Who Benefits? (Second Edition)

How Connecticut's Financing of Teacher Pensions Reinforces Inequity in the Classroom

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EQUABLE

Intro Letter

From Anthony Randazzo, Executive Director of Equable Institute

Connecticut's annual teacher pension contributions account for over a quarter of the state's overall K-12 education budget.[1] To date, conversations about resource equity in Connecticut education have largely focused upon the Education Cost Sharing (ECS) formula, the primary vehicle for K-12 education funding in the state. However, in 2021, we released a **first-of-its-kind study** that looked at the resource equity implications for students when the State of Connecticut directly pays for all teacher pension costs—despite those costs being largely based on salaries that are set at the local level.

Our analysis revealed that school district employers have widely varying amounts of pension debt, even when controlling for enrollment size. As a result, the state pays markedly different amounts into the teacher retirement system on a per pupil basis, depending upon the employing district. And the net effect is schools with whiter, more affluent, and better academically performing students consistently get outsized state pension subsidies.

The state's financing of local pension obligations amounts to a subsidy for district's teacher compensation packages, one that is inequitable.

This second edition of the analysis adds teacher salary data to provide a fresh perspective on the real-world implications of compensation discrepancies between districts. In addition to updating the original analysis through 2023, we show that districts with high percentages of their workforce getting paid lower salaries (at or below $60,000) also tend to accumulate smaller levels of pension obligation.

Essentially, **when Connecticut covers the entire cost of retirement benefits, it is enabling districts that are already able to offer higher salaries and secure longer rates of teacher retention, thereby reinforcing inequitable educational experiences for students.**

For students, teachers, and the health of the state economy, we can and must find a more just and sustainable solution. Although fiscal guardrails have led to recent surpluses that have enabled Connecticut to invest in paying down pension debts, Connecticut's Teacher Retirement System (TRS) still has $16.4 billion in unfunded liabilities as of 2023, according to their most recently published figures.[2]

Connecticut has demonstrated a new commitment to investing in its pension system and fiscal health, but it still needs to ensure that annual pension costs are paid for in a fair and equitable manner. As you'll read in our conclusion, we suggest a policy framework by which the districts offering the highest levels of compensation share responsibility for their pension obligations.

Sincerely,

Anthony Randazzo

Executive Director, Equable Institute

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[1] In the most recent biennium budget, Connecticut allocated $6.358 billion in 2024-25 toward "education," inclusive of the Department of Education, Office of Early Childhood, State Library, Teachers' Retirement Board, and various offices and agencies associated with higher education. The portion of that allocated to Teacher Retirement Benefits is $1.58 billion. (Source: Public Act No. 23-204, "An Act Concerning the State Budget for the Biennium Ending June 30, 2025, and Making Appropriations Therefor, and Provisions Related to Revenue and Other Items Implementing the State Budget," Approved June 2023.)

[2] Inside Investigator, "Connecticut starts new year with better pension funding," January 2024.

Executive Summary

This report presents the annual compensation data for district-level staff in Connecticut, using salary bands to showcase how different teacher compensation levels are between districts. The retirement benefits that each teacher ultimately accrues are based largely upon these disparate salaries that local districts individually set.

Nevertheless, it is the State of Connecticut—and not the local districts themselves—that pays for the entire employer portion of teacher pension contributions. This funding arrangement amounts to a subsidy of the teacher compensation packages that districts are able to offer, one that reinforces resource inequities.

Looking at these pension subsidies on a per pupil basis elucidates how this funding model disadvantages the districts with the greatest need: **The state is allocating more funding via the Per Pupil Pension Subsidy to higher performing, more affluent, and less diverse districts.** Specifically, this report finds:

1. Districts with **smaller pension obligations** are likely to have a high percentage of their workforce getting paid **lower salaries**—at or below $60,000.

2. Connecticut pays Per Pupil Pension Subsidies at **less than 50% the rate for students from low-income families** as compared to their peers.

3. Connecticut pays Per Pupil Pension Subsidies at **less than 50% the rate for students of color** as compared to white students.

4. Connecticut pays a **28% larger Per Pupil Pension Subsidy on behalf of teachers in high-performing districts** than in districts with lower performance.

Teacher quality has an enormous impact on the educational experiences available to students, so a school district's ability to attract and retain a high-quality teaching workforce is integral to its success.

However, the current Per Pupil Pension Subsidy amplifies pay inequities and creates a competitive downside for disadvantaged districts. **An appropriate policy response should:**

- **Recognize retirement benefits as a form of compensation;**

- **Honor that the paying of unfunded liabilities should never fall upon local school districts;**

- **Ensure that the highest-need districts are protected from budget increases; and**

- **Be phased-in.**

The end of this paper proposes a detailed policy framework that fits these principles.

GLOSSARY OF TERMS

Pension Debt – A colloquialism that describes the state's "unfunded liabilities." This is money owed to the pension fund (by the state and municipalities), not money borrowed on behalf of the pension fund owed to the private sector.

Per Pupil Pension Subsidy – A new equity metric that identifies how much the state spends per student in each public school district when it makes an annual contribution to the Connecticut State Teachers' Retirement System.

Next Generation Accountability System – Connecticut's most holistic data set for measuring school and district performance, built upon a broad set of 12 indicators. For the purposes of this report, we have compared district performance levels by sorting the 2022-23 "Outcome Rate Percentage" data, the most recently available data.

Normal Cost – The cost of all benefits accumulated by active members in the current year of a pension plan. This is determined by actuaries looking at benefit provisions, making assumptions about tenure, salary, and future investment returns. The final normal cost number, if fully paid, in theory should be enough to cover all benefits earned in a given year—if future experience perfectly lines up with all actuarial assumptions.

Total Pension Debt Per District – Each district's share of the "unfunded liability."

TRS – The Connecticut State Teachers' Retirement System.

Unfunded Liability – The shortfall in funding between what TRS should have in assets under management and what is currently reported by the retirement board. The primary causes of this funding shortfall are previous failures by the state in the 20th century to adequately contribute to TRS and more recent investment returns that have not always matched expectations.

ABOUT THE DATA

The most recent complete information Connecticut TRS data available as of this writing is for the fiscal year ending 2023. Our analysis pairs this data with salary data and education demographic data for the equivalent school year (e.g. 2022-23). The dataset covers 190 school districts across Connecticut, including charter districts and regional districts.

- Combined, these employers represent $16.44 billion in unfunded liabilities, which is 96.79% of the Connecticut TRS total for 2023.
    - Most of the remaining funding shortfall is related to universities and colleges that participate in TRS.
    - The average district has $86.5 million in unfunded liabilities, but the median district has $50.6 million in unfunded liabilities. This suggests that a large share of TRS unfunded liabilities are concentrated in a small number of large districts.
- Across the whole dataset, the average Per Pupil Pension Subsidy is $3,117; the median Per Pupil Pension Subsidy is $3,126.
- The student enrollment for the districts in this dataset was 496,339, which is 96.7% of total enrollment in 2023.
    - Student enrollment and demographic data is from the 2022-23 school year.
    - See the section titled "Methodology" for explanations as to why certain schools and districts were excluded from the analysis.
- For data on district performance, this analysis relies upon the most recently available data from the Next Generation Accountability System, which is from 2022-23.
- Anonymized 2023 pensionable salary data reported out of the Teacher Retirement System is on file with the paper's author, and has been sorted into salary bands of below $60,000 and above $120,000.

Background on Pension Funding in Connecticut and the Per Pupil Pension Subsidy

Connecticut teachers pay 7% of their annual salaries into their retirement benefits, and the state also pays an annual contribution. This money is then put into a pension fund to generate returns so that when individual teachers qualify to start collecting their pensions, there should be enough money available to pay all promised benefits.

To determine the amount of each teacher's retirement benefits, the state applies the following formula:

YOS x **2%** x **FAS**

Years of Service | Benefit Multiplier | Final Average Salary

In other words, the amount of each teacher's individual retirement benefits is determined, in part, by his or her pensionable salary. The longer teachers work and the more that they get paid, the more valuable their pension benefits will be when they retire.

At the local-level, districts set their own salary schedules and recruitment strategies—heavily impacting the amount of retirement benefits that teachers accrue. Nevertheless, **Connecticut is among around a dozen states that directly pay for all teacher pension obligations, without requiring local school districts or municipalities to cover any portion of the pension contributions that are based upon the salaries they themselves offer.**[3]

By covering pension contributions, which are a part of each district's overall teacher compensation package, Connecticut is providing a subsidy to districts. This atypical approach to funding pensions results in variable allocations based upon the salaries that each district can afford to offer. In short, this pension funding system compounds resource inequities.

Complicating the problem is that a significant share of the costs for Connecticut's Teachers' Retirement System (TRS) are to pay down unfunded liabilities, colloquially referred to as "pension debt." These are debts that are owed to TRS because it has never been fully funded—in part due to failures to adequately contribute in the 20th century and in part because investment returns have not matched expectations.[4]

At the end of 2023, TRS reported a funding shortfall of more than $16 billion. This was notably improved from 2020, when TRS had its largest unfunded liability. These improvements are primarily due to Connecticut's commitment to paying required contributions, addition of supplemental contributions, and solid investment performance for the 2020-23 period. Nonetheless, this progress has not been enough to eliminate the funding shortfall problem, nor will it eliminate unfunded liabilities in the near-term. High costs are likely to persist in the coming decades.[5]

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[3] Most states require either all or the majority of teacher pension contributions to come from school districts, not the state. A relatively unique arrangement in Maryland requires school districts to pay the full value of "normal cost" for retirement benefits, while the state covers any necessary "unfunded liability amortization payments." See Center for Retirement Research, "What Role Does State Government Play in Funding Teacher Pensions?" September 2024.)

[4] For a history of CT TRS funding progress and actual contribution rates relative to actuarially determined contributions, see: Equable Institute, "America's Hidden Education Funding Cuts," March 2023; for a break out of the sources of CT TRS unfunded liabilities, see: Equable Institute, "Sources of Unfunded Liabilities, in $Billions Connecticut TRS," 2021; for an analysis of policy decisions between 1970 and 2000 that contributed to the accumulation of unfunded liabilities, see: Jean-Pierre Aubry and Alicia H. Munnell, "Final Report on Connecticut's State Employees Retirement System and Teachers' Retirement System," Center for Retirement Research at Boston College, November 2015.

[5] Cavanaugh Macdonald Consulting, "GASB Statement No. 68 Report for the Connecticut State Teachers' Retirement System Prepared as of June 30, 2023."

It is important to note that this funding shortfall also cannot be eliminated by closing the retirement plan or changing to a "defined contribution plan." The state has a moral duty to keep its promises to public school employees who have themselves contributed 7% of their annual salaries towards their pensions throughout their careers.

For these reasons, this paper does <u>not</u> suggest changing or revoking teacher retirement benefits. Instead, we aim to address Connecticut's inequitable method of funding teacher pension obligations so that it stops exacerbating already-existing inequities.

