



**Reorganization  
Options for the  
ERIE TWO -  
CHAUTAUQUA -  
CATTARAUGUS  
SUPERVISORY  
DISTRICT:  
Delivery of  
Educational Services  
in the 21<sup>st</sup> Century**

Prepared for the Commissioner of Education  
New York State Department of Education



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University of the State of New York  
State Education Department



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# Reorganization Options for the ERIE TWO-CHAUTAUQUA-CATTARAUGUS SUPERVISORY DISTRICT: Delivery of Educational Services in the 21<sup>st</sup> Century

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# I. INTRODUCTION

## Educational Service Delivery in New York State

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The seeds for New York State’s future educational system were planted when one-room schoolhouses dotted the landscape and concerns first arose about the disparity of opportunity for rural students to obtain the breadth of educational programs that their urban peers enjoyed. Decades later those same concerns—educational equity, efficiency and effectiveness—remain paramount as New York State deliberates the delivery of education services in the 21st century.

This report examines one integral facet of the public education delivery system in New York State, namely Supervisory Districts and Boards of Cooperative Educational Services (BOCES), the mechanism established to serve students and public school districts throughout the state. It does so in the context of assessing possible reorganization options for the Erie Two-Chautauqua-Cattaraugus Supervisory District (E2CC) of Western New York.

To place this analysis in context, this introduction first draws liberally on materials provided by the New York State Department of Education to outline the evolution of New York State’s Supervisory District system of education service delivery. Following that review, the introduction outlines the purpose and parameters of this study, and specifies the Commissioner’s directives for this analysis.

**Why Study the Erie Two Supervisory District and BOCES Now?** New York State Education law states that when a vacancy occurs in the office of the District Superintendent of a Supervisory District, the Commissioner of Education is to survey the counties where the vacancy occurred to determine if the current supervisory district configuration is effectively serving the area’s educational needs. If the survey indicates that reorganizing the supervisory district may be beneficial, then the Commissioner has the authority to conduct a study to examine the possible reorganization of the supervisory district if no such study has been conducted within five years. Following the retirement of the E2CC District Superintendent on July 1st 2005, the Commissioner surveyed the counties in the area and determined that conditions warranted further analysis.

**Creation of Supervisory Districts.** To improve the supervision of all schools in New York State, the legislature

in 1910 authorized the Commissioner of Education to divide the state (excluding cities and villages with 4,500 or more residents) into Supervisory Districts. Each Supervisory District was to be comprised of 50 schools and would be administered by a District Superintendent who would oversee the operation of the schools as the Commissioner of Education’s local representative and a salaried New York State employee.

**There Was a Need for More than School District Supervision.** By the 1930s residents began to seek a more formal structure of intermediate or regional-level education to support a broader array of services to their local school districts. While District Superintendents oversaw the operation of local school districts, they had no authority to directly provide educational programs or services to the schools. In the mid-1940s the need for a regional educational delivery system became a more clearly focused priority, especially among the state’s rural school districts, which lacked sufficient numbers of students and the financial resources to provide the breadth of programs available to students in cities and emerging suburban school districts.

**A Proposal to Create Intermediate Level School Districts.** The New York State legislature responded to groups such as the New York State Farm Bureau and the Council on Rural Education by authorizing “intermediate school districts” which could be created by voter approval. The proposed funding for intermediate school districts would derive from three sources: payments by participating school districts, state aid, and a local property tax. While advocates of intermediate school districts faced a long, tough road, considering the voter approval process and revenue and other constraints, others saw the potential to achieve the desired results for rural students by utilizing the existing Supervisory Districts and their District Superintendents.

**Why Not Utilize the Existing Supervisory Districts Structure?** The intermediate school districts legislation of 1948 also included provisions authorizing the establishment of Boards of Cooperative Educational Services (BOCES) to administer shared educational programs and services to schools within each Supervisory District. By this time, District Superintendents’ roles and responsibilities had lessened with school district

consolidations, enhanced training for administrators, and better roads and less travel time between districts. Many agreed that the regional service delivery system achieved by creating intermediate school districts could be accomplished more readily by using the existing Supervisory District framework. As a result, intermediate school districts were never created and the statute which authorized them was repealed in 1972.

**What Services Did BOCES Provide and How Were They Financed?** For the first decade or so from their initial creation, BOCES provided limited services to their component school districts within a Supervisory District. The primary focus was itinerant services with rural districts sharing a single art or music teacher, nurse or driver education instructor. State aid partially reimbursed the districts for the cost of services purchased from a BOCES, but all components paid a proportional share of the cost for the District Superintendent's office and central administration. Districts received state aid reimbursement in the following year for their share of service and administration costs, with reimbursement amounts dependent upon the district's wealth relative to other school districts. Less wealthy districts received a greater share of state aid, a system that remains in place today.

**How Have BOCES Responded to Changing Needs of School Districts?** In the 1960s demands for BOCES services expanded as school districts sought assistance for students with disabilities, career and technical educational services, and educational communication services, among others. New state laws allowed BOCES to construct and own facilities, upon school district residents' approval, and authorized BOCES to provide data processing and computer-assisted services. Throughout the 1970s and 1980s, component school districts sought further expansion of BOCES programming, adding adult education, planning services and professional staff development to the portfolio of collectively organized offerings. By the early 1980s most school districts in New York State were component members of BOCES. The state authorized BOCES to broaden services once again, adding shared academic programs such as summer school, alternative high school and other academic services to the range of optional programs.

**How Do Supervisory Districts and BOCES Look Today?** Working together, Supervisory Districts and BOCES form an integral part of New York State's public education system. They provide programs and services tailored to the evolving needs of their component school districts as they work together with the New York State

Education Department to provide a quality education for all students. At their inception, in the early 1900s, there were 207 Supervisory Districts in New York State. By 1960, the number of Supervisory Districts had been pared to 91, with 82 functioning BOCES. By the early 1990s there were 41 Supervisory Districts. Currently (pending the July 1, 2006 completion of the merger of the Supervisory Districts in Steuben-Allegany and Schuyler-Chemung-Tioga Counties) there are 37 Supervisory Districts in New York State, each of which has a BOCES.

## Parameters of the Study

The Commissioner of Education engaged the Institute for Local Governance and Regional Growth to provide research, analysis and recommendations on the various configuration options available for the Second Supervisory District of Erie, Chautauqua and Cattaraugus Counties.

**What are the Commissioner's Reorganization Options?** The Commissioner has broad latitude to determine Supervisory District configurations across the state. In this instance, the Commissioner has identified four reconfiguration options for consideration. These are:

1. Retain the supervisory district as currently constituted;
2. Combine the supervisory district where the vacancy is occurring with a contiguous supervisory district;
3. Transfer districts from the supervisory district where the vacancy is occurring to a contiguous supervisory district; or
4. Transfer districts from a contiguous supervisory district to the supervisory district where the vacancy is occurring.

## What Criteria Are Used to Evaluate the Options?

The Commissioner requested consideration of the following factors in analyzing reorganization options:

- Are there educational benefits for students and school districts from reorganizing E2CC with another Supervisory District or other Supervisory Districts? Or would it be more beneficial for the educational interest of the region to retain the Supervisory District as currently organized?
- Are there cost-savings benefits from reorganizing E2CC with another Supervisory District or other Supervisory Districts? Would it be more cost effective to retain the Supervisory District as currently organized?

- What are the workforce development implications for reorganizing E2CC with another Supervisory District or other Supervisory Districts? Will such a reorganization better serve the economic development needs of the region? Would it be more beneficial for the workforce/economic development interests of the region to retain the Supervisory District as currently organized?
- Will a reorganized Supervisory District enhance BOCES' ability to provide improved services to school districts in helping them to raise academic standards and close the gaps in student achievement?
- Will the District Superintendent of a reorganized Supervisory District be able to fulfill his or her dual role as representative of the Commissioner of Education and chief executive officer of BOCES? Will the District Superintendent be able to address the needs of all the component school districts? Will the District Superintendent have the support and the capacity needed to implement a reorganization properly?
- Are there other factors which support or mitigate against reorganizing E2CC with another Supervisory District or other Supervisory Districts?

### Additional Directives for this Study

The Commissioner also requested consideration of the following factors in assessing potential reorganization options:

- The number of component districts and geographic size must be such that the District Superintendent can execute his/her statutory and administrative responsibilities as a State officer, in accordance with Section 2215 of the Education Law, in a competent and cost-effective manner.
- The District Superintendent should be able to carry out effectively his/her responsibilities as the chief executive officer of the BOCES, in accordance with Section 1950 of the Education Law.
- The reorganization should not infringe upon the BOCES ability to provide shared services to component school districts and to respond effectively and efficiently to area educational needs.
- The pupil enrollment base must be sufficient to support a variety of quality instructional and support services at appropriately located educational centers to extend and enhance the programs of component school districts.



## II. Information and Methods

The Institute cast a wide net to gather information and perspectives from entities and persons affected by possible reorganization of the Erie 2-Chautauqua-Cattaraugus Supervisory District. Input and information came through various formats, including:

- Institute interviews and meetings with stakeholders, including the E2CC Supervisory District/BOCES personnel and Board of Education, and personnel and Boards of Education from contiguous Supervisory Districts and BOCES in Erie 1 and Cattaraugus-Allegany-Erie-Wyoming;

- A series of two Breakfast Meetings/Public Information Sessions with education, government, business and community leaders;

- Various meetings and conferences with New York State Education Department (NYSED) personnel, including representatives from the Office of the Commissioner of Education and the Office of District Superintendents;

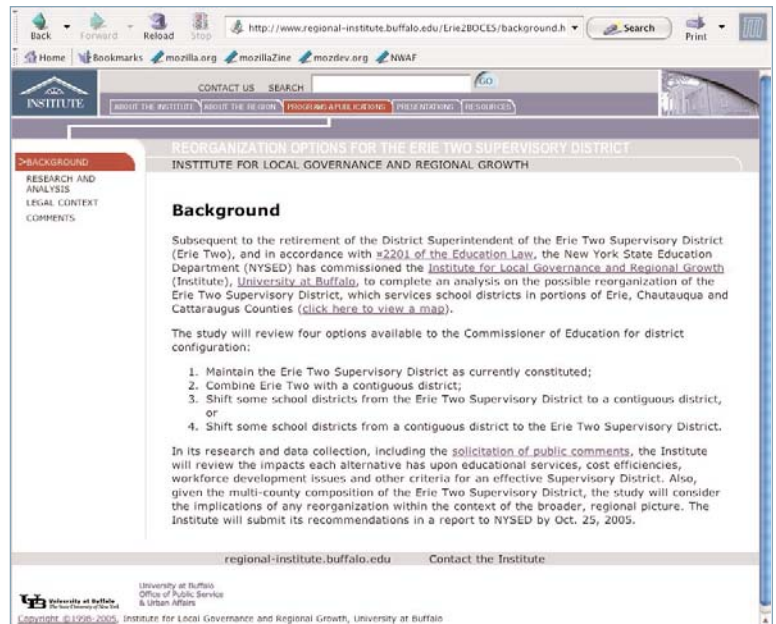
- Feedback provided on an Erie Two Reorganization Study Web site developed and hosted by the Institute as an additional resource to convey information to the regional community and to solicit feedback and data;

- Correspondence and other communication with interested parties (including component school district superintendents, higher education, government, school boards associations, not-for-profit and community members);

- Information and statistical data from NYSED, including A Preliminary Survey of Alternatives for the Second Supervisory District of Erie County, August 2005, Public School Enrollment and Staff data for New York State, BOCES Program & Administrative/Capital Budget Summary data, Annual 602 Reports;

- Information and statistical data from the E2CC Supervisory District and BOCES and contiguous Supervisory Districts and BOCES (Erie 1 and Cattaraugus-Allegany-Erie-Wyoming); and

- Public records, periodicals and other reports, including New Alliance for Regional Excellence: Building a Powerful Mosaic of Erie County Schools, prepared by the Cornell University School of Industrial and Labor Relations (2005).

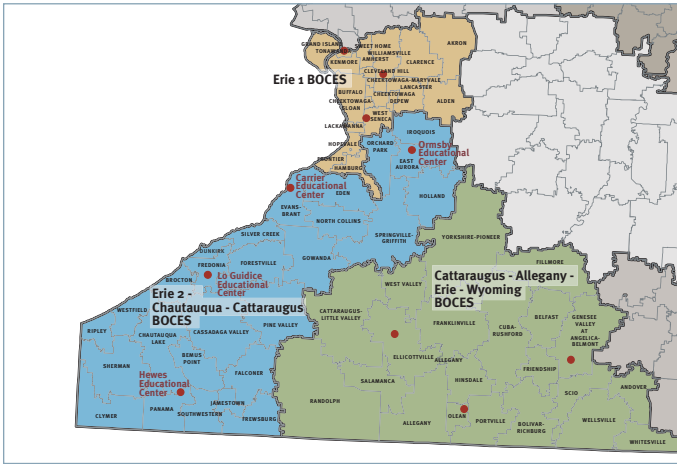


Information gathering led to development of five configuration options:

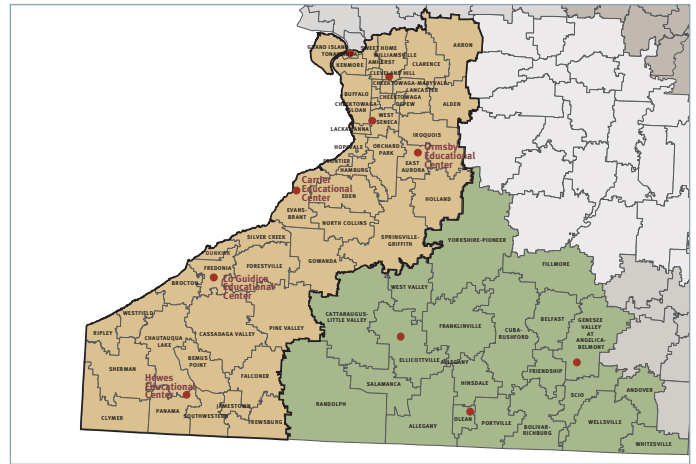
- Option 1: Status Quo
- Option 2: Merger of E2CC and Erie 1
- Option 3: Expansion of E2CC by three districts, Frontier, Hamburg, and Hopevale
- Option 4: Contraction of E2CC by eight Erie County based districts, yielding county-level BOCES for Erie and Chautauqua Counties
- Option 5: Dissolution of E2CC and formation of two regional supervisory districts: Erie and Southern Tier

For each option, the analysis examines impacts on demographics, district superintendent responsibilities, programs and finances, including a simulation of school district-level cost impacts. The analysis also outlines factors supporting and opposing the reorganization option.

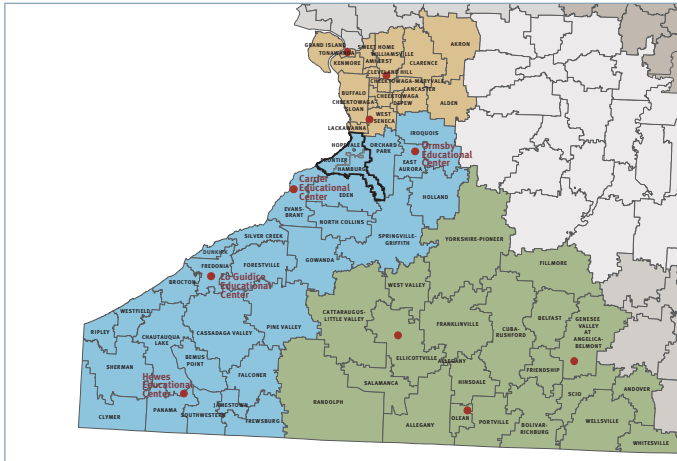
# Summary of Options



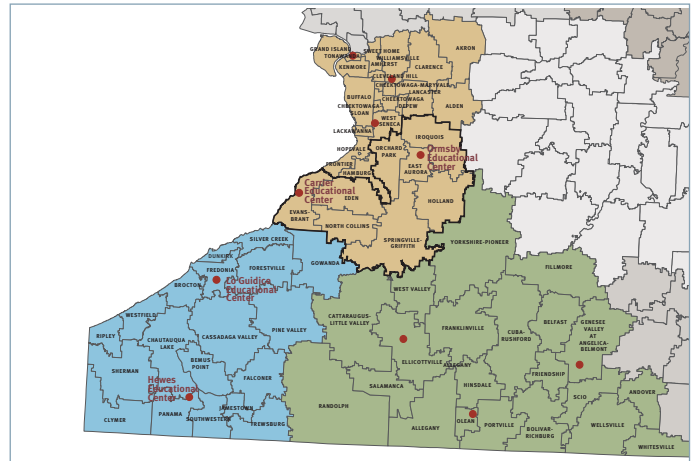
**Option 1: Status Quo**  
Affirms current configurations of Erie 1, E2CC and CAEW



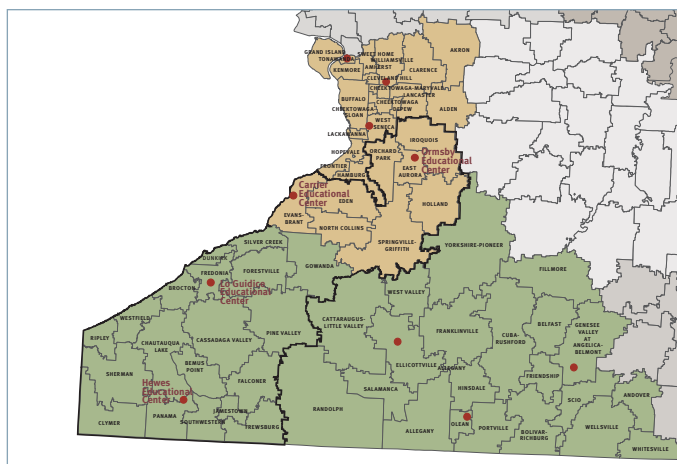
**Option 2: Merger of E2CC and Erie 1**  
Combines E2CC and Erie 1, retains CAEW in its current configuration



**Option 3: Expansion of E2CC**  
Expands E2CC by Hamburg, Hopevale and Frontier  
Contracts Erie 1 by the same, retains CAEW in its current configuration



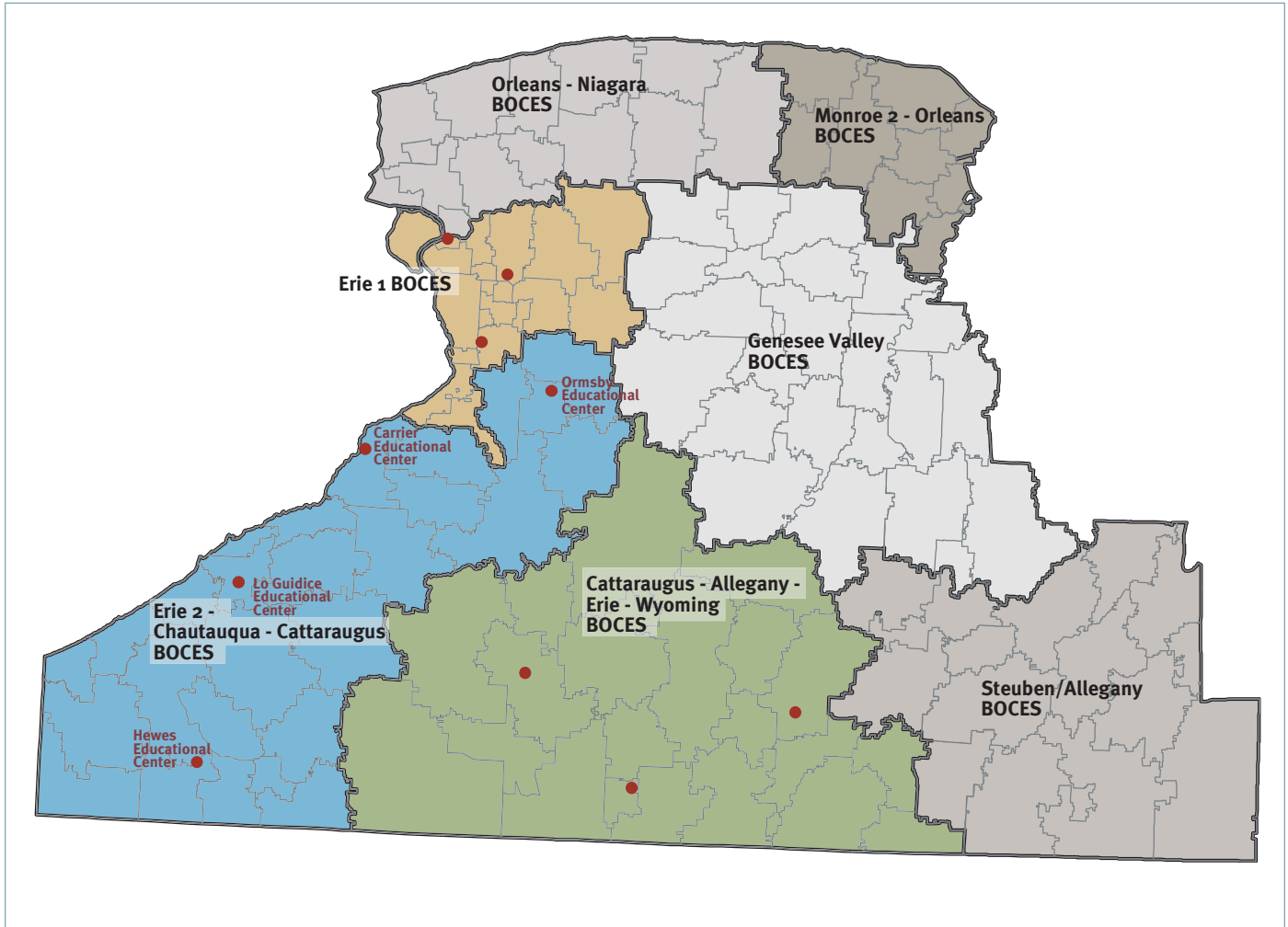
**Option 4: Contraction of E2CC by Erie County Districts to Yield County Level BOCES**  
Contracts E2CC by Erie County Districts, expands Erie 1 by same, retains CAEW in its current configuration



**Option 5: Dissolution of E2CC and Formation of Erie and Southern Tier Supervisory Districts**  
Dissolves E2CC, forms Erie and Southern Tier Supervisory Districts



### III. Current Conditions – Option 1: Status Quo



**Basic and Demographic Conditions.** The Supervisory District encompasses all of Chautauqua County, the southern part of Erie County and a small part of Cattaraugus County in southwestern New York State. Covering **1,791 square miles**, E2CC ranks eighth largest in land area among the state’s 37 supervisory districts.\*

The E2CC supervisory district borders three other supervisory districts; Erie 1 to the north, Genesee Valley to the northeast, and Cattaraugus-Allegany-Erie-Wyoming (CAEW) to the east. Because E2CC’s boundary with Genesee Valley is relatively short, Genesee Valley was excluded from consideration in reorganization options.

