

TOTOKET HISTORICAL SOCIETY, INC.

THE COST OF TOWN GOVERNMENT

IN

NORTH BRANFORD

1894 - 1993

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REVENUE/EXPENDITURE TRENDS
NORTH BRANFORD
1870 - 1993

	1870	1894	1900	1920	1940	1960	1980	1993
	\$	\$	\$	\$	\$	\$	\$	\$
REVENUES								
LOCAL TAXES	7,846	4,649	4,993	18,510	54,349	710,907	5,609,436	14,891
LICENSES	38	147	68	173	708	4,229	44,204	104
FED/STATE GRANTS	401	429	2,025	3,316	23,338	231,642	1,793,623	6,964
INTEREST	206	104	20	376	270	162	233,542	207
SERVICES	0	0	0	0	0	3,422	37,766	117
OTHER	0	76	358	142	2,275	8,478	11,621	61
TOTAL	8,491	5,405	7,464	22,517	80,940	958,840	7,730,194	22,345
EXPENDITURES								
GOV. OPERATIONS	287	408	722	1,057	4,424	65,170	695,110	846
PUBLIC SAFETY	0	0	0	32	1,916	29,011	530,122	1,556
PUBLIC WORKS	2,261	2,303	4,857	6,352	17,742	148,171	339,358	1,492
STATE TAXES	1,431	154	162	1,496	3,495	3,164	0	0
RECREATION	0	0	0	0	-999	4,800	88,121	518
HEALTH & WELFARE	1,068	702	359	333	7,152	12,379	176,298	167
DEVEL./CONSERV.	0	0	0	0	0	0	0	211
EDUCATION	1,573	2,020	2,623	9,660	36,434	544,537	4,809,256	14,092
DEBT SERVICE	367	37	93	1,426	1,875	46,237	137,776	1,353
CAPITAL IMPROV.	0	0	0	0	5,063	17,176	0	106
OTHER	389	170	138	2,805	1,101	12,527	277,289	1,447
TOTAL	7,376	5,794	8,954	23,161	80,201	883,172	7,053,330	21,788
SURPLUS/(DEFICIT)	1,115	(389)	(1,490)	(644)	739	75,668	666,861	557
INFLATION FACTOR								
- CPI	11	16	17	7	10	4.7	1.6	1
- LABOR COST	18	24	24	18	12	3.6	1.1	1
EXPEND IN '93\$	132,768	139,056	214,896	416,898	802,010	4,150,908	11,301,285	21,788,000
POPULATION	1,035	820	814	1,110	1,439	6,771	11,500e	13,350
EXPEND PER CAP.								
IN CURRENT \$	\$7	\$7	\$11	\$21	\$56	\$130	\$614	\$1,632
IN '93 \$	\$128	\$170	\$264	\$376	\$557	\$613	\$982	\$1,632
COST OF LABOR, \$/D	\$2.00	\$1.50	\$1.50	\$2.00	\$3.00	\$10.00	\$32.00	\$36.00

1.
THE COST OF TOWN GOVERNMENT

INTRODUCTION:

The Totoket Historical Society is fortunate to have in its collection several manuscript ledgers detailing the cost of town government back to the early 1800's. These include records of the two School Societies and of the town Treasurer and Selectmen. The oldest of these dates from 1818. There is also an almost complete set of published town Annual Reports starting in 1870

These documents provide us not only a clear record of the developing cost of government but also an understanding of the changing nature of government itself. We can see the growing complexity of government and the shifts that have taken place in the priorities which control the allocation of funds. Nowhere is this more obvious than in the field of education where the changes in the nature of our schools and in the scope of education have been truly revolutionary.

The objective of this paper is to show the trends in the cost of town government over the last 100 years and to try to explain why costs have increased so dramatically, assigning quantitative values to the several causes. The primary sources of cost data are the records mentioned above, corroborated and amplified by other published sources from the period. The interval chosen is 1894 to 1993 because we have complete data for this period and because it makes a nice round 100 years. In many areas the data can be extended back to 1870 or even earlier and this is sometimes done where it seems to offer a clearer picture.

THE COST OF TOWN GOVERNMENT
Table 1
 COMPARISON OF REVENUES/EXPENDITURES
 1894 vs 1993

	1894			1993	
	\$	%		\$	%
REVENUES:					
LOCAL TAX	4,649	86.1	LOCAL TAX	14,891,155	66.6
DOG LIC.	147	2.6	LICENCES	104,855	0.5
STATE AID	429	7.9	STATE/FED AID	6,963,~B3	31.2
INTEREST	104	1.9	INTEREST	207,900	0.9
OTHER	76	1.4	OTHER	60,700	0.2
TOTAL	5,405		TOTAL	22,345,266	
EXPENDITURES					
GOV. OPER.	40B	6.9	GOV. OPER.	846,139	3.9
PAUPERS	702	12.1	HEALTH/WELFARE	167,382	0.8
ROADS/BRIDGES	2,303	39.B	PUBLIC SAFETY	1,555,763	7.1
STATE ASSESS	154	2.6	PUBLIC WORKS	1,492,308	6.8
EDUCATION	2,020	34.9	CULTURE/REC.	527,955	2.4
DEBT SERVICE	37	0.6	DEV./CONSERV.	210,775	1.0
OTHER	170	2.9	EDUCATION	14,091,850	64.7
TOTAL	5,794		BENEFITS/INS.	1,446,901	6.6
SURPLUS/	(389)	7.2	DEBT SERVICE	1,353,057	6.2
			CAPITAL IMP.	106,040	0.5
			TOTAL	21,788,170	
				557,096	2.5

THE INCREASED COST OF GOVERNMENT:

Table 1, on the facing page, gives a summary of operating Revenues and Expenditures for the two years, 1894 and 1993. In 1894 the total cost of town government was \$5,794 while last year, 1993, the cost had risen to \$21,788,170. These are the Operating Costs or the Expense Budget. The Capital Budget is excluded but the cost of debt service for Capital borrowing is included.

Looking first at Revenues, the town took in \$5,405 in 1894 with 86% coming from local taxes. Roughly 8% came from State aid which was mostly allocated to the schools as we will see later. Dog Licences and Interest on Town funds provided small sums. Revenues in 1894 were down sharply from previous years. In 1836, Revenues were \$9,500 and in 1870 \$8,500. 1894 was near the bottom of a long period of economic contraction which started about 1870 and was marked by falling wages and prices and by declining value of land. In North Branford the situation was aggravated by a decline in population as marginal land was abandoned and uneconomic factories closed. This situation persisted with little improvement until the start of WWI in 1914.

Last year Revenues exceeded \$22 million with 2/3 coming from local taxes and roughly 1/3 coming from State and Federal aid.

Expenditures in 1894 totaled \$5,794. The scope of Town Government was limited to three main functions:

- Aid to Paupers
- Roads and Bridges
- Schools

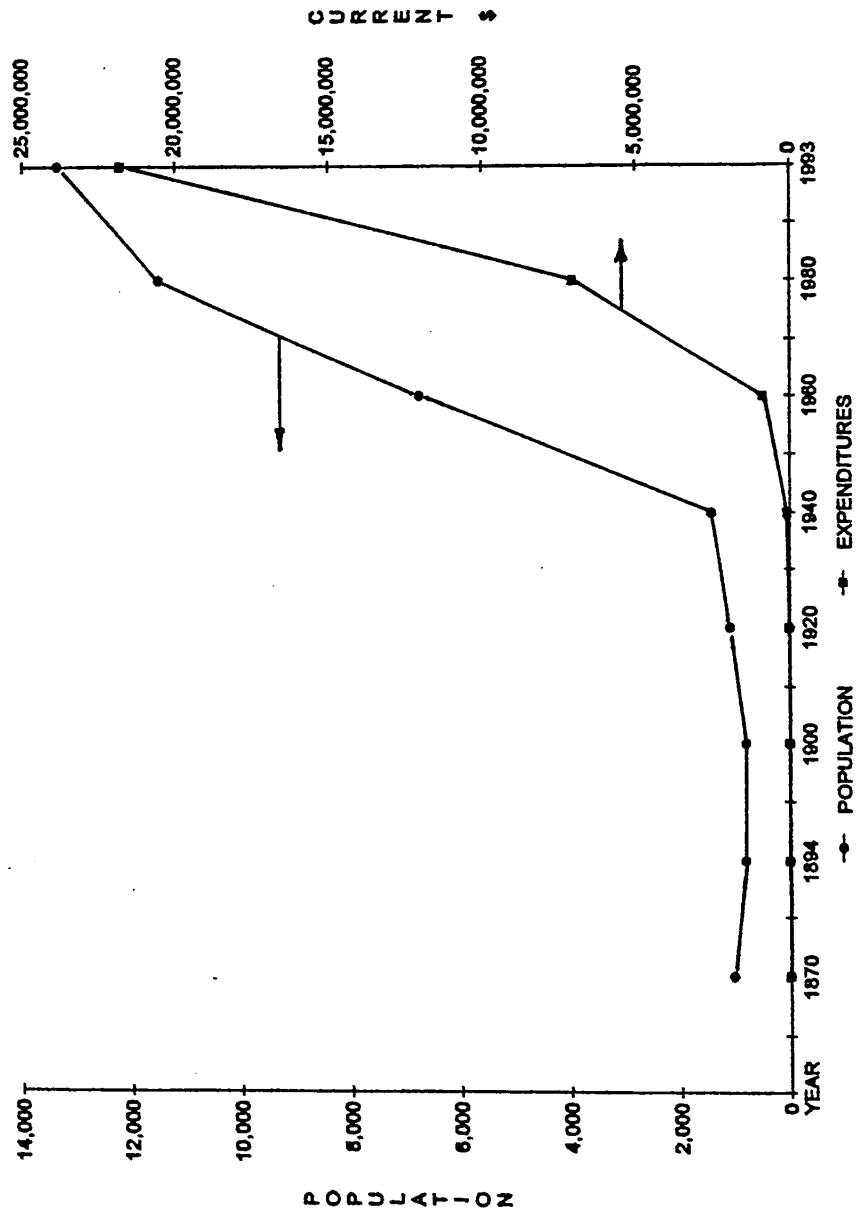
While expenditures for the three categories were always presented in that order, the largest category at the turn of the century was 'Roads and Bridges' with 'Schools' a close second. The cost of running the town government consumed about 7% of the budget. In that year there was a budget deficit of \$389 or 7%. This was covered through local borrowing by the Selectmen. This is in contrast to 1870, just before the crash, when the town had a budget surplus of \$1,115 or 13%.

In 1993, expenditures had risen to \$21,188,170. While the three basic functions of the previous century still exist, albeit with some changes in nomenclature, several new budget categories have been added. Education has become, by far, the largest Budget category consuming 65% of the total budget. Public Safety, which did not exist 100 years ago, has become the second largest budget category just edging out Public Works which is the modern equivalent to the Roads and Bridges of 1894. The cost of running the Government consumes about 4% of the budget. The town showed a budget surplus last year of 5577,096 or 2.5%.

In Viewing these two budgets, side by side, one is struck first and foremost by the enormous increase in cost that has occurred. Almost immediately the question comes to mind "How did this happen?". While this is a highly charged issue in today's political climate, it is an important historical and economic question and merits a serious non- political answer. That is the purpose of this paper; to attempt to trace the causes of the increase in the cost of town government in North Branford and, if possible, to assign a quantitative value to each of the causes. This will be done through an analysis of the primary cost data mentioned above.

It is commonly accepted that the two most obvious causes of increased cost in North Branford (and everywhere else) during this period were Population Increase and Inflation. A third factor which became very obvious during the analysis of the cost data was the changing scope and nature of town government. In the following pages each of these factors will be analyzed and discussed in order to determine how much of the increased cost of government can be assigned to each.

FIG 1
POPULATION/EXPENDITURE TRENDS



THE POPULATION EFFECT:

The effect of population on the cost of local government is perhaps the easiest to define, If we accept the simplifying assumption that costs are directly proportional to population. On that basis, if population doubles then the cost of government should also double.

Since we have reliable population and cost data back to the beginning of the last century, it is simple to prepare the graphs shown in Figure 1 on the facing page. In 1870 the population of North Branford was about 1,000 and had been stable at that level since 1830. Population then started to decline, reaching a minimum of 814 people in 1900. The timing of this decline is not consistent with the accepted theory that the decline of population in New England was due to the departure of Civil War veterans to more fertile lands in the west. In North Branford's case the decline was not significant until 1880, fifteen years after the end of the war. The emigration seems more likely to have been due to the falling value of land and crop prices which made New England farms uncompetitive and the closing of local industry powered by water mills in the face of more efficient steam powered competition. The failure of North Branford to attract a rail connection was also a factor in the decline.

Population began to recover in 1910 and again reached the 1,000 level in 1920. It now seems amazing that the population of North Branford was so stable for so long. For over 100 years, from 1830 until the start of WWII the population stayed at around 1,000 people, give or take a few hundred. This makes the later growth in population all the more dramatic. Starting in 1950 the population tripled in only 10 years and almost doubled again in the following 10 years. In these 20 years, from 1950 to 1970 the population rose from 2,000 to almost 11,000. Since then the rate of growth has slowed but not stopped, with the current population of 13,350. Managing the town finances under such conditions of explosive growth is a daunting task.

The cost of Town Government shows a very similar pattern of growth. Indeed the level of cost was miniscule by today's standards until about 1940. The expenditure budget did not cross the \$100,000 level until 1942 and the million dollar line until 1962. The great similarity of the curves argues for a very close relationship between population and cost, which comes as no surprise. However, there is one disturbing feature in these curves that implies that something else is also at work. You will note that there is a lag between the two curves, that is, the rise in population leads the rise in costs very substantially. Starting about 1950, the cost curve is displaced from the population curve by about 20 years. Some time lag between rising population and rising cost is to be expected but the lag in this case seems excessive even for a conservative approach to government. The date of 1950 gives us a strong hint that the other factor at work is indeed INFLATION.

THE IMPACT OF INFLATION:

Determining the impact of inflation over such a long period is far more difficult than fixing the impact of population. A person in 1993 is still the same as a person in 1894. Unfortunately, the same cannot be said for a dollar. A dollar is not a dollar is not a dollar.

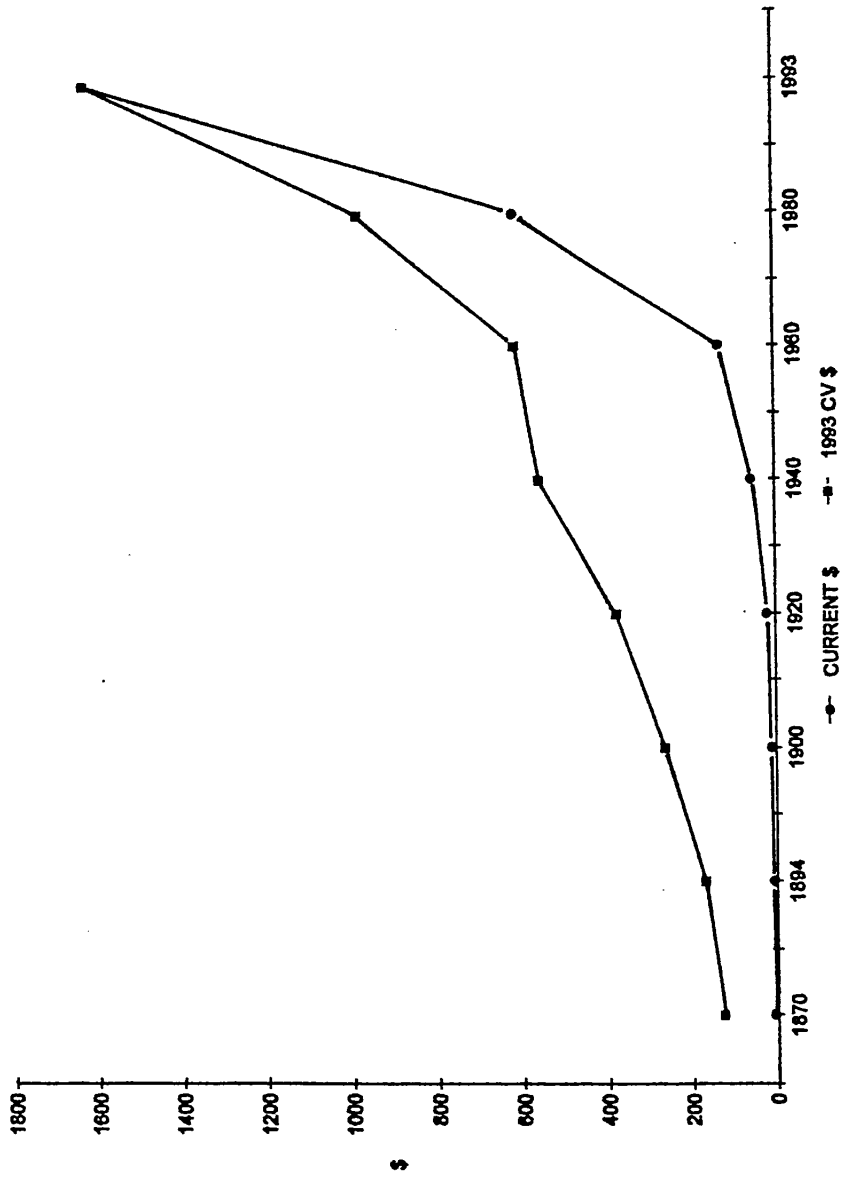
To begin the analysis of inflation, we have to introduce two kinds of dollars, Current Dollars and Constant Value (CV) Dollars. A current Dollar represents the value of that Dollar in the year it was spent, with no correction for inflation. All the costs shown in Figure 1 are Current Dollars. The costs shown for 1894 are those from the 1894 Annual Report while those for 1993 are those from the 1993 Annual Report.

