance
- Census Poverty Data: The American Community Survey
- Census Poverty Data: The Small Area Income and Poverty Estimate
- Title I
- Direct Certification
- HUSKY A (Children's Medicaid)

After examining the various measures available to replace FRPL as a proxy for low-income students, the analysis shows the best policy option for Connecticut to measure low-income students, for purposes of a statewide school funding formula, is to add HUSKY A (Connecticut's children's Medicaid program, which includes children from birth to age 19 and their caregivers) to the measures currently used to directly certify students for school meals.

While Connecticut has a robust direct certification program that utilizes all allowable methods for identifying students eligible for both FRPL and CEP, direct certification alone has not yet been found to be an acceptable replacement for FRPL in a weighted school funding formula because of low participation rates of various programs currently included in direct certification, and the small number of students captured by categorical information.[22]

HUSKY A has not been formally used in the ECS formula before[23] and appears to capture a slightly higher number of low-income children, particularly in the state's lowest-income districts. Additionally, HUSKY A data is frequently updated, ensuring any demographic shifts would be recognized promptly. While HUSKY A age 5-19 enrollment data alone could arguably replace FRPL as a measure of low-income students in the statewide funding formula, best practices dictate it is less preferable to use a single social program—that was not designed to allocate school funding—as the sole measure of low-income students. Instead, it is more preferable to measure participation

in multiple social programs to determine the number of low-income students attending a school or district.

Therefore, adding HUSKY A to the group of programs and categories used to identify low-income students via direct certification meets all of the best practices discussed previously.

Data Accessibility: All means-tested programs that would be included in the direct certification data match, including HUSKY A, are managed by state agencies, thus the data would be accessible. In Connecticut, the Department of Social Services and the State Department of Education currently participate in a centralized data-matching program to directly certify students,[24] so the infrastructure exists to add an additional state-administered program to the data match.

Data Quality: At 93 percent of eligible children participating, HUSKY A has a very high utilization rate, both in comparison to other social programs and to other states.[25] By adding the high utilization rate of HUSKY A to the other means-tested programs and additional categories of students already captured by direct certification, there is the capacity to more accurately measure low-income student counts, while not decreasing the overall low-income student count in the highest-need districts.

Data Continuity: Although it is not yet known how many students identified under HUSKY A also receive support from other programs, or fall into one of the needs categories, under direct certification, it has been determined that HUSKY A has been a consistently similar indicator of low-income students to FRPL over the past 10 years. In addition, HUSKY A has a slightly higher income threshold than FRPL and a considerably higher income threshold than most other federal programs included in direct certification.[26] Therefore, the addition of HUSKY A to the measures currently included in direct certification will not likely decrease aid to the highest-need districts in Connecticut. At the same time, the addition of HUSKY A to direct certification is not likely to increase overall state spending by large amounts during a difficult fiscal climate.

To properly provide low-income students and higher-need districts with the resources and opportunities they need to succeed, Connecticut must first establish and use accurate and effective measures of low-income students. While FRPL offers a much-needed service to schools and provides students with beneficial nutrition, it is not an accurate or useful measure of student poverty or an effective tool for identifying low-income students.

As a result, Connecticut and its policymakers must utilize recognized best practices and implement appropriate proxies for low-income students, such as the addition of HUSKY A to direct certification. A better proxy for low-income students in Connecticut means more targeted funding, more accurate data, and more opportunities for Connecticut's students in poverty.

Introduction

It is well established in academic research that living in a low-income household is linked to lower educational outcomes for students.[27] The disparity between the academic performance of low-income students and their peers, known as the income achievement gap, has grown nearly 40 percent over the last 30 years.[28] Nationally, students who live in the most socioeconomically disadvantaged school districts have test scores four grade levels behind those living in the most socioeconomically advantaged districts.[29] In Connecticut, there is a strong correlation between median household income in a district and the educational attainment of its students. For example, test scores in New Canaan, the school district with both the highest median income and highest academic performance in Connecticut, are 4.4 grade levels ahead of those in Hartford, the district with the lowest median income, and 5.1 grade levels ahead of New Britain, the lowest performing district.[30]

Policymakers recognize it costs more to educate students with higher needs.[31] As a result, 30 states have adopted weighted school funding formulas[32] and of these, 17 states use some method to provide additional resources to low-income students.[33,34] Weighted student funding formulas strive to provide additional funding to students who have higher learning needs. In order to achieve this objective, these formulas increase the "value" of higher-need students in the formula by applying weights to those students. For instance, weights may be applied for students who are low-income, English Language Learners, or identified as having disabilities. In Rhode Island, for example, the state's education funding formula weights its low-income students at 40 percent more than other students.[35] This means Rhode Island's low-income students are worth 40 percent more in the formula than non-low-income students.

Free and Reduced Price Lunch Eligibility as a Proxy for Low-Income Students

In recent years, more than 30 states, including Connecticut, have followed the lead of the U.S. Department of Education (USDE) by using students' eligibility for the U.S. Department of Agriculture's (USDA) National School Lunch and School Breakfast Programs as a proxy for low-income.[36] Students eligible for these programs are commonly referred to in Connecticut as students who are eligible for free and reduced price lunch, or "FRPL." The eligibility for no-cost meals is a family income at or below 130 percent of the federal poverty line, while the eligibility for reduced-price meals is 185 percent of that threshold.[37]

There are two ways students can qualify for FRPL. Parents or guardians can complete a paper application that asks them about their household membership and income sources and levels, and submit it to their child's school.[38] Notably, this paper application does not require any type of income verification; it simply asks the person completing the form to verify the information provided is true and correct.[39] Alternatively, students can qualify for FRPL through direct certification, if they are in a category of students considered vulnerable to hunger. Students who have been directly certified are automatically eligible for FRPL and do not need to complete a paper application.[40] The USDA requires that students who live in households currently receiving assistance through the Supplemental Nutritional Assistance Program (SNAP), formerly called food stamps, to be directly certified.[41] Other direct certification methods vary by state and directly certified students can include: children in foster care, children experiencing homelessness, or children already receiving support through a variety of other, income-verified, federal programs like Temporary Assistance for Needy Families (TANF).[42]

Eligibility for federal school meal programs has been used as the preferred proxy for determining whether a student is low-income for several reasons. First, it is the method used by the USDE, which has provided uniformity between state and federal identification methods. Second, it provides student-level data, meaning government agencies know which children are low-income, rather than only having the data available at the community level. Third, it identifies not only students who live at or below the federal poverty line but also those whose household incomes are up to 185 percent of the federal poverty line, meaning a larger segment of low-income students is included. However, some researchers warn FRPL may be an inaccurate proxy for identifying low-income students because it was designed as an anti-hunger program, not as a proxy for student need. As a result, researchers have suggested it may be preferable to identify students as low-income by using multiple income-verified measures to determine low-income status.[43]

Community Eligibility Provision (CEP)

Recent federal legislation[44,45] is changing the manner in which the FRPL program is administered in schools and districts that serve higher numbers of low-income students. The federal Community Eligibility Provision (CEP) of the Healthy, Hunger Free Kids Act of 2010 allows all students in eligible, participating schools and districts to get no-cost school meals, eliminating the need for individual households to identify themselves as low-income in order for children to qualify.[46] Districts or schools qualify for CEP if the percentage of students identified via direct certification is at least 40 percent of enrollment.[47]

For the 2015-16 school year, over 18,000 schools in 3,000 districts across the country adopted CEP, which accounts for only 45 percent of eligible schools and districts.[48] Since CEP was first made available in 2010, participation rates have increased annually.[49] This trend indicates more and more eligible schools and districts will choose to adopt CEP as the program continues, which poses some difficulties in counting low-income students. While CEP is valuable to school districts and families, it makes FRPL functionally unusable as a student need proxy. While a very beneficial nutrition program for students, CEP will have the effect of inflating FRPL rates in participating schools and districts because all students receive no-cost meals through CEP, regardless of family income. Additionally, because families no longer need to submit applications, it will no longer provide individual, student-level data for all eligible students.