E2CC has **27 component school districts**, significantly higher than the statewide average of 18 school districts per

supervisory district and ranking it 6th highest of the state’s 37 supervisory districts. In the 2003-04 school year, E2CC had a Resident Weighted Average Daily Attendance (**RWADA**) of **47,787**, ranking it 11th highest in the state, and above the threshold level of 40,000 students considered necessary to sustain an array of BOCES programs to meet varied student needs. The E2CC BOCES supports **four educational centers**, Carrier (Angola), which also serves as headquarters for the supervisory district, Ormsby (East Aurora), Lo Guidice (Fredonia) and Hewes (Ashville).

The current E2CC configuration has been in place since 1987 when the former Chautauqua Supervisory District and Erie 2 Supervisory District merged following the retirement of the District Superintendent of Erie 2. By

\* Pending the merger (effective July 1, 2006) of the Steuben, Allegany and Schuyler, Chemung and Tioga Supervisory Districts.

**Table 1-1.**  
**Supervisory District Summary Demographic Data**  
**Erie 2-Chautauqua-Cattaraugus and Contiguous BOCES**

Supervisory District	E2CC	Erie 1	CAEW	State Average
No. of Component School Districts	27	20	22	18
Land Area	1,791	434	2,159	1,223
Rank of 37 BOCES	8	32	6	n/a
RWADA (03-04)	47,787	83,201	22,450	45,471
Rank of 37 BOCES	11	4	26	n/a
RWADA (99-00)	49,554	82,643	24,092	32,031
Pct. chg. RWADA 99-00 to 03-04	-3.6%	0.7%	-6.8%	0.4%
Density (pupils/sq. mi.)	24.2	174.9	9.5	35
Avg. Pct. eligible free or reduced lunch	33.2%	24.8%	45.8%	51%
Avg. Pct. minority enrollment	6.4%	11.0%	5.4%	46%
Avg. Pct. to college	80.2%	87.4%	76.9%	82%
Avg. RWADA Aid	0.72	0.63	0.75	n/a
Min. RWADA Aid	0.53 (East Aurora)	0.46 (Cheektowaga Central)	0.49 (Randolph Academy)	n/a
Max. RWADA Aid	0.84 (Jamestown City)	0.75 (Tonawanda City)	0.87 (Salamanca)	n/a

most accounts, the merger was difficult at the outset, marrying two supervisory districts accustomed to independence. Unification required considerable effort to reconcile differences in program cultures and contracts. One impact of having faced and resolved challenges, however, is wariness amongst E2CC board members, professional staff and component districts of further reorganization. The challenges of reorganization have also intensified satisfaction and pride with subsequent accomplishments.

**Table 1-1** summarizes basic data for E2CC and its neighboring supervisory districts of Erie 1 and CAEW.

E2CC falls between its two neighbors in land area, RWADA and pupil density, with Erie 1 smaller, more populous, and much denser, and CAEW larger, less populous, and lower in density than E2CC. Consistent with broader trends in the state and region, all three supervisory districts have shown stability or declines in RWADA since 1999-00, varying from a decline of 6.8 percent in CAEW and 3.6 percent in E2CC to a slight gain of 0.7 percent in Erie 1.

E2CC similarly finds middle demographic ground between Erie 1 and CAEW. The average school district (unweighted by population) of E2CC has a minority enrollment of 6.4 percent compared to 11 percent for Erie 1 and 5.4 percent for CAEW. The average level of students eligible for a free or reduced lunch, one measure of income need, is 33.2 percent, falling between 24.8 percent for Erie 1 and 45.8 percent for CAEW. E2CC component districts send an average of 80.2 percent of their students to college, compared to 87.4 percent of students in Erie 1 and 76.9 percent in CAEW.

**District Superintendent Conditions.** BOCES in the region benefit from ample experience and strong leadership from area District Superintendents. Prior to retirement in July 2005, Dr. Richard Timbs had served as District Superintendent of E2CC since 1999. Replacing him on an interim basis is Dr. Clark Godshall, who has been chief executive of the Niagara Orleans BOCES for the past five years. The District Superintendent of Erie 1 BOCES is Dr. Donald Ogilvie, who has been in that position for nine years. In CAEW, Dr. Robert Olczak has served as District Superintendent for the past five years.

**Table 1-2.**  
**School Superintendent Tenure, E2CC and Contiguous Supervisory Districts**

Variable	Option 1: Status Quo		
	E2CC	Erie 1	CAEW
No. School Superintendents	27	20	22
Avg. Sup't. Years in District	3.0	6.8	3.6
Number of Sup't. Turnovers, 1999-2000 to 2005-06	31	18	21
Ratio of Turnovers to Districts	1.1	0.9	0.95
Avg. Turnovers per Year	5.2	3.0	3.5

Source: E2CC, Erie 1 and CAEW BOCES

As a chief educational leader of the region, the District Superintendent provides guidance to school district superintendents, a responsibility that increases for new or relatively inexperienced superintendents. The District Superintendent also manages school superintendent searches and guides the interim school superintendent during transition periods. Demands on the District Superintendent are thus greatest when school superintendents have fewer years in the position and turnover is frequent, conditions that tend to be more common in rural districts compared to suburban or urban districts.

As the data in **Table 1-2** indicate, in recent years E2CC has seen more numerous and more frequent turnover of school superintendents compared to either Erie 1 or CAEW Supervisory Districts. Since 1999-2000, there have been 31 turnovers of school superintendents, a pace of 5.2 per year or **1.1 turnovers per district**. This compares to average turnover rates of 3.0 and 3.5 per year, respectively, for Erie 1 and CAEW, which have per district turnover rates of **0.9 and 0.95**. Notably, E2CC's school superintendent tenure level of 3 years in the district is less than half that of Erie 1's 6.8 years and slightly less than CAEW's 3.6 years. One implication is that the nature of the E2CC District Superintendent's job varies from those of District Superintendents in neighboring BOCES, particularly Erie 1, in its attention to school superintendent duties and guidance.

Because travel to component districts and educational

**Table 1-3**  
**District Superintendent Travel, E2CC and Contiguous BOCES**

**Option 1: Status Quo**

<b>From</b>	<b>E2CC</b> 8685 Erie Rd., Angola, NY 14006		
		<b>Distance</b>	<b>Time</b>
	<b>To</b>	Frewsburg 55 mi.	75 min.
		Clymer 76 mi.	90 min.
		Ripley 50 mi.	60 min.
	Iroquois 34 mi.	45 min.	
<b>From</b>	<b>Erie 1</b> 355 Harlem Road West Seneca, NY 14224		
		<b>Distance</b>	<b>Time</b>
	<b>To</b>	Grand Island 20 mi.	30 min.
		Akron 26 mi.	45 min.
		Hamburg 9 mi.	15 min.
<b>From</b>	<b>CAEW</b> 1825 Windfall Rd., Olean, NY 14760		
		<b>Distance</b>	<b>Time</b>
	<b>To</b>	Fillmore 40 mi.	60 min.
		Whitesville 53 mi.	75 min.
		Cattaraugus 39 mi.	45 min.

**Table 1-4.**  
**Supervisory District Summary Program Data**  
**Erie 2-Chautauqua-Cattaraugus and Contiguous BOCES**

Supervisory District	E2CC	Erie 1	CAEW	State Average
Vocational Centers	4	3	3	2
BOCES Professional Staff, 1999	317	407	318	247
BOCES Professional Staff, 2004	307	494	265	259
<i>Pct. staff change, 99-04</i>	<i>-3.2%</i>	<i>21.4%</i>	<i>-16.7%</i>	<i>4.9%</i>
CTE Programs, 2004	26	26	20	20
students enrolled, 1999	1,228	2,193	1,107	858
students enrolled, 2004	1,476	2,255	1,038	897
<i>Pct. enrollment change, 99-04</i>	<i>20.2%</i>	<i>2.8%</i>	<i>-6.2%</i>	<i>4.5%</i>
Alt. Ed. students enrolled, 1999	338	395	101	125
Alt Ed. students enrolled, 2004	318	423	143	121
<i>Pct. enrollment change, 99-04</i>	<i>-5.9%</i>	<i>7.1%</i>	<i>42.0%</i>	<i>-3.2%</i>
Special Ed Total, 1999	414	490	440	484
Special Ed. Total , 2004	600	565	455	612
<i>Pct. enrollment change, 99-04</i>	<i>44.9%</i>	<i>15.3%</i>	<i>3.4%</i>	<i>26.4%</i>
Special Ed. 1:12:1	119	280	247	134
Special Ed. 1:6:1	226	206	52	187
Special Ed. 1:12:3	8	14	31	109
Special Ed. 1:8:1	247	65	125	182
Distance Learning - districts subscribing, 1999	18	7	16	9
Distance Learning - districts subscribing, 2004	21	10	13	9

centers is a routine part of the District Superintendent’s duties, geographic factors are important considerations in BOCES organization around the state. As data in **Table 1-3** outline, distances from the BOCES headquarters to other parts of the supervisory district are greatest in E2CC and CAEW, which have large land areas compared to Erie 1. For example, the 76-mile one-way trip from E2CC Carrier Center in Angola to Clymer in the southwestern part of the district requires 90 minutes in good weather. The longest one-way trip for the District Superintendent of Erie 1 is about half as long, requiring 45 minutes from West Seneca to Akron in Erie County.

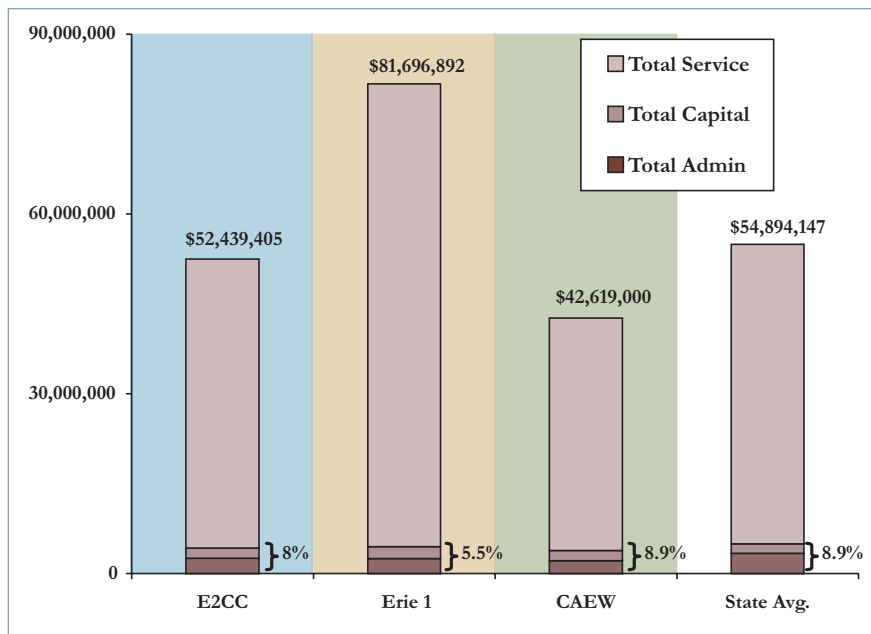
**Academic Program Conditions.** Program data in **Table 1-4** indicate active operations at each of the three BOCES, with nearly every indicator exceeding state averages. As with its neighbors, E2CC supports more educational centers and Career and Technical Education (CTE) programs than does the average BOCES statewide. E2CC, Erie 1 and CAEW likewise serve more CTE and Alternative Education pupils relative to statewide averages.

For special education programs offered (which come in four types, designated by the ratio of faculty to students to aides as 1:12:1, 1:6:1, 1:12:3 and 1:8:1), E2CC served 600

students in 2003-04, just shy of the 612 average for BOCES statewide. This level is higher than that served by Erie 1 with 565 special education students and CAEW with 455.

**Cross Contracting.** Component districts may participate in the programs of another BOCES to obtain specified levels or types of services. Such cross-contracting is common, with approximately \$3.8 million in cross contracts exchanged between E2CC and Erie 1 in 2004-05, up from \$3.4 million in 1999-2000. E2CC likewise has an active cross-contracting program with neighboring CAEW, with an exchange of approximately \$1.0 million, primarily purchases of E2CC services by CAEW districts. Together with other BOCES in Western New York, E2CC participates in mandatory cross-contracting for Computer Service Management and Telecommunications, purchasing around \$5.5 million in these services in 2003-04 from the Regional Information Center housed in Erie 1 BOCES.

### Budget Levels, 2004-05, E2CC and Contiguous BOCES



With the exception of this computing management arrangement, cross-contracting by E2CC represents a relatively minor part of total service delivery. As of 2003-04, total cross contracts for BOCES programs range from around 1.8 percent of total expenses for itinerant programs to around 11 percent for alternative education, with CTE and Special Education cross contracts together representing about 7 percent of combined budgets. While

service sharing entails numerous programs, non-component districts most frequently purchase special education, elementary science, and speech and occupational therapy from E2CC, taking advantage of expertise in these areas. Other BOCES likewise take advantage of E2CC's center for student assessment data analysis and program arrangements for cooperative bidding. For its part, component districts of E2CC seek services beyond the BOCES for some special education services, occupational skills, textbook coordination, and CTE offerings.

**Financial Conditions.** Because supervisory districts vary widely in underlying enrollments, student need, and geographic expanse, budgets likewise show wide variation. Supervisory districts with relatively small component school districts spread over large territories, for example, will devote more of their budget to itinerant services than would supervisory districts with large school districts with such personnel on staff. In a similar vein, special education services across BOCES may vary widely in cost, a reflection of the experience of personnel, insurance and utility costs, programming choices (e.g., to mainstream students or operate off-site services), equipment requirements, and the nature of student disabilities.

The chart shows budget level category for E2CC, Erie 1 and CAEW BOCES relative to state averages. As the largest BOCES in the region, Erie 1 has the largest budget, considerably higher than state averages. In part because Erie 1 services include expenditures for a multi-BOCES serving Regional Information Center, the proportion of budget devoted to

administration and capital expenses is smaller, around 5.5 percent, relative to the 8 percent to 8.9 percent levels for E2CC, CAEW, and the state average.

Per category expenditure variation is apt to reveal program differences rather than level of cost-effectiveness or efficiency, a measure that would additionally require detail on program quality. The data in **Table 1-5** provide the cost side of this measure. As a general rule, per-RWADA



**Table 1-5**  
**Supervisory District Financial Data, 2004-05**  
**Erie 2-Chautauqua-Cattaraugus and Contiguous BOCES**

<b>Supervisory District</b>	<b>E2CC</b>	<b>Erie 1</b>	<b>CAEW</b>	<b>State Average</b>
Total Budget, 2004-05	\$52,439,405	\$81,696,892	\$42,619,000	\$54,894,147
RWADA (03-04)	47,787	83,201	22,450	45,471
<i>Total Budget per RWADA</i>	<i>\$1,192</i>	<i>\$982</i>	<i>\$1,898</i>	<i>\$1,438</i>
<b>Admin &amp; Capital Budget</b>	<b>\$4,204,732</b>	<b>\$4,458,899</b>	<b>\$3,805,000</b>	<b>\$4,898,777</b>
<i>Admin &amp; Cap per RWADA</i>	<i>\$88</i>	<i>\$54</i>	<i>\$170</i>	<i>\$108</i>
<b>Services Budget</b>	<b>\$48,234,673</b>	<b>\$77,237,993</b>	<b>\$38,814,000</b>	<b>\$49,995,370</b>
<i>Services Budget per RWADA</i>	<i>\$1,009</i>	<i>\$928</i>	<i>\$1,729</i>	<i>\$1,100</i>
<b>Admin &amp; Capital Budget Components</b>				
General Administration	\$2,495,865	\$2,474,367	\$2,131,000	\$3,350,483
<i>General Admin per RWADA</i>	<i>\$52</i>	<i>\$30</i>	<i>\$95</i>	<i>\$74</i>
Capital Expenditures	\$1,708,867	\$1,984,532	\$1,674,000	\$1,548,293
<i>Capital Exp. per RWADA</i>	<i>\$36</i>	<i>\$24</i>	<i>\$75</i>	<i>\$34</i>
<b>Service Budget Components</b>				
CTE Budget	\$8,911,396	\$11,062,350	\$6,372,371	\$7,552,361
<i>CTE Budget per RWADA</i>	<i>\$186</i>	<i>\$133</i>	<i>\$284</i>	<i>\$166</i>
Special Ed Budget	\$14,915,444	\$15,388,810	\$11,266,825	\$20,485,285
<i>Special Ed per RWADA</i>	<i>\$312</i>	<i>\$185</i>	<i>\$502</i>	<i>\$451</i>
Itinerant Services Budget	\$8,273,367	\$5,824,773	\$4,548,105	\$2,588,006
<i>Itinerant Services per RWADA</i>	<i>\$173</i>	<i>\$70</i>	<i>\$203</i>	<i>\$89</i>
Gen. Ed. Budget	\$5,447,248	\$6,804,615	\$3,539,842	\$4,037,971
<i>Gen. Ed. per RWADA</i>	<i>\$114</i>	<i>\$82</i>	<i>\$158</i>	<i>\$89</i>
Instructional Support Budget	\$5,336,318	\$14,295,884	\$6,337,805	\$7,183,811
<i>Instruc. Support per RWADA</i>	<i>\$112</i>	<i>\$172</i>	<i>\$282</i>	<i>\$301</i>
Non-Instr. Budget	\$5,350,870	\$23,861,561	\$6,749,052	\$8,147,937
<i>Non-Instruc. per RWADA</i>	<i>\$112</i>	<i>\$287</i>	<i>\$301</i>	<i>\$179</i>

**Notes:**

1. General Admin includes expenditures for the Office of District Superintendent operations.
2. Capital Expenditures include maintenance of owned facilities and lease of rental facilities.
3. CTE includes expenditures for career and technical education programs.
4. Special Ed includes expenditures for shared special ed classes of all types operated by BOCES.
5. Itinerant Services includes expenditures for personnel, such as art and music teachers, guidance counselors, therapists and psychologists shared across typically small-enrollment districts.
6. General Education includes expenditures for alternative education, distance learning, summer school, gifted and talented programs and arts and environmental education.
7. Instructional Support includes expenditures for learning-based instruction such as curriculum and staff development programs and communications and technology-related initiatives.
8. Non-instructional expenditures includes payroll, accounting, scheduling, safety-risk management, contract negotiations, and transportation services supporting district operations.

Source: NYS Education Department, "2004-05 BOCES Program and Administrative/Capital Budgets Summary."

expenditures are higher in low-population BOCES given fixed costs for many program or administration categories. State averages mask variation across BOCES, making them most useful as a general gauge of centrality, rather than as a benchmark of expectations or quality.

The E2CC BOCES has per-RWADA expenditures below state averages for total, administration and capital, and services (all programs) budgets. Below-state average levels pertain also for Erie 1 BOCES, while per-RWADA levels of service are above state averages for CAEW, a condition more likely in smaller supervisory districts. Within the services budget, E2CC expenditures per RWADA generally fall at or below state averages, with the exception of Itinerant Services and General Education Services, the latter including distance learning, alternative education, gifted and talented programs, and summer school offerings, which are higher per pupil relative to state averages.