CONNECTICUT'S "PER PUPIL PENSION SUBSIDY"

Since retirement benefits are accrued at the local level, individual districts have different shares of the overall pension debt owed by the state. For example, Stamford, with its 16,158 students, has the largest share of unfunded liabilities ($578 million in 2023)—while Union and its 53 students have the smallest share ($2.3 million in 2023).

The size of the district's pension debt, however, does not always reflect the number of students in a school district. Consider that while Westport has over $232 million in unfunded liabilities, Meriden, which has around 3,000 more students enrolled, has a smaller pension debt ($224 million). (See Table 1 below.) A key reason for this is the pensionable salary represented in individual districts.

This analysis uses each district's total pension debt divided by its number of students enrolled—establishing a **"Per Pupil Pension Subsidy"** metric—to tell a more precise story about how fairly the state allocates education resources when it covers local pension obligations.

The Equity Metric for Connecticut:
The Per Pupil Pension Subsidy

Public school districts have different per pupil pension costs because of variability in pensionable salaries, the number of teachers serving, their longevity, and student enrollment levels.
The Per Pupil Pension Subsidy measures the equitability of the state's pension funding by looking at each public school district's pension obligations, and dividing them by student enrollment figures.

DISTRICT PENSION OBLIGATION ÷ **DISTRICT STUDENT ENROLLMENT** = **PER PUPIL PENSION SUBSIDY**

As Table 1 shows, the Per Pupil Pension Subsidy for Greenwich ($4,375) is notably larger than Waterbury ($2,208), despite the latter having over ten thousand more students.

TABLE 1: LARGEST AND SMALLEST PER PUPIL PENSION SUBSIDIES IN CONNECTICUT PUBLIC SCHOOLS (2023), BY DISTRICT OR CHARTER SCHOOL WITH A MINIMUM OF 1,000 STUDENTS

20 Largest PPPS, By District	PPPS	# Students	Total District Pension Debt	20 Smallest PPPS, By District	PPPS	# Students	Total District Pension Debt
Greenwich	$4,375	8,560	403,597,907	Hartford	$2,793	16,774	504,960,875
Old Saybrook	$4,281	1,070	49,371,327	Seymour	$2,773	2,133	63,741,981
Regional School District (RSD) 13	$4,197	1,365	61,743,454	Southington	$2,768	6,284	187,458,147
East Windsor	$4,038	1,030	44,827,828	West Haven	$2,708	5,976	174,390,422
Westport	$4,009	5,387	232,750,274	Plainfield	$2,673	1,944	56,007,403
Wilton	$3,953	3,788	161,378,821	New Haven	$2,648	19,150	546,469,562
Windsor Locks	$3,925	1,549	65,521,114	Griswold	$2,639	1,725	49,068,427
Weston	$3,898	2,197	92,292,127	Putnam	$2,627	1,185	33,555,563
Clinton	$3,892	1,497	62,789,062	The Woodstock Academy*	$2,609	1,041	29,266,493
New Canaan	$3,854	4,168	173,134,943	Naugatuck	$2,589	4,337	121,022,891
Mansfield	$3,762	1,027	41,636,409	Danbury	$2,535	12,109	330,889,169
RSD 18	$3,736	1,288	51,863,406	Ansonia	$2,524	2,332	63,431,088
Wallingford	$3,710	5,335	213,315,868	Meriden	$2,412	8,630	224,309,724
Darien	$3,699	4,700	187,366,988	Killingly	$2,378	2,450	62,785,491
Madison	$3,663	2,444	96,478,813	Bridgeport	$2,325	19,337	484,606,884
Milford	$3,646	5,382	211,463,094	Waterbury	$2,208	18,701	445,021,385
Ridgefield	$3,603	4,568	177,388,638	Amistad*	$1,262	1,116	15,173,228
Avon	$3,566	3,106	119,373,863	Achievement First Hartford*	$1,223	1,041	13,725,397
Branford	$3,559	2,651	101,685,766	Elm City College Preparatory*	$668	1,081	7,786,450
Waterford	$3,556	2,338	89,609,056	Achievement First Bridgeport*	$611	1,084	7,141,023
Top 20 Average	**$3,846**	**3,061**	**131,879,438**	**Bottom 20 Average**	**$2,249**	**6,422**	**171,040,580**

*Charter or Independent School

These inconsistencies indicate that the state's pension contributions are not equally distributed on behalf of public school districts or the students they enroll. Those districts that are able to pay higher teacher salaries and retain teachers for longer periods of time are providing more valuable compensation packages—some of which is being paid for directly by the state government, which amplifies inequity.

Unequal Teacher and Staff Compensation in Connecticut Districts

Because salary is such a significant component of a pension benefit, it is important to understand the distribution of salaries across Connecticut. Given the range of district enrollment sizes across the state, it is logical that districts will have unequal numbers of teachers and staff, as well as unequal numbers of individuals making similar pay. Districts do set their own salary schedules, after all.

That said, when we look at the share of teachers and staff within each district that make different levels of pay—rather than raw numbers—there should not be a good policy reason for variances from district to district. But, as Figure 1 below shows, the distribution of salary band data across Connecticut shows a high degree of inequity.

The majority (73%) of district staff in Connecticut make between $60,000 and $120,000.[6] Around 19% make $60,000 or less, and the remaining 8% earn over $120,000. (See Appendix A for complete details). However, the share of teachers and staff within each of these three salary bands is not equally distributed. Figure 1 shows the percentage within each district that earn $60,000 or less — ranging from 1% to 60%. For example, West Haven (5,976 students) reported 611 teachers and staff in 2022-23, of which 29% earned $60,000 or less. Meanwhile Westport (5,387 students) reported 615 teachers and staff, of which only 8% earned $60,000 or less. That is, a much larger percentage of the staff in West Haven are employed at low-paying salaries. An interactive visualization of this map is also available at **https://equable.org/ct-pension-subsidy**.

Figure 1: Share of Teachers and Staff that Earn $60k or Less (2023)
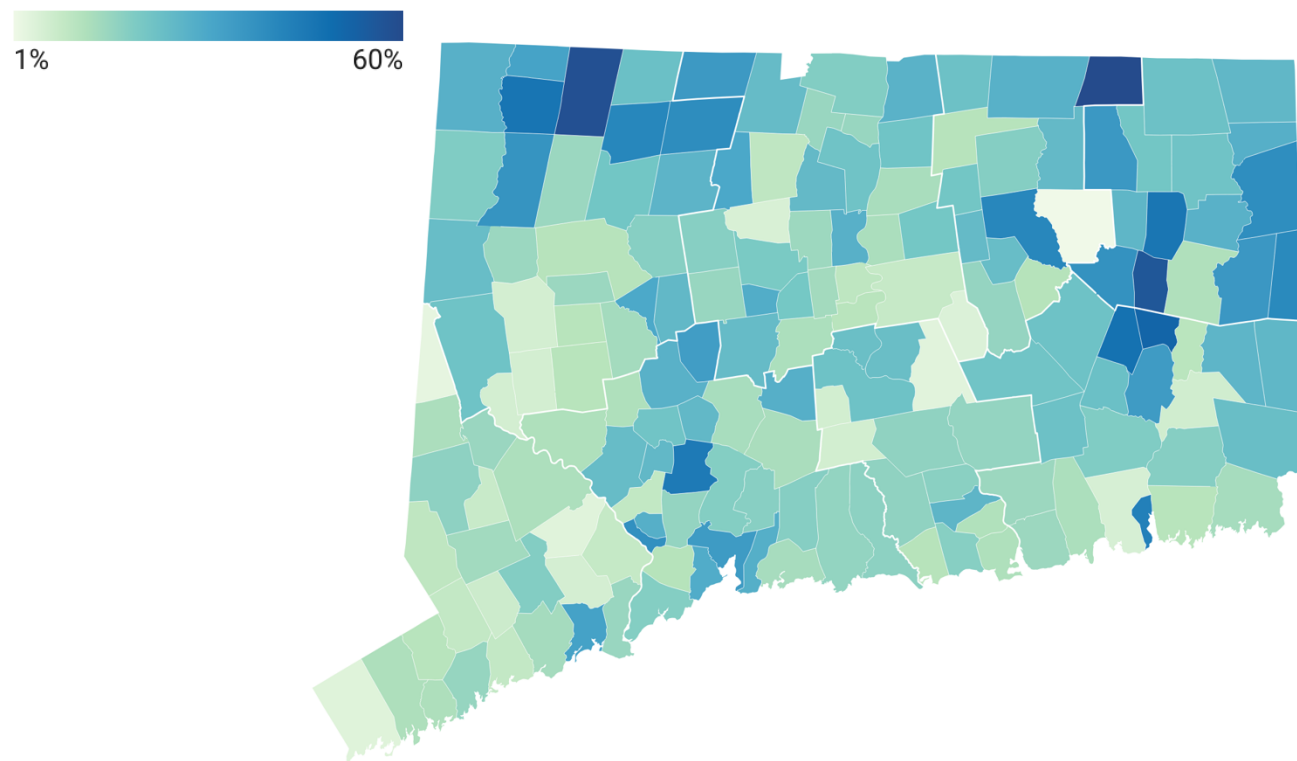
Table 2 below provides another perspective on this data by looking at the same list of districts with the 20 largest and 20 smallest Per Pupil Pension Subsidies shown previously, this time adding the percentage of staff in the $60,000 or less salary band (yellow gradient), and the over $120,000 salary band (blue gradient). The table also illustrates how many district staff are paid above $120,000 for every 100 students enrolled (green gradient). This shows that districts with the largest Per Pupil Pension Subsidies as a group have distinctly higher paid teachers and staff than those with lower pension subsidies.

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[6] Anonymized 2023 pensionable salary data reported out of the Teacher Retirement System is on file with the paper's author, and has been sorted into salary bands of below $60,000 and above $120,000.