Connecticut's System for Funding Higher-Need Students

If implemented with fidelity, Connecticut's main education formula, the Education Cost Sharing (ECS) formula, provides additional funding for students with greater learning needs.[50] Over the years, Connecticut policymakers have used different approaches to represent high-needs students in the ECS formula.

The table below shows the history of the weights chosen to represent high-needs students in the ECS formula:

Years[51]	ECS: Formula Weights for Student Need[52]	Comments
1995-2006	1. 25% of students eligible for Temporary Family Assistance/Temporary Aid to Needy Families as of 1997 2. 25% of students failing to reach proficiency on state mastery exams 3. 10% of students not eligible for the state's bilingual grant to reflect English Language Learner (ELL) needs	TFA/TANF fixed at 1997 levels due to precipitous reductions related to welfare reform.[53]
2007-2012	1. 33% of students eligible for federal Title I 2. 15% of students not eligible for the state's bilingual grant to reflect English Language Learner (ELL) needs	Replacement of TFA/TANF with more modern Title I data.[54] Increased ELL percentage in recognition of ELL needs.[55]
2013-present	1. 30% of students eligible for free and reduced price lunch program (FRPL)	Replaced Title I data with FRPL data because it provided more funding to high-needs school districts.[56]

While the ECS formula is no longer being used faithfully to distribute state education aid to municipalities,[57] the framework from which the grant is based uses a 30 percent weighting—multiplied by the number of students eligible for FRPL—as its proxy for low-income students. In the current ECS framework, each FRPL student is worth 30 percent more than a non-low-income student.

Consequently, while CEP has the potential to increase utilization of school meal programs and reduce the administrative burden on high-needs schools and districts by eliminating FRPL applications, it is currently affecting the validity of FRPL as a proxy for low-income students in Connecticut, as it applies to school finance. Districts that have adopted CEP district-wide, such as Bridgeport and Waterbury, have a de-facto FRPL rate of 100 percent. This means all of the students in those districts are counted as low-income in the ECS formula, even though not all of the students who live in those towns live in low-income households. School districts that participate in CEP continue to be required to report the rates of FRPL-eligible children to the Connecticut State

Department of Education (CSDE) using a hybrid reporting model. Under this system districts report the number of students identified under direct certification as eligible for no-cost meals, students who were FRPL eligible in the last school year are reported as retaining their prior eligibility status, and students new to the district are given an "alternative income survey."[58] There are significant problems with this method of data reporting, as it will not accurately count students whose eligibility status changes, and families new to the district have no incentive to complete an alternative income survey. The CSDE recognizes the weaknesses of this hybrid method, and has stated that it is exploring the establishment of a different poverty indicator.[59]

Additionally, as more districts choose to participate, the impact of CEP will expand. For example, it is estimated 37 local school districts in Connecticut (see table below) were participating, eligible to participate, or near eligible to participate in CEP for the 2014-15 school year.[60] There are an estimated 125,000 students attending school in the districts that were participating, or eligible to participate, in CEP in the 2014-15 school year.[61]

Community Eligibility Provision[62]	# of Districts
Participating Districts	4
Eligible Districts	18
Near Eligible Districts	15
Total	**37**

With the potential to have 37 districts and almost one-quarter of the state's students universally identified as low-income, the FRPL measure loses its usefulness as a proxy for low-income students. As a result, the adoption of CEP by many of the state's schools and districts will require Connecticut to find an alternative proxy for measuring low-income students.

Best Practices for Accounting for Student Poverty in School Finance Formulas

In the 2015 report, *Forum Guide to Alternative Measures of Socioeconomic Status in Education Data Systems,* the National Forum on Education Statistics (NFES)—a project of the National Center on Education Statistics (NCES)—discusses the benefits and challenges of using school lunch programs as proxies for student socioeconomic status (SES). SES is a more complex measure than low-income students (and as a result, will not be discussed in detail in this report) that includes other indicators such as parental educational attainment, parental occupation, and neighborhood SES.[63] Although SES is a more complex measure, the NFES report provides a useful set of best practices to define the collection and application of student poverty data via a number of possible proxies.[64] For the purposes of analyzing possible methods for calculating student poverty in Connecticut, we have chosen to use the NFES framework and best practices, and adapt them to low-income measures only. These best practices include:

Data accessibility:
In order for a low-income proxy to be useful in a weighted school finance formula, the data source must be consistently accessible to policymakers and education department staff who will use the data on at least an annual basis to determine formula grants to districts. For the purposes of a needs-based school funding formula, data must accessible at the individual student-level. In addition, data matching from verifiable data sources, including state or federal agencies, is preferable to data collected via self-reporting.[65]

Data quality:
Means-tested social programs were not designed to be proxies for student need, student poverty, or student SES. Many of these programs have additional requirements that change eligibility status regardless of family income.[66] While these programs have wide variances in utilization rates, programs with high utilization rates are more desirable, as they are more likely to capture low-income students who would otherwise be unidentified. Thus, in determining proxies for student need for the purposes of distributing compensatory aid, it is beneficial to use multiple measures that may better capture the rates of student poverty in a school or district.

Data Continuity:
For the purposes of district budgeting, the best measures of student poverty will be relatively stable from year to year. Programs that have high volatility of membership are not as useful as participation, or lack thereof, in a given program and do not necessarily denote a change in family income. In addition, data sets that do not drastically increase or decrease the statewide aggregate of identified low-income students over FRPL rates are preferred so the introduction of these measures into a school funding formula is fiscally sound and able to be implemented, even during difficult budget years.

Possible Proxies for Low-Income Students in Connecticut

The way each state administers social programs is different, as are their methods for complying with federal legislation. There are many possible means-tested programs that could assist in identifying low-income students, and many other indicators of students with low SES. For the purposes of this report, the measures most likely to be useful in Connecticut to identify rates of low-income students have been selected for analysis using the best practices framework of data accessibility, data quality, and data consistency as described previously.