The chart below showing the distribution of service expenditures by sub-category indicates some differences across the region's BOCES, but generally levels comparable to BOCES around the state. E2CC devotes a relatively larger amount of its budget to CTE programs and Itinerant Services and proportionally less to Instructional and Non-Instructional Support than do its counterparts in the region. The proportions for Erie 1 include expenditures for the Regional Information Center, which raises the proportion of budget to Non-

Instructional Services to nearly one-third of its budget.

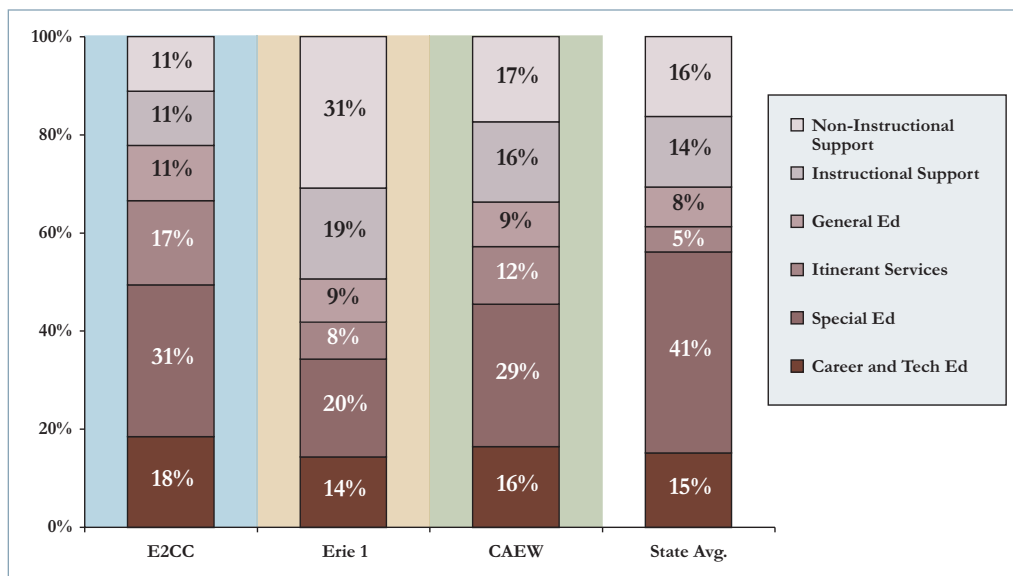
Tuition levels similarly vary across programs and BOCES. With the exception of tuition for the 1:12:3 special education program, E2CC tuitions per pupil fall at or below state averages, a condition also true for Erie 1 and CAEW BOCES.

### Input and Factors Supporting This Option

There is strong support from members and professional staff of E2CC BOCES for retaining the status quo configuration. Chief among the factors is the provision of quality programs tailored to component districts, which include a variety of district types, from small city to rural. The E2CC BOCES currently exceeds state threshold levels for number of districts and RWADA, with a high level of program offerings utilized by neighboring districts, evidence of service quality. Professional staff members note that, given school superintendent patterns and the distinct needs and culture of E2CC component districts, the District Superintendent of E2CC plays a fundamentally different role from that of the District Superintendent of Erie 1, which supports the status quo configuration. Another supporting factor is high levels of social capital and considerable depth and quality of relationships within and across the BOCES, including with businesses, parents, students, community colleges and governments. These positive relations have yielded a rich and dynamic mix of programs that closely match student needs and program offerings. Evidence of the future orientation of the BOCES is an agreement, now being implemented, to share

\$7 million in capital costs for improved educational facilities to ensure continued service quality. Supporters sum up their views in the expression, "if it ain't broke, don't fix it." Such factors support retention of the current configuration of BOCES service delivery. In addition, by encompassing parts of three counties, the current configuration of BOCES represents a regional approach to educational service delivery more than

Distribution of Budget, 2004-05, E2CC and Contiguous BOCES



**Table 1-6**  
**Supervisory District Financial Data, 2004-05**  
**Erie 2-Chautauqua-Cattaraugus and Contiguous BOCES**

Supervisory District	E2CC	Erie 1	CAEW	State Average
Total Budget, 2004-05	\$52,439,405	\$81,696,892	\$42,619,000	\$54,894,147
CTE students enrolled, 2004	1,476	2,255	1,038	897
<i>CTE Tuition per student</i>	<i>\$5,718</i>	<i>\$4,746</i>	<i>\$5,146</i>	<i>\$6,723</i>
Special Ed. enrollment 1:12:1	119	280	247	134
<i>Special Ed. Tuition 1:12:1</i>	<i>\$15,676</i>	<i>\$13,956</i>	<i>\$11,265</i>	<i>\$18,999</i>
Special Ed. 1:6:1	226	206	52	187
<i>Special Ed. Tuition 1:6:1</i>	<i>\$26,265</i>	<i>\$23,968</i>	<i>\$19,152</i>	<i>\$27,535</i>
Special Ed. 1:8:1	247	65	125	182
<i>Special Ed. Tuition 1:8:1</i>	<i>\$17,953</i>	<i>\$18,090</i>	<i>\$15,673</i>	<i>\$24,304</i>
Special Ed. 1:12:3	8	14	31	109
<i>Special Ed. Tuition 1:12:3</i>	<i>\$40,111</i>	<i>\$23,749</i>	<i>\$19,534</i>	<i>\$27,902</i>
Alt Ed. students enrolled, 2004	318	423	143	121
<i>Alt. Ed Tuition per student</i>	<i>\$8,426</i>	<i>\$10,605</i>	<i>\$7,984</i>	<i>\$13,150</i>
Distance Learning - districts subscribing, 2004	21	10	13	9
<i>Distance Learning cost per course</i>	<i>\$2,050</i>	<i>\$14,598</i>	<i>\$13,007</i>	<i>\$21,009</i>

**Source:** New York State Education Department, Feb. 2005, "Financial and Statistical Outcomes of the Boards of Cooperative Educational Services," various tables.

would a BOCES configuration coterminous with county-level boundaries. Collaborations across BOCES boundaries have served the region well in building relationships and realizing efficiencies without the costs and disruption of reorganization. Such cross-BOCES programming also permits recognition of differences in service and program needs between denser urban districts and less-dense rural districts. A similar factor recognizes that the job of District Superintendent in meeting the needs of typically less experienced school superintendents in E2CC compared to Erie 1 requires leadership tailored to this demand, an outcome well achieved under the status quo configuration. Finally, vendors and employers in E2CC depend on the program needs and output of BOCES programs for business and labor; reorganization might jeopardize these flows of employment and capital.

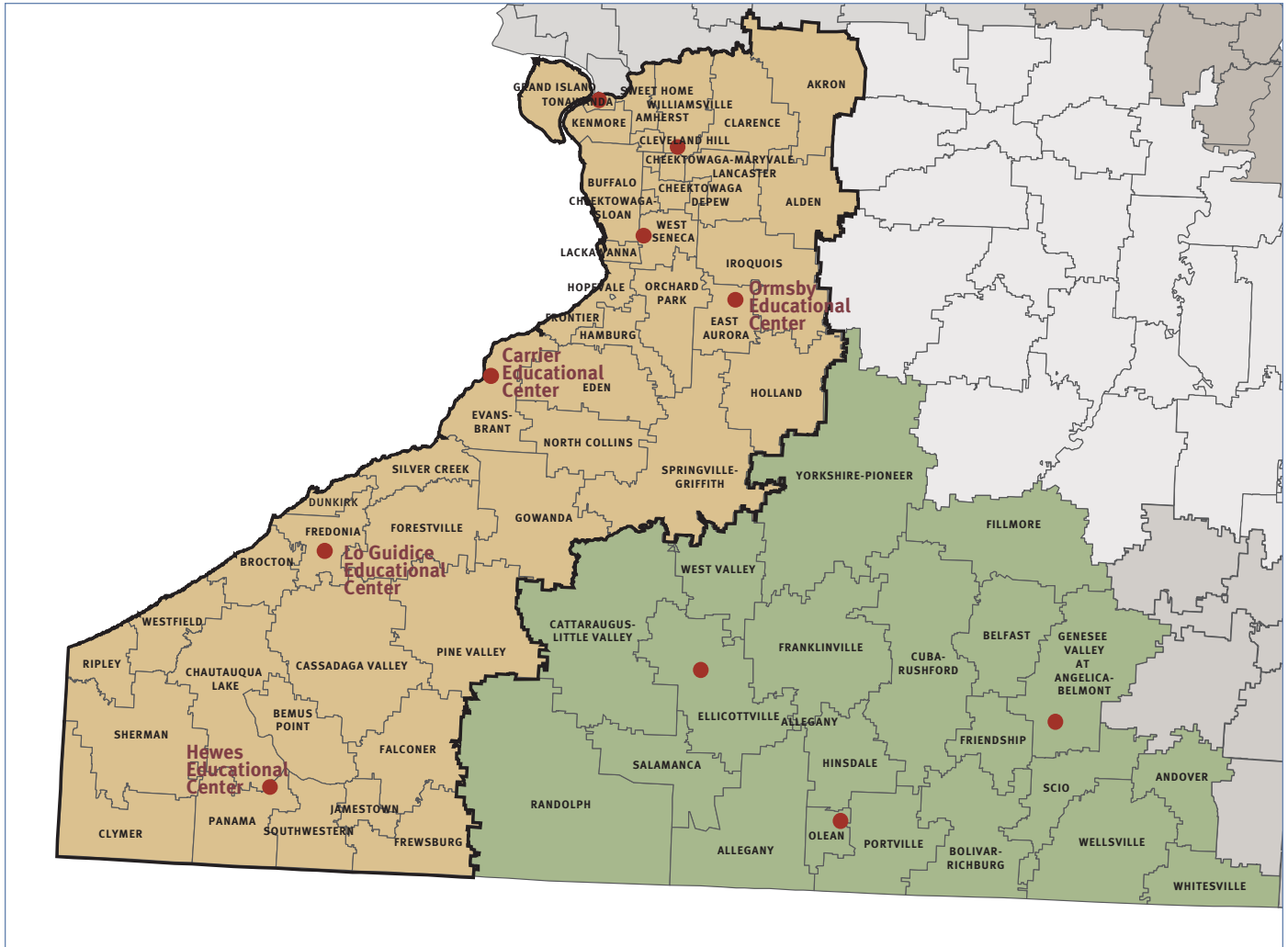
### Input and Factors Opposing This Option

Input and analysis affirm that the region's three existing Supervisory Districts provide vital and high-quality services to their constituents at levels sustainable into the future.

That said, opponents of the status quo cite recent trends as well as educational service delivery opportunities in recommending reconfiguration. These views are covered in the "input and factors" sections for other options in this report. In summary here, however, those concerned with retaining current configurations note a window of opportunity to consider the region's declining student enrollments, which portend the need for eventual change. Proactively addressing such trends today with merger or dissolution options could strengthen the region's BOCES before being forced to do so under less favorable conditions. Another concern about retaining current configurations is the missed opportunity to exploit advances in technology, communications and educational service delivery, suggesting the potential for higher-level (that is, larger geographic scope) administrative service delivery while implementing close-to-the-customer service programs. Reconfiguration options that operate under a larger Supervisory District structure could offer a pilot opportunity to assess the impacts of such BOCES configuration throughout New York State.

# IV. Reorganization Options for the Erie Two-Chautauqua Cattaraugus Supervisory District

## Reorganization Option 2: Merger of E2CC and Erie 1



This option would reduce by one the number of Supervisory Districts in the state. The proposed merger combines the Erie 2-Chautauqua-Cattaraugus Supervisory District with the Erie 1 Supervisory District, retaining the Cattaraugus-Allegany-Erie-Wyoming Supervisory District in its current configuration.

The merged Erie-Chautauqua-Cattaraugus district would cover **2,225 square miles**, ranking it 6th among the state's 37 supervisory districts (CAEW Supervisory District would fall to 7th largest). It would serve an enrollment base of **119,296 students** across **47 component school districts**, ranking it third in the state for both indicators, behind

Nassau and Eastern Suffolk districts on Long Island. Assuming no closures, the merged district would support **seven educational centers**, of which the existing Carrier Center in Angola (currently the headquarters of E2CC BOCES) would represent the most geographically centered location, though the Erie 1 headquarters at West Seneca would be larger in facilities and personnel. The merged district would have a pupil density of **54 students per square mile**, ranking it 12th most dense in the state.

**Table 2-1.**  
Demographic Impacts, Option 2: Merger

Variable	Option 1: Status Quo		Option 2: Merger
	E2CC	Erie 1	E2CC + Erie 1
No. Districts	27	20	47
Enrollment, 2004	43,308	75,988	119,296
Avg. State Aid Ratio	0.72	0.63	0.68
Min. State Aid Ratio	.53 (East Aurora)	.46 (Cheektowaga Central)	.46 (Cheektowaga Central)
Max. State Aid Ratio	.84 (Jamestown)	.75 (Tonawanda City)	.84 (Jamestown)
Avg. Pct. Eligible for Free or Reduced Lunch	33.2%	24.8%	29.6%
Avg. Pct. Minority Enrollment	6.4%	11.0%	8.3%
Avg. Pct. to College	80.2%	87.4%	83.3%

**Note:** Averages are across component districts; data are from 2003 unless otherwise indicated.  
**Source:** 655 Report, 2003: *State of Learning Report to the Governor and Legislature on the Educational Status of the State's Schools*.

## Impacts

### A. Demographic.

As the data in **Table 2-1** indicate, relative to the current E2CC, the merged supervisory district would be more affluent, send a higher percentage of high school graduates to college, and have a higher percentage of minority students overall. The range of affluence as measured by RWADA aid ratios would increase. These impacts result from the marriage of the relatively more affluent, racially diverse, and somewhat more college-bound student populations in the Erie 1 Supervisory District compared to that of E2CC.

### B. District Superintendent.

While the general nature and scope of duties would remain the same, the District Superintendent of a merged BOCES would be responsible for a larger number of component districts, superintendents and students, and would have a greater territory to cover.

One significant impact of a merger relates to the

**Table 2-2.**  
Superintendent Tenure, Option 2: Merger

Variable	Option 1: Status Quo		Option 2: Merger
	E2CC	Erie 1	E2CC + Erie 1
No. School Superintendents	27	20	47
Avg. Sup't. Years in District	3.0	6.8	4.6
Number of Sup't. Turnovers, 1999-2000 to 2005-06	31	18	49
Ratio of Turnovers to Districts	1.1	0.9	1.0
Avg. Turnovers per Year	5.2	3.0	8.2

**Source:** E2CC, and Erie 1 BOCES

magnitude and pace of superintendent turnovers in a Supervisory District with 47 component school districts. Data in **Table 2-2** reveal that had the districts been merged from 1999-2000 to the present, a single District Superintendent would have had to manage an average of 8.2 superintendent turnovers per year. Given that the District Superintendent often guides the interim superintendent and handles the search procedures for a new incumbent, and assuming a continued pace of turnover as in the past, the District Superintendent of the larger merged supervisory district would spend a significantly greater amount of time and energy on turnover-related duties.



**Table 2-3.**  
**District Superintendent Longest One-Way Trips**

Origin	Option 1: Status Quo				Option 2: Merger				Difference	
	Traveling to: District	Distance	Time		Traveling to: District	Distance	Time		Distance	Time
E2CC	North	Iroquois	34 mi.	45 min.	North	Akron	47 mi.	60 min.	+13 mi.	+15 min.
	South	Clymer	76 mi.	90 min.	South	Clymer	76 mi.	90 min.	none	none
Erie 1	North	Akron	26 mi.	40 min.	North	Akron	26 mi.	40 min.	none	none
	South	Hamburg	9 mi.	15 min.	South	Clymer	96 mi.	1 hr. 45 min.	+87 mi.	+1 hr. 30 min.

As part of their duties, District Superintendents also guide the work of school superintendents, a responsibility that requires more time for superintendents who are newer and have fewer years on the job. Because the 3.0 years average length of tenure for school superintendents in E2CC (and, in general, in the more rural parts of the state) is significantly shorter than the 6.8 average years in Erie 1, the District Superintendent of a merged Erie-Chautauqua-Cattaraugus Supervisory District could expect additional time spent working with relatively less experienced superintendents.

Another impact on the District Superintendent (and other Supervisory District and BOCES personnel) regards travel distances, which would inevitably increase after a merger.

Data in Table 2-3 note that the longest status-quo one-way trip from E2CC headquarters in Angola to school districts to the north (specifically Iroquois) is a trip of about 35 miles and 45 minutes. To the south (Clymer) requires a trip of 76 miles taking about 1.5 hours. A merger that retained Angola as the consolidated Supervisory District headquarters would require a 47-mile trip north taking about an hour, with no change in travel distances to the

south. Travel increases would be more dramatic if the consolidated district had its headquarters at Erie 1 headquarters in West Seneca. While the longest pre-merger trip required 26 miles and 40 minutes (from West Seneca to Akron), a district superintendent traveling from Erie 1 headquarters to Clymer in the south would have a one-way travel requirement of 96 miles taking 1 hour and 45 minutes hours.

**C. Academic Programs Impacts.** As noted in the analysis of the status quo, the BOCES in Western New York provide a wide array of programs tailored to students and adults in their component districts. Each district decides how much it will buy, taking into account students' needs, district resources (factoring in its aid ratio, which determines the level of reimbursement), and program offerings.

It is impossible to determine until implementation the impact of a merger on BOCES service programs and

**Table 2-4.**  
**BOCES Program Service Delivery, Option 2: Merger**

	Option 1: Status Quo		Option 2: Merged E2CC + Erie 1	State Average
	E2CC	Erie 1	Merged E2CC + Erie 1	
Vocational Centers	4	3	7	2
BOCES Professional Staff, 2004	307	494	641	259
CTE enrollment, 2004	1,476	2,255	3,731	897
Special Ed. enrollment 1:12:1	119	280	399	134
Special Ed. 1:6:1	226	206	432	187
Special Ed. 1:8:1	247	65	312	182
Special Ed. 1:12:3	8	14	22	109
Alt Ed. enrollment, 2004	318	423	741	121
Distance Learning - districts subscribing, 2004	21	10	31	9

Source: New York State Education Department, Feb. 2005, "Financial and Statistical Outcomes of the Boards of Cooperative Educational Services," various tables.

academic achievement. A reasonable assumption given input from individual BOCES contacted for this analysis is that meeting student needs would remain the primary consideration for program choices, regardless of BOCES configurations. Given that, we assume retention of all educational centers and no loss in program variety to ensure stable travel distance and minimal disruption to services and familiar routines. In the short term, labor contracts may prevent reduction of workforce professional staff, but we could expect over time labor reduction of approximately 20 percent across classroom and professional office staff.

By these assumptions, the impacts of a merged BOCES would include staff and enrollment increases to levels significantly higher than state averages. With 7 centers, 641 professional staff (assumes 20 percent reduction over time), and program enrollments three to six times larger than state averages, the merged BOCES would become one of the largest such operations in the state. The only exception is the relatively fewer students served through special education 1:12:3 programs, a pattern reflecting local choices for this type of educational service delivery.

Closer analysis of CTE program offerings, shown in **Table 2-5**, would expand from 26 in each pre-merger BOCES to 37 in the merged district. This is nearly double the statewide average of 20 CTE courses per BOCES.

While the existence of programs would remain at pre-merger levels, administration of programs in a merged BOCES would change. The approximately \$3.8 million in cross-contracts exchanged between E2CC and Erie 1 in 2004-

**Table 2-5.**  
**Career and Technical Education (CTE) Courses**

Courses/Programs	2003-2004		after merger
	E2CC	Erie 1	E2CC + Erie 1
<b>Number</b>	26	26	37
<b>AGRICULTURE</b>			
Agri. Science	x		x
Conservation 1 and 2	x	x	(x)
Landscaping 1 and 2	x		x
Natural Resources 1 and 2			
Mechanical Science 1 and 2	x		x
Plant & Animal Science	x		x
Small Animal Science 1 and 2	x		x
<b>AUTOMOTIVE</b>			
Auto Body Repair 1 and 2	x	x	(x)
Auto Mechanics 1 and 2	x		x
Diesel Mechanics 1 and 2	x		x
Auto Technology	x		x
<b>BUSINESS AND OFFICE</b>			
Business 1 and 2			
Computer Systems Technology 1 and 2			
Computer Info. Tech 1 and 2	x	x	(x)
A+ Repair		x	x
<b>COMMERCIAL ART &amp; PRINTING</b>			
Radio and TV Production Technology			
Media Communications 1 and 2			
Graphics Tech. 1 and 2	x	x	(x)
<b>CONSTRUCTION</b>			
Building Trades 1 and 2	x	x	(x)
Carpentry 1 and 2	x		x
<b>DRAFTING</b>			
Computer Assisted Design/Drafting 1 and 2	x	x	(x)
<b>ELECTRICAL/ELECTRONICS</b>			
Electricity/Electronics 1 and 2	x	x	(x)
<b>ELECTRO-MECHANICS</b>			
Heating, Air Conditioning, Refrigeration	x		x

05 would now be internalized within the consolidated BOCES, although cross-contracts beyond the merged entity—that is, purchases from or by CAEW and other nearby BOCES—would continue. Where program offerings by the pre-merger BOCES overlap, as occurs for the 14 CTE programs marked with a circled boldface x in the table, we could anticipate administrative efficiencies and possible program-level consolidation. A possible offsetting consideration is the need to retain course sections in the merged BOCES to accommodate a commitment to reasonable student travel distances. More particular impacts require case specific analysis to determine merger effects on teaching levels, student demand, and program reforms.