Constant Value Dollars have been corrected for inflation. For that reason a reference year must be shown for Constant Value Dollars. For this report the year 1993 has been chosen and this is indicated by the term 1993 CVS. This means that costs for years prior to 1993 have been adjusted for inflation so that they have a purchasing power equal to that of the 1993 dollar.

The theory is simple and clear. The practice of determining the inflation factor for each year is not so simple and is certainly not very accurate. The problem arises from the fact that each item has its own inflation rate. The cost of an acre of land has risen at a different rate from that of a bushel of wheat or from the cost of a nail. For that reason, the Consumer Price Index, (CPI that the Commerce Department calculates each month is based on a "basket of goods and services" which attempts to average out these differences. In an interesting book entitled "Historical Statistics of the United States" the Commerce Department carries the CPI back to the year 1810. In theory, this gives us a tool for correcting town government costs for the effect of inflation. The results of this are shown in Appendix A under the heading CPI Inflation Factor. For example, the factor for 1894 by this measure would be 16. That is, the costs for 1894 must be multiplied by 16 to make them equivalent to today's costs. However, there is a strong warning attached to the CPI in the Historical Statistics, which is that the index is primarily applicable to Manufacturing workers living in cities. This was certainly not the case for North Branford in 1894 and so we must view the CPI with some suspicion.

There is another measure of inflation which is available to us. That is the value of a day's labor. From the Treasurer's ledgers we know exactly what was paid for a day's casual labor for each year. This has the advantage of being specific to North Branford. In 1894, the town paid \$1.50/day for casual labor on the roads. For the equivalent cost of temporary, unskilled labor today, the Minimum Wage plus \$.25/hour has been used, that is, \$4.50/hour or \$36/day. This gives a labor inflation rate of 24 for 1894 vs the factor of 16 from the CPI. Both Inflation factors are shown in Appendix A. Thus we can say that the Inflation Factor for 1894 was in the range of 16-24.

FIG 2
PER CAPITA EXPENDITURES
IN CURRENT \$ & 1983 CV \$



Looking at the results of the two methods of calculating inflation (Appendix A) it appears that the labor cost ratio gives a more consistent result in the early years while both methods give similar results starting in 1940. This seems reasonable as North Branford was a low wage, agricultural community in its early days. The transition away from farming to that of a suburban community became clear by 1940. For that reason, corrections for inflation in this paper have been based on labor costs until 1940 and on the CPI after that date.

The effect of applying an inflation factor to costs can be seen in Figure 2. This figure traces Per Capita Expenditures in both Current \$ and in 1993 Constant Value (CV) \$ from 1870 to the present. By definition the two curves become one in 1993 because 1993 Current \$ are the same as 1993 CVS.

The lower curve shows the Current \$ costs, starting with an almost insignificant \$7/Capita in 1870 and rising to \$1,632 last year. Correcting these figures for inflation gives us the upper curve with \$128/Capita in 1870 and \$1,632 last year. Correcting the curve for inflation has flattened it somewhat but there is still a very sharp rise in costs, especially after 1960. It is important to stress that the 1993 CVS curve corrects costs both for population growth (since it shows costs on a per capita basis) and for inflation. **If population growth and inflation were the only two factors affecting the cost of town government, this curve would be essentially flat! The continued sharp increase in the per capita costs shows that there exists some other major cost factor.**

THE CHANGING NATURE AND SCOPE OF GOVERNMENT:

The other factor which has increased costs is the changing nature and scope of Town Government. Under a variety of pressures, the citizens of the town have repeatedly called on the Town Government to expand the scope of its activities. On the other hand, at the turn of the century, the State and Federal Governments began to assume responsibility for some functions that had previously been solely the province of Town Government. The evidence of these two trends is clearly visible in the cost data which form the basis for this study.

Some indication of the shifting roles of government can be seen in Table 2, which shows the percentage of the Town's expenditure budget allocated to the principal budget categories. While this does not address the growth in total expenditures, it clearly shows the shifting priorities which have driven the growth in spending.

As mentioned earlier, in 1894 there were really only three areas of government activity; Roads and Bridges, Schools and Aid to the Poor. These three functions consumed 87% of the total budget with the remainder divided among 4 minor categories, including the cost of operating the government.

Table 2
 PERCENT OF BUDGET
 SPENT ON

YEAR	PUBLIC	HEALTH & PUBLIC			STATE	GOV
	WORKS	SCHOOLS	WELFARE	SAFETY	TAXES	OPER
1894	40	35	12	0	3	7
1900	54	29	4	0	2	8
1920	27	42	1	0	7	5
1940	22	45	9	2	4	6
1960	17	62	1	3	1	7
1980	5	68	3	8	0	10 *
1993	7	65	1	7	0	4

* INCLUDES INSURANCE

Roads and Bridges, now called Public Works, was the most important budget category in 1894, consuming 40% of the budget. By the turn of the century this had risen to 54% before starting a steady decline that has continued to the present. In 1993, Public Works consumed only 7% of the Budget. Clearly, a major portion of this apparent decline is due to the growing role of the State and Federal governments in the field of highway construction and maintenance. However, there is concern that budget pressures have forced "infrastructure" expenditures below a prudent level.

Education has always been a major responsibility of town Government. In 1894, it took 35% of the budget. Twenty years later, Education passed Public Works as the largest Budget category and has continued to grow both in absolute and relative terms ever since. For the last 40 years, it has been the dominant responsibility of Town Government. To understand how rapidly the education budget has grown, one need only note that last year's education budget of 514 million was twice as large as the total town budget, including education, in 1980. This function is so large and so important that a separate analysis of the Cost of Education will be found later in this paper.

Aid to the Poor, now included under Health & Welfare, was a much larger budget function 100 years ago than it is today, consuming 12% of the budget. In fact, the town was then the only public source of this aid and there was a long standing tradition that the town would provide the essentials of life for the indigent. The old ledgers contain considerable detail on how this was administered.

By the turn of the century, this category had declined to only 4% of budget and fell further to 1% by 1920. The reasons for this decline are not clear but this was a period of austerity with persistent budget deficits. There was a brief upturn in Welfare expenditures during the Great Depression but they quickly sank to low levels in the Post-WWII period. Now, the total for Health & Welfare consumes barely 1% of the town budget. However, the State and Federal governments have now taken over the bulk of the responsibility for aid to the poor and this category is a major item in their budgets.

Perhaps the most surprising change in the scope of Town government relates to the function of Public Safety. Today, this is considered a basic need and an area of great concern to the citizens of the town. Yet, there were no recorded expenditures for Public Safety until 1931. In 1894, there was no Police Department, no permanent Constables and no organized Fire department. The first law enforcement expenditures were in 1931 and were to pay for the part-time services of a Constable. About the same time there were some small expenditures to pay for firefighting equipment. These expenditures reached 2% of budget by 1940 and have continued to grow ever since. Public Safety is now the second largest budget category, just edging out Public Works.