The chart below details the approximate number of Connecticut school-aged children counted or enrolled in each low-income proxy or program. The purpose of this chart is to provide a macro-level perspective on the catchment size of each poverty measure, and how each measure has changed over time. The measures use different definitions of low-income and contain different programmatic benefits, which explain the variability in counts between measures. As all years of data were not available for all measures, the data that was available is visualized. As Temporary Family Assistance (TFA) and HUSKY A are programs not limited to school-aged children, the amounts shown have been estimated using U.S. Census data. For a full description of the estimation methods see the appropriate endnotes.
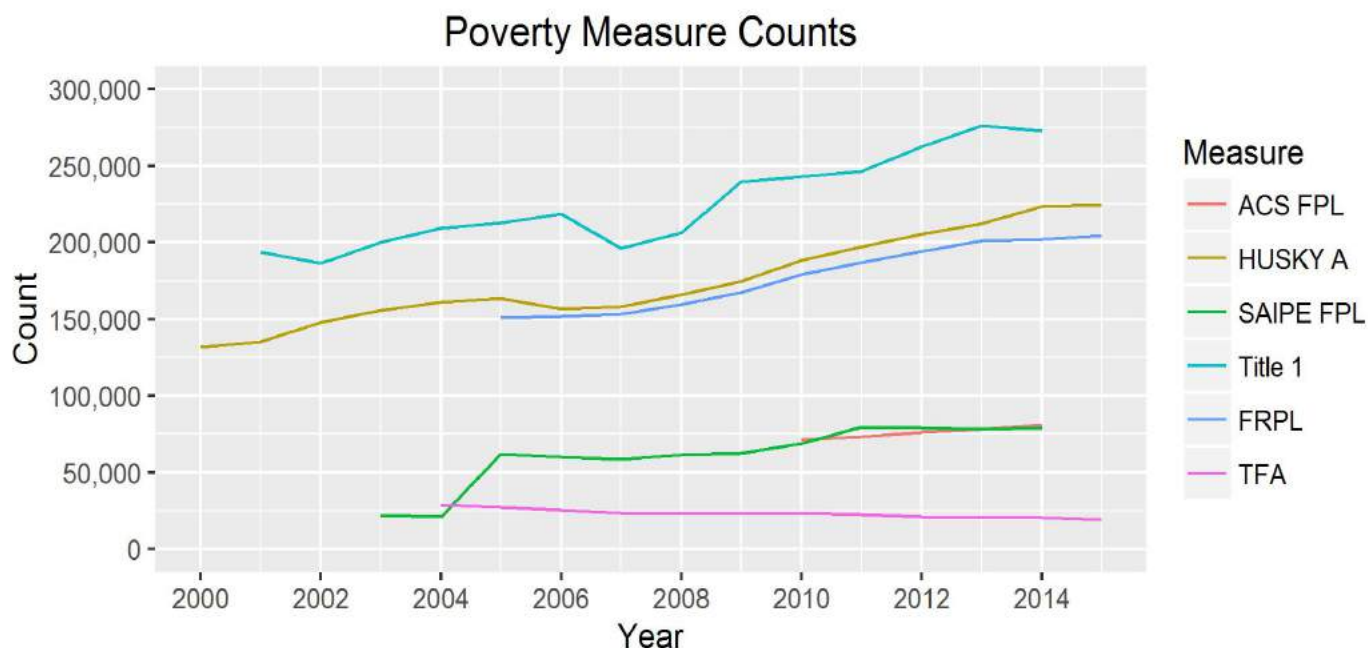
Temporary Family Assistance

Program Description: Jobs First Temporary Assistance for Families (TFA) is the cash assistance program for basic and special needs that is administered by the State of Connecticut and funded under the federal TANF block grant program.[67] The program is available to families with a dependent child under the age of 18.[68] In Connecticut, families who have "an employable adult" have a lifetime limit of 21 months of TFA.[69] The federal limit for cash assistance under TANF is 60 months, inclusive of cash assistance from any state.[70] Families may apply for six-month extensions to the limit if they have "good cause" for being unemployed. Families who do not have an employable adult have no time limit on receiving cash assistance. Adults are provided with mandatory employment services in addition to cash assistance. Adults are also subject to fingerprinting to prevent incidence of fraud.[71]

Data Accessibility: Because TFA is a means-tested, federally-funded program administered by the Connecticut Department of Social Services (DSS), the data is accessible.

Data Quality: TFA provides a particularly volatile set of data, as participation in the program is designed to be temporary, and families can access assistance intermittently, up to the 21-month limit. In addition, TANF has a low utilization rate, influenced by the programmatic barriers to receiving assistance, including requiring applicants to participate in work activities in order to qualify for benefits.[72] In 2005, only 40 percent of eligible families received aid under TANF programs, nationally.[73] While the TFA trend line in the chart above remains relatively stable, it should be noted this represents the aggregate data and is not indicative of the volatility at the individual level. Data on TFA was not available at the municipal level to analyze volatility.

Data Continuity: The income threshold for TFA is lower than for FRPL. As seen in the chart above, thousands of low-income students currently identified under FRPL would not be identified using TFA alone as a proxy. This makes it an inadequate measure of low-income students, which would have substantial impacts on district budgets if it were to replace FRPL in a needs-based school funding formula.

Census Poverty Data: The American Community Survey

Program Description: The American Community Survey (ACS) is administered by the U.S. Census Bureau and provides detailed demographic data about geographic regions in the United States. The ACS is designed with the specific intent of informing policy and the distribution of federal and state funds to grantees. The ACS is mailed to a random sample of addresses, totaling nearly 3.5 million households. If a written response is not received, attempts will be made to reach the addressee by telephone or possibly in-person.[74] The ACS uses monthly samples to provide updates to the decennial census. ACS estimates are available every five years, but ACS data is also used to develop additional data products on a more frequent basis, like the Small Area Income and Poverty Estimate described below.[75]

Data Accessibility: ACS data are estimates of the demographics of a geographic region, so they are not available on an individual-student level. In addition, ACS estimates are released every five years, and are not available on an annual basis.[76]

Data Quality: ACS data are estimated using self-reported surveys and therefore not income-verified.[77] In addition, ACS data is available at the town-level[78], but not at the district or school-level, which can make it difficult to determine rates of low-income students in districts that do not align to town boundaries, such as regional school districts, agriscience programs, magnet schools, charter schools, and technical high schools.

Data Continuity: ACS data report the number of households estimated to be below the federal poverty line in a given geographic area. Census poverty rates align with the federal poverty definition—$24,300 for a family of four[79]—which is 85 percent lower than the FRPL threshold.[80] If ACS data were used to replace FRPL in a weighted school funding formula, a substantial number of children currently identified as low-income would no longer be included in the formula (see Appendix, Table B).

Census Poverty Data: The Small Area Income and Poverty Estimate

***Program Description*:** The U.S. Census Bureau annually provides poverty data on a school-district level through the Small Area Income and Poverty Estimate (SAIPE) program. The SAIPE estimates the total population, the population of children aged 5-17, and the population of related children aged 5-17 in poverty for each school district in the United States. The SAIPE makes a number of adjustments and calculations to arrive at a total estimated child poverty rate per district by comparing census, tax return, and Title I grant data at county and district levels.[81]

***Data Accessibility*:** Although the SAIPE is a federally-administered program, it only provides an estimate of children living in poverty, and data is not available at an individual student level.

