Shared Services Feasibility Study

Prepared For:

Chautauqua County School Study Group

Brocton Central School District
Chautauqua Lake Central School District
Ripley Central School District
Westfield Central School District

This study was prepared by the Rural Schools Foundation with funds provided by the New York State Department of State under the Shared Municipal Services Incentive Grant Program.

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Westfield Central School District

Rural Schools Foundation

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Forward

The Chautauqua County School Study Group was initiated by the school district leaders in the Brocton, Chautauqua Lake, Ripley, and Westfield Central School Districts. The group was formed to generate ideas and plans to increase efficiency and economy among the four school districts through collaboration and cooperation.

In September 2006, Dr. Lawrence Kiley, Executive Director and Dr. Dennis Sweeney, Deputy Director of the Rural Schools Association conducted a workshop for Board of Education members and school administrators of the four school districts. The workshop activities generated a list of goals and a timeline for moving forward on consolidating services among the school districts. In the same time period, the Superintendents of the four central school districts, Mr. Jack Skahill, Brocton; Mr. Benjamin Spitzer, Chautauqua Lake; Mr. John Hamels, Ripley; and Ms. Laura Chabee, Westfield; with the approval of the Boards of Education submitted a request for funding through the Office of the New York Secretary of State. The grant program was established to provide funds to conduct a feasibility study to identify areas where collaboration and cooperation among the different local governmental units would yield to greater economies and efficiencies.

The grant application was approved with the Brocton Central School District serving as the Local Education Agency. The Chautauqua County School Study Group engaged the Rural Schools Association to conduct the feasibility study. The study outcomes and recommendations for activities to extend collaboration and cooperation among these four school districts are presented in this report.

Overview

This report is divided into three distinct parts:

Part A – Central Business Offices
Part B – Other Shared Services
Part C – School District Organization

It begins with this Overview which acknowledges the efforts of the Chautauqua County School Study Group to develop a culture of sharing, and their recognition of a condition that has prompted them to explore ways to build greater levels of interdistrict cooperation.

Developing a Culture of Sharing

The Brocton, Chautauqua Lake, Ripley, and Westfield School Districts have recognized the importance of gaining greater efficiency, economy of scale, and sharing through collaboration. Partnerships have been developed with other school districts and municipalities as is noted below in the listings of current cooperative activities.

Current Cooperative Activities

A survey of each district was conducted to determine current shared services. We want to recognize that all four districts are currently cooperating in various areas and commend them for their efforts.

Brocton participates in a Fuel Depot with the village of Brocton, Brocton Cemetery and the Chautauqua Co. Emergency Services. Brocton CSD performs the business function of the operation and issues invoices to the other participants. The Claims Auditor for Brocton is also shared with other area schools. Brocton (.6) and Chautauqua Lake (.4) share a Head Bus Driver and Brocton, Ripley, and Westfield share summer transportation services. Brocton currently participates in a Worker's Compensation Consortium, Health Insurance Consortium and a School Municipal Energy Consortium. Cooperative bidding is done through a BOCES service.

Chautauqua Lake shares a Head Bus Driver (.4) with Brocton and a (.6) School Lunch Fund Cook-Manager with Sherman CSD. In the past Westfield, Ripley, and Chautauqua Lake jointly bid for milk/bread/ice cream. They are now participating in the cooperative bidding service through BOCES.

Ripley participates in a Fuel Depot with the Town of Ripley. Summer transportation services are shared with Brocton and Westfield. Ripley currently participates in a Worker's Compensation Consortium, Health Insurance Consortium as well as a School Energy Consortium. In the past Westfield, Ripley, and Chautauqua Lake jointly bid for milk/bread/ice cream. They are now participating in the cooperative bidding service through BOCES. In the past, a School Lunch Fund Manager was shared with Westfield CSD.

Westfield participates in a shared fuel system with the village of Westfield. Summer transportation is shared with Brocton and Ripley. In the past Westfield, Ripley, and Chautauqua Lake jointly bid for milk/bread/ice cream. They are now participating in the cooperative bidding service through BOCES. Westfield currently participates in a Health Insurance Consortium.

The Need to Develop Stronger Partnerships

Chautauqua County is one of thirty three Upstate New York counties that have faced increasing unemployment, lagging growth in personal income, and outmigration. This has had an impact on the schools which have experienced, and, will continue to experience, a decline in enrollment with a corresponding increase in the cost of educating students. This condition has implications for programming, staffing, and facilities utilization

Enrollment decline presents school leaders with a significant challenge. How does a school district continue to operate a strong educational program in a cost effective manner? Since school enrollments drive much of the present concern, this overview provides information on recent enrollment history and a five year enrollment projection to understand the scope of change that is occurring in the four school districts in the study.

The four school districts involved in this study provided researchers with five years of enrollment data – (2002 – 2007). This information revealed a pattern of decline across the districts. Using this data, the researchers projected enrollment going forward over the next five years, (2007 – 2012) by applying the Cohort Survival Methodology; a commonly used and recognized procedure for estimating future school enrollment. This method analyzes year-to-year survival ratios by grade level and then projects those ratios into the future. Estimates for determining entering Kindergarten enrollment were based on Live Birth data for Chautauqua County for the period 1998 – 2004 obtained through the New York State Health Department. 2004 is the latest year for which this data is available. The number of live births for Chautauqua County for the period 1998 – 2004 is as follows:

LIVE BIRTHS
CHAUTAUQUA COUNTY

1998 – 1542
1999 – 1543
2000 – 1544
2001 – 1578
2002 – 1501
2003 – 1468
2004 – 1434

While there was a slight increase for the period 1998 – 2001, there has been a declining trend for the period 2002 – 2004. Using these numbers the researchers were able to project what portion of the children born in Chautauqua County would become students in each school district.

Two Enrollment Tables are shown for each school district. The first table is an Enrollment History from 2002-03 through 2006-07. The second table is an enrollment projection from 2007-08 to 2011-12.

The information in the eight tables indicates the following:

- K – 12 enrollment in the Brocton, Chautauqua Lake, Ripley and Westfield Central School Districts declined 12.7% from 2002-03 to 2006-07.
- Individual school district enrollment declined during this same period in the following manner: Brocton – 13.9%, Chautauqua Lake – 12.1%, Ripley – 10.2%, Westfield – 13.4%.
- K-12 enrollment projections for the period from 2006-07 to 2011-12 indicate a total student enrollment decline of 15.9%.
- Individual district enrollment projections indicate a student enrollment decline during the same period: Brocton – 19.4%, Chautauqua Lake – 15.3%, Ripley – 17%, and Westfield – 13.2%.
- Enrollment decline for the four school districts from 2002-03 through projected years to 2011-2012 is expected to be 26.6%.
- Individual district enrollment decline for this same period is expected to be: Brocton – 30.6%, Chautauqua Lake – 25.5%, Ripley – 25.4%, and Westfield – 24.8%.

Table 1- Current Enrollment
Brocton Central School District

Grade	02-03	03-04		04-05		05-06		06-07	
K	48	48	3.11	45	2.9	46	3.0	35	2.21
1	42	43	89.6	51	106	44	.98	45	.98
2	61	46	109.5	41	.95	48	.94	43	.98
3	52	61	100	50	109	41	100	48	100
4	59	51	98.1	65	106	51	102	42	102
5	59	61	103	51	100	57	.88	45	.88
6	63	61	103	62	102	57	112	57	100
7	62	61	.97	67	110	62	100	54	.95
8	71	64	103	66	108	57	.85	56	.90
9	52	70	.99	67	104	68	103	59	104
10	63	46	.88	62	.89	58	.87	64	.94
11	51	43	.68	39	.85	53	.85	54	.93
12	76	58	113	51	118	39	100	53	100
Ungraded	5	8		9		9		0	
Total	784	747		746		713		675	

Table 2 – Five Year Enrollment Projection
Brocton Central School District

Grade	Ratio	07-08	08-09	09-10	10-11	11-12
K	2.81	42	41	40	40	39
1	97.8	34	41	40	39	39
2	99.1	43	34	41	40	39
3	102.3	49	44	35	40	41
4	102	43	50	44	35	41
5	.95	43	41	48	42	34
6	104	47	45	42	49	44
7	100.5	57	47	45	43	50
8	96.6	52	55	45	43	41
9	103.5	58	54	57	47	45
10	89.5	53	52	48	51	42
11	82.8	53	44	43	40	42
12	105.8	56	56	46	45	42
Ungraded		5	5	5	5	5
Total		635	609	579	559	544

Table 3 – Current Enrollment
Chautauqua Lake Central School District

Grade	02-03	03-04		04-05		05-06		06-07	
K	52	51	3.3	62	4.0	62	4.0	54	3.4
1	69	45	87	51	100	56	90	65	105
2	53	72	104	47	104	50	98	56	100
3	70	57	108	71	99	49	104	53	`06
4	60	66	94	60	105	73	103	52	106
5	70	60	100	68	103	60	100	73	100
6	86	68	97	63	105	68	100	60	100
7	94	86	100	72	106	62	98	69	101
8	86	88	94	95	110	74	103	59	95
9	78	91	106	94	107	90	95	76	103
10	91	80	103	87	96	86	92	83	92
11	85	68	74.7	69	86	79	91	80	93
12	85	90	106	76	118	68	99	81	103
Total	979	868		863		829		861	

Table 4 – Five Year Enrollment Projection
Chautauqua Lake Central School District

Grade	Ratio	07-08	08-09	09-10	10-11	11-12
K	3.68	55	54	53	52	51
1	95	51	52	51	50	49
2	101.5	66	52	53	52	51
3	104	58	67	54	55	54
4	102	54	59	68	55	56
5	101	55	55	60	69	55
6	101	74	56	55	60	70
7	93	56	69	52	51	56
8	101	70	57	70	52	52
9	103	61	72	58	72	54
10	96	73	69	69	56	69
11	86	71	63	59	59	48
12	107	86	76	67	64	64
Total		830	801	769	747	729