THE COST OF TOWN GOVERNMENT
TABLE 3

MAJOR CHANGES IN THE SCOPE OF TOWN GOVERNMENT 1894 -
1994

REDUCTIONS IN SCOPE:

- * PRIME RESPONSIBILITY FOR AID TO THE POOR TAKEN OVER BY STATE AND FEDERAL GOVERNMENTS.
- * MAJOR ROADS NOW STATE HIGHWAYS, MAINTAINED BY STATE.
- * ELIMINATION OF STATE ASSESSMENTS ON TOWN BUDGET.

INCREASES IN SCOPE:

- * COMPREHENSIVE EDUCATION THROUGH HIGH SCHOOL HAS BECOME THE DOMINANT FUNCTION OF TOWN GOVERNMENT
- * FULL-TIME, PAID, PROFESSIONAL POLICE DEPARTMENT ESTABLISHED, ALSO VOLUNTEER FIRE DEPARTMENT.
- * TOWN EMPLOYEES RECEIVE HEALTH INSURANCE AND OLD-AGE PENSIONS.
- * THE TOWN PROVIDES SEWAGE HANDLING AND TRASH REMOVAL SERVICES TO RESIDENTS.
- * CULTURAL AND RECREATIONAL FACILITIES ARE SUPPORTED BY THE TOWN.
- * THE TOWN CARRIES OUT EXTENSIVE STATE/FEDERAL MANDATES IN AREAS OF:
 - HEALTH AND WELFARE
 - EDUCATION
 - ENVIRONMENTAL PROTECTION
 - HANDICAPPED ACCESS
- * REDUCED IMMUNITY TO LAWSUITS INCREASES COST OF INSURANCE AND LEGAL SERVICES.

Roughly 1/3 of total Town Revenues now come from State and Federal Aid. It was not always so. In 1894, the State levied assessments on each town to pay for its own operations. The largest of these was the maintenance of a State Militia. State drafts on the Town budget gradually declined as the State developed its own sources of Revenue. For the last 30 years, the State has been a net source of Revenue to the Town but this aid is normally tied to State mandated activities or standards in areas such as Education and Health.

Finally, we come to the category of Government Operations. This is the "overhead" cost of carrying out the government functions described above. It includes the cost of the Town Clerk's office as well as the cost of the Selectmen and/or Town Council. It also covers the cost of Registering Voters and running elections and other similar expenses. It is interesting to note that the percent of budget allocated to this function has remained relatively stable over the years. In 1894, it took 7% of the budget to run the town government. While the absolute cost of government has grown, the percentage devoted to Government Operations stayed at 5-8% until 1980 when the cost of Health Insurance for town workers increased it to 10%. These costs have now been reallocated to the individual departments and the cost of operations has dropped back to 4%. Since 1980 a new budget category, Benefits and Insurance, has appeared to account for the rising cost of employee Pensions, Health Insurance and other Benefits. This now accounts for almost 7% of the budget, essentially the same amount as spent on Public Safety and Public Works.

Additional changes in the scope of Town Government have been identified by the current Town Manager, Mr. Frank Connally who has been kind enough to spare the time to review the cost data and to discuss the role of Town Government today.

A listing of the major changes in the scope of town Government since 1894 is contained in Table 3.

The first point to be made is that not all changes in scope have resulted in increased cost. There have been significant reductions in Town costs as the State and Federal Governments have taken over what had previously been Town functions. This is most obvious in the function of Aid to the Poor where State and Federal programs have taken over most of this responsibility. A similar process has occurred in the area of Public Works where State and Federal Highway programs have assumed responsibility for maintenance of the principal roads in the town. Finally, as the State developed its own sources of revenue it no longer levied assessments on the Town for State Operations.

These reductions in scope and cost have been more than offset by a number of new or expanded functions which have been added to the role of Town Government. These are listed in Table 3 in approximate order of importance.

While Education has always been an important function of government, the nature of that education has expanded enormously with the resultant increase in cost to the point where Education now represents fully 2/3 of the total cost of town government. The changes that have brought this about are so important that they will be treated in some detail in the next section of this paper.

Concern over Public Safety has led the town to form a professional, full-time Police Force. While the Fire Department is still manned by volunteers, the cost of equipping and maintaining a modern firefighting force is now a town responsibility. The budget for these activities reached \$1.5 million in 1993.

The force of competition and the growing expectations of its workers have caused the town to add significant Social Benefits to its employment package. These include Old Age Pensions and comprehensive Health Insurance. This has probably been the fastest growing element of the budget in the last 20 years. For this reason, it has been broken out as a separate budget category with a budget roughly equal to Public Safety and Public Works.

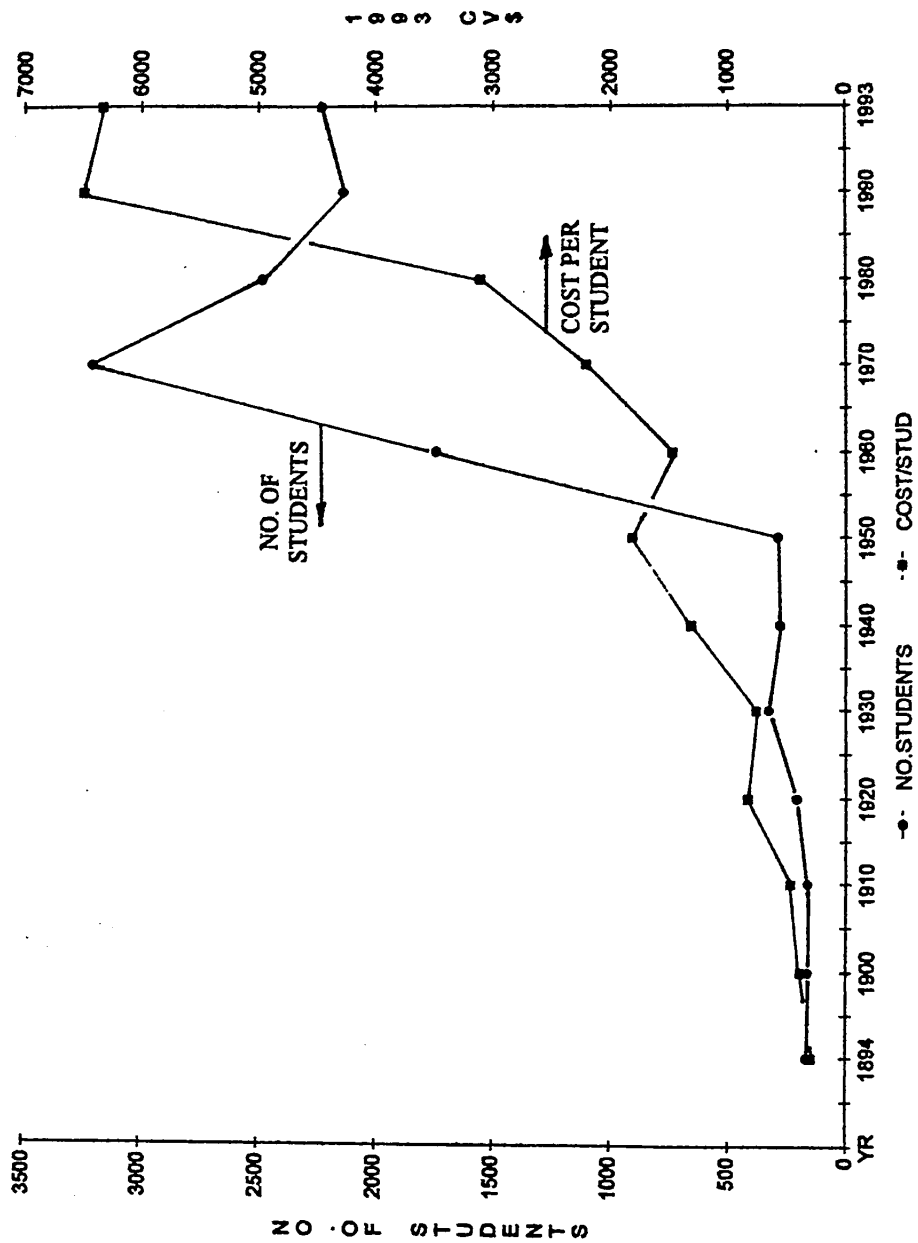
Some totally new functions have been added to the role of town Government in recent times. For example, the town has installed and maintains sewers for the collection of Sanitary Waste and to control surface drainage. The town also collects and disposes of trash from the homes of town residents. These were not considered functions of small town government only a few decades ago. The growing population density has forced the town to assume these responsibilities in order to protect the health and safety of residents.