***Data Quality*:** Because Connecticut school districts are not aligned with county borders, districts may overlap, making Connecticut's SAIPE data less reliable than in other states.[82] Therefore, using SAIPE data to determine low-income students is not an optimal replacement for FRPL, and poses particular problems in funding school choice programs at accurate levels.

***Data Continuity*:** Similarly to ACS, SAIPE calculates the number of families in a school district who are living under the federal poverty line. Thus, SAIPE will not identify as many low-income students in a given district. Some states have dealt with this discrepancy in their funding formulas by multiplying the SAIPE poverty rate districts by a given multiplier, thereby increasing the number of children included in their need student counts.[83]

Title I

Program Description: Title I is the section of the federal Elementary and Secondary Education Act, as amended (ESEA) that provides funding through a formula grant program to local education agencies (LEAs) with high rates of low-income students. Title I eligibility is determined through a formula based primarily on census poverty estimates and the cost of education in each state.[84] Title I funds are restricted for use in programs that target low-income, high-needs students.[85]

Title I funding is tiered based on the concentration of children in poverty in a given district. Basic grants are provided to LEAs when more than two percent of the school-aged population is considered low-income according to the formula. Concentration grants are provided to LEAs where the population of low-income students exceeds 6,500 students or 15 percent of the school-aged population. Targeted grants are weighted so additional funding can be provided to LEAs with higher low-income student rates. Education Finance Incentive Grants are provided to states that demonstrate a progressive, equalized funding system, and then the state education agency (SEA) distributes the funds to LEAs with five percent or greater concentrations of low-income students, based on a weighted count formula.[86] In the 2009-10 school year, more than 57 percent of public schools in the United States received some Title I funds.[87]

Data Accessibility: Title I has advantages as a proxy to determine low-income students because it is audited, with strict eligibility criteria, and administered by the federal government.[88] However, Title I data is not available at the individual student-level.

Data Quality: Instead, Title I grants are based on the SAIPE and calculated at county and district levels.[89] Connecticut's SAIPE data has unique reliability problems, discussed in the section above.

Data Continuity: The strictness of the Title I eligibility criteria could have the possible effect of underestimating low-income students.[90] However, as can be seen in the chart above, because some portion of Title I funding is provided to many schools and districts, and all children enrolled in those schools are counted under Title I, the aggregate number of children identified is much higher than when using FRPL as the poverty proxy (see Appendix, Table A), thus making it less desirable as a proxy for student need in a state-wide funding formula.

Direct Certification

Program Description: Direct certification, a provision of the Child Nutrition and WIC Reauthorization Act of 2004, is a method by which students can be deemed eligible for FRPL in the National School Lunch program.[91] This provision allows students who are categorically deemed at-risk of hunger to qualify for no-cost meals without needing to complete an application. Students who are members of households enrolled in the SNAP or TANF programs or the Food Distribution Program on Indian Reservations (FDPIR) are automatically eligible for no-cost school meals.[92] In addition, students enrolled in foster care, students experiencing homelessness, runaway and migrant children, as well as students enrolled in federally funded Head Start or Even Start programs, may also be eligible for direct certification. States are required to directly certify students who are from households currently receiving SNAP benefits, and may choose to also use the other measures listed but are not required to do so.[93]

Data Accessibility: Direct certification is a data match between two state agencies, which in Connecticut are the DSS and the State Department of Education (CSDE). Because the CSDE identifies students using a unique student identifier called a State Assigned Student Identifier (SSAID),[94] and DSS programs are tracked using the parent or child's social security number,[95] the data matching process cannot be exact and some students may be erroneously identified. However, in 2012, Connecticut was awarded funds from the USDA to fully renovate the state's direct certification process in order to increase the identification rate of students in need. In the summer of 2014, the CSDE launched a new direct certification portal that improved districts' abilities to access and enter information, offered a number of online tools to districts for data and case management, and transitioned the certification process from a local to a centralized data match.[96]

In Connecticut, students are directly certified if they are enrolled in SNAP, TANF, TFA, Head Start, or Pre-K Even Start. Additionally, districts can code students as foster, homeless, or runaway youth for the purposes of direct certification.[97] In addition, the USDA has provided grant funding to six states to explore the use of Medicaid as a direct certification measure.[98] It is anticipated the USDA will fund additional states to pilot Medicaid in direct certification and Connecticut has expressed interest in joining this cohort.[99]

Data Continuity: Unfortunately, direct certification has been unable to capture a similar number of low-income students to those currently identified by FRPL. However, it can be hypothesized that with the inclusion of programs with higher utilization rates, such as children's Medicaid, direct certification would be an optimal measure for low-income students, as it employs a wide variety of means-tested measures likely to reach different social groups with similar family incomes.

HUSKY A (Children's Medicaid)

Program Description: HUSKY A is the state's federally subsidized medical insurance program (Medicaid) for low-income families,[100] which includes children from birth to age 19 and their caregivers.[101] Since it was created in 1998,[102] Connecticut has provided health care for low-income children and adults in HUSKY A.[103] This program was created in response to federal legislation, which allowed states to receive significant federal funding to pay for uninsured children.[104] Families do not incur any costs for their children covered under HUSKY A.[105]

Data Accessibility: HUSKY A data is available at the individual student level and is administered by DSS, using federal Medicaid funds.[106] HUSKY A would require an additional data match, beyond what Connecticut already uses for direct certification. Connecticut Voices for Children quarterly publishes HUSKY A enrollment data for children 19 and under.[107] Although the Connecticut Voices for Children data is regularly available, it measures more than the usual elementary and secondary public school enrollment population.

Data Quality: With the adoption of HUSKY A, low-income children have had significantly greater access to health care. According to the latest federal data, Connecticut now has a very high HUSKY A participation rate, with about 93 percent of all eligible children participating in the program.[108] This average far surpasses the national average of 88 percent.[109] However, citizenship or legal immigration status is required of HUSKY A recipients,[110] which could exclude a small group of school-aged children. Also, recent state HUSKY A eligibility changes[111] will reduce the number of HUSKY A parents in the program, which may affect the enrollment of HUSKY A children. However, any such impact cannot be accurately predicted at this time.[112]

Data Continuity: As seen in the chart above, HUSKY A trends very closely to FRPL, and thus would be less disruptive to school districts if it were used as a proxy for student poverty in a needs-based school funding formula. Table B in the Appendix also shows similar continuity in the municipal level data. However, it is important to note income eligibility criteria for HUSKY A (set to around 200 percent of the federal poverty line for children)[113] does not precisely match other social welfare programs, such as FRPL or TANF, School Readiness,[114] Section 8 housing,[115] or SNAP.[116]

The table below compares annual income eligibility criteria for FRPL and HUSKY A. HUSKY A could potentially enroll more children than FRPL because the income eligibility criteria for the program is higher than FRPL.