TABLE 2: LARGEST AND SMALLEST PER PUPIL PENSION SUBSIDIES IN CT PUBLIC SCHOOL DISTRICTS AND SALARY BANDS (2023), BY DISTRICT OR CHARTER SCHOOL WITH A MINIMUM OF 1,000 STUDENTS

20 Largest PPPS (Min 1,000 Students)	# Students	% of Staff Paid $60K or Less	% of Staff Paid More Than $120K	Ratio of $120k+ Staff Per 100 Students
Greenwich	8,560	3.80%	36.70%	4.30
Old Saybrook	1,070	11.90%	4.40%	0.65
RSD 13	1,365	6.00%	4.40%	0.59
East Windsor	1,030	21.80%	7.70%	1.07
Westport	5,387	8.50%	31.40%	3.58
Wilton	3,788	8.60%	20.00%	2.22
Windsor Locks	1,549	15.50%	4.90%	0.65
Weston	2,197	7.10%	17.00%	1.87
Clinton	1,497	10.60%	5.60%	0.73
New Canaan	4,168	10.40%	34.60%	3.77
Mansfield	1,027	0.80%	5.90%	0.68
RSD 18	1,288	14.90%	5.60%	0.70
Wallingford	5,335	12.80%	5.80%	0.69
Darien	4,700	12.10%	14.90%	1.70
Madison	2,444	17.20%	3.90%	0.49
Milford	5,382	18.50%	5.10%	0.65
Ridgefield	4,568	9.30%	21.80%	2.32
Avon	3,106	4.90%	9.40%	0.93
Branford	2,651	13.20%	5.30%	0.64
Waterford	2,338	5.20%	5.20%	0.56
Top 20 Average	**3,061**	**10.70%**	**12.50%**	**1.44**

20 Smallest PPPS (Min 1,000 Students)	# Students	% of Staff Paid $60K or Less	% of Staff Paid More Than $120K	Ratio of $120k+ Staff Per 100 Students
Hartford	16,774	27.80%	7.28%	0.78
Seymour	2,133	8.60%	5.58%	0.52
Southington	6,284	23.50%	5.13%	0.53
West Haven	5,976	29.10%	3.11%	0.32
Plainfield	1,944	35.70%	5.63%	0.62
New Haven	19,150	34.60%	5.95%	0.63
Griswold	1,725	26.40%	4.49%	0.46
Putnam	1,185	28.10%	4.69%	0.51
The Woodstock Academy*	1,041	20.70%	8.70%	0.77
Naugatuck	4,337	21.70%	4.34%	0.42
Danbury	12,109	17.10%	5.00%	0.45
Ansonia	2,332	28.10%	8.23%	0.81
Meriden	8,630	28.20%	5.84%	0.51
Killingly	2,450	38.80%	6.12%	0.61
Bridgeport	19,337	32.40%	5.18%	0.46
Waterbury	18,701	27.50%	7.26%	0.62
Amistad*	1,116	48.40%	3.23%	0.18
Achievement First Hartford*	1,041	33.30%	1.75%	0.10
Elm City College Preparatory*	1,081	50.00%	3.13%	0.09
Achievement First Bridgeport*	1,084	43.80%	0.00%	0.00
Bottom 20 Average	**6,422**	**30.20%**	**5.03%**	**0.47**

*Charter or Independent School

Specifically, the top 20 districts by Per Pupil Pension Subsidy on average have 12.5% of their staff making over $120,000 — or 1.44 employees per every 100 students — with 10.7% making $60,000 or less. By comparison, the bottom 20 districts have nearly three times the number of staff making $60,000 or less (30.2%) and just 0.47 employees per 100 students making over $120,000 (which is just 5% of their employees and staff).

For example, New Canaan and Naugatuck each enroll roughly 4,000 students, but New Canaan's teacher retirements are subsidized at $3,854 per student, compared to a subsidy of only $2,589 in Naugatuck. For every 100 students in New Canaan, there are nearly 4 staff making over $120,000. Meanwhile, in Naugatuck, only 0.4 staff for every 100 students are compensated that well.

This demonstrates that the status quo funding system for teacher pension benefits reinforces pay discrepancies between Connecticut districts.

How the Per Pupil Pension Subsidy Reinforces Inequities: 3 Findings

Connecticut's pension funding model not only exacerbates pay differences, as illustrated in the previous sections; it also amplifies pre-existing inequities. Comparing Per Pupil Pension Subsidies to districts' demographic and performance data reveals that **more state dollars are allocated on behalf of more affluent, less diverse, and higher performing districts than their peers**. In other words, this pension funding model disadvantages precisely the school districts with the greatest need as they seek to recruit and retain a high-quality teaching workforce.

To explore the implications of the Per Pupil Pension Subsidy on student equity, we multiply each district's Per Pupil Pension Subsidy by the percentage of the disaggregated category of students in question.[7] This tells us how many state dollars are allocated on behalf of a student subgroup. Here are three notable findings:

FINDING 1: CONNECTICUT PAYS PER PUPIL PENSION SUBSIDIES AT LESS THAN 50% THE RATE FOR STUDENTS FROM LOW-INCOME FAMILIES AS COMPARED TO THEIR PEERS.
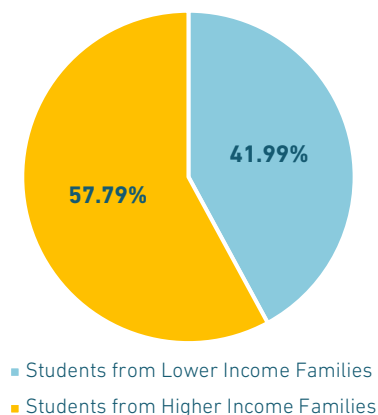
Using data on eligibility for Free and/or Reduced Price Lunch (FRPL) to explore the share of each district's Per Pupil Pension Subsidy, it is clear that the Per Pupil Pension Subsidy tends to be higher for districts with more affluent student populations, as compared to students from low-income families. (See Appendix C for complete details.)

In New Canaan, the Per Pupil Pension Subsidy is $3,854, and 100% of the student population would not qualify for FRPL aid. But in Bridgeport, over 80% of students come from lower income families that qualify for FRPL, and the Per Pupil Pension Subsidy there is only $2,325. This means that Bridgeport's low-income students are only allocated a Per Pupil Pension Subsidy of $1,875—less than half of what is allocated for the non-FRPL students in New Canaan.

Figure 2 below tallies the Per Pupil Pension Subsidies across each district, broken out by FRPL eligibility and non-FRPL eligibility, and compares them to enrollment demographics. Across Connecticut, students from low-income families make up 42% of the total population; but these students are only allocated 31.8% of the state's Per Pupil Pension Subsidy. The subsidy dollars flowing to higher income areas mean **wealthier students benefit from 68.2% of these dollars—more than double the allocation for their low-income peers.**

FIGURE 2: STUDENT SOCIOECONOMIC POPULATION VS. SHARE OF THE PER PUPIL PENSION SUBSIDY (2023)

Statewide Student Population by Socioeconomic Status

41.99%
57.79%

- Students from Lower Income Families
- Students from Higher Income Families

Share of Per Pupil Pension Subsidy by Socioeconomic Status

31.80%
68.20%

- Students from Lower Income Families
- Students from Higher Income Families

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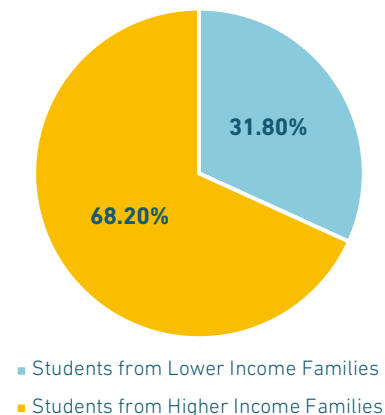
[7] Connecticut has created 19 "Regional School Districts" that combine resources for very small municipalities to provide public schools across town lines. However, there are still nine districts that have fewer than 100 students, and 76 school employers with fewer than 1,000 students. The dollar figure averages for these small school districts can sometimes yield outlier results simply as a result of small denominators or numerators; as such we've removed them from several portions of our analysis. These small districts remain important places to their communities, and it is worth understanding what the distribution of Per Pupil Pension Subsidies is among them. Appendix A lists districts with less than 1,000 enrolled students, excluding charters, as well as their Per Pupil Pension Subsidies and staffing data. For each, it also displays data on staff salaries. (See methodology for details on data used to analyze demographics and performance in public school districts.)

FINDING 2: CONNECTICUT PAYS PER PUPIL PENSION SUBSIDIES AT LESS THAN 50% THE RATE FOR STUDENTS OF COLOR AS COMPARED TO WHITE STUDENTS.

Using publicly disclosed enrollment data disaggregated by race illustrates what share of each district's Per Pupil Pension Subsidy is allocated for white students, as compared to students of color. (See Appendix D for complete details.)

For instance, the Somers School District, which is 90% white, has a Per Pupil Pension Subsidy of $3,192. By comparison, 89% of Waterbury's enrollment includes students of color, and that district's Per Pupil Pension Subsidy is only $2,208—around two-thirds of Somers'.

Among districts with a student population that is at least 50% made up of students of color, the average Per Pupil Pension Subsidy is only $2,776. Among districts with majority white student populations, the average Per Pupil Pension Subsidy is $3,265—about a 15% difference in state subsidy to support teacher compensation.

Figure 3 below tallies the Per Pupil Pension Subsidies across each district that are allocated for white and non-white students and displays that information as compared to the demographics of the student population across the state.

FIGURE 3: STUDENT RACIAL MAKEUP VS. SHARE OF THE PER PUPIL PENSION SUBSIDY (2023)

Statewide Student Population by Racial Demographics

48.00% — 52.00%

■ Students of Color   ■ White Students

Share of Per Pupil Pension Subsidy by Racial Demographics

32.50% — 67.50%

■ Students of Color   ■ White Students
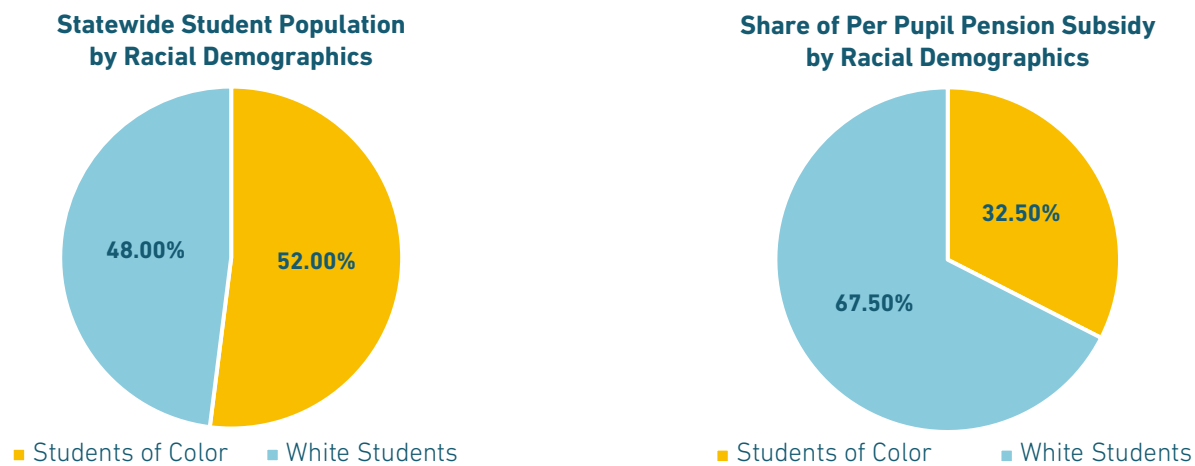
White students make up 48% of the student population in Connecticut, but are allocated a 68% share of the state's Per Pupil Pension Subsidy—more than double the allocation for their non-white peers. Although students of color make up 52% of the student population in the state, they receive only a 32.5% share. Black students make up 12% of the student population, but receive only a 7% share. Hispanic students, who make up 30% of the population, receive only a 17% share.

FINDING 3: CONNECTICUT PAYS A 28% LARGER PER PUPIL PENSION SUBSIDY ON BEHALF OF TEACHERS IN HIGH-PERFORMING DISTRICTS THAN IN DISTRICTS WITH LOWER PERFORMANCE.

Connecticut uses the Next Generation Accountability System (NextGen) to holistically measure school and district performance.[8] A comparison of NextGen outcomes and Per Pupil Pension Subsidies reveals that districts with lower resource needs tend to receive higher state subsidies to bolster their compensation packages.