**D. Financial Impacts.** As with program impacts, determining cost impacts of a merger requires making assumptions. At the Supervisory District level, the chief savings would come from reduction of one District Superintendent position and possible related business and personnel office savings, including possible new opportunities in joint purchasing. We estimate these at 20 percent savings over the sum of status quo administration budgets. Streamlining of service and program operations are likewise estimated to save 20 percent of the sum of pre-merger budgets, an assumption that presumes some reduction in labor over time. We estimate no savings in capital costs of facility rental and maintenance, given assumptions that all seven educational centers would remain after a merger.

The overall cost impact of a merger, outlined in **Table 2-6**, would be to further reduce per RWADA expenses to well below state averages across administration, capita, and services budgets.

**Table 2-5.**  
**Career and Technical Education (CTE) Courses (cont'd)**

Courses/Programs	2003-2004		after merger
	E2CC	Erie 1	E2CC + Erie 1
<b>METAL TRADES</b>			
Machine Trades 1 and 2	x	x	ⓧ
Welding/Metal Fabrication 1 and 2	x	x	ⓧ
<b>SERVICES</b>			
Nail Specialty		x	x
Cosmetology 1 and 2	x	x	ⓧ
<b>FOOD OCCUPATIONS</b>			
Culinary Arts 1 and 2	x	x	ⓧ
<b>SPECIAL &amp; MISC.</b>			
Criminal Justice	x	x	ⓧ
Pre. Voc./multiple occupations	x	x	ⓧ
<b>TECHNICAL</b>			
Mechanical Technology 1 and 2	x	x	ⓧ
Emergency Medical. Services	x		x
<b>HEALTH OCCUPATIONS</b>			
Health Assisting 1 and 2	x	x	ⓧ
Intro to Nursing		x	x
Dental 1 and 2		x	x
Early Childhood 1 and 2		x	x
Certified Nursing		x	x
Occupational Special Education		x	x
New Visions: Health Professions			
<b>OTHER OCCUPATIONS</b>			
New Visions: Education		x	x
New Visions: Law		x	x
New Visions: Travel		x	x
Physical/Sports Therapy		x	x
<b>Total Programs Offered</b>	<b>26</b>	<b>26</b>	<b>37</b>
<b>Total Enrollment (Secondary)</b>	<b>1476</b>	<b>2,255</b>	<b>3,731</b>

These assumptions do not account for the costs of reorganization. As a practical matter, cost savings may be outweighed in the short term by two types of transaction costs: 1) the time and labor expense of managing the merger, including renegotiation of labor contracts and articulation agreements as well as administrative, managerial and material expenses related to new needs or

**Table 2-6**  
**Financial Impact, Option 2: Merger**

	Option 1: Status Quo		Option 2: Merger of E2CC and Erie 1	State Average
	E2CC	Erie 1	E2CC + Erie 1	
<b>Total Budget, 2004-05</b>	\$52,439,405	\$81,696,892	\$108,047,717	\$54,894,147
RWADA (03-04)	47,787	83,201	130,988	45,471
<i>Total Budget per RWADA</i>	<i>\$1,197</i>	<i>\$982</i>	<i>\$825</i>	<i>\$1,207</i>
General Administration Budget	\$2,495,865	\$2,474,367	\$3,976,186	\$3,350,483
<i>General Admin per RWADA</i>	<i>\$52</i>	<i>\$30</i>	<i>\$30</i>	<i>\$74</i>
Capital Budget	\$1,708,867	\$1,984,532	\$3,693,399	\$1,548,293
<i>Capital Exp. per RWADA</i>	<i>\$36</i>	<i>\$24</i>	<i>\$28</i>	<i>\$34</i>
Services Budget	\$48,234,673	\$77,237,993	\$100,378,133	\$49,995,370
<i>Services Budget per RWADA</i>	<i>\$1,009</i>	<i>\$928</i>	<i>\$766</i>	<i>\$1,100</i>

**Note:** For merged BOCES assumes reduction of 20% of pre-merger admin and services budgets, with no change to capital budget.  
**Source:** Calculated from data in NY State Education Department, “2004-05 BOCES Program & Administrative/Capital Budgets Summary.”

disruptive change in communication and technology systems, publications and program delivery; and 2) the tendency in a merger to “equalize up” terms of agreements to the most favorable pre-consolidation level, which typically results in higher post-consolidation costs. Also not accounted for are potential diseconomies of scale from program delivery in large bureaucracies. Note, too, that cost savings from attrition of personnel are reduced if those leaving the system are the most recently hired, lower-salaried employees. Only detailed analysis of personnel and programs under an actual merger could determine these impacts.

At the district level we can calculate using RWADA data the share of costs borne by component districts under a merged district. This requires applying assumptions about shared administrative and capital cost changes following a merger (excluding services costs, which are at the discretion of individual districts), then examining the distribution of cost burden to determine per-district merger impacts. **Table 2-7** in the appendix shows such a calculation. It presumes no change to capital budgets (that is, basic maintenance and rental costs remain the same under a merged BOCES and are summed to yield merged BOCES capital costs) and reduction in administrative costs by 20 percent of pre-merger levels. Under such assumptions, the total expenditures for administration and capital costs is reduced by over

\$990,000, but the distribution of savings is uneven. Component districts of E2CC garner these gains, paying less for administration and capital costs than prior to merger. Erie 1 component districts face higher administration and capital cost shares, despite the overall savings. E2CC districts benefit because they can now spread combined costs across a larger group of RWADA-heavy partners, which bear the brunt of total costs.

### Input and Factors Supporting This Option

Professional staff from Erie 1 BOCES indicated their openness to and capacity to manage this reconfiguration option. Support for this option came also from the business community, which cited the potential of a merger to reduce service duplication and potential redundancies across E2CC and Erie 1 BOCES to reduce tax burdens and overall cost. Some noted that greater regionalization and cooperation between these supervisory districts had the potential to realize efficiencies without reducing educational service quality for students. Additional input noted that a full merger of these BOCES would open the way for more efficient use of county-level services in health, human services, and public safety, which are increasingly interdependent with education service delivery. Such holistic coordination of service delivery is currently hindered by the split of Erie County-based component districts across two BOCES.

The merger option would retain the benefits of cross-county regionalization of educational service delivery. While transaction costs and personnel commitments would likely diminish cost savings in the short term, the reduction of one BOCES statewide and consequent program and administrative streamlining would likely realize longer-term savings. The relatively less affluent districts of E2CC would be the primary beneficiaries of administration and capital cost savings from the merger, a factor leading to greater cross-BOCES equity.

### Input and Factors Opposing This Option

Input from some members of the educational community and BOCES professional staff raised questions about the viability and presumptions of cost saving under a merger. Several noted the potential for diseconomies of scale for a BOCES of this land area and student size, which would be the largest such combination in the state. (The two BOCES with larger RWADA, both on Long Island, have much smaller land area.) Extending BOCES services to the Buffalo School District, a possibility not currently allowed by law, but believed likely in the foreseeable future, would exacerbate these size concerns. A related consideration, one intensified by future potential inclusion of large urban districts, was raised by members of smaller rural component districts of E2CC, whose influence and notice would diminish in a larger 47-district BOCES. On the administrative level, BOCES staff members raised the obligation to address union and collective bargaining agreements, which presumably would require renegotiation under a merger, a potentially costly impact of reorganization. Others noted that ample cross-contracting already exploits efficiencies and tailors service delivery to component districts in the two BOCES, obviating the need for a single merged BOCES. To several observers, the 1987 merger is a cautionary tale (playing out, some noted in the current process to merge Schuyler-Chemung-Tioga and the Steuben-Allegany BOCES) suggesting that mergers may take years to accomplish and may disrupt educational activity.

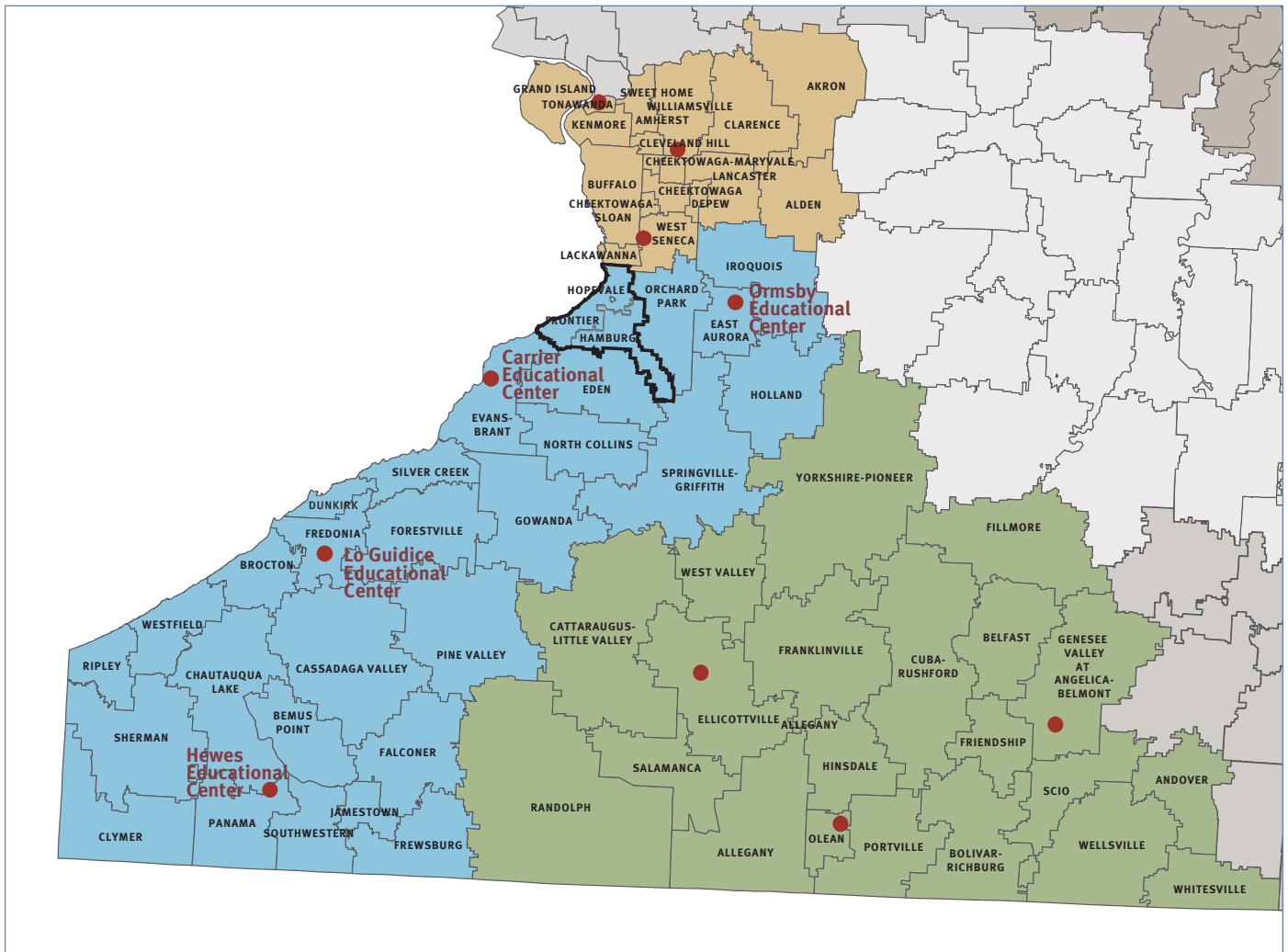
To the degree that state standards of 20 districts and 40,000 RWADA per BOCES provide a benchmark for efficient service delivery, then a merged BOCES exceeding these levels would face the potential for diseconomies of scale. The current E2CC BOCES meets state standards, operates well, has an impressive record of accomplishment and enjoys strong loyalty from its component districts. A merger would disrupt these systems, hurt morale and potentially jeopardize future accomplishments. The proportional impact of smaller rural districts would be diluted by inclusion in a larger BOCES. The relatively

shorter tenures and more frequent turnover of school superintendents would require the District Superintendent of a merged BOCES to spend more time on this aspect of his/her job than on other facets of educational service delivery. The large size and geographic expanse of the merged BOCES could compromise face-to-face gatherings and challenge the work of a District Superintendent and other personnel, particularly in winter months. On a financial basis, component districts of Erie 1, including the less-affluent districts with high aid ratios, would bear the brunt of merger costs.

An additional factor opposing the merger option considers the broader regional landscape of educational service delivery. By leaving out CAEW, currently the smallest and most vulnerable BOCES in the Western New York region, the merger option solidifies a new supervisory district structure that would hamper future accommodations and reorganizations in the region's service delivery system.



## Reorganization Option 3: Expansion of E2CC



This option would expand by three the number of component districts in the Erie 2-Chautauqua-Cattaraugus Supervisory District (adding the Hamburg, Hopevale and Frontier school districts to its territory) contract the Erie 1 Supervisory District by the same component school districts and retain the Cattaraugus-Allegany-Erie-Wyoming Supervisory District in its current configuration.

The expanded Erie 2-Chautauqua-Cattaraugus Supervisory District would cover **1,841 square miles**, retaining its ranking at 8th among the state's 37 supervisory districts (CAEW Supervisory District would remain at 6th largest). It would serve an enrollment base of **52,984 students** across **30 component school districts**, moving up in the enrollment ranking to 10th in the state (from 12th) and remaining at 5th in terms of the number of component school districts. Assuming no closures, the expanded district would continue to be served by its **four**

**educational centers**. The expanded district would have a pupil density of **29 students per square mile**, retaining its current rank of 18th most dense among the state's supervisory districts.

**Table 3-1.**  
Demographic Impacts, Option 3: Expansion

Variable	Option 1: Status Quo		Option 3: Expansion of E2CC	
	E2CC	Erie 1	E2CC with Hamburg, Frontier, Hopevale	Erie 1 without Hamburg, Frontier, Hopevale
No. Districts	27	20	30	17
Enrollment, 2004	43,308	75,988	52,984	66,312
Avg. State Aid Ratio	0.72	0.63	.70	.63
Min. State Aid Ratio	.53 (East Aurora)	.46 (Cheektowaga Central)	.53 (East Aurora)	.46 (Cheektowaga Central)
Max. State Aid Ratio	.84 (Jamestown)	.75 (Tonawanda City)	.84 (Jamestown)	.75 (Tonawanda City)
Avg. Pct. Eligible for Free or Reduced Lunch	33.2%	24.8%	31.1%	27.1%
Avg. Pct. Minority Enrollment	6.4%	11.0%	7.5%	9.9%
Avg. Pct. to College	80.2%	87.4%	81.9%	87.6%

**Note:** Averages are across component districts; data are from 2003 unless otherwise indicated.  
**Source:** 655 Report, 2003: *State of Learning Report to the Governor and Legislature on the Educational Status of the State's Schools.*

## Impacts

### A. Demographic Impacts.

The data in **Table 3-1** indicate that, relative to the current E2CC, the expanded supervisory district would be slightly more affluent, send a higher percentage of high school graduates to college, and have a higher percentage of minority students overall. The range of affluence as measured by RWADA aid ratios would increase. These impacts result from adding the relatively more affluent, racially diverse, and somewhat more college-bound student populations of the Frontier, Hamburg and Hopevale school districts to the Erie 2-Chautauqua-Cattaraugus Supervisory District.

Following the reorganization, Erie 1, would have more students eligible for free or reduced lunches, and would have a less racially and ethnically diverse student body. There would be scant increase in the college-track student population of Erie 1.

**Table 3-2.**  
Superintendent Tenure, Option 3: Expansion

Variable	Option 1: Status Quo		Option 3: Expansion of E2CC	
	E2CC	Erie 1	E2CC with Hamburg, Frontier, Hopevale	Erie 1 without Hamburg, Frontier, Hopevale
No. School Superintendents	27	20	30	17
Avg. Sup't. Years in District	3.0	6.8	3.1	7.2
Number of Sup't. Turnovers, 1999-2000 to 2005-06	31	18	34	15
Ratio of Turnovers to Districts	1.1	0.9	1.1	0.8
Avg. Turnovers per Year	5.2	3.0	5.7	2.5

**Source:** E2CC and Erie 1 BOCES.

**B. District Superintendent Impacts.** While the general nature and scope of duties would remain the same, the District Superintendent of an expanded BOCES would be responsible for an additional three component districts and superintendents have approximately 9,676 more students and have a slightly greater area or territory to cover (from 1,791 square miles to 1,841 square miles).

Data in **Table 3-2** show that, based on the history of school superintendents from 1999 through 2005, the

**Table 3-3.**  
**District Superintendent Longest One-Way Trips**

Origin	Option 1: Status Quo				Option 2: Merger				Difference	
	Traveling to: District	Distance	Time		Traveling to: District	Distance	Time		Distance	Time
E2CC	North	Iroquois	34 mi.	45 min.	North	Akron	47 mi.	60 min.	+13 mi.	+15 min.
	South	Clymer	76 mi.	90 min.	South	Clymer	76 mi.	90 min.	none	none
Erie 1	North	Akron	26 mi.	40 min.	North	Akron	26 mi.	40 min.	none	none
	South	Hamburg	9 mi.	15 min.	South	Clymer	96 mi.	1 hr. 45 min.	+87 mi.	+1 hr. 30 min.

expanded E2CC would likely average slightly more turnovers per year in the Superintendents’ offices of component districts, but would also see a small increase in the overall length of tenure among the ranks of its school superintendents.

Another impact on the District Superintendent (and other Supervisory District and BOCES personnel) regards travel distances and related travel time. As shown in **Table 3-3**, under this expansion scenario, travel distances and time spent on the road would remain virtually the same as under the Status Quo option. The primary change is a decrease in travel distance and time to the south for the Erie 1 District Superintendent, given E2CC administrative offices in West Seneca.

**C. Academic Programs Impacts.** As noted

**Table 3-4.**  
**Financial Impacts, Option 3: Expansion of E2CC**

	Option 1: Status Quo		Option 3: Expansion of E2CC		State Average
	E2CC	Erie 1	E2CC with Hamburg, Frontier, Hopevale	Erie 1 without Hamburg, Frontier, Hopevale	
<b>Total Budget, 2004-05</b>	\$52,439,405	\$81,696,892	\$52,439,405	\$81,696,892	\$54,894,147
RWADA (03-04)	47,787	83,201	58,253	72,735	45,471
General Administration Budget	\$2,495,865	\$2,474,367	\$2,495,865	\$2,474,367	\$3,350,483
<i>Total Budget per RWADA</i>	<i>\$1,192</i>	<i>\$982</i>	<i>\$942</i>	<i>\$1,070</i>	<i>\$1,438</i>
Capital Budget	\$1,708,867	\$1,984,532	\$1,708,867	\$1,984,532	\$1,548,293
<i>General Admin per RWADA</i>	<i>\$52</i>	<i>\$30</i>	<i>\$43</i>	<i>\$34</i>	<i>\$74</i>
Services Budget	\$48,234,673	\$77,237,993	\$50,646,407	\$73,376,093	\$49,995,370
<i>Capital Exp. per RWADA</i>	<i>\$36</i>	<i>\$24</i>	<i>\$29</i>	<i>\$27</i>	<i>\$34</i>
<i>Services Budget per RWADA</i>	<i>\$1,009</i>	<i>\$928</i>	<i>\$869</i>	<i>\$1,009</i>	<i>\$1,100</i>

**Notes:** Assumes for E2CC and E1 no change in admin and capital budgets and 5% increase (E2CC) or decrease (E1) in services budget.  
**Source:** NY State Education Department, 2004-05 BOCES Program & Administrative/Capital Budgets Summary.

throughout this report, the BOCES serving Western New York provide a broad range of programs designed to enrich the educational experience of K-12 students and adults in the region. While the actual changes in the scope of programs and services for an expanded E2CC are unpredictable, a reasonable assumption is that the number of vocational centers would remain the same as E2CC has more than enough capacity to handle the addition of these three districts and an influx of approximately 9,676 students. In fact, Frontier and Hamburg, and other Erie 1 components are currently sending students to E2CC for special education, alternative education, and career and technical education classes rather than to programs within their own Erie 1 BOCES.

E2CC currently surpasses New York State averages in the number of programs in career and technical education, while maintaining relatively low tuition costs (ninth lowest statewide). While E2CC’s general education programs are

currently above state average in budget size, the array of services offered are not as broad compared with its career and technical education programs. By adding the Hamburg, Hopevale and Frontier school districts and their approximately 9,676 students to its enrollment base, E2CC would be able to enhance

its general education programs and strengthen its overall academic core.