Annual Income Eligibility for FRPL and HUSKY A

Family Size	No-Cost Lunch[117]	Reduced Price Lunch[118]	HUSKY A[119]
3	$26,117	$37,166	$40,381
4	$31,525	$44,862	$48,743
5	$36,933	$52,558	$57,105

Direct Certification Plus HUSKY A:
A Solution for Connecticut

Having examined the various measures available to replace FRPL as a proxy for student poverty, the analysis shows the best policy option for Connecticut to measure low-income students for purposes of a statewide school funding formula is to add HUSKY A to the measures currently used to directly certify students for school meals.

Connecticut already has a robust direct certification program that utilizes all of the allowable methods for identifying students who are eligible for both FRPL and CEP. However, direct certification has not yet been found to be an acceptable replacement for FRPL in a weighted school funding formula because of the low participation rates of various programs currently included in direct certification, and the small number of students captured by categorical information.[120]

HUSKY A age 5-19 enrollment data alone could arguably replace FRPL as a measure of student poverty in the statewide school funding formula. HUSKY A has not been formally used in the ECS formula[121] and appears to capture a slightly higher number of low-income children, particularly in the state's lowest-income districts. Also, the data is frequently updated, ensuring any demographic shifts would be recognized promptly. However, best practices dictate it is less preferable to use a single social program, that was not designed to allocate school funding, as the sole measure of low-income students. Instead, it is more preferable to measure participation in multiple social programs to determine the number of low-income students attending a school or district. In addition, when more students are directly certified, the number of children eligible for no-cost meals, rather than reduced-price meals, increases and districts are able to claim a higher rate of reimbursement, thereby increasing federal funding for the highest-need schools.

Adding HUSKY A to the group of programs and categories used to identify students in poverty via direct certification meets all of the best practices discussed previously.

Data Accessibility: All means-tested programs that would be included in the direct certification data match, including HUSKY A, are managed by state agencies, thus the data would be accessible. In Connecticut, the DSS and the CSDE currently participate in a centralized data-matching program to directly certify students,[122] so the infrastructure exists to add an additional state-administered program to the data match.

Data Quality: At 93 percent of eligible children participating, HUSKY A has a very high utilization rate, both in comparison to other social programs and to other states.[123] However, as discussed previously, when possible, it is preferable to use multiple means-tested programs to determine rates of low-income students for the purposes of distributing compensatory aid to school districts. Yet, by adding the high utilization rate of HUSKY A to the other means-tested programs and additional categories of students already captured by direct certification, there is the capacity to more accurately

measure low-income student counts, while not decreasing the overall low-income student count in the highest-need districts.

Data Continuity: Although it is not yet known how many students identified under HUSKY A also receive support from other programs, or fall into one of the needs categories, under direct certification, it has been determined that HUSKY A has been a consistently similar indicator of student poverty to FRPL over the past 10 years (see Poverty Measure Counts graph on page 7). In addition, HUSKY A has a slightly higher income threshold than FRPL and a considerably higher income threshold than most other federal programs included in direct certification.[124] Therefore, the addition of HUSKY A to the measures currently included in direct certification will not likely decrease aid to the highest-need districts in Connecticut. At the same time, the addition of HUSKY A to direct certification is not likely to increase overall state spending by large amounts during a difficult fiscal climate.

Appendix

Table A

The data below show the estimated percentage point increase or decrease in identified students in Connecticut school districts for Small Area Income and Poverty Estimates (SAIPE) and Title I as compared to free and reduced price lunch (FRPL) in 2014. As SAIPE and Title I data are reported at the school and local education agency (LEA) level, no approximations or adjustments have been used. Title I counts are derived from the number of pupils in a LEA attending a Title I school. The point difference is calculated by taking the difference between the percentage of LEA students qualifying for FRPL and the percentage of LEA students qualifying for the poverty measure in question. For several measures, data are not available for choice schools and have been marked 0. [125,126,127,128]

District	Enrollment	FRPL	SAIPE	Title I	SAIPE % Point Difference	Title I % Point Difference
Andover School District	275	43	24	298	-7%	93%
Ansonia School District	2,396	1,541	617	1,720	-39%	7%
Ashford School District	415	125	46	422	-19%	72%
Avon School District	3,317	204	210	2,214	0%	61%
Barkhamsted School District	317	23	9	288	-4%	84%
Berlin School District	2,894	419	209	2,138	-7%	59%
Bethany School District	407	21	22	436	0%	102%
Bethel School District	2,928	555	214	2,433	-12%	64%
Bloomfield School District	2,107	1,077	344	429	-35%	-31%
Bolton School District	837	117	28	862	-11%	89%
Bozrah School District	209	66	46	243	-10%	85%
Branford School District	3,076	757	344	1,736	-13%	32%
Bridgeport School District	21,086	20,684	6,857	15,458	-66%	-25%
Bristol School District	8,147	3,687	1,486	3,040	-27%	-8%
Brookfield School District	2,708	237	117	1,483	-4%	46%
Brooklyn School District	909	242	215	919	-3%	74%
Canaan School District	78	7	7	77	0%	90%
Canterbury School District	471	110	51	458	-13%	74%
Canton School District	1,619	164	66	924	-6%	47%
Chaplin School District	178	68	17	183	-29%	65%
Cheshire School District	4,527	330	194	293	-3%	-1%
Chester School District	219	29	25	228	-2%	91%
Clinton School District	1,877	417	193	638	-12%	12%
Colchester School District	2,630	420	212	614	-8%	7%
Colebrook School District	91	20	7	0	-14%	-22%
Columbia School District	453	50	48	467	0%	92%

District	Enrollment	FRPL	SAIPE	Title I	SAIPE % Point Difference	Title I % Point Difference
Cornwall School District	91	22	16	105	-7%	91%
Coventry School District	1,640	302	108	754	-12%	28%
Cromwell School District	1,967	316	109	1,948	-11%	83%
Danbury School District	10,912	4,975	1,801	2,596	-29%	-22%
Darien School District	4,895	38	378	1,128	7%	22%
Deep River School District	312	49	27	330	-7%	90%
Derby School District	1,446	804	349	1,123	-31%	22%
East Granby School District	875	49	54	401	1%	40%
East Haddam School District	1,122	157	54	488	-9%	30%
East Hampton School District	1,827	200	92	1,864	-6%	91%
East Hartford School District	7,033	4,546	1,875	3,540	-38%	-14%
East Haven School District	2,932	1,527	588	2,744	-32%	42%
East Lyme School District	2,833	339	188	529	-5%	7%
East Windsor School District	1,125	486	157	505	-29%	2%
Eastford School District	138	24	10	152	-10%	93%
Easton School District	934	28	55	961	3%	100%
Ellington School District	2,655	275	99	393	-7%	4%
Enfield School District	5,142	1,876	733	642	-22%	-24%
Essex School District	451	59	36	508	-5%	100%
Fairfield School District	10,168	918	491	856	-4%	-1%
Farmington School District	3,987	351	202	1,507	-4%	29%
Franklin School District	167	34	20	181	-8%	88%
Glastonbury School District	6,126	567	293	413	-4%	-3%
Granby School District	1,950	178	76	390	-5%	11%
Greenwich School District	8,789	1,299	793	1,498	-6%	2%
Griswold School District	1,889	748	357	1,363	-21%	33%
Groton School District	4,522	2,145	769	411	-30%	-38%
Guilford School District	3,399	314	236	337	-2%	1%
Hamden School District	5,609	2,335	940	1,618	-25%	-13%
Hampton School District	106	33	8	112	-24%	75%
Hartford School District	21,426	17,996	8,464	20,252	-44%	11%
Hartland School District	201	11	21	204	5%	96%
Hebron School District	784	57	21	867	-5%	103%
Kent School District	256	38	17	272	-8%	91%
Killingly School District	2,505	1,094	345	877	-30%	-9%
Lebanon School District	1,095	187	95	392	-8%	19%
Ledyard School District	2,502	518	215	1,003	-12%	19%
Lisbon School District	398	81	57	396	-6%	79%
Litchfield School District	977	137	79	513	-6%	38%