Table 5 – Current Enrollment
Ripley Central School District

Grade	02-03	03-04		04-05		05-06		06-07	
K	23	36	2.33	21	1.36	23	1.45	23	1.53
1	26	28	107.6	34	94.4	23	109.5	23	100
2	28	20	77	22	79	31	91.2	23	100
3	36	29	103.5	25	125	26	118	29	93.5
4	29	37	102.7	32	110	25	100	19	73
5	35	32	110.4	37	100	36	112.5	26	104
6	40	37	105.7	29	90.6	38	103	34	94
7	40	46	115	37	100	30	103.4	38	100
8	34	37	92.5	32	69.5	38	102.7	23	76.6
9	38	36	105.9	37	100	30	93.8	34	89
10	31	41	107.8	34	94.4	39	105	32	106.6
11	25	28	90.3	36	87.8	30	88.2	36	92.3
12	28	23	92	28	100	34	94.4	31	103.3
Ungraded	0	0		0		0		0	
Total	413	412		386		385		371	

Table 6 – Five Year Enrollment Projection
Ripley Central School District

Grade	Ratio	07-08	08-09	09-10	10-11	11-12
K	1.63	24	24	23	23	23
1	102.9	24	25	25	24	24
2	86.8	20	21	21	21	21
3	110	25	22	23	24	24
4	96.4	28	24	21	22	23
5	106.7	20	30	26	23	23
6	98.3	26	20	29	26	22
7	104.6	36	27	21	31	27
8	85.3	32	30	23	18	26
9	97	22	31	29	22	17
10	103.5	35	24	33	30	23
11	89.7	29	32	21	29	27
12	97.4	35	28	31	21	28
Ungraded		0	0	0	0	0
Total		356	338	326	314	308

Table 7 – Current Enrollment
Westfield Central School District

Grade	02-03	03-04		04-05		05-06		06-07	
K	60	45	2.9	63	4.1	47	3.04	53	3.35
1	73	56	93.3	45	100	63	100	53	112.8
2	55	73	100	49	87.5	48	106	57	90.4
3	77	59	107.3	67	91.7	55	112	49	102
4	71	73	94.8	57	96.6	68	101	52	94.5
5	68	68	95.8	77	105	61	107	69	101.4
6	72	66	97	70	102.9	81	105	61	100
7	63	77	106.9	69	104.5	78	111	90	111
8	87	52	82.5	72	93.5	66	95.6	67	85.9
9	94	89	102.3	70	134.6	81	112.5	76	115
10	80	83	88.2	69	77.5	59	84.3	65	80.2
11	68	71	88.2	81	97.5	68	98.5	54	91.5
12	70	63	92.6	73	102.8	80	98.8	68	100
Ungraded	13	22		15		0		10	
Total	951	897		877		855		824	

Table 8 -Five Year Enrollment Projection
Westfield Central School District

Grade	Ratio	07-08	08-09	09-10	10-11	11-12
K	3.35	50	49	48	47	46
1	101.5	54	51	50	49	48
2	95.9	51	52	49	48	47
3	103.3	59	53	53	50	49
4	96.7	47	57	51	52	49
5	102.3	53	48	58	52	53
6	101.2	70	51	49	59	53
7	108.4	66	76	55	53	64
8	89.4	80	59	68	49	47
9	116.1	78	93	69	79	57
10	82.6	63	64	77	57	66
11	94.1	61	59	60	73	54
12	98.6	53	60	58	60	72
Ungraded		10	10	10	10	10
Total		795	782	755	738	715

Specific attention has also been given to secondary enrollment projections, where declines are harder to manage without reducing educational offerings. Table 11 provides information for secondary enrollment projections for each school district for the next five years. The information comes directly from the projections in Tables 2,4,6,8.

Table 11 - Secondary Enrollment – Grades 9-12
Current Enrollment/Five Year Enrollment Projection
Brocton, Chautauqua Lake, Ripley, Westfield Central School Districts

9-12 ENR.	Brocton	Chautauqua Lake	Ripley	Westfield	Total
06-07	230	320	133	263	946
07-08	220	291	121	255	887
08-09	206	280	115	276	877
09-10	194	253	114	264	825
10-11	183	251	102	269	785
11-12	171	235	95	249	750

The information in Table 11 indicates the following:

- Total enrollments in Grades 9-12 in the four school districts are projected to decline 20.7% from 2006-07 to 2011-12.

Executive Summary

Part A. Central Business Office

The overall purpose for this study was to assess the level of cost savings and other benefits that could result from the consolidation of business functions of the Brocton CSD, Chautauqua Lake CSD, Ripley CSD and Westfield Academy and CSD.

The consultants conducted a study of the current business operations in the four districts and evaluated a number of potential models for consolidation of their business functions. Specific models were developed to meet the unique needs of these four districts and projected costs were calculated for these models and compared against projected costs if the four districts continued in their current manner. A series of recommendations was developed and are presented in the latter portions of this report. A summary of the key recommendations follows:

- The Erie 2-Cattaraugus-Chautauqua BOCES (E2CCB) should plan and establish a centralized business office service designed to meet the specific needs of Brocton CSD, Chautauqua Lake CSD, Ripley CSD and the Westfield Academy and CSD. The BOCES would need to lease space, preferably in a site currently connected to the regional broadband network, to house this service since space is not available in any nearby BOCES facility.
- The four districts should consolidate their business functions by participating in the Central Business Office service from the Erie 2-Cattaraugus-Chautauqua BOCES. This would be a comprehensive service that would involve the major business functions, including payroll, leave accounting, accounts payable, claims auditing, bidding, purchasing, PO processing, accounting, monthly reporting, State and Federal reporting and cash management. Support would be provided for various other functions such as budget development and HR/fringe benefit record keeping.
- E2CCB and the four districts should contract with the Erie 1 BOCES WNYRIC (Regional Information Center) for the WinCap School Information Manager financial management system, including their support for planning, conversion and network implementation and operation.
- A two-year plan, beginning this fall and extending to the fall of 2009, needs to be developed to guide the districts through the conversion to the WinCap system and the transition to the Central Business Office service. This is an aggressive timeframe due to the triple aspects of (1) setting up a new BOCES service in a new location, (2) converting the districts to a new financial management system, and (3) transitioning business office staff and functions to the new BOCES service.

- The E2CCB should designate a project manager to begin in July 2008 on a part-time basis to work closely with E2CCB management to coordinate all aspects of the implementation plan.
- The cost savings, the improved financial controls and the other benefits of this plan should be communicated clearly and regularly to key stakeholders within the districts and the communities. Significant change is involved and communication can be a key to overcoming the resistance that will naturally evolve.
- Last, but most important, the four districts and the E2CCB need to make a solid commitment to one another to work together to make this new service a success for the participating districts. A CBO Management Committee should be established to facilitate communication, decision-making and commitment building.

Part B. Other Services

In addition to exploring the benefits that could be realized with the consolidation of business function, the study consultants also examined the potential efficiencies and economics of scale resulting from the greater sharing of services in other areas. A summary of these recommendations is as follows:

- Athletic Management - The growth in the interscholastic athletic programs involving both male and female students has placed greater demands on this position. Therefore, a cooperative approach to Athletic Management is not recommended.
- Facilities Management – Given current staffing levels, the use of "working" supervisors, and the complexities of HVAC and other mechanical systems, shared Facilities Management is not recommended. Field Maintenance and Safety Risk Management should be considered areas that may lend themselves to greater cooperative effort.
- Food Service Management - Greater efficiencies and economy of scale can be realized through a cooperative approach to Food Service Management. This should be explored in collaboration with Erie 2 – Chautauqua – Cattaraugus BOCES.
- Human Resource Management – This is an area where there is potential for greater sharing. The four districts should participate in a cooperative review of all Human Resource functions to determine areas that have the greatest potential for sharing. This review should be conducted under the leadership of Paul Connelly, Assistant Superintendent for Management Services at the Erie 2 – Chautauqua – Cattaraugus BOCES.
- Instructional Management – The No Child Left Behind (NCLB) legislation has placed additional testing, reporting, and accountability requirements on local school districts. It is recommended that the Four District Consortium enter into a cooperative service agreement with the Erie 2 – Chautauqua – Cattaraugus BOCES to engage the services of a Director of Planning and Evaluation to assist in meeting the obligations of this requirement.
- Special Education – This may be an area to consider shared leadership; either a shared Director of Special Education or a shared Chair for the Committee on Special Education.

The four districts are encouraged to enter into discussions with the Erie 2 – Chautauqua – Cattaraugus BOCES to determine the feasibility of a shared leadership model.

- Technology – As a framework for building a collaborative model, it is recommended that consortium members develop a common calendar and bell schedule. Specific steps can then be taken to develop a collaborative model for Technology Services.
- Transportation – There is potential to develop a shared leadership model. Westfield and Ripley are encouraged to enter immediate discussions to explore the feasibility of a shared Supervisor of Student Transportation. As other personnel changes occur within the consortium, adjustments may be made in the model.

Part C. School Organization

- The members of the Chautauqua County School Study Group should consider the following consolidation options:
    - Ripley and Westfield enter into a consolidation study.
    - Ripley, Westfield, and Brocton enter into a consolidation study.
- Representatives from the Chautauqua County School Study Group work with their elected state officials and the Commission on Local Government Efficiency and Competitiveness to:
    - Seek to reinstitute EL 1901 which established the Central High School District as a reorganization option.
    - Seek to amend EL 3602 to provide incentive and aid for formation and operation of a Central High School District.

Part A

Feasibility Study: Central Business Office

Brocton Central School District

Chautauqua Lake Central School District

Ripley Central School District

Westfield Central School District

with the

Erie 2 – Chautauqua – Cattaraugus BOCES

Final Report

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Scope and Methodology of Study

The overall purpose for this study was to assess the level of cost savings and other benefits that could result from the consolidation of business functions of the Brocton CSD, Chautauqua Lake CSD, Ripley CSD and Westfield Academy and CSD.

The consultants began with a review of several past studies of business office consolidations completed for other districts in the state. Then, some of the current Central Business Office services operated by different BOCES around the state were visited and/or reviewed to consider different models for approaching the consolidation of business functions for the four study districts. This also enabled the consultants to identify some of the implementation and operational issues that were experienced in these other locations.

On-site visits were made to each district and interviews were conducted with business office staff. Additionally, they completed comprehensive questionnaires that provided information about job functions, qualifications, interests, etc. A job function matrix was developed to determine who does what in each district. Additionally, extensive documentation was collected from each district and reviewed in order to get an understanding of how business functions are handled and the costs for performing these functions.