#### D. Financial Impacts.

The relatively modest magnitude of this expansion option suggests no change in general administration and capital budgets for either E2CC or Erie 1. Service expenses may shift slightly however to reflect changing district and student numbers. This analysis thus assumes a 5% increase at E2CC and a corresponding 5% decrease at Erie 1 in their respective services budgets.

Data in **Table 3-4** outline the budget impact of this option. Both E2CC and Erie 1 will remain well-below the state average of \$1,438 per RWADA in this expansion model. E2CC's budget per RWADA falls from \$1,192 to \$942 through the addition of Hamburg, Frontier and Hopevale. However, Erie 1's budget per RWADA would rise to \$1,070 from its current \$982. This expansion option likewise does not put either E2CC nor Erie 1 over state averages in terms of general administration or capital expenses per RWADA, both staying below the states averages of \$74 and \$34, respectively.

Data in Appendix Table 3 reveal that while the component districts of E2CC would benefit from the addition of these three school districts, the financial consequences for Hamburg, Hopevale and Frontier are not positive. All of these districts would pay more, Frontier and Hamburg considerably more at \$113,100 and \$80,553, respectively, for their individual or district share of the administrative and capitals costs at E2CC than they currently pay in Erie 1.

#### Input and Factors Supporting This Option

Support for this expansion option comes primarily from the professional E2CC Board and staff which cite geographic factors in its favor. The fundamental argument is that because these districts are physically surrounded by E2CC, they are more logically included in that Supervisory District. Proponents also note that the addition of Hamburg, Hopevale and Frontier could inspire more collaboration and cooperation among the Erie-County based school districts in the northern section of E2CC.

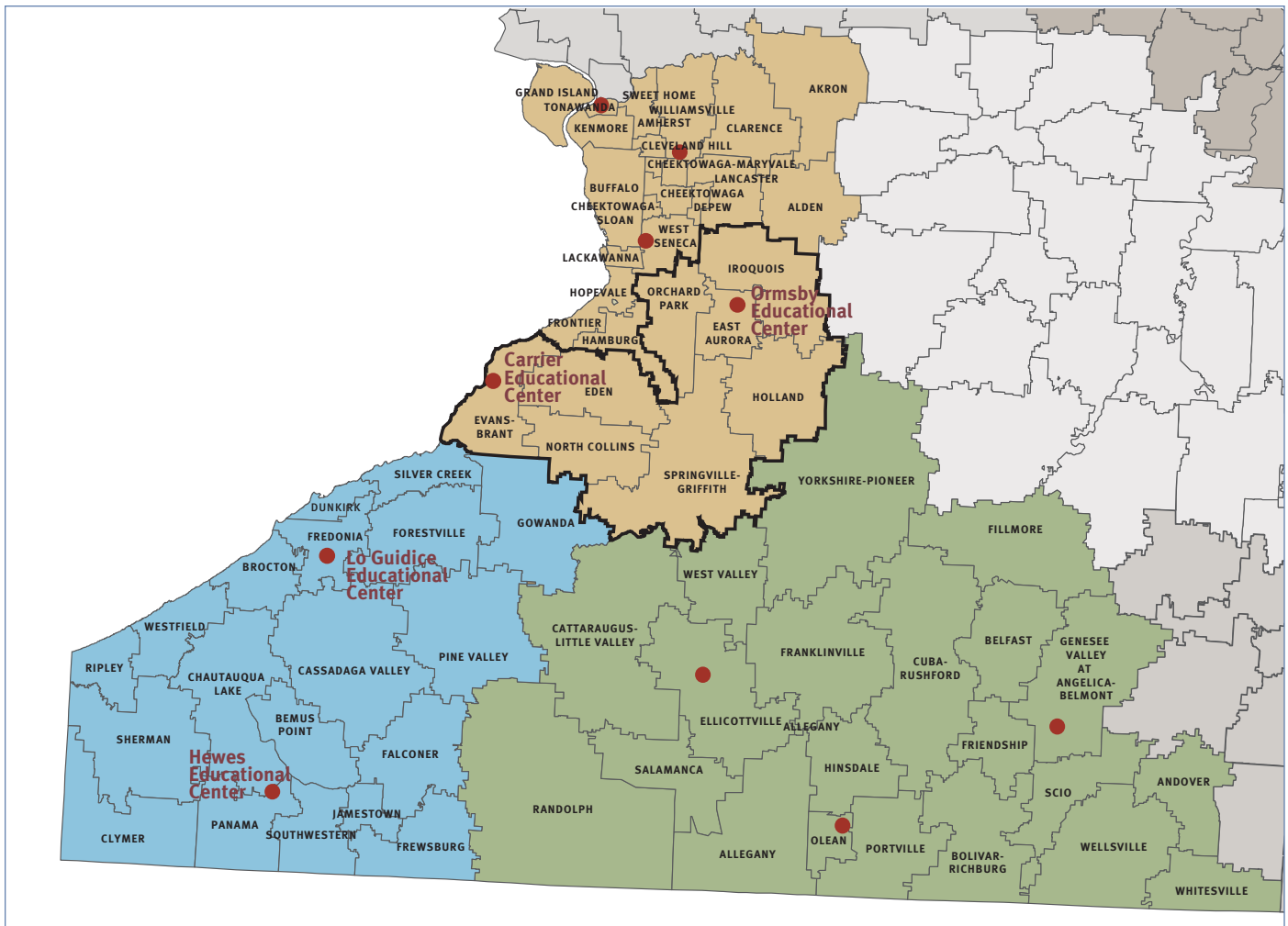
An additional argument in support of an expansion of E2CC by these three school districts is that they would boost enrollment numbers and help offset declines that push E2CC closer to the 40,000 pupil enrollment base that the state considers necessary for a Supervisory District and BOCES to support a variety of quality instructional and support services.

#### Input and Factors Opposing This Option

This expansion scenario was not among the most frequently discussed options at the public forums and meetings with stakeholders. Advocates of this reorganization option tout the overall benefits to the districts in the E2CC Supervisory District and BOCES, namely lowering the administrative budget charges to current component school districts. When it was presented at the public forums, the proposal met with strong opposition from the superintendents of the Hamburg, Frontier and Hopevale school districts, which would see little benefit from this reorganization option.

This expansion scenario for primarily geographical reasons, does not provide enough benefits to justify the costs and opposition from the districts involved.

# Reorganization Option 4: Contraction of E2CC by Erie County Districts to Yield County Level BOCES



This option would shrink E2CC by eight Erie-County-based school districts, yielding approximations of county-level Supervisory Districts in Erie County and Chautauqua Counties. The eight districts transferred to Erie County are East Aurora, Eden, Evans-Brant, Holland, Iroquois, North Collins, Orchard Park and Springville-Griffith.

The resulting Chautauqua-Cattaraugus Supervisory District would have **19 component school districts** encompassing a land area of **1,233 square miles**, ranking it 16th of 37 supervisory districts in the state. It would serve an enrollment base of **23,905 students**, ranking it 25th in the state, a level well below the state threshold of 40,000 deemed to support a wide array of programming. The Chautauqua-Cattaraugus BOCES would have **two educational centers**, Lo Guidice and Hewes, with the former at a centrally located site in Fredonia potentially

used as BOCES headquarters. Its pupil density of **19.5 students per square mile** would rank it 25th most dense in the state.

The resulting Erie Supervisory District would have **28 component school districts** encompassing a land area of **992 square miles**, ranking it 20th in the state. The Erie BOCES would serve an enrollment base of **95,391 students**, ranking it 3rd in the state behind Nassau and Suffolk 1 BOCES. Assuming that the Erie BOCES assumes responsibility for the E2CC's Carrier Center in Angola and the Ormsby Center in East Aurora, the Erie Supervisory District would have **five educational centers**. The merged district would have a pupil density of **96 students per square mile**, ranking it 9th most dense in the state.



**Table 4-1**  
**Demographic Impacts, Option 4: County-Level BOCES**  
**E2CC Contraction by Eight Erie County Districts**

Variable	Option 1: Status Quo		Option 4: County-Level BOCES	
	E2CC	Erie 1	Chautauqua BOCES: E2CC minus eight Erie-County districts	Erie BOCES: E1 plus eight Erie-County districts
No. Districts	27	20	19	28
Enrollment, 2004	43,308	75,988	23,905	95,391
Avg. State Aid Ratio	0.72	0.63	.75	.63
Min. State Aid Ratio	0.53 (East Aurora)	0.46 (Cheektowaga Central)	.56 (Bemus Point)	.46 (Cheektowaga Central)
Max. State Aid Ratio	0.84 (Jamestown)	0.75 (Tonawanda City)	.84 (Jamestown)	.75 (Tonawanda City)
Avg. Pct. Eligible for Free or Reduced Lunch	33.2%	24.8%	39.7%	22.8%
Avg. Pct. Minority Enrollment	6.4%	11.0%	7.8%	8.7%
Avg. Pct. to College	80.2%	87.4%	78.3%	86.6%

Note: Averages are across component districts; data are from 2003 unless otherwise indicated.

Source: 655 Report, 2003: *State of Learning Report to the Governor and Legislature on the Educational Status of the State's Schools.*

## Impacts

**A. Demographic Impacts.** As **Table 4-1** indicates, because the eight Erie County school districts transferred from E2CC are on balance more affluent, have a lower level of minority students, and have a higher percentage of students continuing to college than the non-transferring districts, the resulting Chautauqua-Cattaraugus BOCES would become poorer (higher state-aid ratios and higher percentage of students eligible for free or reduced lunch), more racially diverse (lower minority population), and less college-oriented (lower percentage of students continuing to college) than the status quo E2CC. The impact of the transfer on Erie 1 is less significant, in part because of its larger student base. The greatest shift would be the overall decrease in Erie 1's racial diversity, which results from the low minority population levels of transferring school districts.

**B. District Superintendent Impacts.** As with other reorganization options, the general nature and scope of duties of District Superintendents would remain the same. In this option, the District Superintendent of an Erie

**Table 4-2**  
**Superintendent Tenure, Option 4: County-Level BOCES**  
**E2CC Contraction by Eight Erie County Districts**

Variable	Option 1: Status Quo		Option 4: County-Level BOCES	
	E2CC	Erie 1	Chautauqua BOCES: E2CC minus eight Erie-County districts	Erie BOCES: Erie 1 plus eight Erie-County districts
No. School Superintendents	27	20	19	28
Avg. Sup't. Years in District	3.0	6.8	3.2	5.6
Number of Sup't. Turnovers, 1999-2000 to 2005-06	31	18	21	28
Ratio of Turnovers to Districts	1.1	0.9	1.1	1.0
Avg. Turnovers per Year	5.2	3.0	3.5	4.7

Source: E2CC and Erie 1

County Supervisory District would have an increased level of districts and superintendents to work with, while that of a smaller Chautauqua-Cattaraugus Supervisory District would have responsibility for fewer districts and superintendents (**Table 4-2**).

Because the E2CC Supervisory District would lose eight districts, the District Superintendent of the new Chautauqua-Cattaraugus Supervisory District would have some relief in the magnitude of superintendent turnovers but not in the number of turnovers per district, which would remain at 1.1. Superintendent tenure would increase only slightly from 3.0 to 3.2 years per remaining superintendent, suggesting that guidance of superintendents would remain an important responsibility

**Table 4-3.**  
**District Superintendent Longest One-Way Trips**

Origin	Traveling to:	Option 1: Status Quo			Option 4: County-Level BOCES			Difference	
		District	Distance	Time	District	Distance	Time	Distance	Time
Chautauqua BOCES (Fredonia)	North	Iroquois	34 mi.	45 min.	Gowanda	22 mi.	30 min.	-12 mi.	- 15 min.
	South	Clymer	76 mi.	90 min.	Clymer	59 mi.	75 min.	-17 mi.	- 15 min.
Erie BOCES (West Seneca)	North	Akron	26 mi.	40 min.	Akron	26 mi.	40 min.	none	none
	South	Hamburg	9 mi.	15 min.	Springville-Griffith	28 mi.	30 min.	+ 19 mi.	+ 15 min.

of the District Superintendent.

The impact on the District Superintendent of Erie 1 would be greater. Because the transferring districts have relatively high school superintendent turnover and somewhat shorter length of tenure in the current position than superintendents in Erie 1, one impact of the reorganization is to pull down from 6.8 to 5.6 the average number of superintendent years in Erie Supervisory District, increase the number of turnovers per year and slightly increase the pace of turnovers per district from 0.9 to 1.0. To the degree that the District Superintendent takes on the duties of Interim Superintendent and also manages search procedures for a new incumbent, the larger number of districts and superintendent turnovers under this reorganization option represents a shift in the allocation of time spent by the District Superintendent on superintendent-related duties.

The loss of Evans-Brant School District under this reorganization would mean relocation of BOCES headquarters to another educational center, presumably Lo Guidice in Fredonia, the most centrally located of the two remaining centers. Data in **Table 4-3** show that the contraction of E2CC BOCES would reduce travel times for the District Superintendent of a Chautauqua-Cattaraugus BOCES by about 15 minutes traveling to the north or south, given the new headquarters location, although the trip to Clymer in the south remains sizeable, requiring 75 minutes one way. In contrast, travel times for the District Superintendent of an expanded Erie BOCES would increase to the south—about 19 miles or 15 minutes one way—to cover the expanded supervisory district’s larger geographic territory.

**C. Academic Programs Impacts.** As with other reorganization options, program choices remain the purview of individual school districts and are thus difficult to predict. Transferring districts could continue to use the

familiar and, in some instances, geographically convenient programs of E2CC—now through cross-contracting arrangements—rather than shift program allegiance to the expanded Erie BOCES. This scenario is unlikely, though, with an assumption that the Carrier Center in Angola and the Ormsby Center in East Aurora would transfer to the Erie BOCES as part of the reorganization.

Most significantly, E2CC’s loss of over 20,000 in RWADA (from 47,787 to 26,330) under this reorganization would deal a major blow to the BOCES’s ability to offer widely varied programming at reasonable tuition costs. Potential changes in program personnel could disrupt training for both general education and special education students. Compounding these impacts would be the fact that districts transferred out of E2CC are on balance larger and more affluent, meaning that they provide proportionally higher levels of funding for BOCES programs than those districts that would remain in the contracted Chautauqua-Cattaraugus BOCES. Although the ample experience and commitment of the remaining 19 component school districts are manifest, the viability and continued academic excellence of a smaller, less affluent, less diverse BOCES would be jeopardized by this reorganization.

**D. Financial Impacts.** The program challenges of sustaining a smaller Supervisory District are equally apparent when considering financial impacts of this reorganization option. Because of fixed costs and a mandate to meet student and district needs, a reasonable assumption is that, despite the loss of over half of RWADA, administration and services costs would reduce by only 20 percent in a contracted Chautauqua-Cattaraugus BOCES. The loss of two of four educational centers implies a higher percentage savings in capital expenditures. The need to retrofit remaining educational centers could offset some of this reduction, however, suggesting an assumption of a 40 percent decrease in overall capital budget impact for the contracted BOCES.

The addition of over 20,000 in RWADA, eight districts and two educational centers to the Erie 1 BOCES warrants assumptions of budget increases, estimated here as 20 percent for both administration and services budgets and 40 percent for capital budgets.

By these assumptions, the financial impact of this reorganization option, shown in **Table 4-4**, is to significantly increase per-RWADA costs for the contracted Chautauqua-Cattaraugus Supervisory District and generally reduce per-RWADA costs for the expanded Erie Supervisory District. More particularly, despite predictions of an overall reductions in budget from \$52 million to \$41 million, the Chautauqua-Cattaraugus BOCES would see per-RWADA costs rise from \$1,192 to \$1,580, increasing

shown in Table 4 in the appendix, reveals the distributional effects of a reorganization to create county-level BOCES. Under such assumptions, the total net change in expenditures for administration and capital costs across both BOCES would total \$106,000. The distribution of responsibility varies widely, however. Despite overall decrease in budget, the fewer districts remaining in Chautauqua must each bear a higher proportional share of costs than they did under the status quo, and each must pay more than before the reorganization. The cost impact is most severe for the Jamestown School District, whose comparatively large size in the contracted BOCES—it now accounts for 22 percent of total RWADA—means an increase of \$156,000 in administration and capital costs to support the BOCES.

**Table 4-4**  
**Financial Impact, Option 4: County-Level BOCES**  
**Contraction of E2CC by Eight Erie-County Districts**

	Option 1: Status Quo		Option 4: County-Level BOCES		State Average
	E2CC	Erie 1	Chautauqua BOCES: E2CC minus eight Erie-County Districts	Erie BOCES: Erie 1 plus eight Erie-County Districts	
<b>Total Budget, 2004-05</b>	\$52,439,405	\$81,696,892	\$41,438,864	\$98,433,177	\$54,894,147
RWADA (03-04)	47,787	83,201	26,330	104,658	45,471
<i>Total Budget per RWADA</i>	<i>\$1,192</i>	<i>\$982</i>	<i>\$1,580</i>	<i>\$941</i>	<i>\$1,438</i>
General Administration Budget	\$2,495,865	\$2,474,367	\$1,996,692	\$2,969,240	\$3,350,483
<i>General Admin per RWADA</i>	<i>\$52</i>	<i>\$30</i>	<i>\$76</i>	<i>\$28</i>	<i>\$74</i>
Capital Budget	\$1,708,867	\$1,984,532	\$1,025,320	\$2,778,345	\$1,548,293
<i>Capital Exp. per RWADA</i>	<i>\$36</i>	<i>\$24</i>	<i>\$39</i>	<i>\$27</i>	<i>\$34</i>
Services Budget	\$48,234,673	\$77,237,993	\$38,587,738	\$92,685,592	\$49,995,370
<i>Services Budget per RWADA</i>	<i>\$1,009</i>	<i>\$928</i>	<i>\$1,466</i>	<i>\$886</i>	<i>\$1,100</i>

**Note:** Assumes for E2CC reduction of admin and services budget by 20 percent and of capital budget by 40 percent. For Erie 1, assumes increase of admin and services budget by 20 percent and of capital budget by 40 percent.  
**Source:** NY State Education Department, 2004-05 BOCES Program & Administrative/Capital Budgets Summary.

from well below to slightly above state averages. Similar impacts hold for each of the administration, services and capital budget categories. In contrast, despite assumed increases in administration, services, and capital budgets, the expanded Erie BOCES would see all but its capital budget decrease in per-RWADA costs, keeping costs well below state averages. By spreading higher costs over more districts and students, the larger supervisory district sees a positive financial impact.

Applying these budget assumptions to a district-level simulation of administration and capital cost impacts, as

Individual districts in the expanded Erie 1 experienced mixed fortunes. Despite lower individual cost shares based on RWADA, the original districts bear the brunt of financing higher total costs. The transferred districts new to the expanded Erie BOCES likewise pay their share of higher costs based on RWADA, but their reduced proportional shares in this larger BOCES—Orchard Park’s, for example falls from 12.3 percent of E2CC BOCES to 5.6 percent of the expanded

Erie BOCES—results in sizeable costs savings under the reorganization. In sum, the financial winners of this reorganization option are the eight transferring districts of southern Erie County.

### Input and Factors Supporting This Option

Support for this option comes from Erie County officials and Erie 1 BOCES staff and districts who offer that a county-level BOCES provides an opportunity for more holistic service delivery given the organization of health, human services, public safety, Workforce Investment Boards and other economic and social services at the

county level. Also expressing support for this reorganization are four of the eight affected Erie County-based school districts subject to transfer under this option. These districts note their common ground with other Erie County school districts and Erie 1 BOCES programming, as well as geographic and political affinity with Erie County more generally. Public officials note the inconvenience of a split-county BOCES in supporting Option 3. Several cite the potential for future inclusion of large urban districts in BOCES, in this instance the City of Buffalo School District, and the cost advantages of accommodating this district's larger need and demands across a larger countywide base. Several have noted the support that this option provides for county-level regionalization, although as noted in earlier options this configuration would reduce cross-county regional activity. The staff and board of Erie 1 BOCES cited their managerial, financial, and services capacity to assume the greater responsibilities of an expanded BOCES.