District	Enrollment	FRPL	SAIPE	Title I	SAIPE % Point Difference	Title I % Point Difference
Madison School District	3,157	180	138	2,895	-1%	86%
Manchester School District	6,228	3,412	1,375	1,448	-33%	-32%
Mansfield School District	1,239	306	86	788	-18%	39%
Marlborough School District	599	54	27	605	-5%	92%
Meriden School District	8,024	5,651	2,184	4,252	-43%	-17%
Middletown School District	4,721	2,195	845	1,223	-29%	-21%
Milford School District	6,250	1,326	537	1,920	-13%	10%
Monroe School District	3,282	257	223	371	-1%	3%
Montville School District	2,341	732	306	1,105	-18%	16%
Naugatuck School District	4,303	1,775	719	2,139	-25%	8%
New Britain School District	10,006	8,030	3,703	9,770	-43%	17%
New Canaan School District	4,195	0	184	1,314	4%	31%
New Fairfield School District	2,653	281	153	549	-5%	10%
New Hartford School District	505	50	30	544	-4%	98%
New Haven School District	21,637	14,036	6,484	11,946	-35%	-10%
New London School District	3,200	2,166	1,420	1,635	-23%	-17%
New Milford School District	4,344	892	293	2,587	-14%	39%
Newington School District	4,094	925	339	1,368	-14%	11%
Newtown School District	4,731	281	274	418	0%	3%
Norfolk School District	115	18	25	0	6%	-16%
North Branford School District	1,961	321	126	1,394	-10%	55%
North Canaan School District	280	64	35	295	-10%	83%
North Haven School District	3,277	424	211	3,366	-6%	90%
North Stonington School District	741	148	93	750	-7%	81%
Norwalk School District	11,241	5,453	1,833	3,346	-32%	-19%
Norwich School District	3,685	2,744	1,700	3,462	-28%	19%
Old Saybrook School District	1,413	260	104	391	-11%	9%
Orange School District	1,177	81	61	134	-2%	5%
Oxford School District	1,968	151	158	931	0%	40%
Plainfield School District	2,337	1,109	314	1,733	-34%	27%
Plainville School District	2,389	655	292	1,560	-15%	38%
Plymouth School District	1,541	363	137	726	-15%	24%
Pomfret School District	407	64	34	424	-7%	88%
Portland School District	1,327	256	71	316	-14%	5%
Preston School District	418	88	60	422	-7%	80%
Putnam School District	1,240	783	218	677	-46%	-9%
Redding School District	998	40	37	1,060	0%	102%
Ridgefield School District	5,150	157	173	2,117	0%	38%
Rocky Hill School District	2,482	279	201	1,219	-3%	38%

District	Enrollment	FRPL	SAIPE	Title I	SAIPE % Point Difference	Title I % Point Difference
Salem School District	392	48	49	430	0%	97%
Salisbury School District	273	43	14	279	-11%	86%
Scotland School District	129	40	10	133	-23%	72%
Seymour School District	2,274	618	232	582	-17%	-2%
Sharon School District	177	38	16	177	-12%	79%
Shelton School District	4,925	1,062	421	3,911	-13%	58%
Sherman School District	346	17	30	372	4%	103%
Simsbury School District	4,263	366	177	2,601	-4%	52%
Somers School District	1,470	122	76	858	-3%	50%
South Windsor School District	4,177	512	237	1,090	-7%	14%
Southington School District	6,584	1,042	399	1,388	-10%	5%
Sprague School District	363	157	72	360	-23%	56%
Stafford School District	1,580	444	156	988	-18%	34%
Stamford School District	15,965	7,319	2,478	7,220	-30%	-1%
Sterling School District	461	170	68	479	-22%	67%
Stonington School District	2,244	484	267	649	-10%	7%
Stratford School District	6,990	3,198	946	1,307	-32%	-27%
Suffield School District	2,384	268	251	481	-1%	9%
Thomaston School District	903	244	64	524	-20%	31%
Thompson School District	1,003	312	141	442	-17%	13%
Tolland School District	2,655	182	83	1,181	-4%	38%
Torrington School District	4,206	2,083	675	1,168	-33%	-22%
Trumbull School District	6,696	509	279	4,820	-3%	64%
Union School District	80	0	5	0	6%	0%
Vernon School District	3,259	1,429	480	1,620	-29%	6%
Voluntown School District	313	64	40	303	-8%	76%
Wallingford School District	6,058	1,154	504	3,833	-11%	44%
Waterbury School District	18,779	15,344	6,168	17,054	-49%	9%
Waterford School District	2,523	437	232	2,546	-8%	84%
Watertown School District	2,831	672	212	1,411	-16%	26%
West Hartford School District	9,714	2,014	794	2,154	-13%	1%
West Haven School District	5,855	3,445	1,698	2,309	-30%	-19%
Westbrook School District	801	110	64	293	-6%	23%
Weston School District	2,397	50	73	1,635	1%	66%
Westport School District	5,745	198	226	1,834	0%	28%
Wethersfield School District	3,618	720	314	1,265	-11%	15%
Willington School District	428	74	73	193	0%	28%
Wilton School District	4,235	70	143	1,903	2%	43%
Winchester School District	588	348	210	617	-23%	46%