Multiple telephone conversations and two meetings with representatives from the WNYRIC (Regional Information Center) at the Erie #1 BOCES helped provide an understanding of their support services for financial management services and the related hardware, software and networking needed to deliver these services. Additionally, extensive conversations took place about the process and timeline for conversion of the districts from their current financial management software systems to the WinCap School Information System, which was selected by the districts after they were requested to reach consensus on a common system for use by the four districts.

Multiple discussions, both in person and via telephone, with representatives of the Erie 2-Chautauqua-Cattaraugus BOCES enabled the consultants to determine the feasibility of developing a Central Business Office service under that BOCES. Discussions included facility needs, human resources issues such as transfers of staff, and overall service management.

Extensive time and effort went into developing viable options for consolidating business office functions under a BOCES-operated service. An effort was made to estimate the costs to implement and operate under these models. Financial projections are always difficult and these were excessively so since so many variables will determine the end results. But, many assumptions were made and we have attempted to identify these assumptions. During implementation planning, these assumptions will have to be reconsidered and revised estimates will need to be developed.

Finally, based on the estimated cost savings and other benefits that could result from consolidating business office functions into a BOCES-operated service, a series of

recommendations was developed. These recommendations address what the consultants believe should be done in the best interest of the districts, plus several implementation strategies that should be considered in order to help insure success.

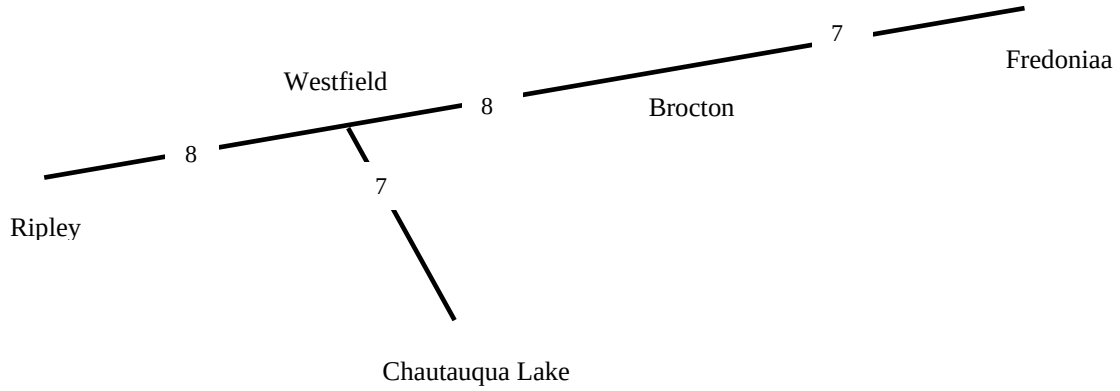
Findings

The Districts

The four school districts are located in Chautauqua County, with three of the districts, Ripley CSD, Brocton CSD and Westfield Academy and CSD running along Route 20 from West to East. Chautauqua Lake CSD lies south of Westfield on Route 394 in Mayville. The approximate distances between the administrative offices of the four districts are shown in the chart below, along with the distance to the Erie2 Cattaraugus BOCES facility in Fredonia and to a central site in Westfield.

Distances	Ripley	Westfield	Brocton	Chautauqua Lake
Ripley	**----**	**8 miles**	**16 miles**	**15 miles**
Westfield	**8 miles**	**----**	**8 miles**	**7 miles**
Brocton	**16 miles**	**8 miles**	**----**	**15 miles**
Chautauqua Lake	**15 miles**	**7 miles**	**15 miles**	**----**
Fredonia – BOCES Site	**23 miles**	**15 miles**	**7 miles**	**22 miles**
Central Site - Westfield	**8 miles**	**0 miles**	**8 miles**	**7 miles**

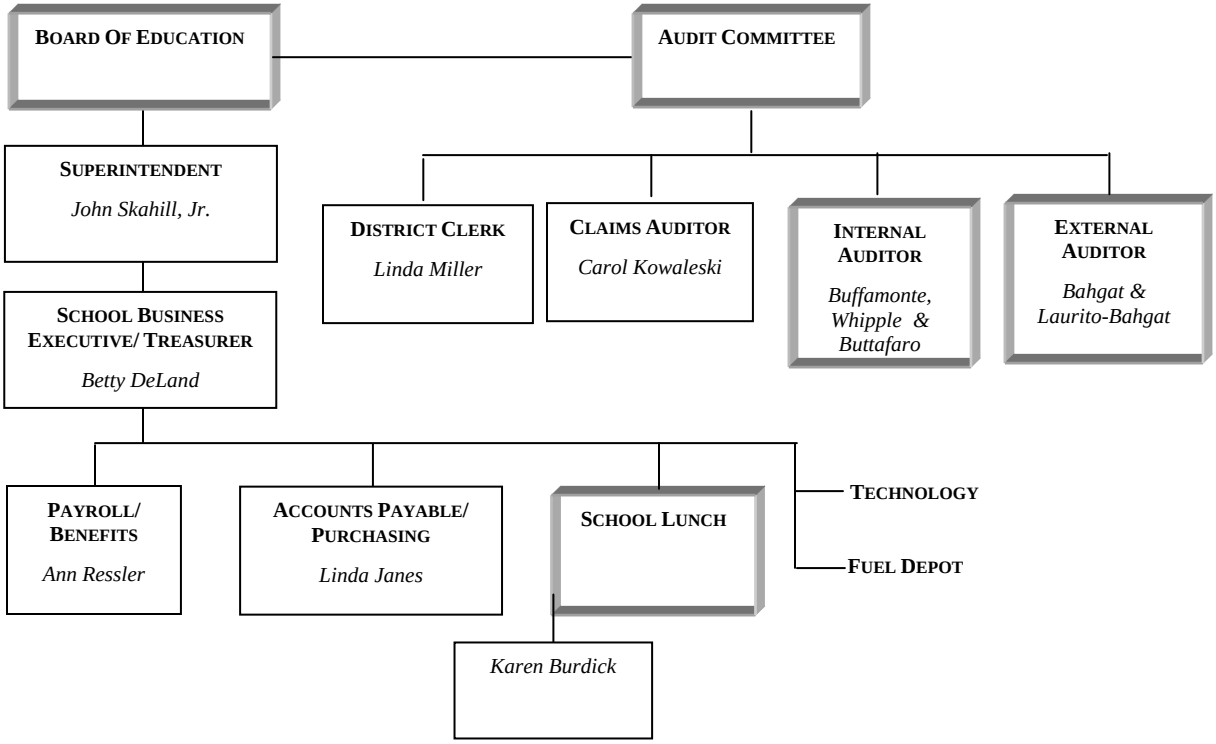
Note: All distances are approximate.



Business Office Staffing/Organizational Charts

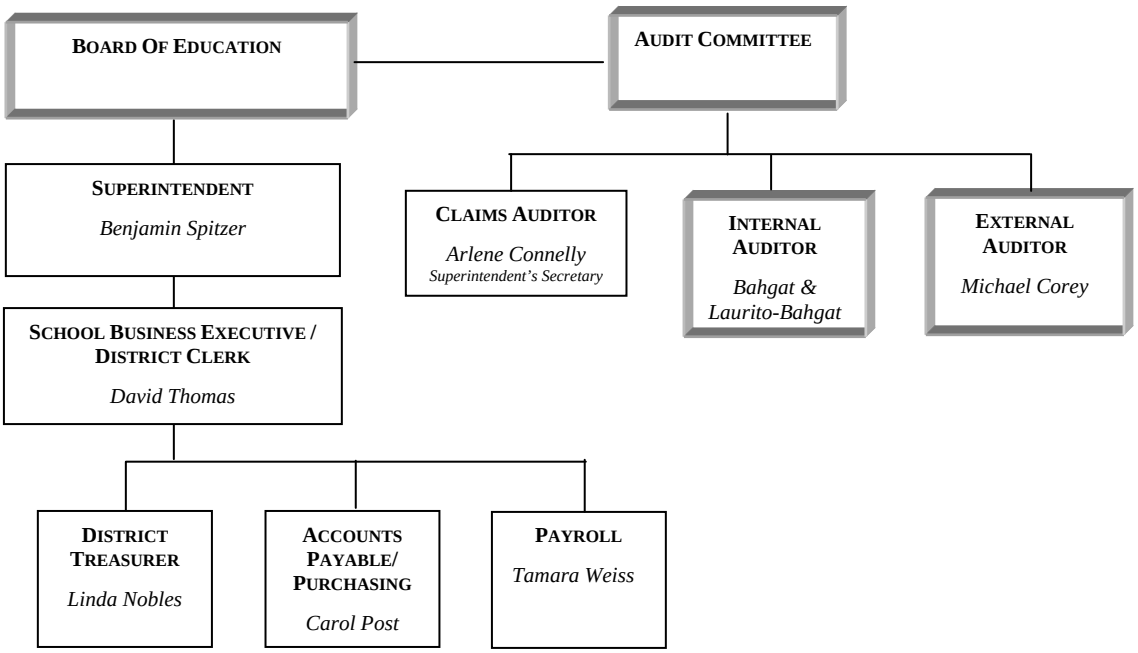
Brocton Central School District

Betty DeLand, who holds the School Business Executive Civil Service title, administers the business functions for the **Brocton Central School District**. As part of this role, she is appointed as the Purchasing Agent and the District Treasurer, and handles the accounting functions for the district. Additionally, she supervises the district's technology and the school lunch program, and she manages the shared fuel depot. There is now three full-time staff members assigned to the Business Office: Linda Janes, Account Clerk Typist, handles the purchasing and accounts payable functions. Ann Ressler, Account Clerk Typist, handles the payroll and benefits functions. Karen Burdick, a Typist who works out of the Cafeteria office, assists with purchase orders, record keeping and reporting for the cafeteria and the maintenance and transportation departments. Carol Kowaleski, who comes in on a part-time basis, is appointed as the Claims Auditor. Additionally, the responsibility for handling cash has been assigned to Linda Miller, the Superintendent's Secretary, and the responsibility for student activity accounting has been assigned to Chris Murphy, the High School secretary. Ms. DeLand and the Business Office staff members are located in recently renovated facilities near the Superintendent's Office in the Middle School. A summary of specific business-related responsibilities for these staff members is shown in the Business Office Responsibilities matrix that is included in the following section of this report.