Appendix E lists the districts in the top and bottom performance quartiles, based upon 2022-23 NextGen data—alongside their Per Pupil Pension Subsidies.[9] The average Per Pupil Pension Subsidy for the highest performers in the state is $3,456, as compared to an average subsidy of only $2,692 among the lowest performing districts. (See Figure 4 below.)

FIGURE 4: AVERAGE PER PUPIL PENSION SUBSIDIES IN THE HIGHEST AND LOWEST PERFORMING DISTRICTS, BY QUARTILE (2023)
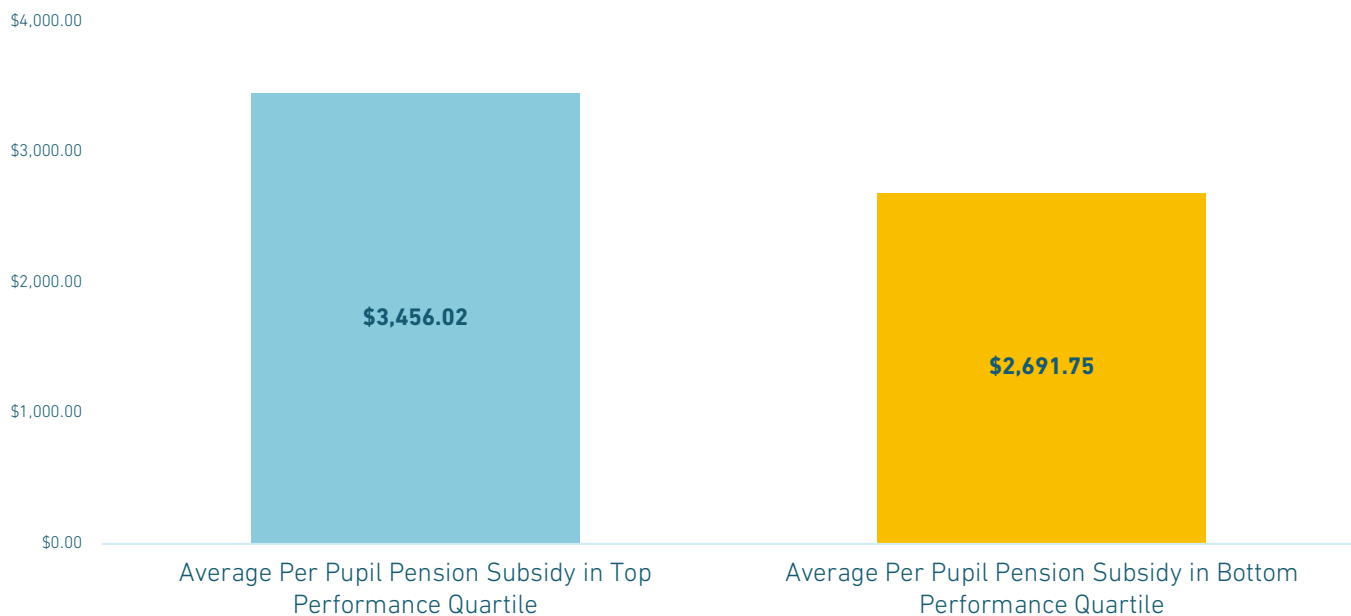
This means that, on average, the highest performing districts receive $764 more per student from the state to support teacher compensation, a 28% increase that impacts students' educational experiences because of its implications for districts' abilities to attract and retain a stable, high-quality teacher workforce.

In theory, there should be no justification for inequitable resources impacting classroom environments. The fact that the Per Pupil Pension Subsidy varies based on academic performance illustrates that **Connecticut's system of funding teacher pensions reinforces pay inequities that benefit the districts, and the students within them, with lower resource needs.**

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[8] We determined the relative performance of Connecticut's public school districts based upon the latest data from the Next Generation Accountability System (NextGen) for the year 2022-23. This system uses a broad set of 12 indicators to provide a multifactor perspective of district and school performance. We sorted the 2022-23 data by the "Outcome Rate Percentage" data point. The State Department of Education uses this same dataset to identify the Alliance Districts., the 36 lowest-performing districts in the state."

[9] Connecticut school performance on the NextGen scale is from 0 to 100; but all schools in 2023 scored between 47 and 87. This meant that while there was a relatively normal distribution of scores (see histogram in Appendix E.), there was also a large concentration of similar scores in the 60s and 70s. Appendix E shows the average Per Pupil Pension Subsidy when breaking the NextGen scores down into quartiles. In an equitable system there wouldn't be any meaningful distribution in PPPS for these quartiles.

Conclusions and Solutions

Connecticut's Per Pupil Pension Subsidy disadvantages the districts with the largest low-income and most diverse student populations, and with the lowest performance outcomes. These concerning inequities are the result of having the state fully fund the employer contribution towards teacher pensions, even while districts set their own salary schedules and strategies for retention. They are not caused by benefit designs or by TRS itself.

In principle, if districts are going to continue setting their own salaries, those that offer the highest salaries and have the lowest level of need should be paying at least part of their obligation.

This is a principle that was endorsed by Governor Lamont's administration in 2019 when it proposed a pension plan that would require municipalities to fund a portion of their normal cost (the cost of all benefits accumulated by active members in the current year) to TRS.[10] This concept was built around the idea that the state should not subsidize all pension costs generally, but should subsidize districts that are classified as fiscally "distressed."

In 2023, the Connecticut legislature also recognized the need to address this injustice when it authorized a task force to analyze the per pupil equity of funding the teachers' retirement system at the state-level. Unfortunately, this body never fully formed to explore an appropriate policy response—allowing an inequitable distribution of Per Pupil Pension Subsidies to persist.[11]

Connecticut students still need state and legislative leadership to enact a viable solution to funding teacher pensions so that districts can fairly recruit, retain, and support their educators with the retirement benefits they need.

If state policymakers seeking to address this issue adopt an equity lens when designing a policy by which towns pay for a portion of their pension costs, then an appropriate response would begin with these four foundational principles:

1. **Retirement benefits are a form of compensation.** These are related to the discretionary salary levels established at the employer, town, and/or district level. Therefore, it is reasonable for some employers to pay at least part of the normal cost associated with the salaries they provide. When school leaders set salary levels, they should be aware that local dollars—and not just state funds—will be required to pay for the retirement portion of compensation.

2. **The state should cover any accumulated unfunded liability costs that might be required.** Since the state manages TRS, local school districts lack authority over TRS' investment or benefit policies.

3. **The highest-need districts should be protected from budget increases.** Having municipalities pay a portion of the normal cost would increase local school budgets across the state. Using an equity lens, a new pension financing framework should be designed to reduce resource inequities between districts.

4. **This policy solution must be phased-in.** No policy change happens in a vacuum. It will be important to ensure that shifting obligations to municipalities is carefully phased-in so that it does not lead to supplanting local spending in a way that takes resources from students and educators.

With the above principles in mind, we propose the following solution.

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[10] Defined benefit pension plans, like TRS, are funded on an advance basis. The "normal cost" of a pension plan is the cost of all benefits accumulated by active members in the current year. This is determined by actuaries looking at benefit provisions, making assumptions about tenure, salary, and future investment returns. The final normal cost number, if fully paid, in theory should be enough to cover all benefits earned in a given year—if future experience perfectly lines up with all actuarial assumptions. Any time reality differs from assumptions, such as earning less in investment returns than anticipated, that could create an "unfunded liability." Actuaries develop a separate calculation for "unfunded liability amortization payments" that, if fully provided for, should eliminate the pension plan's funding shortfall over time. In this sense, the "normal cost" for a pension plan is directly related to salaries paid in a given year. The "amortization" cost is a separate amount of money needed to pay down a funding shortfall for future benefits that results from management decisions and legislative commitments to making required payments. (See: State of Connecticut, "Governor Lamont Proposes Long-Overdue Structural Reforms: "This Is the Land of Steady Habits, but We Can't Continue Along the Same Path and Expect That Things Will Fix Themselves," February 2019.)

[11] Connecticut General Assembly website, "TF to Analyze the Per Pupil Equity of Funding the TRS," established 2023.

A MORE EQUITABLE AND SUSTAINABLE PATH TO THE TEACHER PENSION FINANCING SYSTEM

Currently, districts that can afford to pay higher salaries have teachers earning larger pension benefits, and those larger benefits carry higher costs to the state. Thus, the state is reinforcing compensation inequities between districts. To resolve this problem, here is an approach that Connecticut could follow:

- Connecticut TRS will continue to determine the amount of normal cost of retirement benefits each year.

- Some districts will pay the normal cost of salaries above a newly set statewide minimum.

- A newly established group of disadvantaged districts will be exempted from paying any portion of the normal cost.

- The state will reduce the amount of its contribution to TRS by the same amount that is cumulatively contributed by districts paying a share of normal cost.

- The dollar amount that the state saves through reductions in its contributions to TRS will instead be invested in the Education Cost Sharing (ECS) grant to additionally support disadvantaged districts and schools.

- This new pension financing structure will be phased-in to give local districts time to adjust their budgets.