District	Enrollment	FRPL	SAIPE	Title I	SAIPE % Point Difference	Title I % Point Difference
Windham School District	3,159	2,483	896	2,071	-50%	-13%
Windsor School District	3,137	1,129	493	1,383	-20%	8%
Windsor Locks School District	1,656	596	241	409	-21%	-11%
Wolcott School District	2,356	501	222	981	-12%	20%
Woodbridge School District	796	42	39	0	0%	-5%
Woodstock School District	869	125	87	473	-4%	40%
Regional School District 01	404	76	42	428	-8%	87%
Regional School District 04	967	110	65	978	-5%	90%
Regional School District 05	2,302	107	104	2,352	0%	98%
Regional School District 06	964	139	81	138	-6%	0%
Regional School District 07	1,064	119	44	715	-7%	56%
Regional School District 08	1,649	157	54	607	-6%	27%
Regional School District 09	1,049	43	34	1,064	-1%	97%
Regional School District 10	2,472	178	219	831	2%	26%
Regional School District 11	269	91	29	287	-23%	73%
Regional School District 12	747	64	44	155	-3%	12%
Regional School District 13	1,812	129	82	1,864	-3%	96%
Regional School District 14	1,790	235	107	1,033	-7%	45%
Regional School District 15	3,842	218	223	1,211	0%	26%
Regional School District 16	2,317	305	132	2,339	-7%	88%
Regional School District 17	2,172	221	86	800	-6%	27%
Regional School District 18	1,351	103	102	207	0%	8%
Regional School District 19	1,196	179	67	1,196	-9%	85%
Capitol Region Education Council (CREC)	8,164	3,219	0	4,738	-39%	19%
Education Connection	251	218	0	0	-87%	-87%
Cooperative Educational Services (C.E.S.)	849	238	0	471	-28%	27%
Area Cooperative Educational Services (ACES)	1,939	1,093	0	711	-56%	-20%
LEARN	2,270	840	0	1,556	-37%	32%
Eastern Connecticut Regional Educational Service Center (EASTCONN)	411	156	0	273	-38%	28%
Jumoke Academy	715	449	0	704	-63%	36%
Odyssey Community School	328	109	0	325	-33%	66%
Integrated Day Charter School	331	117	0	330	-35%	64%
Interdistrict School for Arts and Communication	262	153	0	246	-58%	35%
Common Ground High School	180	103	0	180	-57%	43%
The Bridge Academy	275	215	0	277	-78%	23%

District	Enrollment	FRPL	SAIPE	Title I	SAIPE % Point Difference	Title I % Point Difference
Side By Side Community School	235	116	0	235	-49%	51%
Explorations Charter School	88	27	0	83	-31%	64%
Trailblazers Academy	119	143	0	162	-120%	16%
Amistad Academy	984	792	0	937	-80%	15%
New Beginnings Inc. Family Academy	473	334	0	402	-71%	14%
Stamford Academy	142	144	0	148	-101%	3%
Park City Prep Charter School	360	144	0	260	-40%	32%
Bridgeport Achievement First	977	659	0	835	-67%	18%
Highville Charter School	403	260	0	361	-65%	25%
Achievement First Hartford Academy	954	869	0	870	-91%	0%
Elm City College Preparatory School	635	485	0	0	-76%	-76%
Brass City Charter School	150	73	0	0	-49%	-49%
Unified School District #1	410	0	0	0	0%	0%
Unified School District #2	190	0	0	0	0%	0%
Department of Mental Health and Addiction Services	7	0	0	0	0%	0%
Connecticut Technical High School System	10,790	4,877	0	3,329	-45%	-14%
Norwich Free Academy	2,318	557	0	0	-24%	-24%
The Gilbert School	552	240	0	0	-43%	-43%
Woodstock Academy	1,012	33	0	0	-3%	-3%

Table B

The data below show the estimated percentage point increase or decrease in identified students in Connecticut municipalities for the American Community Survey's federal poverty line (ACS/FPL) and HUSKY A as compared to free and reduced price lunch (FRPL). The point difference is calculated by taking the difference between the percentage of local education agency (LEA) students qualifying for FRPL and the percentage of LEA students qualifying for the poverty measure in question. ACS/FPL data only includes counts for kindergarten, elementary, and secondary school students. HUSKY A data has been adjusted by proportionately reducing the 0-19 population by subtracting out the estimated 0-5 population based on the percent of town children 0-5 years as measured by ACS.[129,130,131]

Town	K-12 Enrollment FFY 2014	FRPL	ACS/FPL	Estimated HUSKY A	ACS/FPL % Point Change	HUSKY A % Point Change
Andover	608	63	34	108	-5%	7%
Ansonia	3,488	1,647	765	1,777	-25%	4%
Ashford	749	171	80	259	-12%	12%
Avon	3,908	112	213	260	3%	4%
Barkhamsted	699	48	0	132	-7%	12%
Beacon Falls	1,199	161	0	182	-13%	2%
Berlin	3,254	355	264	504	-3%	5%
Bethany	1,234	46	17	90	-2%	4%
Bethel	3,556	567	176	732	-11%	5%
Bethlehem	639	42	47	127	1%	13%
Bloomfield	2,284	1,114	262	1,112	-37%	0%
Bolton	882	82	29	139	-6%	6%
Bozrah	462	54	47	113	-2%	13%
Branford	3,914	754	426	962	-8%	5%
Bridgeport	26,830	20,631	8,823	20,007	-44%	-2%
Bridgewater	295	17	0	30	-6%	5%
Bristol	9,697	3,918	970	4,295	-30%	4%
Brookfield	3,132	207	17	438	-6%	7%
Brooklyn	1,544	311	348	456	2%	9%
Burlington	2,026	112	85	191	-1%	4%
Canaan	146	7	0	174	-5%	115%
Canterbury	958	140	0	262	-15%	13%
Canton	2,118	93	20	218	-3%	6%
Chaplin	323	100	20	134	-25%	10%
Cheshire	5,700	354	85	499	-5%	3%
Chester	631	62	4	120	-9%	9%
Clinton	2,204	438	266	552	-8%	5%

Town	K-12 Enrollment FFY 2014	FRPL	ACS/FPL	Estimated HUSKY A	ACS/FPL % Point Change	HUSKY A % Point Change
Colchester	3,335	500	223	669	-8%	5%
Colebrook	238	32	15	22	-7%	-4%
Columbia	903	119	19	166	-11%	5%
Cornwall	267	26	46	72	7%	17%
Coventry	2,032	347	74	447	-13%	5%
Cromwell	1,978	368	94	430	-14%	3%
Danbury	12,566	6,041	1,442	6,564	-37%	4%
Darien	5,524	101	521	182	8%	1%
Deep River	694	107	10	154	-14%	7%
Derby	1,988	908	426	982	-24%	4%
Durham	1,496	75	0	147	-5%	5%
East Granby	864	76	19	150	-7%	9%
East Haddam	1,679	196	67	254	-8%	3%
East Hampton	2,152	282	41	364	-11%	4%
East Hartford	8,717	5,222	1,417	5,621	-44%	5%
East Haven	4,360	1,581	661	1,733	-21%	3%
East Lyme	3,118	390	89	569	-10%	6%
East Windsor	1,884	502	72	588	-23%	5%
Eastford	227	16	6	53	-4%	16%
Easton	1,716	50	32	96	-1%	3%
Ellington	2,956	220	68	417	-5%	7%
Enfield	6,644	2,117	599	2,152	-23%	1%
Essex	1,188	67	80	153	1%	7%
Fairfield	11,737	986	535	1,266	-4%	2%
Farmington	4,405	379	227	530	-3%	3%
Franklin	309	36	14	66	-7%	10%
Glastonbury	6,805	551	172	707	-6%	2%
Goshen	466	51	26	106	-5%	12%
Granby	2,139	142	23	238	-6%	4%
Greenwich	12,393	1,328	595	1,408	-6%	1%
Griswold	1,970	709	395	865	-16%	8%
Groton	5,122	2,267	387	1,703	-37%	-11%
Guilford	4,148	331	250	470	-2%	3%
Haddam	1,518	147	69	214	-5%	4%
Hamden	8,643	2,678	747	2,949	-22%	3%
Hampton	316	42	19	94	-7%	17%
Hartford	25,147	18,368	10,960	20,421	-29%	8%
Hartland	395	27	20	58	-2%	8%
Harwinton	992	103	156	194	5%	9%