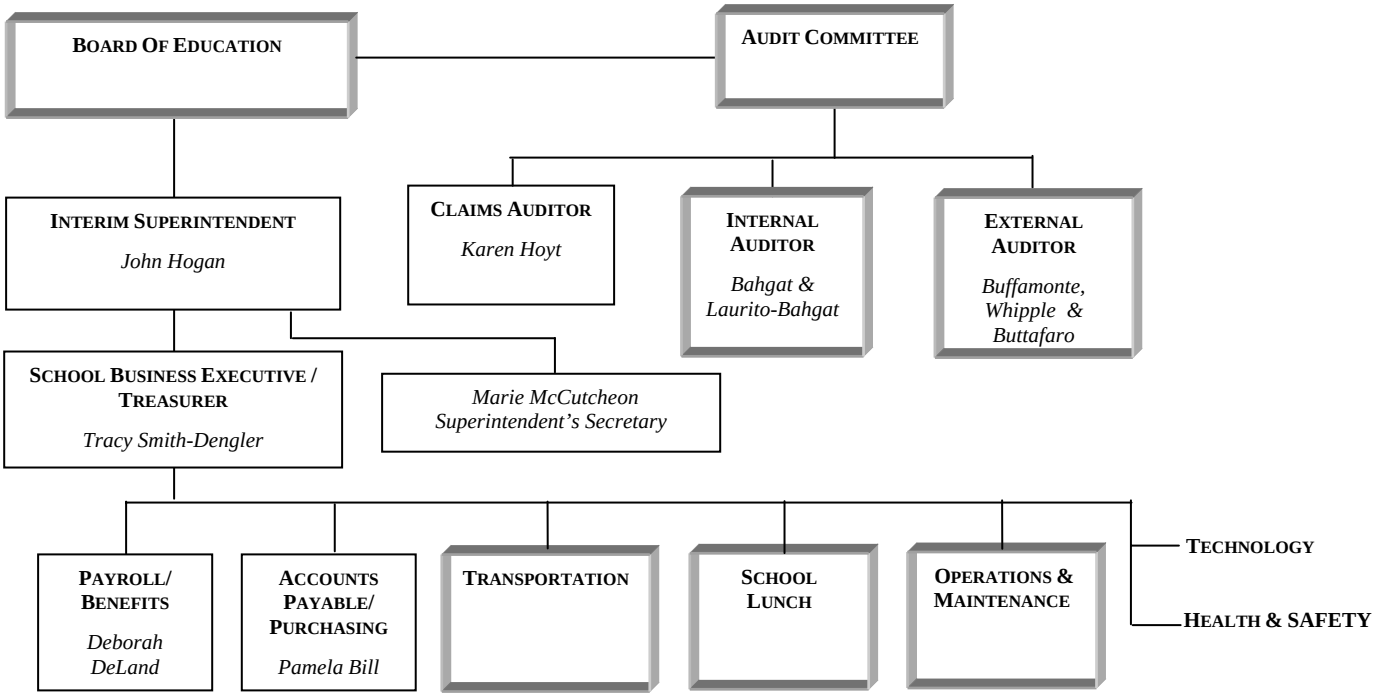
Chautauqua Lake Central School District

David Thomas, who holds the School Business Executive I Civil Service title, administers the business functions for the **Chautauqua Lake Central School District**. As part of this role, he is appointed as District Clerk and as Purchasing Agent. Additionally, he assists with supervision of the Operations & Maintenance, Transportation and Food Service functions of the district. His office and his staff members are located near the Superintendent's Office in the new school. There are three full-time staff members assigned to the Business Office: Linda Nobles, a Senior Account Clerk, is appointed as District Treasurer and focuses on cash management and the accounting functions of the district. Carol Post, an Account Clerk, focuses on the purchasing and accounts payable functions. Tammy Weiss, another Account Clerk, focuses on the payroll and insurance benefits functions. Additionally, there are four individuals who are now assigned some specific business-related duties: Arlene Connelly, the Superintendent's secretary, is appointed as Claims Auditor. (According to the Comptroller's Five-Point Plan, this duty should be re-assigned.) Wendy Akin, a typist in the central office, handles leave accounting and cash receiving. Wanda Cummings, an office assistant in guidance, handles receiving and fixed asset accounting. Sue Carlson, a typist in guidance, handles the student activity accounts. A summary of specific business-related responsibilities for these staff members is shown in the Business Office Responsibilities matrix that is included in the following section of this report.



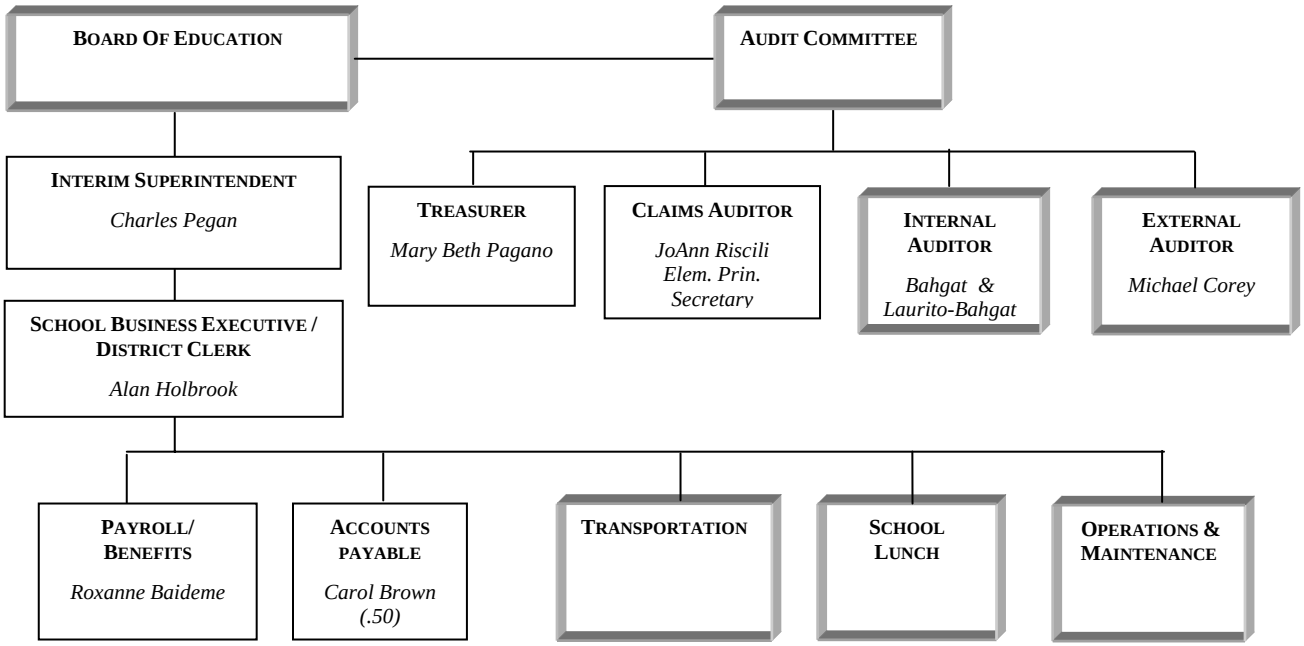
Ripley Central School District

Tracy Smith-Dengler, who holds the School Business Executive I Civil Service title, administers the business functions for the **Ripley Central School District**. As part of this role, she is appointed as the District Treasurer, and handles the accounting functions for the district. Additionally, she supervises the Operations & Maintenance, Transportation and Food Service functions of the district. Her office and her staff members are located adjacent to the Superintendent's Office in the High School wing of the school. There are two full-time staff members assigned to the Business Office: Deborah DeLand, an Account Clerk, was recently hired to handle payroll and insurance benefits to fill the vacancy left when the former payroll person left the district; and Pamela Boll, another Account Clerk, handles the purchasing and accounts payable functions. Karen Hoyt, who comes in on a part-time basis, is appointed as Claims Auditor. Additionally, there are three individuals who are now assigned specific business-related duties: Marie McCutcheon, the Superintendent's Secretary, receives cash, handles school lunch/breakfast reimbursement claims, and assists with other Business Office functions; Bonnie Wright, the Administrative Assistant to the Elementary Principal, handles student activity accounting and check reconciliations; and Shannon Cruz, the High School Secretary, handles receiving. The Superintendent currently is appointed as the district's Purchasing Agent. A summary of specific business-related responsibilities for these staff members is shown in the Business Office Responsibilities matrix that is included in the following section of this report.



Westfield Academy and Central School District

Alan Holbrook, who holds the School Business Executive Civil Service title, administers the business functions for the **Westfield Academy and Central School District**. As part of this role, he is appointed as the Purchasing Agent and District Clerk, he supervises the Operations & Maintenance, Transportation and Food Service functions of the district, and he manages the shared fuel depot. His office and his staff members are located in a rather small area with the Superintendent and the superintendent's secretary. There are two full-time staff members and one half-time staff member assigned to the Business Office: Mary Beth Pagano, who is appointed as District Treasurer, handles cash management and monthly accounting reports. Roxanne Baideme, a Senior Account Clerk, handles the payroll and benefits functions. Carol Brown, the 0.50 FTE Account Clerk, handles accounts payable. Additionally, Jacquie Cleveland, the Superintendent's Secretary receives cash. JoAnn Riscili, the Elementary Principal's Secretary, recently was appointed as Claims Auditor. A summary of specific business-related responsibilities for these staff members is shown in the Business Office Responsibilities matrix that is included in the following section of this report.