Current Model

Inequitable State Subsidy of Teacher Compensation Through Normal Pension Costs

Teacher Salary

Under-funded ECS Grant

ECS $

Solution

New Municipal Contribution to Normal Pension Cost

Teacher Salary

New ECS Payments from State

ECS $

*A teacher's Annual Pension is a product of final average salary, years of service, and a benefits multiplier.
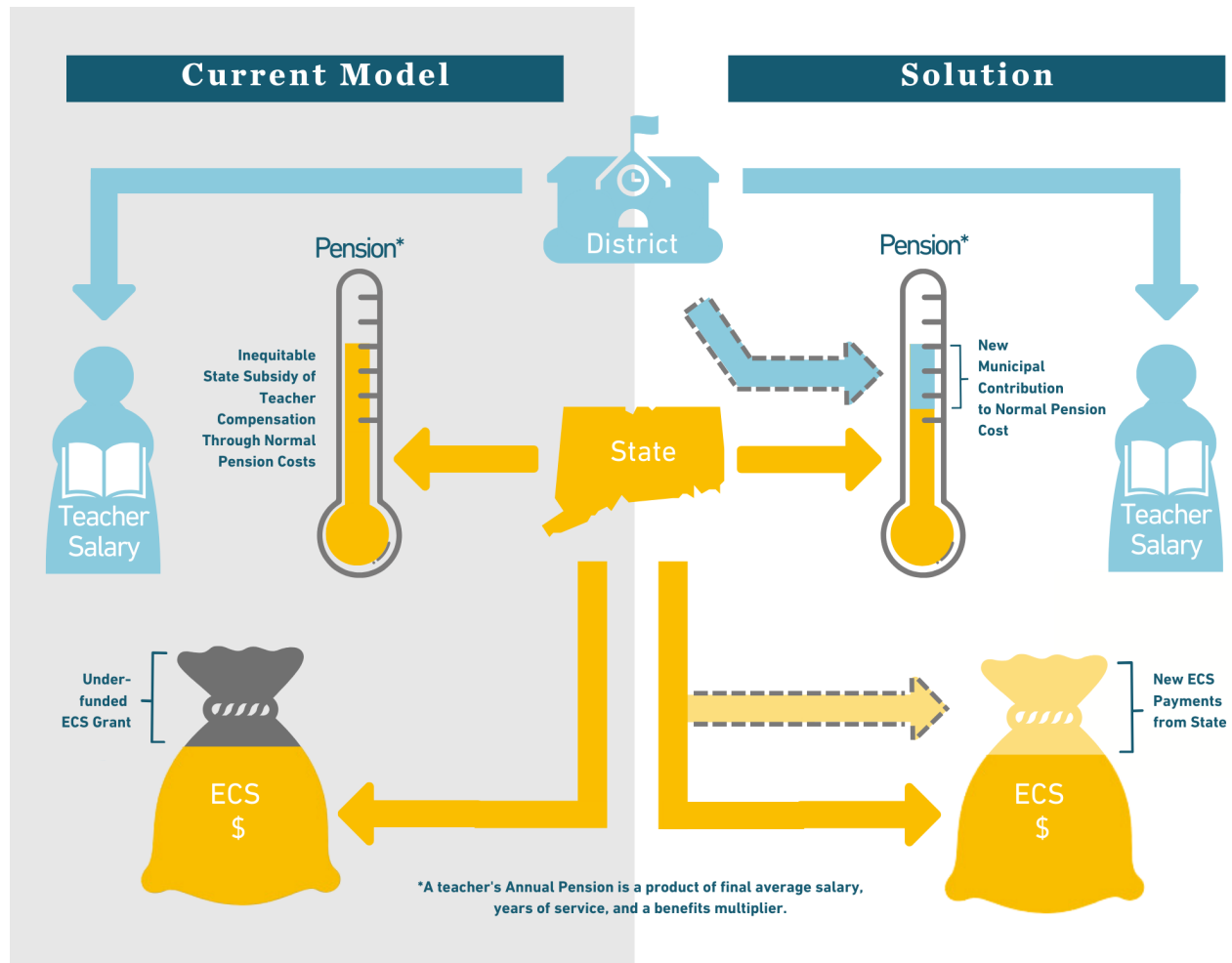
Under such a policy, when districts set their salary schedules, they will consider the entire compensation cost, including benefits, of employing a teacher—and dollars generated from well-off districts that pay higher salaries will be used to help districts in need. Funding to TRS would stay the same, while the state would realize savings that it then invests in ECS.

Methodology

AVAILABLE DATA SETS

This report is based upon one non-public data set, Connecticut's anonymized 2023 salary data, and three publicly available datasets: Student enrollment figures from the State Department of Education's database at EdSight; GASB Statement No. 68 Report for the Connecticut State Teachers' Retirement System Prepared as of June 30, 2023; and performance data from the Next Generation Accountability Results on EdSight.

Anonymized 2023 Pensionable Salary Data: This data set, reported out of the Teacher Retirement System, is on file with the paper's author. It has been sorted into salary bands of ≤$60,000–reflecting the minimum starting salary recommended by the Connecticut Education Association (CEA) in 2024—and >$120,000–reflective of double the CEA's suggested minimum.

Student Enrollment Data: EdSight provided disaggregated enrollment data by race across a number of categories, including: White, American Indian or Alaska Native, Asian, Black or African American, Hispanic/Latino of Any Race, Native Hawaiian or Other Pacific Islander, Two or More Races. For the purposes of defining "Students of Color," we have combined all categories that were not defined as "White." EdSight also provided disaggregated enrollment data by eligibility for Free Lunch, Reduced Lunch, or Non-Subsidized Lunch. For the purposes of defining a "Free and Reduced Priced Lunch" category we combined the Free and Reduced categories as a proxy for low-income status.

Next Generation Accountability System: Connecticut uses this data set to measure school and district performance, built upon a broad set of 12 indicators. For the purposes of this report, we have compared district performance levels by sorting the 2022-23 "Outcome Rate Percentage" data, the most recently available data.

GASB 68 reports: The GASB 68 reports included a number of additional employers that participate in TRS, but these weren't included because they either are not K-12 education related employers (ex., University of Connecticut and various community colleges) or are no longer operating (ex., Trailblazers Academy Charter School). The TRS participating employers that are not represented in our dataset comprise less than 4% of total TRS unfunded liabilities, and thus they do not meaningfully influence our analysis.

INCLUDED PUBLIC SCHOOL DISTRICTS:

We adopted the list of school districts in the State Department of Education's database, and excluded from the overall analysis any district that is operated by the state, such as the Department of Mental Health, Unified District #1 and Unified District #2, or employers like Regional Educational Service Centers. All of the districts in the database are employers receiving an effective state subsidy, e.g. those administered by a town, regional collection of towns, or charter organization. For portions of the analysis, we have only included districts and employers with student enrollments of 1,000 or greater—to account for outlier results in small districts.

Occasionally, EdSight suppresses data for certain racial and FRPL-status categories because it could lead to personally identifiable data, such as if there is only 1 student of a particular race in a school district. These non-disclosures are small, less than 5% of the state's enrollment data. However, for one school district (Union), all 53 of their enrolled students are not documented by race. We elected to remove them from the analysis by race. Similarly, there were five districts (all with less than 230 students) without complete disclosure of FRPL status such that we could not reasonably count on the numbers as presented, so we removed these (Chaplin,

Chester, Colebrook, Norfolk, and Scotland) for the analysis of the distribution of Per Pupil Pension Subsidies by FRPL status. Two other districts (Weston and Wilton, each with between 2,000 and 4,000 students) had small non-disclosures (less than 7%) which we opted to include given the district size and relatively small number of students that were not included.

UNFUNDED LIABILITIES

For each of the employers in our data set, we have gathered data about their relative share of TRS unfunded liabilities and state contribution allocation from GASB 68 reports provided by the Teacher Retirement Board.

PER PUPIL PENSION SUBSIDIES

To report the Per Pupil Pension Subsidies by desegregated category we multiplied the district's Per Pupil Pension Subsidy by the percentage of students in each category. For example, if a district had $2,500 in Per Pupil Pension Subsidies, and 75% of students identified as white, then we broke out that district's Per Pupil Pension Subsidy dollars as $1,875 for white students and $625 for students of color.

Special thanks to the individuals who helped with data, comments, and editing for the original December 2021 report. Any errors or omissions in the final text are entirely those of the authors.

For specific questions about the methodology, contact: info@equable.org
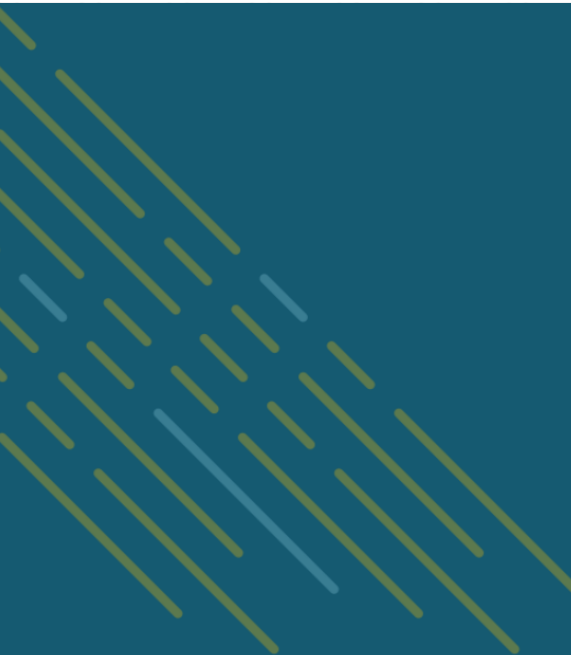
APPENDICES

APPENDIX A: DISTRIBUTION OF CONNECTICUT SCHOOL SALARIES FOR FY 2023

The Connecticut Teachers Retirement System provided anonymized salary data for teachers and staff at public school employers for the fiscal year 2022-23 (inclusive of charter schools and regional districts). This histogram shows a distribution of those salaries across a range of break points. The majority (73%) of salaries earned in FY 2023 were between $60,000 and $120,000.

Number of CT School Staff in the Salary Bucket
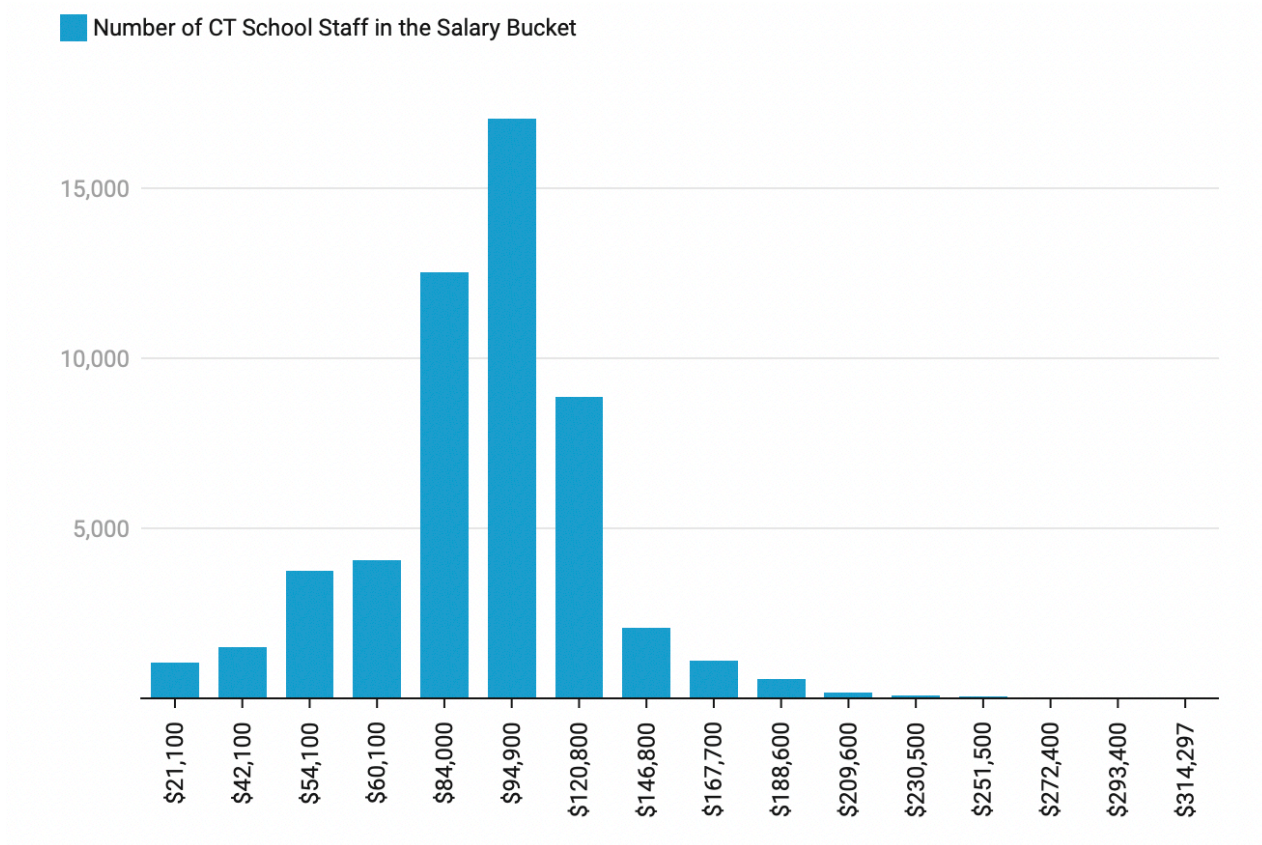
The dollar amounts along the horizontal axis represent an "up to" salary amount paid. For example, the first column is the total number of individuals who Connecticut Teachers Retirement System said earned up to $21,100. The second column is the number of individuals paid between $21,100 and $42,100. The highest salary paid to a public school employee in FY 2023 was $314,297.