Town	K-12 Enrollment FFY 2014	FRPL	ACS/FPL	Estimated HUSKY A	ACS/FPL % Point Change	HUSKY A % Point Change
Hebron	2,061	128	7	232	-6%	5%
Kent	372	43	18	99	-7%	15%
Killingly	2,669	1,061	218	1,360	-32%	11%
Killingworth	1,185	70	0	117	-6%	4%
Lebanon	1,245	195	13	297	-15%	8%
Ledyard	2,856	409	208	667	-7%	9%
Lisbon	727	118	20	156	-13%	5%
Litchfield	1,467	139	96	277	-3%	9%
Lyme	304	21	4	55	-6%	11%
Madison	4,343	162	100	299	-1%	3%
Manchester	8,323	3,908	1,564	4,079	-28%	2%
Mansfield	2,039	422	133	545	-14%	6%
Marlborough	1,284	79	0	148	-6%	5%
Meriden	9,159	6,131	2,175	6,324	-43%	2%
Middlebury	1,315	89	0	163	-7%	6%
Middlefield	784	50	27	109	-3%	8%
Middletown	6,522	2,421	1,255	2,940	-18%	8%
Milford	7,968	1,155	352	1,682	-10%	7%
Monroe	4,477	299	335	428	1%	3%
Montville	3,382	860	156	1,003	-21%	4%
Morris	424	45	11	104	-8%	14%
Naugatuck	4,782	1,945	665	2,301	-27%	7%
New Britain	12,662	8,886	3,798	9,612	-40%	6%
New Canaan	5,363	4	108	163	2%	3%
New Fairfield	2,926	263	147	406	-4%	5%
New Hartford	1,256	77	11	208	-5%	10%
New Haven	21,152	11,928	8,052	16,386	-18%	21%
New London	4,080	2,801	1,579	3,478	-30%	17%
New Milford	5,063	878	323	1,253	-11%	7%
Newington	4,588	929	257	1,036	-15%	2%
Newtown	6,241	343	419	573	1%	4%
Norfolk	271	35	53	63	7%	10%
North Branford	2,450	338	52	396	-12%	2%
North Canaan	362	110	52	75	-16%	-10%
North Haven	3,577	456	143	666	-9%	6%
North Stonington	875	116	88	210	-3%	11%
Norwalk	12,110	4,989	1,257	5,567	-31%	5%
Norwich	7,068	3,683	1,357	4,194	-33%	7%
Old Lyme	1,346	92	1	185	-7%	7%

Town	K-12 Enrollment FFY 2014	FRPL	ACS/FPL	Estimated HUSKY A	ACS/FPL % Point Change	HUSKY A % Point Change
Old Saybrook	1,613	248	10	376	-15%	8%
Orange	2,423	95	78	256	-1%	7%
Oxford	2,624	171	165	285	0%	4%
Plainfield	2,489	1,103	219	1,278	-36%	7%
Plainville	2,773	710	387	803	-12%	3%
Plymouth	1,932	450	76	668	-19%	11%
Pomfret	973	79	0	162	-8%	9%
Portland	1,588	261	66	329	-12%	4%
Preston	659	132	65	179	-10%	7%
Prospect	1,574	191	26	242	-10%	3%
Putnam	1,581	725	74	800	-41%	5%
Redding	1,834	65	30	136	-2%	4%
Ridgefield	6,433	157	172	291	0%	2%
Rocky Hill	2,770	390	228	494	-6%	4%
Roxbury	402	15	0	58	-4%	11%
Salem	777	93	32	139	-8%	6%
Salisbury	528	52	0	111	-10%	11%
Scotland	341	63	13	56	-15%	-2%
Seymour	2,810	646	139	794	-18%	5%
Sharon	307	48	0	105	-16%	18%
Shelton	6,681	1,209	511	1,434	-10%	3%
Sherman	682	36	31	102	-1%	10%
Simsbury	5,110	331	109	467	-4%	3%
Somers	1,764	76	106	260	2%	10%
South Windsor	4,780	505	239	690	-6%	4%
Southbury	3,229	140	229	301	3%	5%
Southington	7,132	1,039	406	1,466	-9%	6%
Sprague	455	212	59	285	-34%	16%
Stafford	2,051	546	205	628	-17%	4%
Stamford	19,558	8,266	2,361	8,230	-30%	0%
Sterling	848	209	78	233	-15%	3%
Stonington	2,836	433	243	982	-7%	19%
Stratford	8,087	3,432	910	3,098	-31%	-4%
Suffield	2,808	166	299	302	5%	5%
Thomaston	1,390	118	18	336	-7%	16%
Thompson	1,368	359	151	476	-15%	9%
Tolland	3,355	234	43	332	-6%	3%
Torrington	5,096	2,199	692	2,731	-30%	10%
Trumbull	7,193	668	119	857	-8%	3%

Town	K-12 Enrollment FFY 2014	FRPL	ACS/FPL	Estimated HUSKY A	ACS/FPL % Point Change	HUSKY A % Point Change
Union	191	4	2	14	-1%	5%
Vernon	3,586	1,516	259	1,763	-35%	7%
Voluntown	410	93	10	144	-20%	12%
Wallingford	7,118	1,255	523	1,740	-10%	7%
Warren	217	18	39	35	10%	8%
Washington	441	43	33	111	-2%	15%
Waterbury	20,413	13,566	7,023	15,933	-32%	12%
Waterford	3,160	561	183	772	-12%	7%
Watertown	3,990	713	32	880	-17%	4%
West Hartford	11,057	2,076	918	2,268	-10%	2%
West Haven	8,728	3,919	1,559	4,965	-27%	12%
Westbrook	939	117	73	229	-5%	12%
Weston	3,122	55	69	91	0%	1%
Westport	6,538	177	234	273	1%	1%
Wethersfield	3,999	810	186	890	-16%	2%
Willington	802	114	123	188	1%	9%
Wilton	4,761	63	192	172	3%	2%
Winchester**	1,483	529	143	0	-26%	-36%
Windham	3,389	2,472	1,205	2,945	-37%	14%
Windsor	4,783	1,389	470	1,496	-19%	2%
Windsor Locks	1,659	612	109	728	-30%	7%
Wolcott	3,173	507	62	629	-14%	4%
Woodbridge	1,830	76	42	160	-2%	5%
Woodbury	1,530	129	89	226	-3%	6%
Woodstock	1,551	145	42	320	-7%	11%
Winchester	1,483	529	0	881	-36%	24%

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