Business Office Staff Member Responsibilities ========== R = Responsibility A = Assists D = Decentralized	FTE	Payroll	Leave Accounting	Benefit Administration	Bidding	Purchase Orders	Purchasing Agent	Receiving	Fixed Asset Accounting	Accounts Payable	Claims Auditor	Conference/Travel	Buget Development/Control	Accounting	Grant Accounting	Treasurer	Student Activity Accounting	Accounts Receivable	Cash Receiving	Property Taxes	Cash Management	Check Reconciliations	District Clerk	Supervision - Trans.	Supervision - Cefeteria	Supervision - Oper. & Maint.	Supervision - Technology	Supervision - Records Mgt	Supervision - Health/Safety	Other Notes - Flag	Other Notes
Brockton																															
Betty DeLand School Business Exec.	1.00		D		R		**R**	D				D	R	R	R	**R**		R		R	R				**R**		**R**	**R**	**A**	*	Manages the Fuel Depot
Linda Janes Account Clerk Typist	1.00					R			A	R																				*	Backup for Supt's Secretary
Ann Ressler Account Clerk Typist	1.00	R		R																		R									
Carol Koweleski Internal Claims Auditor	PT										**R**																				
Karen Burdick Typist (Cafeteria)	1.00					A																									
Linda Miller Superintendent's Sec.																			R				**R**								
Chris Murphy HS Secretary																	R		R												
Chautauqua Lake																															
Dave Thomas Business Executive I	1.00				R		**R**						R	R	R					R			**R**	**A**	**A**	**A**					
Linda Cane Nobles Sr. Account Clerk	1.00								A					R	R	**R**		R			R	R						R			
Carol Post AP Clerk/Purchasing	1.00					R				R		R																			
Tamara Weise Account Clerk	1.00	R		R																							**R**				
Wendy Akin Typist - Central Office			R																R												
Arlene Connelly Superintendent's Sec.											**R**																				
Wanda Cummings Office Asst. - Guidance.								R	A																						
Sue Carlson Typist - Guidance																	R														

Business Office Staff Member Responsibilities ========== R = Responsibility A = Assists D = Decentralized	FTE	Payroll	Leave Accounting	Benefit Administration	Bidding	Purchase Orders	Purchasing Agent	Receiving	Fixed Asset Accounting	Accounts Payable	Claims Auditor	Conference/Travel	Buget Development/Control	Accounting	Grant Accounting	Treasurer	Student Activity Accounting	Accounts Receivable	Cash Receiving	Property Taxes	Cash Management	Check Reconciliations	District Clerk	Supervision - Trans.	Supervision - Cefeteria	Supervision - Oper. & Maint.	Supervision - Technology	Supervision - Records Mgt	Supervision - Health/Safety	Other Notes - Flag	Other Notes
Ripley												D																			
Tracy Smith-Dengler School Bus. Exec. I	1.00						Currently assigned to Superintendent		R				R	R	R	**R**		R		R	R			**R**	**R**	**R**			**A**		
Pamela Boll Account Clerk.	1.00				R	R				R								A												*	Backup HS secretary; copiers
Deborah DeLand Account Clerk	1.00	R	R	R																		R									
Karen Hoyt Internal Claims Auditor	0.05										**R**																				
Marie McCutcheon Superintendent's Sec.		A																	R				**R**				**R**				
Bonnie Wright Adm. Asst.-Elem. Prin.																	R					R									
Shannon Cruz HS Secretary								R																							
Westfield																															
Alan Holbrook Business Executive	1.00		D		R		**R**	D	R			D	R					A		R			**R**	**R**	**R**	**R**	**A**				Manages the Fuel Depot
Mary Beth Pagano District Treasurer	1.00													R	R	**R**	R	A			R	R									
Roxanne Baideme Sr. Account Clerk	1.00	R		R																											
Carol Brown Account Clerk	0.50					R				R																					
Jacquie Cleveland Superintendent's Sec.																			R												
JoAnn Riscili Elem. Principal's Sec.											**R**																				

Business Office Costs

	BROCTON CSD			CHATAUQUA LAKE CSD			RIPLEY CSD			WESTFIELD CSD		
	Budget 07/08	Budget 06/07	Actual 05/06	Budget 07/08	Budget 06/07	Actual 05/06	Budget 07/08	Budget 06/07	Actual 05/06	Budget 07/08	Budget 06/07	Actual 05/06
BUSINESS ADMIN												
Salaries	69,050	65,702	65,699	205,250	190,500	172,087	55,063	49,420	33,258	147,317	142,156	150,329
Equipment	-	-	-	-	-	133	600	-	-	300	300	362
Contractual	12,158	12,158	22,641	14,000	14,500	10,504	5,300	5,300	23,780	34,230	28,250	25,697
Supplies	4,350	4,350	3,440	8,250	8,500	5,473	2,500	5,250	160	2,000	2,000	1,334
BOCES	-	-	-	-	-	-		23,619	-	72,740	74,403	82,957
TOTAL	85,558	82,210	91,780	227,500	213,500	188,197	63,463	83,589	57,198	256,587	247,109	260,679
TREASURER												
Salaries	63,000	62,000	64,542	-	-	-	30,906	29,159	27,447	32,001	30,770	27,770
Equipment	-	-	-		-	-		-	-		-	
Contractual	3,755	3,515	214	250	600	-		-	-		-	
Supplies	-	-	56	200	100	-		-	-	700	700	427
TOTAL	66,755	65,515	64,812	450	700	-	30,906	29,159	27,447	32,701	31,470	28,197
PURCHASING												
Salaries	-	-	-	-	-	-	23,448	22,321	20,598		-	
Equipment	-	-	-	-	-	-		-	-		-	
Contractual	-	-	-	-	-	-		-	-		-	
Supplies	-	-	-	-	-	-		-	-		-	
BOCES	1,685	1,590	1,500		-	-	1,685	-	-		-	
TOTAL	1,685	1,590	1,500	-	-	-	25,133	22,321	20,598	-	-	-
AUDITING	34,200	22,600	12,925	14,000	5,550	5,100	18,000	18,500	13,210	16,450	20,800	5,100
TAX COLLECTION	7,802	7,802	7,550	21,700	22,675	20,153	1,659	1,709	1,614	9,257	9,103	8,223
FISCAL ADV	-	-	-		-	-	1,500	2,000	1,500		-	
GRAND TOTAL	196,000	179,717	178,567	263,650	242,425	213,450	140,661	157,278	121,567	314,995	308,482	302,199

Compliance with Comptroller's Five-Point Plan
A survey of each district was conducted to determine compliance with the basic requirements of the Comptroller's Five-Point Plan. Although there is generally very good compliance, some areas still need to be addressed. The results of our survey are shown below. Survey responses for each individual district are shown in the Appendix.

Brocton CSD –

- The Claims Auditor is a retiree with many years of experience. She and her back-up have been highly trained in the claims auditing process. They also audit the payrolls on a regular basis.
  This contractor is shared with Lake Shore-Iroquois Central School.
- An RFP conducted in January, 2006, resulted in Buffamante, Whipple and Buttafaro, CPA's being appointed for the Internal Auditing Function for a 5-year period. After the initial risk assessment process, they will conduct an internal audit twice a year.
- The external auditor, from the May 2006 RFP process, is Bahgat & Laurito-Bahgat, CPA's. The audit committee is comprised of 3 Board of Education members.
- The board member training has been administered by NYSSBA. All board members have received the training, including the Business Manager and Superintendent.

Chautauqua Lake CSD –

- Chautauqua Lake is currently seeking a claims auditor that will meet the Comptroller's regulation.
- An RFP for the Internal Auditing Function through BOCES in the spring of 2006 resulted in the appointment of Bahgat and Laurito-Bahgat to that position. The assessment began in 2006, with reports due to the BOE by June 30, 2007. After the initial risk assessment, they will conduct system tests resulting from the assessment. .
- The External Auditor is Michael Corey, CPA. Another RFP will be conducted at the end of the current multi-year contract.
- The auditing committee is comprised of three Board of Education members.
- Board member training has been conducted by the Chautauqua County School Boards Association with NYSSBA fiscal oversight. Three members of the seven member board of education have been trained.

Ripley CSD –

- The claims auditor is the retired RCS secretary to the Superintendent. She has many years of experience and has received training for this position.
- An RFP for the Internal Auditing Function through BOCES in the spring of 2006 resulted in the appointment of Bahgat and Laurito-Bahgat to that position. The assessment began in 2006, with reports due to the Board of Education by June 30, 2007. After the initial risk assessment, they will conduct systems tests resulting from the assessment.
- An RFP for the External Auditor was conducted in the spring of 2006 and resulted in Buffamante, Whipple and Buttafaro being appointed.

- The Audit Committee is comprised of two Board of Education members and one community member. This committee plays a major role in the budget development process.
- The Board of Education members are advised of the training opportunities available to them. One member of the five member board of education has received the training.

Westfield Academy and CSD –

- The Claims Auditor is currently the Superintendent. This is not in compliance with the Comptroller's regulation. Westfield is currently seeking a claims auditor who will be appointed at the organizational meeting to meet the regulation. In July 2007, the Elementary Principal's Secretary was appointed as Claims Auditor to address this issue.
- An RFP for the Internal Auditing Function through BOCES in the spring of 2006 resulted in the appointment of Bahgat and Laurito-Bahgat to that position. The assessment began in 2006, with reports due to the BOE by June 30, 2007. After the initial risk assessment, they will conduct system tests resulting from the assessment.
- As a result of an RFP conducted in 2004, the External Auditor is Michael Corey, CPA. Another RFP will be conducted at the end of the current multi-year contract.
- The Audit Committee is comprised of three Board of Education members.
- Board training is conducted through NYSSBA. Five members of the nine member board of education have received the training. They are aware of the importance of the training. One member who had not received the training within the time allotted, resigned rather than participate in the training.

Current Technology & Networking

Financial Management Software Systems

Based on information collected during site visits, it is our understanding that the financial management software systems identified below are the major systems supporting the business office functions in the four districts. Additionally, EXCEL spreadsheets are used for several specific tasks.

District	Current Financial Management Software Systems
Brocton	FAME on a server in the district supported by WNYRIC
Chautauqua Lake	InfoMatics on a server in the district with support from vendor
Ripley	InfoMatics on a server in the district supported by WNYRIC
Westfield	CIMS III on AS 400 in the district supported by WNYRIC

Representatives of the WNYRIC have provided the following information about their strategic plans for support of various financial management software systems:

Financial Management Software Systems	**Status WNYRIC Support Services**
CIMS III	No longer offered, but supported on a year-to-year basis. Being phased out by 2010 or earlier, if possible.
FAME	Being phased out by January 2010.
InfoMatics	No new districts supported but no date for phasing out.
Finance Manager	Regional standard for foreseeable future.
WinCap	Regional standard for foreseeable future.