In recent times, the town has also assumed the responsibility to provide and maintain certain cultural and recreational facilities. These include Athletic fields, Parks and Libraries. It seems clear that the town residents want such amenities and have concluded that they can be most efficiently provided by the town. Nonetheless, this represents an expansion of the functions and therefore, of the cost of Government.

The town must also absorb the cost of some legislative initiatives taken at the State and Federal levels. These frequently mandate standards which the town must meet in areas such as Education, Health & Welfare and the Environment. Examples include Handicapped Access regulations, Lead and Asbestos Abatement programs and Fire Safety regulations. Few would quarrel with the need to have such rules or with the concept that State-wide standards are more logical than a host of conflicting town ordinances. Nonetheless, such mandates contribute to the increased cost of Town Government while remaining outside the control of the Town.

Finally, Town Government has lost the immunity to citizen lawsuits that it once enjoyed. This results in an increase in the cost of legal services and insurance which, of course, are paid for by the town residents.

FIG 3
NO. OF STUDENTS/COST PER STUDENT



In considering the expanded scope of Town Government, one should not look only at the cost effect. There is also a benefit which must be considered. There is no doubt that factors such as Public Safety, the quality of the School system and the existence of recreational facilities have a major impact on the value of property in the town. Property owners may bemoan the tax rates but when they wish to sell their home they will point with pride at the high per capita expenditures for education and at the fine parks and libraries. North Branford is in competition with surrounding towns to show that it can offer prospective residents good schools and secure living conditions. The need to match the competition is one of the more subtle factors pushing up the cost of government.

THE CHANGING NATURE AND COST OF EDUCATION:

The rise in the cost of Town Government has been most dramatic in the field of Education. The raw numbers are shown in Figure 3.

Total expenditures for education in 1894 were \$2,020 while by 1993 this had risen to \$14,092,000. Student population grew from 166 to a peak of 3,203 in 1970. In the 10 years between 1950 and 1960, student population rose from 290 to 1,742. It is difficult to imagine how the School Board and Town Government were able to provide a proper education in the face of such explosive growth.

The Per Capita expenditures in 1993 CV\$ (corrected for inflation) rose from \$292 in 1894 to \$6,328 in 1993, more than a 20 fold increase. By comparison the equivalent per capita increase in non-education government costs rose by a factor of only 5. Thus the Per Capita cost of Education, corrected for population and inflation, has risen four times faster than that of other government costs.

Here too, we must ask the question " What were the factors that led to such a large increase in the cost of education?". Fortunately, the old records provide most of the answers to this question.

To begin, we should try to understand the starting point of the comparison. What was the condition of education in North Branford in 1894? Besides the cost numbers from the School Society ledgers, the principal source of information on education in 1894 is a report prepared by the State board of Education entitled " The Condition of Schools in New Haven County in 1893".

THE COST OF TOWN GOVERNMENT
TABLE 4

THE STATE OF EDUCATION IN
1894

PERTINENT EDUCATION LAWS:

- CHILDREN 4-16 YRS ENTITLED TO ATTEND SCHOOL(SINCE 1798)
- CHILDREN 8-13 YRS OBLIGED TO ATTEND SCHOOL(SINCE 1888)

TOWN POPULATION	825
ENUMERATED CHILDREN 4 -16 YRS	166
AVERAGE SCHOOL ATTENDANCE	98 (58.7%) 6
NUMBER OF SCHOOL DISTRICTS	7
NUMBER OF TEACHERS	

COST OF EDUCATION, CURRENT \$ \$2,020

TEACHER'S WAGES: (AVG. NEW HAVEN COUNTY)

- MALE \$129.65/MO
- FEMALE \$47.19/MO

NORTH BRANFORD TEACHERS WAGES APPROX. \$35/MO

TEACHER'S ACCREDITATION:

ONLY REQUIREMENT TO TEACH WAS APPROVAL OF THE SCHOOL "VISITOR".
ONLY 10% OF TEACHERS STATEWIDE WERE NORMAL SCHOOL GRADUATES AND
THEY WERE FOUND MAINLY IN THE CITIES.

SUBJECTS TAUGHT:

- | | |
|----------------|-------------|
| * READING | * GRAMMAR |
| * ARITHMETIC * | * SPELLING |
| * HISTORY | • GEOGRAPHY |

TEXT BOOKS WERE NOT FREE.

A summary of the situation in North Branford is contained in Table 4.

First, concerning the laws on Education, since 1798 each town in Connecticut was obliged to offer education to all residents aged 4 -16 years. In return each town received an annual payment for each enumerated child from the Education Fund maintained in Hartford. The state appointed School Visitors for each town to ensure that the money was spent on education and to approve the selection of teachers. The school visitors reported their findings both to the state and to the town government and school societies.(For more information on the financing of education in Connecticut see Appendix D.)

While the town was obliged since 1798 to offer education, attendance was not obligatory until 1888 and even then only between the ages of 8 - 13 years. North Branford, in 1894, had a population of 825 of whom 166 were children between the ages of 4 - 16. Average attendance that year was only 98 students or 59% of those eligible to attend. This figure was slightly above the average for New Haven County. The reason for such a low figure is the difference in the ages of those eligible to attend and those obliged to attend. Most parents did not send their children to school until they were 7 years old and almost all left school at age 13.

Despite an average attendance of only 98 students, there were 6 school districts in the town. The location of all schools is shown in the map from the Beers Atlas of 1868. They were carefully spaced so that almost all homes in town were within one mile of a school house. This was necessary as the children walked to and from school. The schools were mostly one room affairs except for the Center School in each village which had the largest number of students.

From the School Visitor's report of 1894 we learn that the largest School District had a peak enrollment of 53 students and therefore required two teachers. The smallest had a peak enrollment of only 13. Actual attendance was undoubtedly much less with one district reporting a maximum attendance of only 5 students. With a total average attendance of 98, the student to teacher ratio was 14: 1 but these 14 students would range from 7 to 13 years of age.

The schools were sometimes closed in the wintertime due to outbreaks of contagious disease. They were also closed when the budgeted funds were exhausted which happened in one district in 1894.

The total budget for education in 1894 was \$2,020. Of this, \$394 came from the Education Fund in Hartford, \$84 came from interest on the Town deposit fund (See Appendix D) and the remainder came from Town taxes. The only regular expenses were for teacher's salaries and for firewood. From the State Report we know that the average salaries in New Haven County were \$129.65/month for male teachers and \$47.19/month for female teachers. Since this includes the salaries of teachers in the city of New Haven where salaries were twice the average, the salaries in North Branford were undoubtedly below the average for the County. Assuming that the schools were open 8 months per year and assuming \$20/year for firewood and no other miscellaneous expenses, the average salary for North Branford teachers would work out to be \$35.71/month. This was slightly less than the wage paid by the town to laborers working on the roads. The teachers did receive some further benefit from the practice of "boarding round" whereby the teachers were fed by the parents on a rotating basis.

There were no special educational standards for teachers. In 1894, only 10% of the teachers in the county were graduates of the normal school. These tended to be found in the larger cities where salaries were considerably higher. The only requirement for accreditation as a teacher was approval of the School Visitor. They tended to be unmarried young women of good character who lived nearby and who were willing to work for the low salary offered.

There is no question that, in 1894 the standards of education in the cities were far higher than those in small rural towns. Apart from having better educated teachers, the cities were constructing large, well lit and well equipped schools. This is probably one reason why the population of New Haven was growing vigorously while it was declining in the nearby towns.

Books were not provided to the students by the school. If the parents could not afford to buy the books, the students did without them. Most but not all schools were equipped with blackboards. Needless to say, there were no school libraries and no extra-curricular activities. Not all schools were provided with the necessary "outbuildings".

The subjects taught were the basics of:

- Reading
- Arithmetic
- History
- Grammar
- Spelling
- Geography

THE COST OF TOWN GOVERNMENT
TABLE 5

THE CHANGING NATURE OF EDUCATION

1894 - 1993

- MORE YEARS OF EDUCATION (13 VS 6)
- PAID, PROFESSIONAL, FULL TIME STAFF
- WIDER CURRICULUM (SCIENCE, MUSIC, LANGUAGE, ETC.)
- ADDITION OF EXTRA-CURRICULAR ACTIVITIES
- STRICTER BUILDING REQUIREMENTS
(TOILETS, WATER, ELECTRICITY, SAFETY CODES, ETC.)