### **Input and Factors Opposing This Option**

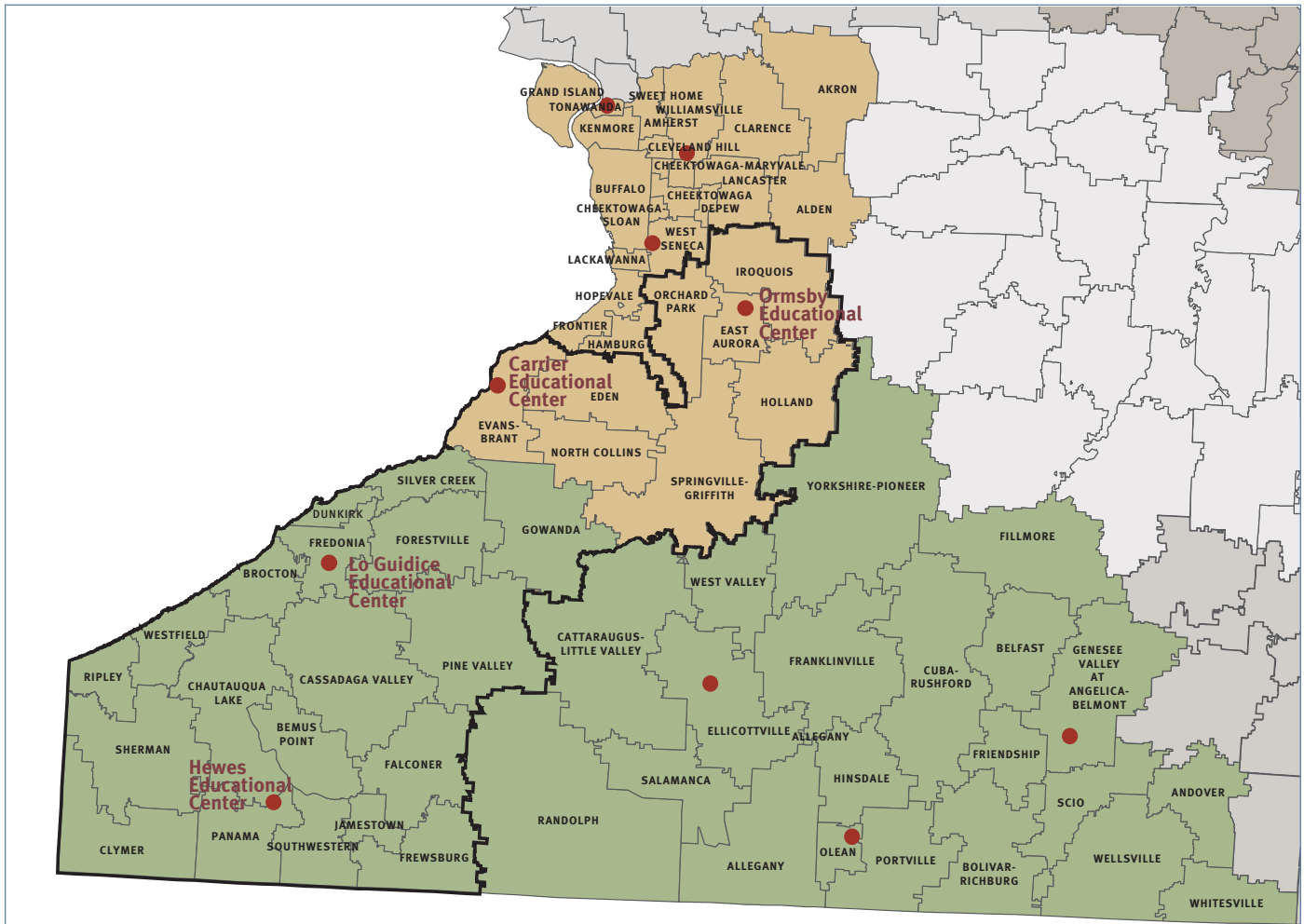
Strong opposition to this option comes from the board, professional staff and all but four component districts in E2CC. Opponents cite the evident detriment that contraction could bring to the continued viability, service quality and financial condition of this BOCES. Loss of one-quarter of their component districts and over half of their RWADA may sacrifice economies of scale, jeopardize the diversity and variety of offered programs, and drop the BOCES below state threshold levels for the number of districts and enrollment levels. Uncertainty about impacts on personnel, labor contracts, supplier relations and other economic and social factors intensifies opposition and concern. The merger would prompt renegotiation of labor and other agreements and also raise legal and financial concerns regarding the \$7 million commitment to capital improvements agreed to by each component district in E2CC. Opponents also note that pursuing Supervisory Districts on a county level represents a significant change in state education policy. To fully achieve county-level BOCES would require modification of component school districts whose boundaries currently cross county lines. Moreover, the potential for Erie 1 BOCES to assume responsibility for BOCES services to the Buffalo School District in the future could focus its attention and resources away from the eight new suburban and rural districts in the southern part of the county. Referencing the significant effort and accomplishments associated with realizing the 1987 merger of the former Chautauqua and Erie 2 BOCES, opponents to Option 3 cite the regressive nature of this potential reorganization, which would again leave Chautauqua and Cattaraugus County school districts on their own, an outcome previously deemed unviable.

Finally, the argument that Erie County-based school districts are significantly different from those in Chautauqua and Cattaraugus in culture and educational need is offensive to many educators, parents and students in E2CC, who share similar education goals as members of districts across the region and state.

As with the Option 2 merger proposal, breaking up a Supervisory District with an accomplished track record would have negative impacts on services, finances and morale. Districts remaining in the contracted BOCES would necessarily face higher costs to support existing service levels. Inability to pay those costs would require service reductions, which could prompt a downward spiral of service loss, diminished quality, higher costs and district defections, a pattern that threatens the viability of a Chautauqua-Cattaraugus BOCES.



# Reorganization Option 5: Dissolution of E2CC and Formation of Erie and Southern Tier Supervisory Districts



This option would reduce by one the number of Supervisory Districts in New York State. It would dissolve E2CC Supervisory District, transferring its eight Erie-County-based school districts to Erie 1 Supervisory District and shifting its Chautauqua and Cattaraugus-based districts to CAEW Supervisory District to form a Southern Tier Supervisory District.

The resulting Southern Tier Supervisory District would have **41 component school districts** encompassing a land area of **3,392 square miles**, ranking it 2nd of 37 supervisory districts in the state. It would serve an enrollment base of **44,488 students**, ranking it 13th in the state, a level above the state threshold of 40,000 deemed to support a wide array of programming. The Southern Tier BOCES would have **five educational centers**, LoGuidice and Hewes from the former E2CC and Olean, Belmont,

and Ellicottville in the former CAEW BOCES. Its pupil density of **13.1 students per square mile** would rank it 27th most dense in the state.

Consistent with reorganization option 4, the resulting Erie Supervisory District would have **28 component school districts** encompassing a land area of **992 square miles**, ranking it 19th in the state. The Erie BOCES would serve an enrollment base of **95,391 students**, ranking it 3rd in the state. Assuming that the Erie BOCES assumed responsibility for the current E2CC's both the Carrier Center in Angola and the Ormsby Center in East Aurora, the Erie Supervisory District would have **five educational centers**. The merged district would have a pupil density of **96 students per square mile**, ranking it 10th most dense in the state.



**Table 5-1**  
**Demographic Impacts, Option 5: Dissolution of E2CC**  
**Formation of Erie and Southern Tier BOCES**

Variable	Option 1: Status Quo		Option 5: Dissolution of E2CC BOCES	
	CAEW	Erie 1	Southern Tier BOCES: CAEW plus Chautauqua County districts from E2CC	Erie BOCES: Erie 1 plus eight Erie County districts from E2CC
No. Districts	22	20	41	28
Enrollment, 2004	20,583	75,988	44,488	95,391
Avg. State Aid Ratio	0.75	0.63	0.750	0.63
Min. State Aid Ratio	.49 (Randolph Academy)	0.46 (Cheektowaga Central)	0.49 (Randolph Academy)	0.46 (Cheektowaga Central)
Max. State Aid Ratio	.87 (Salamanca)	0.75 (Tonawanda City)	0.87 (Salamanca)	0.75 (Tonawanda City)
Avg. Pct. Eligible for Free or Reduced Lunch	45.8%	24.8%	43.0%	22.8%
Avg. Pct. Minority Enrollment	5.4%	11.0%	6.5%	8.7%
Avg. Pct. to College	76.9%	87.4%	78.2%	86.6%

**Note:** Averages are across component districts; data are from 2003 unless otherwise indicated.  
**Source:** 655 Report, 2003: *State of Learning Report to the Governor and Legislature on the Educational Status of the State's Schools.*

## Impacts

### A. Demographic Impacts.

Because the 19 Chautauqua and Cattaraugus County school districts transferred from E2CC to CAEW have a similar level of affluence, racial diversity, and college-bound students, the demographic

impacts of this option for a Southern Tier BOCES as shown in **Table 5-1**, are relatively modest. The slightly more affluent, diverse and college-oriented districts from E2CC would reduce the average percentage of students eligible for free or reduced lunches, although the average state aid ratio remains the same. The slightly more diverse entering districts pull up the average proportion of minority students from 5.4 to 6.5 percent, while the somewhat higher average proportion of students heading to college after high school increases this level from 76.9 to 78.2 percent. The impact of this reorganization on Erie 1 is the same as in reorganization Option 4, with a decrease in Erie 1's racial diversity, but only minor change to affluence and the proportion of college-bound students.

**Table 5-2**  
**Superintendent Tenure, Option 5: Dissolution of E2CC**  
**Formation of Erie and Southern Tier BOCES**

Variable	Option 1: Status Quo		Option 5: County-Level BOCES	
	CAEW	Erie 1	Southern Tier BOCES: CAEW plus Chautauqua County districts from E2CC	Erie BOCES: Erie 1 plus eight Erie-County districts
No. School Superintendents	22	20	41	28
Avg. Sup't. Years in District	3.6	6.8	3.4	5.6
Number of Sup't. Turnovers, 1999-2000 to 2005-06	21	18	42	28
Ratio of Turnovers to Districts	0.95	0.9	1.0	1.0
Avg. Turnovers per Year	3.5	3.0	7.0	4.7

**Source:** Erie 1 and CAEW BOCES

**B. District Superintendent Impacts.** Data in **Table 5-2** show that while the ratio of superintendent turnovers per district since 1999-2000 would change only modestly from 0.95 to 1.0, the near doubling of the number of component districts in the newly formed Southern Tier BOCES significantly increases the magnitude of overall turnovers requiring attention from the District Superintendent. Although the future turnover rate of superintendents is unknown, the seven per year pattern of recent years signals a significant potential shift in the nature and focus of duties for the District Superintendent. This is reinforced by the relatively low tenure of superintendents in their current job, 3.4 years, that would be the case in a newly formed Southern Tier Supervisory District.

**Table 5-3.**  
**District Superintendent Longest One-Way Trips**

Origin	Traveling to:	Option 1: Status Quo			Option 5: Dissolution of E2CC			Difference	
		District	Distance	Time	District	Distance	Time	Distance	Time
Southern Tier BOCES (Olean)	North	Fillmore	40	60 min.	Silver Creek	65 mi.	90 min.	+ 25 mi.	+ 30 min.
	East	Whitesville	53	75 min.	Whitesville	53	75 min.	none	none
	West	Cattaraugus	39	45 min.	Ripley	87 mi.	90 min.	+ 48 mi.	+ 45 min.
Erie BOCES (West Seneca)	North	Akron	26 mi.	40 min.	Akron	26 mi.	40 min.	none	none
	South	Hamburg	9 mi.	15 min.	Springville-Griffith	28 mi.	30 min.	+ 19 mi.	+ 15 min.

The impact on the District Superintendent of Erie 1 would likewise be significant. As in reorganization Option 4, the combination of higher turnover and shorter tenures amongst school superintendents in the transferring BOCES would mean a decrease from 6.8 to 5.6 in the average number of superintendent years in the position relative to the Erie 1 status quo. As with the Southern Tier BOCES, the larger number of districts and superintendent turnovers under this reorganization option would require new attention and focus on superintendent guidance than under the status quo.

The large geographic scope of the Southern Tier BOCES—one of the largest in the state—would increase travel times from BOCES headquarters in Olean to both the north and west, as shown in **Table 5-3**. One-way travel distances and times for the District Superintendent would be 65 to 87 miles or at least 90 minutes to each, an increase of 30 to 45 minutes from travel times in the status quo CAEW Supervisory District. Again, the travel times for the District Superintendent of an expanded Erie BOCES would increase to the south, adding 19 miles or 15 minutes one way to get from headquarters in West Seneca to the more southerly Springville-Griffith district.

**C. Academic Programs Impacts.** As with other reorganization options, program choices remain the purview of individual school districts and are thus difficult to predict. All current students in E2CC would be affected by the reorganization option, with their home BOCES shifting either to an Erie BOCES or a Southern Tier BOCES. Given the distances and need, all educational centers would remain open, and retention of personnel such as classroom teachers and itinerant instructors could be expected to remain largely as is in the short term. That said, programming at educational centers could be expected to change, given shifts in administration, management and

the needs of student populations. The likely scenario is for the Carrier Center in Angola and the Ormsby Center in East Aurora to transfer to the Erie BOCES and the Lo Guidice and Hewes Centers to shift to the Southern Tier BOCES.

The reduction of BOCES in the region from three to two through dissolution of the E2CC BOCES would sacrifice the strong programs of this BOCES to create stronger programs in the two reformed BOCES. The CAEW Supervisory District would add over 26,000 RWADA (from 22,450 to 48,780), strengthening its foundation to offer programming tailored to the varied school districts of the Southern Tier and raising its position relative to state averages and other BOCES around the state. Interdependencies between educational service delivery and county-level services in health, workforce investment, and human services would be enhanced for Chautauqua and Cattaraugus Counties (Allegany County would remain a split county under this option), enabling the Southern Tier BOCES to avail itself of these increasingly important ties. The resulting Southern Tier BOCES would reflect a regional approach to educational service delivery on a geographic scope more aligned with other Southern Tier-scale entities. This option recognizes that the stand-alone Chautauqua-Cattaraugus BOCES of reorganization Option 4 is not academically or financially viable. Combining that unit with the existing CAEW Supervisory District would better position it to continue serving component districts, students and businesses of the region.

**D. Financial Impacts.** The financial gains through economies of scale are evident from analysis of financial impacts of the dissolution option. Despite assumptions that administration, services and capital costs would increase by 50 percent from CAEW levels to support the reformed Southern Tier BOCES, per-RWADA costs drop uniformly across these categories. As in reorganization

Option 4, the Erie BOCES could be assumed to experience a 20 percent increase in administration and services budgets, and a 40 percent increase in capital budget relative to the Erie 1 status quo.

Driving the decreases in per-RWADA cost despite higher budgets is the addition of over 26,000 RWADA in the reformed Southern Tier BOCES and over 20,000 in the reformed Erie BOCES (Table 5-4). For the Southern Tier BOCES, per-RWADA costs drop significantly from above state averages in the CAEW BOCES to comfortably below them following reorganization. For example, while the total budget for Southern Tier BOCES rises from \$42.6 million to nearly \$64 million, per-RWADA costs drop from \$1,898 to \$1,311. The Erie BOCES would likewise retain

**Table 5-4**  
**Financial Impact, Option 5: Dissolution of E2CC**  
**Formation of Erie and Southern Tier BOCES**

	Option 1: Status Quo		Option 5: Dissolution of E2CC		State Average
	CAEW	Erie 1	Southern Tier BOCES: CAEW plus Chautauqua County districts from E2CC	Erie BOCES: Erie 1 plus eight Erie-County Districts	
<b>Total Budget, 2004-05</b>	\$42,619,000	\$81,696,892	\$63,928,500	\$98,433,177	\$54,894,147
RWADA (03-04)	22,450	83,201	48,780	104,658	45,471
<i>Total Budget per RWADA</i>	<i>\$1,898</i>	<i>\$982</i>	<i>\$1,311</i>	<i>\$941</i>	<i>\$1,438</i>
General Administration Budget	\$2,131,000	\$2,474,367	\$3,196,500	\$2,969,240	\$3,350,483
<i>General Admin per RWADA</i>	<i>\$95</i>	<i>\$30</i>	<i>\$66</i>	<i>\$28</i>	<i>\$74</i>
Capital Budget	\$1,674,700	\$1,984,532	\$2,511,000	\$2,778,345	\$1,548,293
<i>Capital Exp. per RWADA</i>	<i>\$75</i>	<i>\$24</i>	<i>\$51</i>	<i>\$27</i>	<i>\$34</i>
Services Budget	\$38,814,000	\$77,237,993	\$58,221,000	\$92,685,592	\$49,995,370
<i>Services Budget per RWADA</i>	<i>\$1,729</i>	<i>\$928</i>	<i>\$1,194</i>	<i>\$886</i>	<i>\$1,100</i>

**Note:** For Southern Tier BOCES assumes increase of CAEW admin, services, and capital budgets by 50 percent. For Erie 1 BOCES, assumes increase of admin and services budget by 20 percent and of capital budget by 40 percent.  
**Source:** NY State Education Department, 2004-05 BOCES Program & Administrative/Capital Budgets Summary.

per RWADA costs below state averages, despite overall cost increases. To the degree that economies of scale are revealed in per-RWADA costs, the resulting two BOCES from this model are financially stronger than their pre-reorganization bases. By spreading higher costs over more districts and students, larger supervisory districts can experience positive financial impact.

Notably, per-RWADA costs reveal little about program quality. Moreover, any significant reorganization of the type analyzed in this option encounters transaction costs to change. These include the need for new management and communications systems, new printed and web materials, new programming choices, renegotiated labor and

personnel contracts, retrofitting of facilities to meet new demands and needs, and legal and financial factors associated with a dissolution. The ultimate financial impact of this reorganization option would, as with other options, be determined through more detailed study and implementation. Their impact would have to be assessed against program or other gains, which also remain unknown until implemented.

In the meantime, a district-level simulation of administration and capital cost impacts, as shown in Appendix Table 5, reveals the distributional effects of this reorganization option. The total net change in expenditures for administration and capital costs under this reorganization option is a decrease of \$1,013,570 compared to the summed administration and capital budgets of the three status quo supervisory districts, E2CC, Erie 1 and CAEW.

Not all component districts realize these savings, however. Consistent with reorganization Option 4, the original districts in the expanded Erie BOCES, that is, those currently in Erie 1, will pay a higher contribution to administration and capital costs than prior to the reorganization. Benefiting from the reorganization are the incoming component districts transferred from E2CC to the reformed Erie BOCES.

This outcome stems from reduced proportional shares of expenditures when placed in a larger BOCES. Iroquois Central, for example, reduces its share of costs from 6.7 percent in the E2CC BOCES to 3.1 percent in the expanded Erie BOCES. Thus, despite higher overall costs for administration and capital due to the expansion, Iroquois and its companion transferring districts realize financial gains.

The opposite effect occurs in the Southern Tier BOCES. Incoming districts from E2CC, would bear the brunt of the higher overall costs. The shares for these component districts are nearly the same in a combined Southern Tier BOCES as in the status quo E2CC BOCES. Dunkirk's

share, for example, would decline modestly from 4.9 percent before reorganization to 4.8 percent after reorganization. This modest decrease in share cannot offset the larger total budget of the Southern Tier Supervisory District, around \$64 million, compared to the \$52 million of E2CC before reorganization. The impact for Dunkirk, for example, is an increase of about \$67,000 in its share of BOCES administrative and capital costs. Component districts from the original CAEW BOCES, however, realize gains despite the higher overall costs of an expanded Southern Tier BOCES. These districts can spread the costs over the larger RWADA base relative to the pre-reorganization status quo. As the largest district in the CAEW, Olean School District sees the largest such gain in absolute terms, enjoying a bill for shared administration and capital costs \$131,000 lower than before the reorganization.

The financial winners of this reorganization option would be the eight transferring southern Erie County districts and the non-transferring original districts of CAEW. The financial losers are the non-transferring original districts of Erie 1 and the Chautauqua and Cattaraugus-based districts transferring from E2CC to the Southern Tier Supervisory District.

### **Input and Factors Supporting This Option**

This option receives strongest support from the board and professional staff of the CAEW Supervisory District, which recognizes the positive academic and financial impacts it would have on that entity and cites its capacity and willingness to work with the dissolving E2CC to craft systems and programs of excellence. While the option received little attention at public forums, arguments similar to those posed for reorganization Option 4 pertain to this option as well. Having component districts from a single county in one BOCES could open the way to more usefully interact with community colleges, cultural institutions, workforce development agencies, libraries, athletic leagues, health departments and other county-organized entities relevant to educational service provision. Some cite the similarity of interests and demographics between the Erie-County based districts of E2CC and their Erie County counterparts of Erie 1 as well as the Chautauqua and Cattaraugus-based districts of E2CC with their counterparts in CAEW as a basis for reorganization. Four of the eight component districts that would transfer to a reformed Erie BOCES are on record in support of this change. The staff and board of Erie 1 BOCES cite their managerial, financial and services capacity to assume the greater responsibilities of an expanded BOCES.

Two other factors bear noting. First, the potential for nearly \$12 million in financial savings to the region from having two rather than three Supervisory Districts could yield funds to reinvest in educational resources and related improvements. Second, BOCES of larger geographic scope may be possible and warranted relative to when BOCES were created, given advances in technology, communications and transportation. The increased demand for and supply of distance learning programs reflect this trend.

### **Input and Factors Opposing This Option**

This option received little attention in interviews and public forums. Its commonality with reorganization Option 4, however, implies the nature of opposition, which would be strong from the board, professional staff, and all but the four component districts in E2CC expressing support for transfer to an Erie BOCES. Dissolution has the potential to disrupt educational service delivery and jeopardize service quality and the lives of students, professional staff, employers and suppliers. Uncertainty about impacts on personnel and labor contracts would intensify anxiety and opposition. The reorganization would have to accommodate the existing \$7 million commitment to capital improvements agreed to by each component district in E2CC, an endeavor that would require alignment with the \$10 million capital project commitment underway by the component districts of CAEW. Opponents might question the ability of Erie 1 BOCES to assume responsibility for the incoming districts at a time when it might add the large and resource-needy Buffalo School District to its portfolio. Most harmful would be the blows to morale and the regional economy of losing the energy and economic engine represented by E2CC. The logic that Erie County-based school districts are significantly different from those in Chautauqua and Cattaraugus would reinforce stereotypes and further segregate districts along income lines.