After our recommendation that the four districts try to standardize on one financial management software system, we were pleased to hear that all four of the study districts would agree to use the WinCap system in order to facilitate a cost-effective system for centralizing business office operations. A coordinated conversion plan will need to be developed in concert with WNYRIC staff. WNYRIC representatives have indicated that July 2009, and probably no earlier, would be a reasonable target date for the districts to complete the conversion to WinCap. Our recommendations will be predicated on these factors.

Networking

Another important factor to be considered if centralized business operations are to be implemented is access to the regional broadband network supported by the WNYRIC. Based on information from the WNYRIC, the table below shows the current status for the districts:

District	**WNYRIC Regional Broadband Network**
Brocton	Participant in network
Chautauqua Lake	Does not participate in the regional broadband network but has high-speed Internet access
Ripley	Participant in network
Westfield	Participant in network

It would be highly desirable for Chautauqua Lake to become a part of the regional broadband network. Since the completion of this study, the Chautauqua Lake Central School District has become part of the broadband network. In addition to being on one network monitored and controlled by the WNYRIC, the district would likely be able to gain some additional financial and security benefits. It is our understanding that this change is being planned.

It appears that all four districts have reasonable inter-district networking capacity to handle the requirements for centralizing business office operations.

Options for Centralizing Business Functions

Several models for centralizing business office functions were considered during the study. Two options emerged as the most viable for the participating districts. We have given descriptive "names" to these models but it should be understood that these names are not commonly used around the state. **A** side-by-side comparison of the first two models below is included in the next section of this report. The third option below represents a phased implementation that should be considered if Option 2 cannot be implemented initially.

Option 1 – Centralized Business Support Services

- Erie 2-Chautauqua-Cattaraugus BOCES would obtain SED approval to operate the proposed service under the 7017 CoSer Guideline – Business Office Support.
- The BOCES central business office (CBO) location would be established in a BOCES-leased facility, preferably in a site currently connected to the regional broadband network.
- Each participating district would retain its Business Manager/School Business Executive. He/she would be appointed as District Treasurer and Purchasing Agent, and would be responsible for budget development and control, cash management, state and federal reporting, and coordination of business support services provided by the CBO. One current staff member would also remain in each district to assist the Business Manager and to serve as the conduit for data between the district and the CBO. Other district staff could be transferred to BOCES to become part of the CBO.
- The CBO would have a CBO Manager, a Principal Account Clerk and four Account Clerks. (NOTE: For Civil Service reasons or due to collective bargaining agreements, other titles may be more appropriate for these positions.) Appendix 3A illustrates how duties might be allocated to these staff members.
- The following business office functions would be centralized at the CBO: payroll, leave accounting, accounts payable, claims auditing, PO processing, accounting, and bank reconciliations.
- Each district would appoint CBO staff members as Claims Auditor and Deputy Claims Auditor.

Option 2 – Centralized Business Management

- Erie 2-Chautauqua-Cattaraugus BOCES would obtain SED approval to operate the proposed service under the 7017 CoSer Guideline – Business Office Support.
- The BOCES central business office (CBO) location would be established in a BOCES-leased facility, preferably in a site currently connected to the regional broadband network.
- The CBO would have a CBO Manager, two Business Services Coordinators, four Account Clerks and a Senior Account Clerk Typist. (NOTE: For Civil Service reasons or due to

collective bargaining agreements, other titles may be more appropriate for these positions.) Appendix 4A illustrates how duties might be allocated to these staff members.

- Participating districts would no longer retain their own Business Manager or School Business Executive. One current staff member would remain in each district to serve as the conduit for data between the district and the CBO. Other district staff could be transferred to BOCES to become part of the CBO. The two Business Services Coordinators in the CBO would each be assigned to serve as District Treasurer for two of the participating districts and take responsibility for supervision and oversight of the CBO business services for their assigned districts. Additionally, they would assist with budget development and would coordinate and communicate with superintendents and staff in these districts in order to maintain a solid understanding of each district's needs and long-range plans.
- The following business office functions would be centralized at the CBO: payroll, leave accounting, accounts payable, claims auditing, bidding, purchasing, PO processing, accounting, monthly reporting to Board and administration, State and Federal reporting, cash management and bank reconciliations.
- Each district would appoint CBO staff members as Treasurer, Claims Auditor and Purchasing Agent, with a deputy for each.

Option 3 – Phased Implementation of Centralized Business Management

Implement the first option above for one to two years. Then, transition to the second option as retirements and staff departures occur and as other transitions take place in the participating districts.

Comparison of Options – Titles and Functions

The tables below compare the two options that have been proposed. Option 3 would start with Option 1 and then transition to Option 2 after one to two years. The key differences between the two options are highlighted in gray. In the second table, the responsibility for each function is shown as follows:

R = Responsibility or A = Assists.

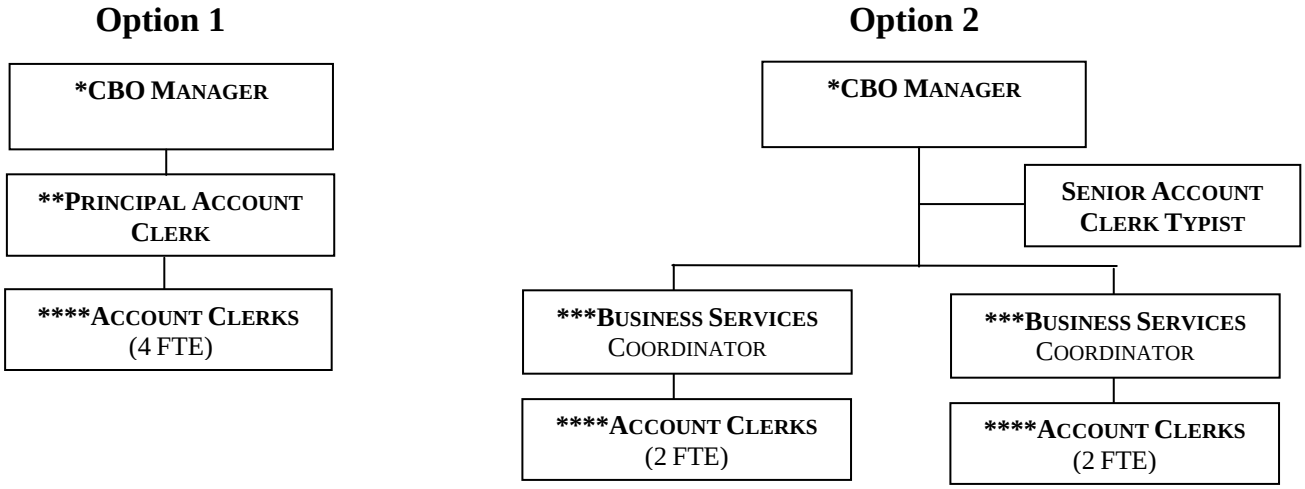
This same coding was used in the Staff Member Responsibilities matrix shown in the Findings section.

Positions/Titles	Option 1	Option 2
CBO Manager	1	1
Business Services Coordinator		2
Principal Account Clerk	1	
Account Clerk	4	4
Senior Account Clerk Typist		1
Total Staff in Each Option (FTE)	**6**	**8**

NOTE: In Option 1, the School Business Executive/Business Manager and one financial support person would remain in each district. In Option 2, only one financial support person would remain in each district. Staff not transferred to the CBO would need to be reassigned elsewhere in the district or furloughed.

Business Functions/Roles	Option 1		Option 2	
	CBO	**District**	**CBO**	**District**
Payroll	R		R	
Leave Accounting	R		R	
Benefit Administration	A	R	A	R
Bidding		R	R	
Purchase Orders	R		R	
PURCHASING AGENT		R	R	
Receiving		R		R
Fixed Asset Accounting		R		R
Accounts Payable	R		R	
CLAIMS AUDITOR	R		R	
Conference Travel		R		R
Budget Development	A	R	A	R
Budget Control		R	R	A
Accounting	R		R	
Grant Accounting	R		R	
TREASURER		R	R	
Monthly Reports for Board/Administration	A	R	R	
State & Federal Reporting	A	R	R	A
Student Activity Accounting		R		R
Accounts Receivable	R		R	
Cash Receiving		R		R
Property Taxes		R		R
Cash Management		R	R	
Check Reconciliations	R		R	

Comparison of Options – Organizational Charts



The proposed organizational charts use "generic" titles. For Civil Service reasons or due to collective bargaining agreements, other titles may be more appropriate.

*CBO Manager would likely hold a School Business Executive Civil Service title or be administratively certified as a School Business Leader.

**Principal Account Clerk might hold a different title. If it is anticipated that the CBO will transition from Option 1 to Option 2, this position might start out as a Business Services Coordinator.

***Business Services Coordinators might hold different titles such as Assistant School Business Executive or School District Treasurer

****Account Clerks might hold different titles, such as Account Clerk Typist or Senior Account Clerk.

Estimated Savings for Each Option

After defining two options for delivering centralized business services to the participating districts and after developing the timeline and recommendations for implementing these options, the costs were estimated. Efforts were made to consult with WNYRIC representatives and E2CCB representatives to get their advice and cost estimates. There are many factors that were considered and many assumptions that were made in developing these cost estimates. So, it must

be understood that any estimates of this nature may not be complete. The cost estimates and projected cost savings need to be reconsidered at the time that preliminary planning begins for the project.

The savings shown in the following table are pulled from detailed documents included in the Appendix. More specifically, the bottom lines on Appendix 3D and Appendix 4D are transferred here as savings. These are net savings for 2009-2010 after BOCES aid is received, which occurs in the following year. Current BOCES aid ratios were used and it was assumed that BOCES aid formulas would remain unchanged.

Estimated Savings for 2009-2010* with CBO – After Aid*

District	Option 1 Savings* (Appendix 3D)	Option 2 Savings* (Appendix 4D)
Brocton CSD	$2,460	$82,364
Chautauqua Lake CSD	$19,573	$82,990
Ripley CSD	$6,736	$86,192
Westfield Academy & CSD	$9,666	$113,138
Total Savings	**$38,435**	**$364,684**

*Net savings for the year. BOCES aid that generated some of these savings flows to the districts in 2010-11.