APPENDIX B: 2023 PER PUPIL PENSION SUBSIDIES FOR DISTRICTS WITH LESS THAN 1,000 ENROLLED STUDENTS (EXCLUDING CHARTERS)

District	Student Enrollment	Per Pupil Pension Subsidy	% of Staff Paid $60,000 or Less	% of Staff Paid More Than $120,000	Ratio of $120k+ Staff Per 100 Students
Union	53	$4,022	60.00%	10.00%	1.89
Norfolk	66	$3,723	58.33%	8.33%	1.52
Hampton	67	$4,053	46.15%	0.00%	0
Canaan	72	$4,035	46.67%	0.00%	0
Colebrook	72	$4,276	23.08%	7.69%	1.39
Cornwall	94	$4,416	36.84%	5.26%	1.06
Scotland	97	$3,600	56.25%	0.00%	0
Sharon	97	$6,121	19.05%	4.76%	1.03
Hartland	116	$4,038	35.00%	5.00%	0.86
Chaplin	144	$3,968	26.09%	4.35%	0.69
Eastford	154	$3,122	21.05%	5.26%	0.65
Bozrah	170	$3,727	23.08%	3.85%	0.59
Franklin	187	$2,604	47.62%	4.76%	0.53
Deep River	192	$2,634	26.32%	5.26%	0.52
Kent	194	$3,403	24.00%	4.00%	0.52
Andover	197	$3,280	24.00%	4.00%	0.51
Barkhamsted	209	$2,708	39.13%	4.35%	0.48
Chester	222	$2,244	17.65%	5.88%	0.45
RSD 11	225	$3,326	44.12%	2.94%	0.44
North Canaan	238	$2,957	32.14%	3.57%	0.42
Voluntown	250	$3,057	25.81%	3.23%	0.4
Sherman	265	$5,118	2.50%	10.00%	1.51
Sprague	276	$2,267	51.72%	3.45%	0.36
Salisbury	296	$3,185	27.78%	2.78%	0.34
Essex	301	$2,474	11.54%	3.85%	0.33
Sterling	323	$2,840	40.00%	2.50%	0.31
RSD 1	326	$6,956	15.28%	11.11%	2.45
Ashford	368	$3,079	35.42%	4.17%	0.54
Pomfret	370	$2,808	21.95%	2.44%	0.27
Willington	398	$3,460	25.00%	3.57%	0.5
Salem	401	$2,872	22.73%	4.55%	0.5
Bethany	429	$2,487	44.90%	6.12%	0.7
Lisbon	437	$2,666	10.00%	2.50%	0.23
Preston	440	$3,229	6.25%	6.25%	0.68
New Hartford	443	$2,794	26.53%	4.08%	0.45
Average for Districts with Less Than 1,000 Students	**453**	**3456**	**25.6%**	**5.7%**	**0.75**
Marlborough	456	$3,342	4.35%	4.35%	0.44
Columbia	464	$3,572	10.71%	5.36%	0.65
Canterbury	474	$2,899	11.76%	7.84%	0.84
Winchester	606	$3,115	41.03%	3.85%	0.5
Westbrook	617	$4,575	18.10%	3.81%	0.65
Hebron	696	$3,132	16.00%	5.33%	0.57
Bolton	734	$3,408	24.73%	6.45%	0.82
RSD 4	751	$3,103	16.47%	4.71%	0.53
North Stonington	759	$3,187	23.66%	5.38%	0.66

Woodstock	774	$2,532	22.67%	5.33%	0.52
RSD 9	779	$4,522	8.42%	34.74%	4.24
RSD 12	804	$4,181	5.83%	7.77%	1
Litchfield	813	$3,847	10.58%	5.77%	0.74
Thomaston	820	$3,157	30.21%	7.29%	0.85
Redding	832	$4,305	14.02%	16.82%	2.16
Woodbridge	848	$3,029	16.09%	3.45%	0.35
RSD 6	853	$3,549	15.09%	6.60%	0.82
East Granby	864	$3,600	15.38%	7.69%	0.93
RSD 7	890	$3,386	20.75%	4.72%	0.56
Brooklyn	903	$2,660	27.47%	4.40%	0.44
Easton	903	$3,390	18.63%	5.88%	0.66
Thompson	927	$2,939	25.71%	4.76%	0.54
Lebanon	958	$3,280	22.50%	5.83%	0.73
East Haddam	990	$3,635	16.13%	5.65%	0.71

APPENDIX C: SHARE OF DISTRICT PER PUPIL PENSION SUBSIDY FOR STUDENTS BY SOCIOECONOMIC STATUS (2023)

District	Per Pupil Pension Subsidy	% of Per Pupil Pension Subsidy for FRPL Students	% of Per Pupil Pension Subsidy for Non-FRPL Students
New Beginnings*	$1,978	100.00%	0.00%
Jumoke*	$1,073	97.02%	2.98%
New London	$2,977	88.18%	11.82%
Booker T. Washington*	$1,672	82.24%	17.82%
Bridgeport	$2,325	80.65%	19.35%
Hartford	$2,793	78.88%	21.12%
Meriden	$2,412	77.11%	22.89%
Waterbury	$2,208	77.08%	22.92%
Amistad*	$1,262	76.70%	23.30%
New Britain	$2,945	76.13%	23.90%
Highville*	$1,161	75.11%	24.98%
New Haven	$2,648	74.66%	25.34%
Park City Prep*	$1,646	74.42%	25.58%
Achievement First Bridgeport*	$611	74.30%	25.70%
Windham	$2,860	74.20%	25.80%
The Bridge Academy*	$2,514	73.23%	26.77%
Norwich	$3,386	71.38%	28.62%
Interdistrict School for Arts and Comm*	$2,647	70.80%	29.17%
Capital Preparatory Harbor*	$1,133	70.26%	29.83%
Common Ground*	$2,644	69.02%	30.98%
Elm City*	$668	67.81%	32.34%
East Hartford	$3,122	67.14%	32.86%
Capitol Region Education Council	$3,450	66.06%	33.97%
Ansonia	$2,524	64.30%	35.66%
Winchester	$3,115	61.22%	38.78%
Torrington	$2,991	61.05%	38.95%
Side By Side*	$2,234	58.91%	41.09%
Explorations*	$3,325	58.08%	41.95%
Bloomfield	$3,269	58.00%	42.00%
Sprague	$2,267	57.96%	42.04%
Brass City*	$1,647	57.26%	42.81%
West Haven	$2,708	57.20%	42.80%
Plainfield	$2,673	55.97%	44.03%
Naugatuck	$2,589	55.85%	44.15%
Derby	$3,307	55.37%	44.66%
Integrated Day*	$2,009	54.85%	45.15%
Bristol	$2,815	53.78%	46.22%
Norwich Free Academy*	$2,868	53.28%	46.72%
Putnam	$2,627	53.25%	46.75%
East Haven	$2,875	52.90%	47.06%
East Windsor	$4,038	52.43%	47.57%
Vernon	$3,116	52.18%	47.82%
Stamford	$3,319	52.09%	47.91%
Manchester	$3,337	52.05%	47.95%

The Gilbert School*	$3,314	50.97%	49.03%
Stamford Charter School for Excellence*	$1,071	50.61%	49.39%
Norwalk	$3,554	50.45%	49.58%
Griswold	$2,639	50.40%	49.64%
Killingly	$2,378	50.17%	49.83%
Middletown	$3,354	49.76%	50.24%
Danbury	$2,535	48.28%	51.76%
Great Oaks*	$969	47.47%	52.63%
Achievement First Hartford*	$1,223	47.02%	53.07%
Stratford	$3,053	46.61%	53.39%
Plymouth	$3,117	46.33%	53.67%
Enfield	$3,103	46.12%	53.88%
Bozrah	$3,727	44.70%	55.30%
Groton	$3,371	44.59%	55.41%
Windsor Locks	$3,925	44.15%	55.85%
Seymour	$2,773	43.60%	56.40%
Thompson	$2,939	43.14%	56.86%
Montville	$3,196	42.55%	57.48%
Willington	$3,460	42.46%	57.54%
Plainville	$2,999	42.25%	57.75%
Hamden	$3,214	42.00%	58.03%
Odyssey Community School*	$2,316	41.45%	58.55%
Sharon	$6,121	41.24%	58.76%
Windsor	$3,488	41.03%	58.97%
Sterling	$2,840	40.56%	59.44%
Hampton	$4,053	40.29%	59.71%
Brooklyn	$2,660	38.76%	61.24%
Branford	$3,559	37.88%	62.12%
RSD 11	$3,326	37.34%	62.66%
New Milford	$2,940	36.12%	63.91%
Voluntown	$3,057	36.02%	64.02%
Thomaston	$3,157	35.86%	64.14%
Watertown	$2,903	35.79%	64.21%
Lisbon	$2,666	35.71%	64.29%
Clinton	$3,892	35.46%	64.52%
Deep River	$2,634	35.42%	64.58%
Ashford	$3,079	35.34%	64.66%
North Canaan	$2,957	34.87%	65.13%
Canaan	$4,035	34.72%	65.28%
Stafford	$3,170	34.04%	65.96%
Newington	$3,216	33.77%	66.23%
RSD 1	$6,956	32.82%	67.18%
Wallingford	$3,710	32.59%	67.41%
Shelton	$2,962	32.34%	67.62%
Canterbury	$2,899	31.22%	68.78%
Cornwall	$4,416	30.84%	69.13%
Eastford	$3,122	29.88%	70.15%
Waterford	$3,556	29.64%	70.36%
Wolcott	$3,034	29.56%	70.47%
Mansfield	$3,762	29.03%	70.97%
Bethel	$2,868	28.91%	71.09%