Imagine a young teacher, not educated far beyond her oldest students, attempting to teach six subjects to a dozen or more students, ranging from 1st graders to 6th graders many of whom had no books. Great dedication was required of both the teachers and students to achieve any learning under this system. The report of the State Board mentioned above contains examples of answers to standardized questions from students across the state. Many of the answers show a state that was close to illiteracy.

The major points of comparison with today's education system are summarized in Table 5.

Whereas today education is provided from Kindergarten through High School, for a total of 13 years, attendance in 1894 was obligatory for only 6 years. Very few students attended more than the obligatory years of Primary education. Parents who wished their children to continue on to High School did so at their own expense in New Haven or in other nearby cities. So, on average students today receive twice as many years of education at town expense.

The subjects taught have also been significantly expanded to include Science, Language, Music, etc. In addition, school libraries are provided and incorporated into the curriculum as are Sports and other Extra-Curricular activities.

Teachers are not only better educated today, they have received special training and Certification in the subjects they teach. With more opportunities available, especially for women, they are no longer willing to teach for a salary equivalent to that paid in 1894. Correcting the 1894 wage of \$35/ month for inflation would give an equivalent today of \$840/month. Since this would be paid only for the months that school was in session the annual salary would be only \$7,560/year. By contrast, last year, the average teacher's salary in Connecticut was approximately \$40,000/year. In the last 50 years or so, Teaching has come to be recognized as a skilled profession and not a pastime for otherwise unemployable young ladies who were willing to work at or below the minimum wage.

This is undoubtedly the largest single factor affecting the cost of town government.

Finally, the school facilities themselves have changed enormously in size and in amenities such as toilets, lighting, cafeterias, etc. The town is fortunate to be able to trace the development of school house design through the old school buildings still standing even if no longer in use as schools. The Little Red School House, built in 1805, is typical of the one-room school house that was the norm for the entire 19th Century. North Branford Hall opposite the North Branford Congregational Church was once the Center School, built in 1870 and in use until 1920 when it was replaced by the building now housing Town Offices and the Totoket Historical Society. Somewhat more modern is the William Douglas School, built in 1924. With the Bicentennial of the Little red School House only 10 years away, North branford will be able to trace the development of school buildings over a two hundred year period with the still standing original buildings.

THE COST OF TOWN GOVERNMENT
TABLE 6

FACTORS IN THE BUILDUP OF EXPENDITURES

TOTAL EXPENDITURES IN 1894 \$5,794

 IN 1983 \$21,788,170

INFLATION EFFECT: \$5,794 X 24 = \$139,056

POPULATION EFFECT: \$139,056 X 16 = \$2,224,896

INCREASED SCOPE: \$2,224,896 X 9.79 = \$21,788,170

In summary, the cost of education has risen so dramatically in the last 100 years not only because of inflation and population growth but also due to major changes in the nature of education. The scope of education has increased enormously, not only in the number of years taught but also in the range and content of the curriculum. Teachers have been recognized as skilled professionals and are now receiving salaries commensurate with that role. Finally, the design of the school building has evolved from a rustic one-room cabin to a modern structure with facilities required by the expanded curriculum and providing the amenities required in any building where people spend many hours a day.

CONCLUSIONS:

While Population Growth and Inflation have been the largest contributors to the increased cost of Town Government, the increased scope of government has also been a major factor.

The approximate increase in the cost of town Government due to these three factors since 1894 has been:

	MAGNITUDE OF INCREASE
POPULATION INCREASE	TIMES 16
INFLATION	TIMES 24
INCREASED SCOPE OF GOVERNMENT	TIMES 10

Table 6 shows how these three factors can be used to reconcile the budgets of 1894 and 1993.

Starting with the 1894 expenditure of \$5,794, the effect of inflation is compensated for by multiplying the original expenditure by 24. This converts the original expenditure to \$139,056 in 1993 dollars. To further compensate for the growth in population we multiply this number by 16 to give an expenditure of \$2,224,896. This says that if Inflation and population growth were the only two factors affecting the cost of government, the expenditures last year would have been \$2.2M and not \$21.8M

The remaining increase in cost is due to the increased scope of government. To make the numbers come out exactly right the factor would be 9.79. Therefore we can say that the changed scope of government has increased cost by a factor of approximately 10.

Through the years, but especially since 1930, the Town Government has been asked or forced to take on additional functions or to expand existing ones (notably education). This has been partially offset by the transfer of some functions (such as Aid to the Poor and Public Works) to State and Federal programs. Nonetheless, the net effect has been a continuous increase in the scope and cost of town government.

Nowhere is this more obvious than in the cost of Education which has grown four times faster than the other components of Town Government. This has been due to a continuous expansion in the scope of education and by the transition from a low-paid non-professional staff to a well paid professional staff of teachers and administrators.

These changes have not taken place in a vacuum but reflect what has been happening throughout the country. The electorate has demanded certain services and amenities from the government to support the standard of living they expect for themselves and for their families. Homeowners are acutely aware of the fact that the quality of services has a major impact on the value of their property. In short, Town Government is what the electorate wants it to be.

As a final comment, the cost of actually running the Town Government has remained relatively stable at 4-8% of expenditures since 1894. This despite the increasing scope and complexity of government.

APPENDICES

APPENDIX A SUMMARY OF
COST DATA 1870 - 1993

THE TOWN OF NORTH BRANFORD
100 YEARS OF TOWN GOVERNMENT

THE COST OF EDUCATION

YEAR	CURRENT \$	1894 - 1993		93\$ PER STUDENT	% BUDGET
		1993 \$	STUDENTS ENROLLED		
1894	2,020	48,480	166	292	34.9
1900	2,623	62,952	162	386	29.3
1910	3,601	75,621	162	467	29.3
1920	9,660	173,880	209	831	37.1
1930	30,916	247,328	327	756	43.5
1940	36,876	368,022	280	1,314	42.6
1950	90,293	525,415	290	1,812	52.0
1960	544,537	2,559,324	1,742	1,469	61.7
1970	2,036,155	7,045,096	3,203	2,200	69.0
1980	4,809,256	7,694,810	2,481	3,101	69.5
1990	12,864,721	13,856,859	2,136	6,487	65.9
1993	14,092,000	14,092,000	2,227	6,328	64.7

APPENDIX B

THE COST OF TOWN GOVERNMENT IN NORTH BRANFORD

SOURCES:

- * ANNUAL REPORTS, TOWN OF NORTH BRANFORD: 1810 - 1993 *
- VARIOUS MANUSCRIPT LEDGERS, 1818 - 1941
 - SCHOOL SOCIETIES
 - SELECTMEH
 - TREASURER
- * THE HISTORY OF NORTH BRANFORD AND NORTHFORD,
H.C.MILLER,M.D.;1982
- * HISTORICAL STATISTICS OF THE UNITED STATES; U.S.DEPT
OF COMMERCE; BICENTENNIAL EDITION
- * STATISTICAL ABSTRACT OF THE UNITED STATES; U.S.DEPT
OF COMMERCE; 1993
- * REPORT OF THE SUPERINTENDENT OF COMMON SCHOOLS:
HARTFORD; 1846
- * CONNECTICUT SCHOOL DOCUMENTS; 1887 - 1894
NO. XVI: THE CONDITION OF SCHOOLS IN NEW HAVEN
COUNTY IN 1893.
- * RECORDS OF THE STATE OF CONNECTICUT; VOL VIII; 1793 -
1796

APPENDIX C

FOTOCOPY OF THE ANNUAL REPORT

TOWN OF NORTH BRANFORD 1894

REPORT
OF THE
TREASURER, SELECTMEN
AND
SCHOOL VISITORS
OF THE
TOWN OF NORTH BRANFORD
FOR THE YEAR ENDING SEPT. 10, 1894

NEW HAVEN
TUTTLE, MOREHOUSE & TAYLOR, PRINTERS

1894

TREASURER'S REPORT .

Charles Page, *Treasurer,*

In account with the Town,

Dr.

To balance From last year',	4605.52
Interest State School Fund and State Appropriation, Town	393.75
Deposit Fund,	84.14
North Branford Local Fund,	9.62
Northford Local Fund,	10.16
Cash from Town of Wallingford for Schools,	72.66
T. A. Smith, Collector, list of 1893	3,594.42
T. A. Smith, Collector, list of 1892,	648.0
T. A. Smith, Collector, list of 1891,	135.25
Albert Todd, Collector, list of 1889	195.90
Allbert Todd, Collector, list of 1888,	75.15
Borrowed by selectmen,	500.00
State of Connecticut for burial expenses of	
Soldier,	35.00
Auctioneer and Peddler's Licenses,	36.150
Rent of Road Scraper,	3.00
Registration of Dogs,	110.00
	16,509.13

Cr.