The savings shown in the table on this page are also pulled from Appendix 3D and 4D. These savings or additional costs (which are shown in parentheses) for 2009-2010 do NOT include BOCES aid.

Estimated "Savings" for 2009-2010 with CBO – Without Aid

District	Option 1 Savings (Appendix 3D)	Option 2 Savings (Appendix 4D)
Brocton CSD	($57,566)	($3,622)
Chautauqua Lake CSD	($14,306)	$34,436
Ripley CSD	($31,706)	$31,224
Westfield Academy & CSD	($60,224)	$12,971
Total Savings	**($163,802)**	**$75,009**

Overall Recommendations

The overall purpose for this study was to assess the level of cost savings and other benefits that could result from the consolidation of business functions of the Brocton CSD, Chautauqua Lake CSD, Ripley CSD and Westfield Academy and CSD. The recommendations that follow evolved from the extended study that was undertaken since last February. As with any study of this magnitude, different terminology and different interpretations by different people may have led to

some discrepancies in the findings that we have reported. These may distress some individuals, but they should not be considered significant to the overall recommendations. Also, we had to make some assumptions about the future. These assumptions are summarized later in this section of the report.

- The four districts and the Erie2-Cattaraugus-Chautauqua BOCES (E2CCB) need to make a solid commitment to one another to work together to make the Central Business Office service a success for the participating districts. A CBO Management Committee should be established to facilitate communication, decision-making and commitment building. (See the suggested Governance Structure and the sample Service Agreement included in Appendix 7.)
- The E2CCB should immediately begin planning to establish a centralized business office service designed to meet the specific needs of the four districts. Option 2 (Centralized Business Management) is recommended since it produces significant savings, primarily as a result of the BOCES aid that is generated. Option 3 (which involves starting with Option 1 and transitioning to Option 2) could be implemented, but a transition to Option 2 would need to occur in one to two years in order to generate savings. Option 1 is really not feasible due to the costs of setting up the new CBO operation while still retaining two people in each district.
- The four districts should consolidate their business functions as of July 2009 by participating in the new Central Business Office service developed with the E2CCB. Option 2 (Centralized Business Management) is the recommended approach. This comprehensive service would involve the major business functions, including payroll, leave accounting, accounts payable, claims auditing, bidding, purchasing, PO processing, accounting, monthly reporting, State and Federal reporting and cash management. Support would be provided for various other functions such as budget development and HR/fringe benefit record keeping.
- The E2CCB will need to acquire space to house the Central Business Office since space is not available in any nearby E2CCB facility. Preferably this space should be connected to the regional broadband network to save the installation and on-going expenses of connecting the CBO staff to the regional broadband network. Since declining enrollments will likely make space available in current district sites that are already connected to the regional broadband network, one of these sites may be desirable. E2CCB will need to work with SED officials since there have been some limitations in the past on housing a CBO facility in a district-owned site. These limitations don't appear in the CoSer Guideline 7017, but they should be addressed with SED officials.
- E2CCB and the four districts should contract with the Erie 1 BOCES WNYRIC (Regional Information Center) for the WinCap School Information Manager financial management system, including their support for planning, conversion and network implementation and operation.
- A two-year plan, beginning this fall and extending to the fall of 2009, needs to be developed to guide the districts through the conversion to the WinCap system and the transition to the Central Business Office service. This is an aggressive timeframe due to the triple aspects of (1) setting up a new BOCES service in a new location, (2) converting the districts to a new financial management system, and (3) transitioning business office staff and functions to the new BOCES service. This report will be helpful in developing this plan.
- The E2CCB should designate a project manager to begin in July 2008 on a part-time basis (0.20 FTE through April 2009) to work closely with E2CCB management to coordinate all

aspects of the implementation plan. The CBO Manager should be hired and working full time as of May 1, 2009.

- The cost savings, the improved financial controls and the other benefits of this plan should be communicated clearly and regularly to key stakeholders within the districts and the communities. This communication effort should be a priority for the CBO Management Committee and the four superintendents, plus the CBO Manager once he or she is hired. Significant change is involved and communication can be a key to overcoming the resistance that will naturally evolve.
- As planning proceeds with key involvement of the CBO Management Committee, adjustments may need to be made to the timeline or the specific next steps. Clearly, the timeline proposed above and in the following section is aggressive, considering both the software conversions and the transition of people and functions to the new CBO site. It may be necessary to complete the software conversions by July 1, 2009, and then transition the people and functions to the new site in January 2010.

Benefits and Concerns

There are a number of **benefits** that the districts should see from centralizing their business functions under a BOCES-operated service as proposed. Most of these apply to both options that are recommended, but some apply more to Option 2 than to Option 1. These **benefits** include:

- The CBO service will have sufficient staff members to enable financial controls and segregation of duties to be strengthened. This has become a significant problem in the districts due to the limited number of staff members in each business office.
- The CBO service will have multiple staff members trained and knowledgeable in each functional area to provide backups in case of illness or resignation. Turnover creates a significant problem in the current environment.
- Claims auditing can be handled in a very independent manner to insure appropriate levels of control.
- Centralizing purchasing may create substantial additional savings through additional cooperative and coordinated purchasing activities.
- Districts will receive increased BOCES aid from the movement of several salaries, fringe benefits and other items into BOCES service budgets. Local budgets for business operations will be reduced substantially as a result of these moves.
- CBO staffing levels will enable increased specialization, which can provide additional reporting capabilities and more cost-effective processes.
- Financial reporting to administration and Boards can be enhanced to provide more information and support improved decision-making.
- Although each district will still contract for the internal audit function and the annual independent audit, the district itself will have substantially less involvement since most of the work will get done at the CBO facility working with CBO staff members.
- Standardization of record keeping and processes should reduce the cost of the internal audit function and the independent audit.
- Option 2 should generate in the neighborhood of $350,000 annual net savings

Additionally, there are some **concerns** that should be considered if business functions are moved into a BOCES-operated service as proposed. Some of these are easily overcome while others need to be seriously considered. These **concerns** include:

- Staff resistance to a change of this nature can be significant. This can come from those individuals directly involved with the CBO and it can also include those whose district duties may be different.
- Transferring the business functions to the CBO service may initially create a concern of "lack of control" and "lack of access."
- Dissatisfaction will develop and grow if a STRONG communication structure is not implemented and maintained between CBO staff members and district staff members. The CBO needs to be viewed as an extension of each district.
- Savings could be diminished if positions that move to the CBO are later filled again.
- Implementation of the CBO service cannot feasibly be considered a "trial" approach with the idea that it could quickly be abandoned and local business offices reinstated. Substantial one-time costs, both financial and human, would make this very inappropriate!

Overall, the benefits should outweigh the concerns and the planning should move forward to centralize the business functions for the four participating districts.

Key Assumptions

A study of this nature requires that certain assumptions about the future be made, either consciously or unconsciously. Some of the conscious assumptions that we have made evolved from projections from the past while others reflect planning assumptions needed to solidify certain projections. Some of the more important conscious assumptions that were made for this study are listed below.

- BOCES aid will continue in its current form in the future.
- Enrollments in the four districts will continue to decline.
- Requirements for increased financial controls will remain in effect and will not substantially change in the future.
- Salaries will continue to increase and fringe benefit costs will continue their steep increases.
- Some existing district staff members will accept transfers to the BOCES CBO. The options in this report were developed accordingly. If the CBO was created from scratch, position titles might be slightly different and salaries might be significantly different, especially for support staff positions.
- In projecting costs for the proposed options, average salaries of district personnel who might transfer to the CBO were generally used.
- Districts would convert to WinCap even if they didn't centralize business functions.
- Costs for conversion to and utilization of WinCap in the districts would be the same even if they didn't centralize business functions.
- The E2CCB will lease space for the CBO facility in a current district site that is connected to the regional broadband network. This will preclude the need to budget for the installation and on-going expenses of connecting a new site to the regional broadband network.

Additionally, it is assumed that Chautauqua Lake CSD will be on the regional broadband network.

- Costs to operate the CBO were allocated to the districts based on a percentage of RWADA. The CBO Management Committee could decide on a different charging methodology.
- A merger of some of the participating districts or increased consolidation of some of their functional areas would not have any negative impact on the recommendations and projections in this study.

Other assumptions are mentioned as notes in specific areas of this report.

Implementation Recommendations

Our implementation recommendations are significantly impacted by the necessity to convert to the WinCap Financial Management system. Conversion to this new software while going through a simultaneous transition to a centralized business services will create significant stress and increase the likelihood of negative reactions to the CBO.

In order to implement a Central Business Office for the four participating districts, there are many tasks that need to be undertaken. Some will require significant collaboration and consensus building between the districts and BOCES, some will involve difficult personnel/labor issues and decisions, and some will have significant impact on current administrators and staff in the districts. Many of the decisions that are made will involve tradeoffs that need to be made based on trust, commitment to the common vision, and a clear understanding that this project will involve continuous communication and an on-going commitment to continuous improvement to insure that district needs are being met in the most cost-effective manner.

To help address these implementation factors, three key steps are recommended:

- Establish a CBO Management Committee and commit to work together collaboratively to reach a shared vision for the CBO. See a real-life sample of this type of committee in Appendix 7.
- Appoint a part-time project manager (0.20 FTE) in July 2008 to coordinate project-related activities through 2008-2009, including both the conversion to WinCap and the implementation of the CBO. If it is anticipated that one of the existing School Business Executives will become CBO Manager, it would be desirable to select that person and appoint him/her to this part-time role in July 2008.
- "Hire/appoint" the CBO Manager to start around May 1, 2009, in order to finalize all details for a smooth move and transition in June and July 2009.

Since this project necessitates significant leadership for change, we will mention an outstanding little book that provides some valuable guidance for leading this type of change. It is: Our Iceberg Is Melting: Changing and Succeeding Under Any Conditions, by John Kotter and Holger Rathberger. Further information can be found at **www.ouricebergismelting.com**.

Recommended Timeline

A suggested timeline for implementation of either option is shown below. This is an aggressive timeline that will require extensive time, effort and commitment to achieve. We believe that the benefits require this time, effort and commitment, but understand that plans and timeframes may need to be adjusted.