Lebanon	$3,280	28.38%	71.62%
Wethersfield	$2,962	28.29%	71.71%
Westbrook	$4,575	28.20%	71.80%
Milford	$3,646	28.09%	71.91%
Portland	$3,083	26.86%	73.14%
RSD 4	$3,103	26.78%	73.25%
Cromwell	$2,873	26.35%	73.65%
West Hartford	$3,275	26.11%	73.89%
East Haddam	$3,635	25.97%	74.03%
Pomfret	$2,808	25.68%	74.32%
RSD 19	$3,277	25.14%	74.86%
Kent	$3,403	24.74%	75.26%
Colchester	$3,126	24.57%	75.43%
Stonington	$3,355	24.32%	75.68%
Coventry	$2,903	24.15%	75.85%
RSD 6	$3,549	24.03%	75.97%
Old Saybrook	$4,281	24.01%	75.99%
Bolton	$3,408	23.97%	76.03%
RSD 7	$3,386	23.92%	76.08%
Southington	$2,768	23.92%	76.08%
Andover	$3,280	23.84%	76.13%
RSD 14	$3,456	23.76%	76.27%
North Haven	$3,045	23.65%	76.35%
Preston	$3,229	23.63%	76.37%
Columbia	$3,572	23.49%	76.51%
Ledyard	$2,920	23.36%	76.68%
East Lyme	$3,257	23.09%	76.94%
Berlin	$3,225	22.95%	77.09%
Essex	$2,474	22.92%	77.08%
North Branford	$3,337	22.69%	77.31%
Brookfield	$3,062	22.27%	77.73%
RSD 16	$2,971	21.95%	78.02%
RSD 12	$4,181	21.26%	78.74%
North Stonington	$3,187	20.55%	79.45%
Woodstock	$2,532	20.42%	79.58%
Salem	$2,872	19.71%	80.29%
Rocky Hill	$3,347	19.63%	80.34%
New Hartford	$2,794	19.40%	80.57%
East Hampton	$3,330	19.37%	80.63%
Barkhamsted	$2,708	19.13%	80.87%
Ellington	$2,964	18.56%	81.44%
Litchfield	$3,847	18.46%	81.54%
Greenwich	$4,375	18.33%	81.65%
Trumbull	$2,993	17.64%	82.33%
Salisbury	$3,185	17.58%	82.45%
Fairfield	$3,506	17.51%	82.49%
Franklin	$2,604	17.13%	82.87%
South Windsor	$3,054	16.93%	83.10%
New Fairfield	$3,460	16.79%	83.18%
Cheshire	$3,153	16.68%	83.32%
Suffield	$3,241	16.41%	83.59%
Hebron	$3,132	16.38%	83.62%

Hartland	$4,038	16.37%	83.63%
Farmington	$3,041	16.21%	83.76%
Marlborough	$3,342	16.01%	83.99%
RSD 13	$4,197	15.89%	84.11%
East Granby	$3,600	15.86%	84.14%
Tolland	$2,807	15.82%	84.18%
Granby	$2,963	15.69%	84.27%
Simsbury	$3,300	15.58%	84.39%
Canton	$2,927	14.59%	85.41%
Oxford	$2,829	14.39%	85.61%
RSD 8	$3,527	14.35%	85.65%
RSD 5	$3,535	14.26%	85.71%
RSD 10	$3,023	14.06%	85.91%
Woodbridge	$3,029	13.80%	86.20%
RSD 17	$3,178	13.62%	86.38%
RSD 15	$3,288	13.59%	86.41%
Newtown	$3,346	13.48%	86.52%
Glastonbury	$3,360	13.27%	86.73%
RSD 18	$3,736	13.20%	86.80%
Orange	$2,996	12.25%	87.75%
Guilford	$3,237	11.92%	88.08%
RSD 9	$4,522	11.54%	88.43%
Monroe	$3,251	11.53%	88.47%
Union	$4,022	11.31%	88.66%
Bethany	$2,487	11.18%	88.82%
Avon	$3,566	10.82%	89.18%
Redding	$4,305	8.78%	91.22%
Easton	$3,390	7.96%	92.04%
Ridgefield	$3,603	7.02%	92.98%
Somers	$3,192	6.17%	93.83%
Madison	$3,663	3.77%	96.23%
Westport	$4,009	2.37%	97.63%
Darien	$3,699	1.32%	98.68%
Chester	$2,244	0.00%	73.89%
Scotland	$3,600	0.00%	70.08%
Norfolk	$3,723	0.00%	60.62%
New Canaan	$3,854	0.00%	100.00%
Weston	$3,898	0.00%	98.82%
Wilton	$3,953	0.00%	93.17%
Chaplin	$3,968	0.00%	58.34%
Colebrook	$4,276	0.00%	63.89%
Sherman	$5,118	0.00%	97.36%
The Woodstock Academy*	$2,609	0.00%	95.09%

APPENDIX D: SHARE OF DISTRICT PER PUPIL PENSION SUBSIDY FOR STUDENTS BY STUDENTS OF COLOR AND WHITE STUDENTS (2023)

District	Per Pupil Pension Subsidy	% of Per Pupil Pension Subsidy for Students of Color	% of Per Pupil Pension Subsidy for White Students
Capital Preparatory Harbor*	$1,133	100.00%	0.00%
Highville*	$1,161	100.00%	0.00%
Achievement First Hartford*	$1,223	100.00%	0.00%
Booker T. Washington*	$1,672	100.00%	0.00%
New Beginnings*	$1,978	100.00%	0.00%
The Bridge Academy*	$2,514	100.00%	0.00%
Jumoke*	$1,073	99.07%	0.93%
Amistad*	$1,262	98.57%	1.35%
Achievement First Bridgeport*	$611	98.04%	1.96%
Great Oaks*	$969	96.70%	3.30%
Stamford Charter School for Excellence*	$1,071	96.27%	3.73%
Brass City*	$1,647	95.02%	4.98%
Park City Prep*	$1,646	94.35%	5.65%
Hartford	$2,793	93.05%	6.98%
Bloomfield	$3,269	91.22%	8.81%
Bridgeport	$2,325	91.10%	8.90%
Side By Side*	$2,234	89.84%	10.16%
East Hartford	$3,122	89.59%	10.44%
New Haven	$2,648	89.50%	10.50%
Waterbury	$2,208	88.86%	11.14%
Elm City*	$668	88.62%	11.53%
New London	$2,977	87.17%	12.83%
Interdistrict School for Arts and Comm*	$2,647	86.93%	13.03%
New Britain	$2,945	85.70%	14.30%
Capitol Region Education Council	$3,450	84.29%	15.71%
Common Ground*	$2,644	79.46%	20.54%
Windham	$2,860	79.02%	21.01%
Meriden	$2,412	78.15%	21.81%
Danbury	$2,535	77.48%	22.56%
Windsor	$3,488	77.47%	22.56%
Norwalk	$3,554	76.67%	23.35%
Ansonia	$2,524	74.64%	25.36%
Stamford	$3,319	73.64%	26.36%
West Haven	$2,708	73.41%	26.55%
Stratford	$3,053	72.45%	27.55%
Norwich	$3,386	72.15%	27.85%

Hamden	$3,214	71.56%	28.47%
Odyssey Community School*	$2,316	70.55%	29.45%
Manchester	$3,337	70.48%	29.55%
Derby	$3,307	68.97%	31.03%
Naugatuck	$2,589	57.32%	42.72%
Middletown	$3,354	56.29%	43.71%
Norwich Free Academy*	$2,868	53.35%	46.62%
Bristol	$2,815	53.32%	46.68%
South Windsor	$3,054	52.16%	47.84%
Integrated Day*	$2,009	51.87%	48.13%
Torrington	$2,991	51.76%	48.24%
Groton	$3,371	51.47%	48.53%
East Haven	$2,875	51.37%	48.63%
East Windsor	$4,038	50.59%	49.43%
Vernon	$3,116	48.59%	51.41%
Rocky Hill	$3,347	48.46%	51.54%
Farmington	$3,041	46.70%	53.27%
Newington	$3,216	46.46%	53.54%
West Hartford	$3,275	45.34%	54.66%
Windsor Locks	$3,925	43.26%	56.74%
Bethel	$2,868	42.02%	57.98%
Shelton	$2,962	40.68%	59.28%
Greenwich	$4,375	39.82%	60.18%
Montville	$3,196	39.27%	60.73%
Trumbull	$2,993	38.62%	61.38%
Enfield	$3,103	37.06%	62.94%
Plainville	$2,999	36.91%	63.09%
Avon	$3,566	36.68%	63.32%
Sprague	$2,267	35.55%	64.45%
Wethersfield	$2,962	35.38%	64.62%
Glastonbury	$3,360	35.24%	64.76%
Milford	$3,646	33.57%	66.43%
Seymour	$2,773	33.39%	66.57%
Mansfield	$3,762	33.09%	66.91%
RSD 10	$3,023	32.45%	67.52%
Woodbridge	$3,029	32.25%	67.75%
New Milford	$2,940	32.24%	67.76%
The Gilbert School*	$3,314	31.96%	68.04%
Branford	$3,559	31.55%	68.45%
Wallingford	$3,710	31.32%	68.68%
Cromwell	$2,873	31.08%	68.92%
Westbrook	$4,575	29.68%	70.32%
Ledyard	$2,920	29.42%	70.62%
North Haven	$3,045	28.93%	71.10%
Simsbury	$3,300	28.73%	71.27%
RSD 5	$3,535	28.54%	71.43%

Monroe	$3,251	28.36%	71.64%
Portland	$3,083	28.15%	71.85%
Waterford	$3,556	27.92%	72.08%
Orange	$2,996	27.84%	72.16%
Clinton	$3,892	27.80%	72.20%
Fairfield	$3,506	27.38%	72.62%
Brookfield	$3,062	27.14%	72.86%
East Lyme	$3,257	26.59%	73.41%
East Granby	$3,600	25.64%	74.36%
Griswold	$2,639	25.46%	74.57%
Wolcott	$3,034	25.05%	74.95%
Cheshire	$3,153	24.99%	75.01%
Wilton	$3,953	24.97%	75.03%
Ellington	$2,964	24.39%	75.57%
New Fairfield	$3,460	23.87%	76.13%
Southington	$2,768	23.84%	76.12%
RSD 19	$3,277	23.62%	76.38%
Bozrah	$3,727	23.34%	76.66%
Bolton	$3,408	22.62%	77.38%
Weston	$3,898	22.55%	77.45%
Killingly	$2,378	22.41%	77.59%
Plymouth	$3,117	22.04%	77.93%
Westport	$4,009	22.03%	77.97%
Berlin	$3,225	21.92%	78.08%
Old Saybrook	$4,281	21.07%	78.93%
Ridgefield	$3,603	20.90%	79.10%
Easton	$3,390	20.68%	79.32%
Winchester	$3,115	20.67%	79.33%
Watertown	$2,903	20.25%	79.75%
Lisbon	$2,666	20.14%	79.86%
Redding	$4,305	20.14%	79.86%
Salisbury	$3,185	19.94%	80.06%
Sterling	$2,840	19.93%	80.07%
Guilford	$3,237	19.86%	80.17%
New Canaan	$3,854	19.85%	80.15%
Bethany	$2,487	19.70%	80.30%
Tolland	$2,807	19.27%	80.73%
Brooklyn	$2,660	19.25%	80.79%
RSD 1	$6,956	18.63%	81.37%
North Canaan	$2,957	18.60%	81.40%
RSD 15	$3,288	18.58%	81.42%
Darien	$3,699	18.57%	81.43%
Suffield	$3,241	18.54%	81.49%
Plainfield	$2,673	18.52%	81.48%
Putnam	$2,627	18.46%	81.58%
Thomaston	$3,157	18.18%	81.85%
Newtown	$3,346	18.11%	81.92%