By paid orders of 1894,	5,996.11
By cash on hand,	513.02
	<u>16,509.13</u>

SELECTMEN'S REPORT.

PAUPERS--FIRST SOCIETY.

Emily XX,	14 weeks board,	\$48.00
	clothing,	9.24
	supplies,	10.56
	medical attendance and care,	35.00
	removal to hospital, .	17.00
	board at hospital,	140.02
J. W. XX,	board at hospital for the insane,	130.36
Thomas XX,	board,	167.64
	supplies,	4.75
Olford XX,	and wife, medical attendance,	20.50
	supplies,	18.58
Elizur E . XX,	medical attendance and care,	15.00
	supplies,	2.07
	funeral expenses,	35.00
E. A. XX,	supplies,	26.16
Time spent for a North Haven man, 1		1.00
tramp,		.50
		<hr/>
		\$681.38

PAUPERS SECOND SOCIETY

15 tramps,	7.50
Time spent in case of Isaac XX,	3.00
	.10.50

Bridges – First Society

A. H. Hill, 2597 ft. plank,	\$64.92
materials,	34.50
M. C. Bishop, 184 ft. plank,	3.54
labor and materials,	46.50
H. O. Page, labor,	9.75
materials,	.80

Nathan Harrison	701 ft. oak plank	\$17.5
	980 ft. chesnut plank,	2
	labor and materials	19.60
Elizer E. Robinson,	labor	14.08
I. F. Short,	labor,	2.25
Albert W. Smith,	labor,	2.25
R. E. Thompson,	labor,	.75
E. M. Field,	timber	.50
		13.0

230.56

Bridges—Second Society

C. E. Alling, 5131 ft. plank		128.27
	labor and materials	221.81
Carl Persson,	labor	22.65
Charles Foote,	labor and materials	15.90
S. D. Malrby,	labor,	2.00
Dennis Murphy,	labor,	3.00
John Anderson,	labor	0.75
		\$400.38

Highways—First Society

John C. Moore,	labor and team	116.10
E. W. Dudley,	labor and team	21.00
H. O. Page,	labor and team	244.15
	Clearing snow	3.45
	Dynamite	6.10
L. F. Short,	labor and team	106.00
Geo. T. Fowler,	labor and team	5.50
	Clearing snow	6.50
Nathan Harrison,	labor and team	75.75
M. C. Bishop	174 loads gravel	10.44
	labor and team	23.10
		13.50
Charles S. Todd,	labor	24.75
Albert W. Smith,	labor	13.50
H. Stone,	labor	18.00
E. S. Dickenson,	labor	7.50
F. H. Miller,	labor	52.80
Elizur E. Robinson,	Labor	7.
Geo. L. Ford,	labor and team	00
J. H. Gates,	labor and team	6.75

T. W. B. Gilbert,	labor and team	\$3.00
V. H. Rose	labor and team	26.65
T. Crowley	402 loads gravel	50.25
T. Bristol	labor	8.25
Repairing Road Scraper		2.25

852.29

Highways—Second Society

S. D. Maltby	labor and team	\$32.00
	clearing snow	3.57
C. E. Alling	labor and team	268.00
	Cclearing snow	10.95
Carl Norberg	labor and team	92.70
Carl Persson	labor	83.70
	clearing snow	3.75
R. J. Fanning	labor	4.05
Dennis Murphy	labor	33.67
Oliver Bunnell	labor	8.00
Herbert Williams	labor and team	20.75
William T. Smith	labor	12.60
John Fanning	labor	15.75

John Anderson	labor	4.50
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Joel Evarts		4.00
J. H. Linsley	259 loads gravel	12.95
H. N. Pardee	painting, road scraper, building	10.00
John Wood	repairs of scraper & bars of steel	9.50
T. A. Smith	machine oil, spikes	3.45

\$633.89

Road Scraper	1st society	176.25
Freight and other expences		9.50

\$185.75

Schools

1st District	\$275.00
2nd District	580.95
3rd District	279.41
4th District	178.20
6th District	421.26

District

229.30

7th

\$1964.12
19.55

Flags for 3rd, 4th, and 6th School Districts

Incidental Expenses

Printing Town Reports	\$13.50
Military Tax	154.00
Admission of Electors	2.00
Registrars, Moderators and Election Day Expenses	23.80
Ballots	4.50
Assessors and blanks	42.40
Auditors	8.00
T. A. Smith, Tax Collector list of 1891	78.00
Albert Smith, Tax Collector, list of 1888	36.00 Board of Relief
7.50	
School Visitors	36.00
Services of Selectmen	75.00
Extra Services of Selectmen	5.00
Town Clerk and Treasurer	30.00
30 certificates, births and deaths, 14 permits	11.00
Recording and indexing 32 certificates of B. M. And D.	8.00
Abstract to State Board of Health	2.00
Tax Book	5.00
Stationary	1.00
Rent of Basement (Northford)	6.00
Board of Health Notices	1.00
S. C. Loomis, Attorney, legal advice	10.00
Justice order	11.79
Making inquiry for unregistered dogs	6.00
1,000 order blanks	4.11
100 license blanks	1.25
Perambulating town lines	8.00
Probate record book	2.26
Watering troughs	4.75
Guide boards	4.75
Mowing and care of cemeteries	14.00
Damage to sheep	19.50
Rent of land for town pound, 2 years	4.00

	\$641.14

Total expences for the Year

Paupers	1st Society	\$681.38
	2nd Society	10.50
Bridges	1st Society	230.56
	2nd Society	400.38

Highways	1st Society	\$852.29
	2nd Society	633.89
Road Scraper	1st Society	185.75
Schools	1st Society	1135.36
	2nd Society	828.76
U. S. Flags		19.55
Abatements		136.45
Amount borrowed		500.00
Interest on Town orders		36.59
Incedental expenses		641.14

		\$6292.60

Orders given to the amount of \$6292.60

Amount due on tax books	1200.00
Amount in Treasury	513.02

Orders not paid	1713.02
	796.49

Balance in favor of Town	\$916.53
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HERBERT O. PAGE
CHARLES E. ALLING
RICHARD E. THOMPSON

Selectmen

The foregoing account has been by the undersigned examined, audited, and found to be correct.
George L. Ford, auditor

REPORT

OF THE

ACTING SCHOOL VISITOR.

To the Board of Education:

I have the honor to submit the following report as to the condition of the schools in the First, Second and Third Districts in the Town of North Branford.

The school in the First District has been under the charge of Miss Anna A. Rose. She has continued in office for three years and with satisfaction to the district,

The school is a small one, numbering only thirteen scholars at the most, but it has been kept in a high state of efficiency, The recitations have been well given, and the discipline well maintained.

Progress has been especially made in arithmetic, physiology and spelling.

The school in the Second District has been taught by Miss Anna M. Warner and Miss Jennie Rose.

This school is large and difficult to teach owing to the fact that there are so many grades of scholars, The largest number of pupils registered has been fifty-three. This school needs always teachers who will maintain good discipline and enforce rules, and we hope that it always will have such. A constant change, however, is hurtful to the prosperity of the school as it to that of any school.

I am a firm believer in the continuance of good teachers in office as long as they will stay,

During the past year marked progress has been made in arithmetic especially by the younger pupils. Their thinking powers have ben developed by methods which have quickened and stimulated them. They have displayed au interest in their studies which has been gratifying.

Good work has been done in language and in history.

Beside all this, through the efforts of the teachers the scholars have made the acquisition of much general information regarding matters needful to be known and yet in regard to which there is a woeful state of ignorance,

This school is an important one and needs judicious management, and the proper support of the parents who send children to it.

The school in the Third District has been taught by Miss Edith Cooke. This is her first year in the district, She has proved herself to be a capable teacher, both as regards the art of teaching and the maintenance of discipline. The school has improved as regards the excellence of its recitation and discipline. The improvement in the reading has been very great. The pupils read naturally and with modulated voices.

This school is a small one numbering at most only nineteen, but good work has been done there during the past year. It needs new blackboards, which we doubt not in time will be furnished.