# Summary of Findings

<b>Summary of Findings by Option and Select Variables</b>	<b>Option 1: Status Quo</b>	<b>Option 2: Merger</b>	<b>Option 3: Expansion</b>	<b>Option 4: Contraction</b>	<b>Option 5: Dissolution</b>
<b>Basic Demographics</b>	Three strong BOCES serving districts across WNY	One fewer BOCES for five WNY counties; more diversity by geography, income and race among components	Little change from Status Quo	Three county-level BOCES serving WNY; less diversity among components	Creates two BOCES for WNY; less diversity among components, more territory for new Southern-Tier BOCES
<b>District Superintendent (Dist. Sup't.) Impacts</b>	Different expectations, roles, management styles for Dist. Sup't. across BOCES; more travel in rural areas	Increased responsibilities for the Dist. Sup't.; more component districts, greater territory to cover, higher superintendent turnover	Little change in territory; relative ease in handling changes in number of components and students	Scope and duties essentially unchanged; Erie 1 Dist. Sup't. - more districts and superintendents to administer	Significant increases in responsibilities of Dist. Sup't. may signal reformation of administration offices
<b>Academic/Educational Impacts</b>	Strong, viable program components, generally exceeding state averages	Increased enrollments and program demand; likely expansion and changes to administration and staff	Capacity to accommodate new students and districts; enrollment boost may enhance certain programs	Loss of two educational centers; major loss of student base would imperil core programs	Shift of educational centers and programs to accommodate student needs; potential for greater coordination among programs and county-level services
<b>Financial Impacts</b>	Wide variations in budgets based on enrollment, resources and geography	Administrative savings may be outweighed in short-term by transaction costs; streamlining of service and programs	No changes in general administration and capital budgets; no financial benefit to added districts	Costs per RWADA go up significantly in E2CC, down in Erie 1; cost impacts for E2CC components are severe	Financial gains through increased enrollments; not all components share in savings
<b>Support and Opposition</b>	Model of regional service delivery, high levels of satisfaction; declining enrollments, fiscal challenges offer potential for new BOCES configuration	Support from business community and Erie 1; elimination of redundancies/duplication; combined area and enrollments could invite diseconomies of scale	Rationalizes geography, but strong opposition from transferring districts	County-level BOCES offer holistic approach with health, human services, other county agencies; more homogeneity, less diversity; sustainability of E2CC doubtful	CAEW strong support; opposition from E2CC; bold move that may yield savings and promote new long-term BOCES statewide model



# Broader Considerations for Education in the 21<sup>st</sup> Century

Supervisory Districts and their BOCES are key component in a statewide public education pyramid consisting of NYSED at the head, Supervisory Districts and their BOCES at the core and local school districts at the base. Given this structure, decisions concerning the future of a Supervisory District and BOCES should not be made in a vacuum, nor considered in a solely short-term or local context. Several of this report's reconfiguration options reflect this important platform for decision making.

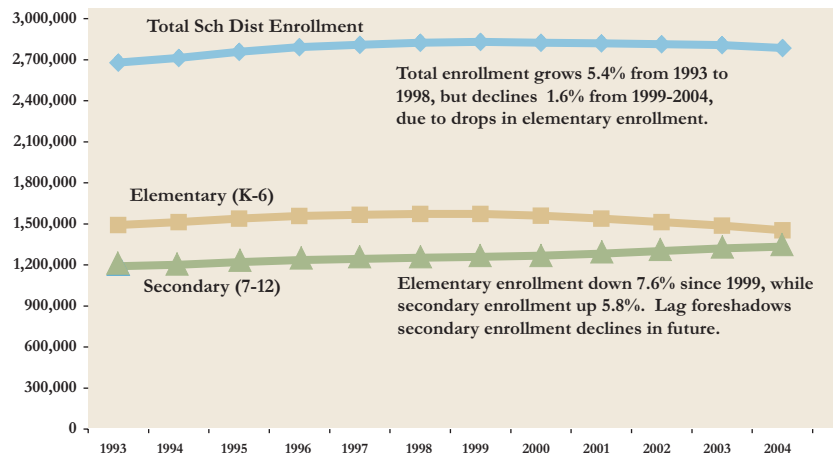
As a context for recommendations to the Commissioner, we offer in this section several broader considerations for assessment of configuration options and improved educational service delivery in the 21st century. The considerations come in two types, specific factors relevant to facets of BOCES reorganization options, and general factors of process and practice related to Supervisory Districts and BOCES service delivery.

## Specific Factors for Reorganization

**Enrollment Trends in the Region and State.** The broader context for assessing the viability of a single BOCES such as Erie 2-Chautauqua-Cattaraugus BOCES is a set of recent trends in student enrollments. As the chart of New York State School District Enrollment indicates, enrollment levels are down statewide since 1998 for both elementary and secondary student populations. Declines in elementary enrollment of 7.6 percent since 1999 portend secondary enrollment declines in the future. This trend warrants consideration in evaluation of BOCES organization statewide.

The companion chart on School District Enrollment by BOCES indicates that declining enrollment also characterizes the three Supervisory Districts in Western New York analyzed in this report. Since 1999, Erie 1, E2CC, and CAEW Supervisory Districts have lost enrollment at levels of -1.2 percent, -6.2 percent and -10 percent respectively, over the

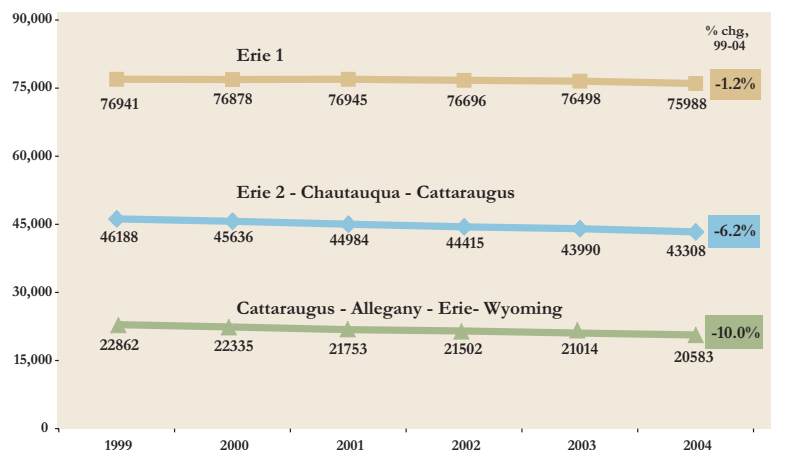
**School District Enrollment, NYS, Fall 1993-Fall 2004**



most recent five-year period. While trends may reverse due to population influx or changes in family structure, the broader picture of population decline in Western New York suggests that stable or declining enrollments are likely to persist in the future. Similar trends may pertain to other regions of the state. As the Commissioner deliberates choices for educational organization, bearing in mind patterns of slow decline can provide appropriate context for decision making.

**Coordination with other Services.** Like most school districts, BOCES are increasingly engaged with other modes of services directed at students. State, county and municipal social services and health programs, for example, are often vital parts of programming for today's students.

**School District Enrollment, by BOCES, Fall 1999-Fall 2004**



Several reorganization options considered in this study originate from and reference this arena of possibilities. There is wide agreement that planning for BOCES in ways that more effectively coordinate with non-BOCES services can and should be a vital part of strategic planning for the organization and services of BOCES districts. A more comprehensive initiative by the state to fully examine the benefits, costs and tradeoffs associated with county-level educational programming would be a valuable addition to understanding and action.

**Urban Needs.** Historically, the largest cities in New York State are not components of Supervisory Districts and, as a result, BOCES services have not been focused on distinctively urban challenges. Although certain relationships have developed over time between BOCES and large cities on a limited basis, questions arise. Is there potential for a more direct, collaborative role that could both assist the state's urban centers with their current challenges and allow students across all districts and BOCES to benefit from the cultural and other assets characteristic of urban centers? Would allowing large cities to fully participate in BOCES programs and services facilitate and enhance the relationships between all school districts and thereby improve student achievement?

Recent state legislation to permit more intensive use of BOCES service programs by urban districts was vetoed by Governor Pataki in 2005. While participation of city schools as component districts in BOCES may be off the table in the near term, the passage of legislation to expand the purpose and reach of BOCES as valuable collaborative models in educational service delivery suggests that urban inclusion will remain an important state policy matter in coming years. Within this context, the potential for urban membership within the BOCES structure figures into several of this study's reorganization options. The broader issue of whether city schools should be able to receive reimbursement from the state for services purchased from BOCES is an important policy question that warrants near-term consideration by the state.

**Administration and Programming.** For the most part, the administration of Supervisory Districts and BOCES functions has been handled on the same geographic scale as educational service delivery. As a part of a strategic approach to educational service delivery of the future, however, consideration seems warranted of decoupling those tasks for delivery at different scales. A number of administrative functions, such as purchasing, data collection, business management and contracts, could potentially be handled through expansion of the portfolio of already existing Joint Management Teams or a

comparable model of service delivery at a higher geographic scale. Educational services that put a premium on localized delivery could remain the purview of underlying districts organized at a lower geographic scale, perhaps formalized as sub-JMT program structures. This two-tier model of regional service delivery—particularly working from the existing model of JMTs with underlying educational delivery systems—might increase the cost-effectiveness of educational programming without sacrificing educational quality or regional economic vitality.

## General Factors of Process and Practice

**Strategic Planning.** The Commissioner engaged the Institute for Local Governance and Regional Growth in August 2005 to research and make recommendations on the various reconfiguration options available for the E2CC. The July 1st 2005 retirement of the District Superintendent of E2CC created a vacancy in the Supervisory District and set into motion a series of statutory considerations under the current Education Law of the State of New York.

The current system of deliberating the future of individual Supervisory Districts upon the retirement of a District Superintendent is inferior to a more strategic system of examining when warranted the entire structure and approach of BOCES on a statewide or regional basis. Vacancies in the Office of District Superintendent are random occurrences. A more effective approach would draw upon current conditions and emerging trends and opportunities to initiate comprehensive examination of the optimum structure and programming of BOCES services for small or large territories in the short and long term. This more deliberate approach would avert the shortcomings of a statutory four-month time frame for conducting individual district studies. While such timetables recognize the need for a firm deadline to eliminate long-term irresolution of issues, the allowable time is too short to fully examine applicable issues in sufficient detail or in an appropriate context.

The current system also has the drawback of inevitably placing the Supervisory District in limbo without full-time, active leadership for several months during which time a demanding, anxiety-ridden process plays out. Many have said with conviction that the unknown and unintended consequences of change must prevent a decision to alter the current structure of a Supervisory District, one counted upon to delivery crucial educational services. Eliminating that uncertainty through a systemic approach

to issues analysis would provide an improved context for deliberating tough issues and identifying likely consequences. Changes to the current system could relieve the pressure for inertia based upon fear of the unknown and thus provide a foundation for effective policy making and efficient delivery of quality educational services.

**Data Collection and Accessibility.** Like most educational services, BOCES programs are and should be a context for generation of enormous amounts of data. In the 21st century, these data can be examined and analyzed to focus on concrete goals and outcomes, assist in strategic planning, and meet critical needs of diverse students. Improved collection, standardization and accessibility of data are essential to maximize the potential benefit of this information. At present, Supervisory Districts, BOCES and the State Education Department frequently pursue these tasks in varying ways, utilizing incongruous categories and labels for programs with identical purpose and structure. Such inconsistency invariably obscures understanding of BOCES operations and makes the collection and analysis of data more difficult for the State Education Department, school districts, public officials, parents, scholars and all those seeking to understand BOCES services.

The above observations, findings and suggestions identify several issues that would benefit from a statewide strategic approach to the future of BOCES. None are meant to diminish the exceptional work accomplished by the Supervisory Districts of Western New York or across the state. Rather, they are intended to prompt a discussion within the State Education Department and beyond on the potential benefits of a more deliberate, thoughtful and comprehensive approach to the reorganization of a Supervisory District.

# Conclusions and Recommendations to the Commissioner

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The analysis of findings and consideration of broader factors lead to the following conclusions and recommendations.

## Conclusions

1. The existing structure of Supervisory Districts that are the focus of this report, namely Erie 1, Erie 2-Chautauqua-Cattaraugus and Cattaraugus-Allegany-Erie-Wyoming, is a reasonable and viable arrangement for continued delivery of high-quality educational services into the foreseeable future.
2. In particular, the Erie 2-Chautauqua-Cattaraugus Supervisory District is a competent entity with appropriate programs, sound financial position and strong longstanding relations with component districts, students, parents, business partners and all levels of government.
3. Merger of Erie 2-Chautauqua-Cattaraugus with Erie 1 offers a larger, strong BOCES that could realize administrative efficiencies. These benefits are outweighed by the challenges of size with respect to educational service delivery and the inadvisable isolation of Cattaraugus-Allegany-Erie-Wyoming Supervisory District, a low-enrollment BOCES in Western New York.
4. Neither reorganization Option 3 nor 4, each of which shifts component districts from one BOCES to another, realizes sufficient benefits to outweigh educational and financial costs.
5. The most radical reorganization, Option 5, which reduces the number of BOCES in Western New York from three to two by dissolution of Erie 2-Chautauqua-Cattaraugus and reformation of Erie and Southern Tier Supervisory Districts, is not a necessary change at this time, but offers a prudent long-term approach to educational service delivery in this part of the state.

## Recommendations

1. That in the short-term the Commissioner affirm the vitality and viability of Erie 2-Chautauqua-Cattaraugus Supervisory District and pursue Reorganization Option 1, Status Quo, as a reasonable and appropriate means to ensure continued delivery of shared educational services in the region.
2. That as a longer term strategy the Commissioner pursue detailed study of Reorganization Option 5, Dissolution of Erie 2-Chautauqua-Cattaraugus and Reformation of Erie Supervisory District and Southern Tier Supervisory District, as a reasonable and appropriate means to safeguard the long-term quality and viability of shared educational services in the region.
3. That the Commissioner pursue reforms and implementation of state-level policy issues and practices identified in Section VI of this report, “Broader Considerations for Education in the 21st Century,” to pave the way for deliberate process and improved outcomes in educational service delivery across the state.

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# APPENDIX

**Appendix Table 1**  
**Option 1: Status Quo**  
**Existing District-level Shares of Administration and Capital Expenditures and RWADA Aid Ratios**

School district	BOCES	RWADA, 2003-04	Option 1 Status Quo Share of Admin/Cap Costs (RWADA Basis)	Option 1 Status Quo Admin/Cap Costs, 2004-05	RWADA Aid Ratio, 2004-05
Bemus Point Central	Erie 2	960	2.0%	\$84,469	0.56
Brockton Central	Erie 2	806	1.7%	\$70,919	0.80
Cassadaga Valley Central	Erie 2	1,401	2.9%	\$123,273	0.82
Chautauqua Lake Central	Erie 2	991	2.1%	\$87,197	
Clymer Central	Erie 2	547	1.1%	\$48,130	0.61
Dunkirk City	Erie 2	2,331	4.9%	\$205,102	0.76
East Aurora Union Free	Erie 2	2,243	4.7%	\$197,359	0.53
Eden Central	Erie 2	1,986	4.2%	\$174,746	0.68
Evans-Brant	Erie 2	3,416	7.1%	\$300,571	
Falconer Central	Erie 2	1,498	3.1%	\$131,808	0.75
Forestville Central	Erie 2	700	1.5%	\$61,592	0.70
Fredonia Central	Erie 2	1,939	4.1%	\$170,611	0.69
Frewsburg Central	Erie 2	1,069	2.2%	\$94,060	0.82
Gowanda Central	Erie 2	1,528	3.2%	\$134,447	0.80
Holland Central	Erie 2	1,411	3.0%	\$124,153	0.68
Iroquois Central	Erie 2	3,211	6.7%	\$282,533	0.57
Jamestown City	Erie 2	5,828	12.2%	\$512,800	0.84
North Collins	Erie 2	750	1.6%	\$65,992	0.68
Orchard Park Central	Erie 2	5,855	12.3%	\$515,176	0.58
Panama Central	Erie 2	779	1.6%	\$68,543	0.80
Pine Valley Central	Erie 2	817	1.7%	\$71,887	0.83
Ripley Central	Erie 2	463	1.0%	\$40,739	0.82
Sherman Central	Erie 2	504	1.1%	\$44,346	0.76
Silver Creek Central	Erie 2	1,367	2.9%	\$120,281	0.77
Southwestern Central	Erie 2	1,802	3.8%	\$158,556	0.68
Springville-Griffith Institute	Erie 2	2,585	5.4%	\$227,452	0.69
Westfield Central	Erie 2	1,000	2.1%	\$87,989	0.73
Allegany-Limestone	CAEW	1,608	7.2%	\$272,536	0.76
Andover	CAEW	439	2.0%	\$74,405	0.78
Belfast	CAEW	497	2.2%	\$84,235	0.83
Bolivar-Richburg	CAEW	997	4.4%	\$168,979	0.86
Cattaraugus-Little Valley	CAEW	1,238	5.5%	\$209,826	0.76
Cuba-Rushford	CAEW	1,195	5.3%	\$202,538	0.73
Ellicottville	CAEW	603	2.7%	\$102,201	0.15
Fillmore	CAEW	838	3.7%	\$142,031	0.80
Franklinville	CAEW	1,015	4.5%	\$172,030	0.80
Friendship	CAEW	387	1.7%	\$65,592	0.84
Genesee Valley	CAEW	773	3.4%	\$131,014	0.80
Hinsdale	CAEW	544	2.4%	\$92,201	0.80
Olean	CAEW	2,511	11.2%	\$425,584	0.75
Portville	CAEW	1,050	4.7%	\$177,962	0.81
Randolph	CAEW	1,071	4.8%	\$181,521	0.66
Randolph Academy	CAEW	210	0.9%	\$35,669	0.49
Salamanca	CAEW	1,590	7.1%	\$269,486	0.87
Scio	CAEW	526	2.3%	\$89,151	0.85
Wellsville	CAEW	1,509	6.7%	\$255,757	0.75

Appendix Table 1 (cont'd)

Option 1: Status Quo

Existing District-level Shares of Administration and Capital Expenditures and RWADA Aid Ratios

School district	BOCES	RWADA, 2003-04	Option 1 Status Quo Share of Admin/Cap Costs (RWADA Basis)	Option 1 Status Quo Admin/Cap Costs, 2004-05	RWADA Aid Ratio, 2004-05
West Valley	CAEW	460	2.0%	\$77,964	0.77
Whitesville	CAEW	305	1.4%	\$51,694	0.80
Yorkshire-Pioneer	CAEW	3,084	13.7%	\$522,700	0.76
Akron Central	Erie 1	1,954	2.3%	\$104,719	0.75
Alden Central	Erie 1	2,192	2.6%	\$117,473	0.68
Amherst Central	Erie 1	3,327	4.0%	\$178,300	0.59
Cheektowaga Central	Erie 1	2,618	3.1%	\$140,304	0.46
Cheektowaga Maryvale Union Free	Erie 1	2,720	3.3%	\$145,770	0.62
Cheektowaga Sloan Union Free	Erie 1	1,649	2.0%	\$88,373	0.65
Clarence Central	Erie 1	5,339	6.4%	\$286,127	0.57
Cleveland Hill Union Free	Erie 1	1,775	2.1%	\$95,126	0.71
Depew Union Free	Erie 1	2,563	3.1%	\$137,356	0.67
Frontier Central	Erie 1	6,022	7.2%	\$322,730	0.66
Grand Island Central	Erie 1	3,438	4.1%	\$184,249	0.61
Hamburg Central	Erie 1	4,289	5.2%	\$229,856	0.66
Hopevale Union Free	Erie 1	155	0.2%	\$8,307	0.49
Kenmore Union Free	Erie 1	9,741	11.7%	\$522,039	0.66
Lackawanna City	Erie 1	2,323	2.8%	\$124,494	0.73
Lancaster Central	Erie 1	6,660	8.0%	\$356,922	0.64
Sweet Home Central	Erie 1	4,128	5.0%	\$221,227	0.52
Tonawanda City	Erie 1	2,573	3.1%	\$137,892	0.75
West Seneca Central	Erie 1	8,075	9.7%	\$432,755	0.64
Williamsville Central	Erie 1	11,660	14.0%	\$624,881	0.54

Source: Calculated from data in NY State Department of Education, "2004-05 BOCES General Administration and Capital Budgets."