RSD 9	$4,522	18.09%	81.89%
Colchester	$3,126	17.88%	82.12%
Canton	$2,927	17.83%	82.17%
Franklin	$2,604	17.32%	82.68%
Ashford	$3,079	17.12%	82.88%
Oxford	$2,829	16.90%	83.10%
Stonington	$3,355	16.39%	83.61%
Explorations*	$3,325	16.27%	83.73%
RSD 14	$3,456	16.20%	83.83%
Preston	$3,229	16.17%	83.83%
RSD 16	$2,971	16.02%	83.98%
Willington	$3,460	15.61%	84.39%
The Woodstock Academy*	$2,609	15.48%	84.48%
Kent	$3,403	15.34%	84.66%
RSD 12	$4,181	15.21%	84.79%
Salem	$2,872	15.18%	84.82%
Madison	$3,663	15.10%	84.90%
Granby	$2,963	15.05%	84.95%
Sherman	$5,118	14.79%	85.21%
Columbia	$3,572	14.70%	85.33%
Cornwall	$4,416	14.29%	85.71%
RSD 4	$3,103	13.99%	86.01%
RSD 18	$3,736	13.81%	86.19%
Chaplin	$3,968	13.76%	86.24%
Coventry	$2,903	13.57%	86.43%
North Branford	$3,337	13.49%	86.48%
Marlborough	$3,342	13.41%	86.59%
Thompson	$2,939	13.37%	86.63%
Stafford	$3,170	13.19%	86.81%
Canterbury	$2,899	13.18%	86.86%
Andover	$3,280	13.17%	86.83%
East Haddam	$3,635	13.12%	86.88%
East Hampton	$3,330	13.06%	86.94%
RSD 8	$3,527	12.82%	87.21%
Essex	$2,474	12.69%	87.31%
Lebanon	$3,280	12.59%	87.44%
RSD 13	$4,197	12.39%	87.61%
Deep River	$2,634	12.03%	88.00%
Litchfield	$3,847	12.01%	87.99%
Woodstock	$2,532	10.70%	89.26%
North Stonington	$3,187	10.23%	89.77%
Somers	$3,192	10.03%	89.97%
RSD 6	$3,549	10.00%	90.00%
Hebron	$3,132	9.83%	90.17%
Hampton	$4,053	9.67%	90.33%
RSD 17	$3,178	9.35%	90.62%

Hartland	$4,038	9.34%	90.66%
Eastford	$3,122	9.22%	90.78%
RSD 11	$3,326	7.94%	92.06%
New Hartford	$2,794	7.91%	92.05%
RSD 7	$3,386	7.24%	92.76%
Sharon	$6,121	6.60%	93.40%
Chester	$2,244	6.11%	93.89%
Barkhamsted	$2,708	6.02%	93.98%
Voluntown	$3,057	5.04%	94.96%
Pomfret	$2,808	3.10%	96.90%
Scotland	$3,600	0.00%	100.00%
Norfolk	$3,723	0.00%	100.00%
Union	$4,022	0.00%	0.00%
Canaan	$4,035	0.00%	100.00%
Colebrook	$4,276	0.00%	100.00%

*Charter School

APPENDIX E: PER PUPIL PENSION SUBSIDY (PPPS) IN THE HIGHEST AND LOWEST PERFORMING PUBLIC SCHOOL DISTRICTS

Districts in the Top Performance Quartile	PPPS 2023	NextGen Score	Districts in the Bottom Performance Quartile	PPPS 2023	NextGen Score
Stonington	$3,355	77.77	Norfolk	$3,723	47.65
East Granby	$3,600	77.82	Highville*	$1,161	47.78
North Branford	$3,337	77.84	New Beginnings*	$1,978	48.41
Newtown	$3,346	78.10	Jumoke*	$1,073	50.32
Bethel	$2,868	78.35	Norwich	$3,386	50.74
RSD 7	$3,386	78.52	Sprague	$2,267	51.55
Coventry	$2,903	78.89	Great Oaks*	$969	54.45
RSD 13	$4,197	78.92	Explorations*	$3,325	54.53
Avon	$3,566	78.95	Sterling	$2,840	55.53
Easton	$3,390	79.02	New Britain	$2,945	56.01
Fairfield	$3,506	79.26	Bridgeport	$2,325	56.67
RSD 14	$3,456	79.66	New London	$2,977	57.14
Somers	$3,192	79.70	Hartford	$2,793	57.16
Bozrah	$3,727	79.77	Winchester	$3,115	57.42
Ellington	$2,964	80.04	Brass City*	$1,647	57.45
Rocky Hill	$3,347	80.18	New Haven	$2,648	57.57
Brookfield	$3,062	80.29	Common Ground*	$2,644	58.74
Tolland	$2,807	80.33	Hampton	$4,053	58.99
Simsbury	$3,300	80.40	Waterbury	$2,208	59.17
RSD 10	$3,023	80.40	Achievement First Hartford*	$1,223	59.40
Monroe	$3,251	80.48	Booker T. Washington*	$1,672	59.83
South Windsor	$3,054	80.50	Manchester	$3,337	60.63
RSD 16	$2,971	80.68	Windham	$2,860	60.72
Westport	$4,009	80.71	The Gilbert School*	$3,314	61.08
East Lyme	$3,257	80.75	Derby	$3,307	61.63
RSD 17	$3,178	80.97	Norwich Free Academy*	$2,868	61.74
RSD 5	$3,535	81.15	Salem	$2,872	62.24
Glastonbury	$3,360	81.20	Ansonia	$2,524	62.53
Westbrook	$4,575	81.51	Brooklyn	$2,660	62.75
Granby	$2,963	81.62	Ashford	$3,079	62.83
RSD 18	$3,736	81.69	Scotland	$3,600	62.92
Woodbridge	$3,029	82.16	Union	$4,022	62.95
Bethany	$2,487	82.36	Elm City (College Prep & Montessori)*	$668	62.98
Guilford	$3,237	82.41	The Bridge Academy*	$2,514	63.35
Greenwich	$4,375	82.47	RSD 11	$3,326	63.95
Litchfield	$3,847	82.51	Capitol Region Education Council	$3,450	63.99
Ridgefield	$3,603	82.65	Killingly	$2,378	64.08
Cheshire	$3,153	82.81	Thompson	$2,939	64.42
Colebrook	$4,276	83.51	Stamford	$3,319	64.67

|					
Farmington	$3,041	84.49	Naugatuck	$2,589	64.70
Wilton	$3,953	85.10	Putnam	$2,627	64.81
Trumbull	$2,993	85.17	Middletown	$3,354	64.91
Darien	$3,699	85.50	East Windsor	$4,038	65.16
RSD 9	$4,522	85.65	Amistad*	$1,262	65.40
Weston	$3,898	85.75	Interdistrict School for Arts and Comm*	$2,647	65.52
Hartland	$4,038	86.42	Stratford	$3,053	65.95
New Canaan	$3,854	86.90	Deep River	$2,634	65.99
Madison	$3,663	86.96	Torrington	$2,991	66.11
Average in Top Performance Quartile	**$3,456.02**	**81.42**	**Average in Bottom Performance Quartile**	**$2,691.75**	**59.89**

*Charter School

APPENDIX F: DISTRIBUTION OF NEXTGEN SCORES IN CONNECTICUT

The histogram below displays the distribution of NextGen Scores in Connecticut in 2023. Although school performance is from a 0 to 100 scale, all schools scored between 47 and 87 in 2023. While there was a relatively normal distribution of scores, there was also a large concentration in the 60s and 70s.

The table beneath the histogram shows the average Per Pupil Pension Subsidy when breaking the NextGen scores down into quartiles. In an equitable system there wouldn't be any meaningful distribution in subsidy dollars for these quartiles.

FIGURE E1: DISTRIBUTION OF NEXTGEN ACADEMIC PERFORMANCE SCORES FOR CONNECTICUT SCHOOLS
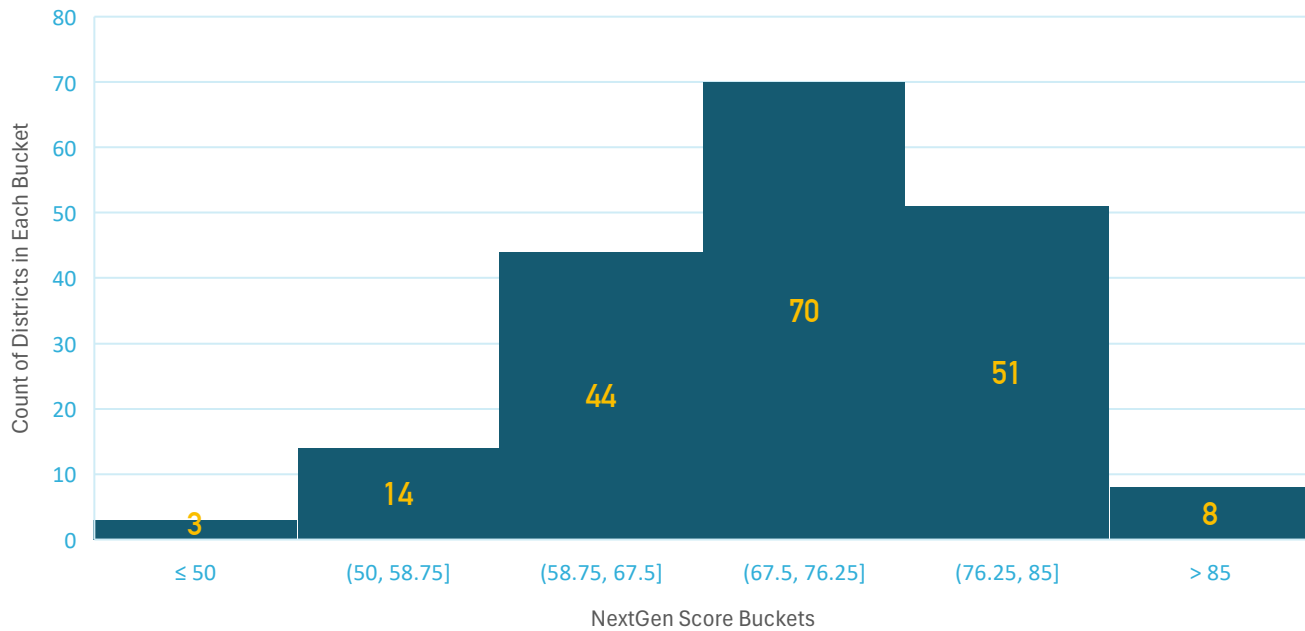
Quartile	NextGen Score Distribution	Average PPPS	Share of Total Subsidy Dollars
1 (Lowest Performing)	47.0-66.15	$2,692	30.1%
2	66.15-72.69	$3,140	22.5%
3	72.69-77.77	$3,184	17.7%
4 (Highest Performing)	77.77-87.0	$3,456	29.7%