On the whole, looking over the work of the year, and mindful of the defects and limitations I have noticed, I should say that commendable progress has been in education. It is a great problem how to have good schools in a country town. We have only so much money to devote to the interests of education, and it is hard always to spend it to the greatest advantage. Beside all this our schools are hampered by the petty criticism of those who for personal reasons, and without visiting the schools, feel called upon to disparage the best efforts of well meaning and efficient teachers.

Our present district system lends itself very easily to the aid of those who with a spirit of dissatisfaction look hopefully forward to something new, and then having got it, find that the "shoe only pinches in a new place."

According to my experience in visiting schools, which is now long enough for me to speak with some conviction on the subject, a change in teachers unless made for good and sufficient reason is not productive of good. I am, however, hopeful that at some time in the future, perhaps in the remote future, in the evolution of things, we may have an ideal district school under the ideal system of town management. Until then we shall have to make the best of what we have, and I could most earnestly desire that those who are dissatisfied with the conduct of things, "in school and out," would bear in mind that teachers are only human, that the best of them may do what some of us may not like; that children who attend our schools are also very human, and are sometimes very trying to the patience of the average man and woman. There should be therefore a wise cooperation on the part of parents if we desire our schools to be successful.

With these few words I close my report.

F. COUNTRYMAN,

Acting School Visitor.

North Branford, July 1894

To the Board of Education :

I have the honor to submit the following report in reference to the condition of the schools in the Fourth, Sixth and Seventh Districts in the town of North Branford.

The school in the Fourth District was taught most of the year by Miss Anna B. Wicks of North Guilford, whose first term was without interruption from sickness in the school. During the second term an epidemic caused the scholars to diminish so rapidly, it was thought best to close the school for several weeks. After which time Miss Wicks reopened the school and taught as long all the public money held out, which finished the second term. Miss Wicks did well with the few children she had, the number of children being never over five.

I visited the school regularly and at no time were there over four scholars.

The school in the Sixth District has been taught by Miss Henrietta Denton. This is the third year that she has had charge of the school in this District. It is unnecessary for me to say much of the successful way in which this school has been conducted.

The Committee have acted wisely in employing Miss Denton year after year.

It is an excellent plan to act upon when a school has a good teacher, to keep the same teacher as long as possible.

Unfortunately the school in the Sixth District was obliged to close some weeks before it ordinarily would in consequence of an epidemic of the measles which prevailed to such an extent that it was thought best to close the school,

The school in the Seventh District for the first term of the year was under the care of Miss Florence Allis, who had charge of this school for three years. At the close of the first term of her fourth year, she gave up the school, having had a better position offered her near her home, which she accepted.

The Committee then secured the services of Miss Marion E. Hiron who carried on the school very successfully. She had never taught before, but her work as a teacher gave good satisfaction.

The schools in Northford this year have been conducted quite successfully, the only drawbacks were owing to circumstances over which the teachers had no control.

We hope that sickness may not again occur to interrupt their work.

V. II. NO BERTS.

NORTHFORD, JUNE 28, 1894.

HEALTH OFFICER'S REPORT.

Town of North Branford for the year ending Sept. 1st, 1894.

The report which I am required by law to make as health officer must necessarily be brief, for since my appointment, Nov. 8th, 1893 there have been no contagious diseases but measles. We have had fifty or more cases of this disease, but one reported, that the first one in a family of seven.

Children when exposed to measles have been kept from school, but for no other disease that I am aware of.

There are no rules in town in force but those furnished by County Health Officer,

There have been no complaints made of any kind.

Our public buildings are generally in good condition with the ordinary methods of ventilation,

Our water supply is mostly from wells and springs, which is of the very best, and the ice is cut from the purest of ponds and lakes, as a rule.

We have no public hospital for care of patients with contagious diseases, and during the year there has been but little need of any. There have been no nuisances reported or abated during the year. Neither do I know of any.

There are no resident physicians here; there are a dozen more or less who practice here, mostly allopathist.

The year has been one of general health, and with regularity of habits in eating and drinking and cleanliness of person and surroundings, we hope for a continuance of the same.

All of which is respectfully submitted,

GEO. L. FORD,
Health Officer.

APPENDIX D

THE FINANCING OF EDUCATION IN NORTH BRANFORD

The earliest records of school finances in North Branford are those of the school Societies. These Societies were originally an adjunct of the Congregational Church which sponsored the schools. The School Societies raised and disbursed the money needed for the schools and in other ways functioned as a form of School Board. Money was raised from contributions of the parishioners, especially from those who had children in school. As other churches were established in the town, the School Societies gradually lost their specific association with the Congregational Church but continued as the vehicle for financing and supervising the schools. Contributions from the parents continued as the only source of financing .

In 1795, a major change occurred. The Connecticut legislature approved an ordinance for the sale of the Western Reserve lands allocated to Connecticut and for the use of the proceeds to finance schools throughout the state.

The Western Reserve was the land to the west of the original Thirteen Colonies which became part of the United States after the Revolutionary War but which did not form part of any of the original States. This land was allocated to the states to promote expansion to the west and to compensate citizens who had suffered financially during the Revolution. The Connecticut land was mainly located in what is now Ohio and there was significant migration from Connecticut to this new land in the early days of the Republic.

In 1795, a group of Connecticut entrepreneurs offered to buy the remaining Western Reserve land from the state for \$1,200,000. After much debate, the legislature agreed with the proviso that the proceeds were to be used to support education throughout the state. In 1798, implementing legislation was passed which stipulated the following:

- The proceeds were to be deposited in Government bonds.
- The Bond interest would be distributed to the towns according to the number of children between the ages of 4 - 16 years.
- Towns would establish schools and offer education to all children 4 - 16 years of age.
- School Visitors would be appointed for each town to see that the money was properly spent and that the enumeration of children was correct.

The new law remained the basis for financing education in Connecticut for the next 50 years and was originally considered a bonanza by educators and tax-payers alike. The yearly proceeds from the fund of about \$1.40 per child were more than enough to pay the full cost of education in the state. Initially, neither the town nor the parents had to pay anything more to support the schools. However, as time went on costs increased while the proceeds from the fund stayed at \$1.40/child. Before this became a serious problem, there fell another gift of Manna from the skies.

In 1836, the Congress of the United States decided to return to the states all funds in the U.S. Treasury beyond \$5,000,000 which was retained to operate the Federal Government. The Federal Government had the right to recall the money in case of need but in the meantime the states could deposit the funds and spend the interest accruing on the deposit. In Connecticut, the money was distributed to the towns as the Town Deposit Fund. Each town named Trustees to supervise the Fund which is legally still in existence today. This new Fund paid roughly \$40/year to each village in the Town. This with the Hartford Fund from the Western Reserve sale was enough to pay for education until about 1850.

However, by 1846 what had begun as a Bonanza for education was beginning to be a serious constraint. For 50 years, the citizens of the State had become accustomed to the concept that Federal and State Funds would pay for education and that the Town and its Taxpayers had no responsibility in the matter. This idea was reinforced by the fact that the Schools reported to the School Societies and not to the Selectmen. The School Societies were forced to consider the money from the two Funds to be the upper limit of what could be spent on education. When the money was insufficient, parents were asked to make up the shortfall. If they could not or would not, schools were shut down when the money ran out. Another undesirable result was that the children of poorer parents were forced to leave school when the State and federal Funds ran out each year.

Connecticut, which was originally a leader in Public Education, began to fall behind other states which were financing education through property taxes. A major battle began in the 1840's to convince the Towns to support education with tax receipts. North Branford was one of the first towns to agree to do so. In 1854, for the first time, town tax money was given to the School Societies to pay for the operation of the schools. In that year, the total cost of Education was \$312.21 of which \$99.61 (32%) was from Town taxes. Since the proceeds from the two funds were relatively constant while costs were rising, the portion of the cost of education paid for by taxes steadily increased. By 1894, the cost of education had increased to \$2,020 toward which the Hartford Fund contributed \$394 and the Town Deposit Fund \$84. The remainder (76%) came from Town taxes. By 1920, the cost of education was met almost entirely by Town taxes. As the Town assumed increasing responsibility for financing education the role of the School Society gradually declined. It functioned more and more as a Board of Education reporting to the Selectmen.

In recent years, the money from the Town Deposit Fund has become insignificant while the Hartford Fund has become lost in the far greater cash flow from the State treasury to the Town to pay for State mandated education requirements. It is hard to imagine that these two funds once paid all education costs in the state and made Connecticut the leader among all the states in Public Education.