**Appendix Table 2**  
**Option 2: Merger**  
**Simulation of District-level Impacts on Administration and Capital Expenditures**

School district	Option 2 Share of Admin/Cap Costs (RWADA basis)	Option 2 Admin/Cap Costs, 04-05	Status Quo Admin/Cap Costs	Option 2 Difference from Status Quo
Bemus Point Central	0.7%	\$56,210	\$84,469	-\$28,260
Brockton Central	0.6%	\$47,193	\$70,919	-\$23,726
Cassadaga Valley Central	1.1%	\$82,031	\$123,273	-\$41,242
Chautauqua Lake Central	0.8%	\$58,025	\$87,197	-\$29,172
Clymer Central	0.4%	\$32,028	\$48,130	-\$16,102
Dunkirk City	1.8%	\$136,484	\$205,102	-\$68,618
East Aurora Union Free	1.7%	\$131,332	\$197,359	-\$66,028
Eden Central	1.5%	\$116,284	\$174,746	-\$58,462
Evans-Brant	2.6%	\$200,013	\$300,571	-\$100,558
Falconer Central	1.1%	\$87,711	\$131,808	-\$44,097
Forestville Central	0.5%	\$40,986	\$61,592	-\$20,606
Fredonia Central	1.5%	\$113,532	\$170,611	-\$57,079
Frewsburg Central	0.8%	\$62,592	\$94,060	-\$31,468
Gowanda Central	1.2%	\$89,467	\$134,447	-\$44,980
Holland Central	1.1%	\$82,617	\$124,153	-\$41,536
Iroquois Central	2.5%	\$188,010	\$282,533	-\$94,523
Jamestown City	4.4%	\$341,240	\$512,800	-\$171,560
North Collins	0.6%	\$43,914	\$65,992	-\$22,078
Orchard Park Central	4.5%	\$342,821	\$515,176	-\$172,355
Panama Central	0.6%	\$45,612	\$68,543	-\$22,932
Pine Valley Central	0.6%	\$47,837	\$71,887	-\$24,050
Ripley Central	0.4%	\$27,109	\$40,739	-\$13,629
Sherman Central	0.4%	\$29,510	\$44,346	-\$14,836
Silver Creek Central	1.0%	\$80,040	\$120,281	-\$40,241
Southwestern Central	1.4%	\$105,510	\$158,556	-\$53,046
Springville-Griffith Institute	2.0%	\$151,356	\$227,452	-\$76,095
Westfield Central	0.8%	\$58,552	\$87,989	-\$29,437
Akron Central	1.5%	\$114,410	\$104,719	\$9,692
Alden Central	1.7%	\$128,346	\$117,473	\$10,872
Amherst Central	2.5%	\$194,802	\$178,300	\$16,502
Cheektowaga Central	2.0%	\$153,289	\$140,304	\$12,985
Cheektowaga Maryvale Union Free	2.1%	\$159,261	\$145,770	\$13,491
Cheektowaga Sloan Union Free	1.3%	\$96,552	\$88,373	\$8,179
Clarence Central	4.1%	\$312,608	\$286,127	\$26,481
Cleveland Hill Union Free	1.4%	\$103,929	\$95,126	\$8,804
Depew Union Free	2.0%	\$150,068	\$137,356	\$12,712
Frontier Central	4.6%	\$352,599	\$322,730	\$29,869
Grand Island Central	2.6%	\$201,301	\$184,249	\$17,052
Hamburg Central	3.3%	\$251,129	\$229,856	\$21,273
Hopevale Union Free	0.1%	\$9,076	\$8,307	\$769
Kenmore Union Free	7.4%	\$570,353	\$522,039	\$48,315
Lackawanna City	1.8%	\$136,016	\$124,494	\$11,522
Lancaster Central	5.1%	\$389,955	\$356,922	\$33,033
Sweet Home Central	3.2%	\$241,702	\$221,227	\$20,475
Tonawanda City	2.0%	\$150,654	\$137,892	\$12,762
West Seneca Central	6.2%	\$472,806	\$432,755	\$40,051
Williamsville Central	8.9%	\$682,714	\$624,881	\$57,833
<b>Total</b>	<b>100.0%</b>	<b>\$7,669,585</b>	<b>\$8,663,631</b>	<b>-\$994,046</b>

**Notes:** Assumes for merged E2CC + Erie 1 reduction of pre-merger admin budgets by 20 percent and no change in capital budgets.  
**Source:** Calculated from data in NY State Department of Education, "2004-05 BOCES General Administration and Capital Budgets."

**Appendix Table 3**  
**Option 3: Expansion by three districts**  
**Simulation of District-level Impacts on Administration and Capital Expenditures**

School district	BOCES	Option 3 Share of Admin/Cap Costs (RWADA basis)	Option 3 Admin/Cap Costs, 04-05	Status Quo Admin/Cap Costs	Option 3 Difference from Status Quo
Akron Central	Erie 1	2.7%	\$119,532	\$104,719	\$14,813
Alden Central	Erie 1	3.0%	\$134,091	\$117,473	\$16,618
Amherst Central	Erie 1	4.6%	\$203,523	\$178,300	\$25,222
Cheektowaga Central	Erie 1	3.6%	\$160,151	\$140,304	\$19,847
Cheektowaga Maryvale Union Free	Erie 1	3.7%	\$166,391	\$145,770	\$20,621
Cheektowaga Sloan Union Free	Erie 1	2.3%	\$100,874	\$88,373	\$12,501
Clarence Central	Erie 1	7.3%	\$326,603	\$286,127	\$40,475
Cleveland Hill Union Free	Erie 1	2.4%	\$108,582	\$95,126	\$13,456
Depew Union Free	Erie 1	3.5%	\$156,786	\$137,356	\$19,430
Grand Island Central	Erie 1	4.7%	\$210,313	\$184,249	\$26,064
Kenmore Union Free	Erie 1	13.4%	\$595,886	\$522,039	\$73,847
Lackawanna City	Erie 1	3.2%	\$142,105	\$124,494	\$17,611
Lancaster Central	Erie 1	9.1%	\$407,412	\$356,922	\$50,490
Sweet Home Central	Erie 1	5.7%	\$252,522	\$221,227	\$31,295
Tonawanda City	Erie 1	3.5%	\$157,398	\$137,892	\$19,506
West Seneca Central	Erie 1	11.1%	\$493,972	\$432,755	\$61,217
Williamsville Central	Erie 1	16.0%	\$713,277	\$624,881	\$88,396
Bemus Point Central	Erie 2	1.7%	\$69,478	\$84,469	-\$14,991
Brockton Central	Erie 2	1.4%	\$58,333	\$70,919	-\$12,586
Cassadaga Valley Central	Erie 2	2.4%	\$101,395	\$123,273	-\$21,878
Chautauqua Lake Central	Erie 2	1.7%	\$71,722	\$87,197	-\$15,475
Clymer Central	Erie 2	0.9%	\$39,588	\$48,130	-\$8,542
Dunkirk City	Erie 2	4.0%	\$168,702	\$205,102	-\$36,401
East Aurora Union Free	Erie 2	3.9%	\$162,333	\$197,359	-\$35,027
Eden Central	Erie 2	3.4%	\$143,733	\$174,746	-\$31,013
Evans-Brant	Erie 2	5.9%	\$247,226	\$300,571	-\$53,344
Falconer Central	Erie 2	2.6%	\$108,415	\$131,808	-\$23,393
Forestville Central	Erie 2	1.2%	\$50,661	\$61,592	-\$10,931
Fredonia Central	Erie 2	3.3%	\$140,331	\$170,611	-\$30,279
Frewsburg Central	Erie 2	1.8%	\$77,367	\$94,060	-\$16,693
Frontier Central	Erie 2	10.4%	\$435,831	\$322,730	\$113,100
Gowanda Central	Erie 2	2.6%	\$110,586	\$134,447	-\$23,861
Hamburg Central	Erie 2	7.4%	\$310,408	\$229,856	\$80,553
Holland Central	Erie 2	2.4%	\$102,118	\$124,153	-\$22,034
Hopevale Union Free	Erie 2	0.2%	\$9,482	\$8,307	\$1,175
Iroquois Central	Erie 2	5.5%	\$232,390	\$282,533	-\$50,143
Jamestown City	Erie 2	10.0%	\$421,790	\$512,800	-\$91,010
North Collins	Erie 2	1.3%	\$54,280	\$65,992	-\$11,712
Orchard Park Central	Erie 2	10.1%	\$423,744	\$515,176	-\$91,431
Panama Central	Erie 2	1.3%	\$56,379	\$68,543	-\$12,165
Pine Valley Central	Erie 2	1.4%	\$59,129	\$71,887	-\$12,758
Ripley Central	Erie 2	0.8%	\$33,509	\$40,739	-\$7,230
Sherman Central	Erie 2	0.9%	\$36,476	\$44,346	-\$7,870
Silver Creek Central	Erie 2	2.4%	\$98,934	\$120,281	-\$21,347
Southwestern Central	Erie 2	3.1%	\$130,416	\$158,556	-\$28,140
Springville-Griffith Institute	Erie 2	4.4%	\$187,084	\$227,452	-\$40,367
Westfield Central	Erie 2	1.7%	\$72,373	\$87,989	-\$15,616

**Notes:** Assumes no change in admin and capital budgets.

**Source:** Calculated from data in NY State Department of Education, "2004-05 BOCES General Administration and Capital Budgets."



**Appendix Table 4**  
**Option 4: Contraction to yield County-level Supervisory Districts**  
**Simulation of District-level Impacts on Administration and Capital Expenditures**

School district	BOCES	Option 4 Share of Admin/Cap Costs (RWADA basis)	Option 4 Admin/Cap Costs, 04-05	Status Quo Admin/Cap Costs	Option 4 Difference from Status Quo
Bemus Point Central	Erie 2	3.6%	\$110,183	\$84,469	\$25,714
Brockton Central	Erie 2	3.1%	\$92,508	\$70,919	\$21,589
Cassadaga Valley Central	Erie 2	5.3%	\$160,799	\$123,273	\$37,526
Chautauqua Lake Central	Erie 2	3.8%	\$113,742	\$87,197	\$26,544
Clymer Central	Erie 2	2.1%	\$62,782	\$48,130	\$14,652
Dunkirk City	Erie 2	8.9%	\$267,539	\$205,102	\$62,437
Falconer Central	Erie 2	5.7%	\$171,932	\$131,808	\$40,125
Forestville Central	Erie 2	2.7%	\$80,342	\$61,592	\$18,750
Fredonia Central	Erie 2	7.4%	\$222,548	\$170,611	\$51,937
Frewsburg Central	Erie 2	4.1%	\$122,694	\$94,060	\$28,634
Gowanda Central	Erie 2	5.8%	\$175,375	\$134,447	\$40,928
Jamestown City	Erie 2	22.1%	\$668,906	\$512,800	\$156,106
Panama Central	Erie 2	3.0%	\$89,409	\$68,543	\$20,866
Pine Valley Central	Erie 2	3.1%	\$93,771	\$71,887	\$21,884
Ripley Central	Erie 2	1.8%	\$53,141	\$40,739	\$12,402
Sherman Central	Erie 2	1.9%	\$57,846	\$44,346	\$13,500
Silver Creek Central	Erie 2	5.2%	\$156,897	\$120,281	\$36,616
Southwestern Central	Erie 2	6.8%	\$206,824	\$158,556	\$48,267
Westfield Central	Erie 2	3.8%	\$114,774	\$87,989	\$26,785
Bemus Point Central	Erie 2	3.6%	\$110,183	\$84,469	\$25,714
Brockton Central	Erie 2	3.1%	\$92,508	\$70,919	\$21,589
Cassadaga Valley Central	Erie 2	5.3%	\$160,799	\$123,273	\$37,526
Akron Central	Erie 1	1.9%	\$107,309	\$104,719	\$2,591
Alden Central	Erie 1	2.1%	\$120,380	\$117,473	\$2,906
Amherst Central	Erie 1	3.2%	\$182,711	\$178,300	\$4,411
Cheektowaga Central	Erie 1	2.5%	\$143,775	\$140,304	\$3,471
Cheektowaga Maryvale Union Free	Erie 1	2.6%	\$149,376	\$145,770	\$3,606
Cheektowaga Sloan Union Free	Erie 1	1.6%	\$90,559	\$88,373	\$2,186
Clarence Central	Erie 1	5.1%	\$293,206	\$286,127	\$7,079
Cleveland Hill Union Free	Erie 1	1.7%	\$97,479	\$95,126	\$2,353
Depew Union Free	Erie 1	2.4%	\$140,754	\$137,356	\$3,398
East Aurora Union Free	Erie 1	2.1%	\$123,181	\$197,359	-\$74,179
Eden Central	Erie 1	1.9%	\$109,067	\$174,746	-\$65,680
Evans-Brant	Erie 1	3.3%	\$187,599	\$300,571	-\$112,971
Frontier Central	Erie 1	5.8%	\$330,715	\$322,730	\$7,984
Grand Island Central	Erie 1	3.3%	\$188,807	\$184,249	\$4,558
Hamburg Central	Erie 1	4.1%	\$235,542	\$229,856	\$5,687
Holland Central	Erie 1	1.3%	\$77,489	\$124,153	-\$46,664
Hopevale Union Free	Erie 1	0.1%	\$8,512	\$8,307	\$206
Iroquois Central	Erie 1	3.1%	\$176,341	\$282,533	-\$106,192
Kenmore Union Free	Erie 1	9.3%	\$534,954	\$522,039	\$12,915
Lackawanna City	Erie 1	2.2%	\$127,574	\$124,494	\$3,080
Lancaster Central	Erie 1	6.4%	\$365,752	\$356,922	\$8,830
North Collins	Erie 1	0.7%	\$41,188	\$65,992	-\$24,803
Orchard Park Central	Erie 1	5.6%	\$321,544	\$515,176	-\$193,632
Springville-Griffith Institute	Erie 1	2.5%	\$141,962	\$227,452	-\$85,489
Sweet Home Central	Erie 1	3.9%	\$226,701	\$221,227	\$5,473
Tonawanda City	Erie 1	2.5%	\$141,303	\$137,892	\$3,412
West Seneca Central	Erie 1	7.7%	\$443,461	\$432,755	\$10,707
Williamsville Central	Erie 1	11.1%	\$640,341	\$624,881	\$15,460

**Notes:** Assumes for E2CC reduction of admin budget by 20 percent and capital budget by 40 percent. For Erie 1, assumes increase of admin budget by 20 percent and of capital budget by 40 percent.

**Source:** Calculated from data in NY State Department of Education, "2004-05 BOCES General Administration and Capital Budgets."

Appendix Table 5

Option 5: Dissolution of E2CC and formation of Erie and Southern Tier Supervisory Districts  
Simulation of District-level Impacts on Administration and Capital Expenditures

School district	BOCES	Option 5 Dissolution, Share of Admin/ Cap Costs (RWADA Basis)	Option 5 Dissolution, Admin/Cap Costs, 04-05*	Status Quo Admin/Cap Costs	Option 5 Dissolution, Difference from Status Quo
Allegany-Limestone	So. Tier	3.3%	\$188,144	\$272,536	\$84,392
Andover	So. Tier	0.9%	\$51,365	\$74,405	-\$23,040
Belfast	So. Tier	1.0%	\$58,151	\$84,235	-\$26,084
Bemus Point Central	So. Tier	2.0%	\$112,325	\$84,469	\$27,855
Bolivar-Richburg	So. Tier	2.0%	\$116,654	\$168,979	-\$52,325
Brockton Central	So. Tier	1.7%	\$94,306	\$70,919	\$23,387
Cassadaga Valley Central	So. Tier	2.9%	\$163,924	\$123,273	\$40,651
Cattaraugus-Little Valley	So. Tier	2.5%	\$144,852	\$209,826	-\$64,974
Chautauqua Lake Central	So. Tier	2.0%	\$115,952	\$87,197	\$28,755
Clymer Central	So. Tier	1.1%	\$64,002	\$48,130	\$15,872
Cuba-Rushford	So. Tier	2.4%	\$139,821	\$202,538	-\$62,717
Dunkirk City	So. Tier	4.8%	\$272,738	\$205,102	\$67,636
Ellicottville	So. Tier	1.2%	\$70,554	\$102,201	-\$31,647
Falconer Central	So. Tier	3.1%	\$175,273	\$131,808	\$43,466
Fillmore	So. Tier	1.7%	\$98,050	\$142,031	-\$43,981
Forestville Central	So. Tier	1.4%	\$81,903	\$61,592	\$20,311
Franklinville	So. Tier	2.1%	\$118,760	\$172,030	-\$53,270
Fredonia Central	So. Tier	4.0%	\$226,873	\$170,611	\$56,262
Frewsburg Central	So. Tier	2.2%	\$125,078	\$94,060	\$31,018
Friendship	So. Tier	0.8%	\$45,281	\$65,592	-\$20,311
Genesee Valley	So. Tier	1.6%	\$90,445	\$131,014	-\$40,569
Gowanda Central	So. Tier	3.1%	\$178,784	\$134,447	\$44,336
Hinsdale	So. Tier	1.1%	\$63,651	\$92,201	-\$28,551
Jamestown City	So. Tier	11.9%	\$681,905	\$512,800	\$169,105
Olean	So. Tier	5.1%	\$293,799	\$425,584	-\$131,784
Panama Central	So. Tier	1.6%	\$91,147	\$68,543	\$22,603
Pine Valley Central	So. Tier	1.7%	\$95,593	\$71,887	\$23,706
Portville	So. Tier	2.2%	\$122,855	\$177,962	-\$55,107
Randolph	So. Tier	2.2%	\$125,312	\$181,521	-\$56,209
Randolph Academy	So. Tier	0.4%	\$24,624	\$35,669	-\$11,045
Ripley Central	So. Tier	0.9%	\$54,173	\$40,739	\$13,434
Salamanca	So. Tier	3.3%	\$186,038	\$269,486	-\$83,448
Scio	So. Tier	1.1%	\$61,545	\$89,151	-\$27,606
Sherman Central	So. Tier	1.0%	\$58,970	\$44,346	\$14,624
Silver Creek Central	So. Tier	2.8%	\$159,946	\$120,281	\$39,665
Southwestern Central	So. Tier	3.7%	\$210,843	\$158,556	\$52,287
Wellsville	So. Tier	3.1%	\$176,560	\$255,757	-\$79,197
West Valley	So. Tier	0.9%	\$53,822	\$77,964	-\$24,142
Westfield Central	So. Tier	2.1%	\$117,005	\$87,989	\$29,016
Whitesville	So. Tier	0.6%	\$35,687	\$51,694	-\$16,007
Yorkshire-Pioneer	So. Tier	6.3%	\$360,843	\$522,700	-\$161,857
Akron Central	Erie 1	1.9%	\$107,309	\$104,719	\$2,591
Alden Central	Erie 1	2.1%	\$120,380	\$117,473	\$2,906
Amherst Central	Erie 1	3.2%	\$182,711	\$178,300	\$4,411
Cheektowaga Central	Erie 1	2.5%	\$143,775	\$140,304	\$3,471
Cheektowaga Maryvale Union Free	Erie 1	2.6%	\$149,376	\$145,770	\$3,606
Cheektowaga Sloan Union Free	Erie 1	1.6%	\$90,559	\$88,373	\$2,186
Clarence Central	Erie 1	5.1%	\$293,206	\$286,127	\$7,079
Cleveland Hill Union Free	Erie 1	1.7%	\$97,479	\$95,126	\$2,353
Depew Union Free	Erie 1	2.4%	\$140,754	\$137,356	\$3,398
East Aurora Union Free	Erie 1	2.1%	\$123,181	\$197,359	-\$74,179
Eden Central	Erie 1	1.9%	\$109,067	\$174,746	-\$65,680

Appendix Table 5 (cont'd)

Option 5: Dissolution of E2CC and formation of Erie and Southern Tier Supervisory Districts  
Simulation of District-level Impacts on Administration and Capital Expenditures

School district	BOCES	Option 5 Dissolution, Share of Admin/ Cap Costs (RWADA Basis)	Option 5 Dissolution, Admin/Cap Costs, 04-05*	Status Quo Admin/Cap Costs	Option 5 Dissolution, Difference from Status Quo
Evans-Brant	Erie 1	3.3%	\$187,599	\$300,571	-\$112,971
Frontier Central	Erie 1	5.8%	\$330,715	\$322,730	\$7,984
Grand Island Central	Erie 1	3.3%	\$188,807	\$184,249	\$4,558
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Holland Central	Erie 1	1.3%	\$77,489	\$124,153	-\$46,664
Hopevale Union Free	Erie 1	0.1%	\$8,512	\$8,307	\$206
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Springville-Griffith Institute	Erie 1	2.5%	\$141,962	\$227,452	-\$85,489
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Tonawanda City	Erie 1	2.5%	\$141,303	\$137,892	\$3,412
West Seneca Central	Erie 1	7.7%	\$443,461	\$432,755	\$10,707
Williamsville Central	Erie 1	11.1%	\$640,341	\$624,881	\$15,460

Note: For Southern Tier BOCES, assumes increase of CAEW admin and capital budgets by 50 percent. For Erie BOCES, assumes increase of Erie 1 admin budget by 20 percent and capital budget by 40 percent.

Source: Calculated from data in NY State Department of Education, "2004-05 BOCES General Administration and Capital Budgets."