November 2007	Confirm SED approval to operate a CBO service, as proposed, under Co-Ser Guideline 7017
December 2007	Commit to proceed with a CBO option; establish CBO Management Committee
January 2008	Budget for 2008-2009 implementation expenses
February 2008	
March 2008	
April 2008	
May 2008	
June 2008	Select part-time project manager to start on July 1, 2008
July 2008	Begin project planning, both CBO implementation and Win Cap conversion
August 2008	
September 2008	
October 2008	
November 2008	Develop "standardized" budget coding structure for 2009-2010 budgeting
December 2008	Begin conversion plan to implement WinCap on July 1, 2009
January 2009	Budget for 2009-2010
February 2009	Finalize plans for transfer of staff from districts to BOCES
March 2009	Selection and commitment to CBO site
April 2009	Order furniture and equipment for CBO site
May 2009	CBO Manager starts working full time
June 2009	Move furniture and equipment into CBO site and install networking/computer systems
July 2009	Transfer staff and begin full implementation of CBO using WinCap on July 1

APPENDICES

Estimated District Business Office Costs in 2009-2010 without CBO

Appendix 1

	BROCTON CSD Est. Budget 2009-2010	CHATAUQUA LAKE CSD Est. Budget 2009-2010	RIPLEY CSD Est. Budget 2009-2010	WESTFIELD CSD Est. Budget 2009-2010	TOTALS
Salaries	$ 142,829	$ 209,475	$ 115,840	$ 177,600	$ 645,744
Benefits	$ 75,333	$ 78,205	$ 63,950	$ 81,715	$ 299,203
Equipment	$ -	$ -	$ 650	$ 325	$ 975
		$ -			
Contractual	$ 62,000	$ 54,025	$ 28,620	$ 64,825	$ 209,470
Supplies	$ 4,705	$ 9,140	$ 2,705	$ 2,920	$ 19,470
BOCES	$ 1,825	$ -	$ 1,825	$ 17,940	$ 21,590
BOCES Wincap Support*	$ 21,380	$ 21,380	$ 21,380	$ 21,380	$ 85,520
WINCAP COSTS**	$ 11,715	$ 11,715	$ 11,715	$ 11,715	$ 46,860
Totals	$ 298,407	$ 362,560	$ 225,305	$ 357,040	$ 1,243,312
BOCES Aid Ratio	78.9%	36.0%	85.7%	73.4%	
Aid on Wincap Costs and Support ****	$ 26,112	$ 11,914	$ 28,363	$ 24,292	$ 90,681
Net Cost	$ 272,295	$ 350,646	$ 196,942	$ 332,748	$ 1,152,631

ASSUMPTIONS: **All four districts remain as they are**
Assumed a 4% increase for 08/09 and 09/10 and rounded to nearest $5

******NOTE:** **BOCES Aid flows to Districts in 2010-2011**

* BOCES Support		Per District Cost
WinCap Service	$	10,000
WinCap Support	$	9,980
	$	19,980

**WINCAP COSTS		Per District Cost
Vendor Conversion	$	2,000
Software License	$	5,550
Software Maintenance	$	3,400
	$	10,950

$30930 x 7%

Total Cost	
$	33,095

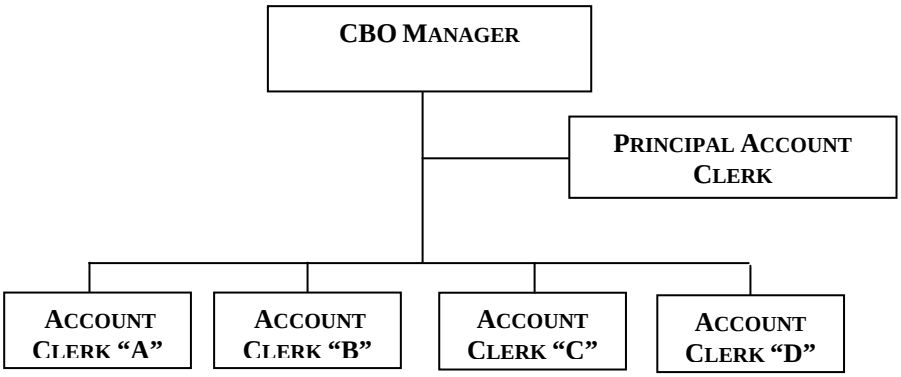
Estimated CBO Start-Up Costs in 2008-09 Appendix 2

CBO Start-up costs		CBO	Brocton	Chautauqua Lake	Ripley	Westfield
RWADA Percentage			0.24517	0.30376	0.1437	0.30737
Personnel (.35 of 72K)	$	25,200				
Benefits (46%)	$	11,595				
Equipment*	$	28,140				
Contractual	$	500				
Supplies	$	2,400				
WYNRIC COSTS**						
Software License	$	8,985				
Training	$	65,484				
Wincap Service	$	21,400				
Technical Support	$	2,545				
TOTAL	$	166,249				
District Share	$	166,249	$ 40,759	$ 50,500	$ 23,890	$ 51,100
BOCES Aid Percent			78.9%	36.0%	85.7%	73.4%
BOCES Aid			$ 32,159	$ 18,180	$ 20,474	$ 37,507
Net Cost			**$ 8,600**	**$ 32,320**	**$ 3,416**	**$ 13,593**

* EQUIPMENT
11 workstations
2 printers
1 folder-stuffer
1 server

** WYNRIC
Highlighted items woud be a district cost **with or without** CBO

Option 1 – Centralized Business Support Services
Appendix 3A



Major Duties & Responsibilities

CBO MANAGER

- Overall responsibility for leadership and management for staff and services
- Supervise and evaluate all staff
- Monitor capital projects
- Monitor and review monthly financial reports prior to submission to districts
- Act as system manager for WinCap in CBO and districts
- Claims Auditor for Ripley and Westfield

PRINCIPAL ACCOUNT CLERK

- Oversee all payrolls
- Review and sign all payroll reports
- Oversee districts' ST-3 filing and input
- Monitor final grants reports
- Claims Auditor for Brocton and Chautauqua Lake

ACCOUNT CLERK "A"

- Payrolls for Brocton and Chautauqua Lake
- Leave accounting for Brocton and Chautauqua Lake
- Reconcile all bank accounts for Ripley and Westfield

ACCOUNT CLERK "B"

- Accounts Payable and PO processing for Brocton and Chautauqua Lake
- Prepare monthly BOE & district reports for Brocton and Chautauqua Lake

ACCOUNT CLERK "C"

- Payrolls for Ripley and Westfield
- Leave accounting for Ripley and Westfield
- Reconcile all bank accounts for Brocton and Chautauqua Lake

ACCOUNT CLERK "D"

- Accounts Payable and PO processing for Ripley and Westfield
- Prepare monthly BOE and district reports for Ripley and Westfield

Estimated District Business Office Costs in 2009-10 for Option 1 Appendix 3B

	BROCTON CSD Est. Business Office Budget 2009-2010	CHATAUQUA LAKE CSD Est. Business Office Budget 2009-2010	RIPLEY CSD Est. Business Office Budget 2009-2010	WESTFIELD CSD Est. Business Office Budget 2009-2010	TOTALS
Salaries	$ 107,835	$ 119,385	$ 92,220	$ 135,800	$ 455,240
Benefits	$ 53,300	$ 49,434	$ 43,180	$ 43,260	$ 189,174
Equipment	$ -	$ -	$ -	$ -	$ -
Contractual	$ 62,000	$ 54,025	$ 28,620	$ 64,825	$ 209,470
Supplies	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 4,000
BOCES - OTHER	$ 1,825	$ -	$ 1,825	$ 17,940	$ 21,590
BOCES SUPPORT	$ 21,380	$ 21,380	$ 21,380	$ 21,380	$ 85,520
WINCAP COST	$ 11,715	$ 11,715	$ 11,715	$ 11,715	$ 46,860
Totals	$ 259,055	$ 256,939	$ 199,940	$ 295,920	$ 1,011,854
BOCES Aid Ratio	78.9%	36.0%	85.7%	73.4%	
BOCES Aid *****	$ 26,112	$ 11,914	$ 28,362	$ 24,292	$ 90,680
Net Costs	**$ 232,943**	**$ 245,025**	**$ 171,578**	**$ 271,628**	$ 921,174

ASSUMPTIONS:

Assumed a 4% increase for 08/09 and 09/10 and rounded to nearest $5

Estimate of $1000 additional supplies for each district

Used Appendix 5 salary projections for district staff

Business Manager plus one office staff member to remain in the district

Estimated CBO Option 1 Costs for 2009-10

Appendix 3C

District	Brocton	Chautauqua	Ripley	Westfield	CBO
RWADA Percentage	0.24517	0.30376	0.1437	0.30737	
Personnel Costs *					$ 265,000
Benefits **					$ 121,900
Supplies ***					$ 1,800
Equipment					$ 1,000
Contractual****					$ 3,000
Total					$ 392,700
District'ssShare RWADA	$ 96,278	$ 119,287	$ 56,431	$ 120,704	$ 392,700
WNYRIC Technical Support	$ 640	$ 640	$ 640	$ 640	$ 2,560
Total CBO Cost	$ 96,918	$ 119,927	$ 57,071	$ 121,344	$ 395,260
- Unaided Portion	$ 20,839.45	$ 25,820	$ 12,215	$ 26,126	$ 85,000
Net Costs for Aid	$ 76,079	$ 94,107	$ 44,856	$ 95,218	$ 310,260
BOCES Aid Ratio	78.9%	36.0%	85.7%	73.4%	
BOCES Aid *****	$ 60,026	$ 33,879	$ 38,442	$ 69,890	$ 202,237
Net District Cost	**$ 36,892**	**$ 86,048**	**$ 18,629**	**$ 51,454**	**$ 193,023**

* Est. salaries (CBO Mgr = 75K, Principal Account Clerk = 50K, Account Clerks = 35K)

** Used salary projection sheet percentage of 46%

*** Est. 300/person

**** Mileage & training (6 @ 500)

*****Assumes current BOCES Aid reimbursement

Assume "start up" equipment purchased in 2008/09

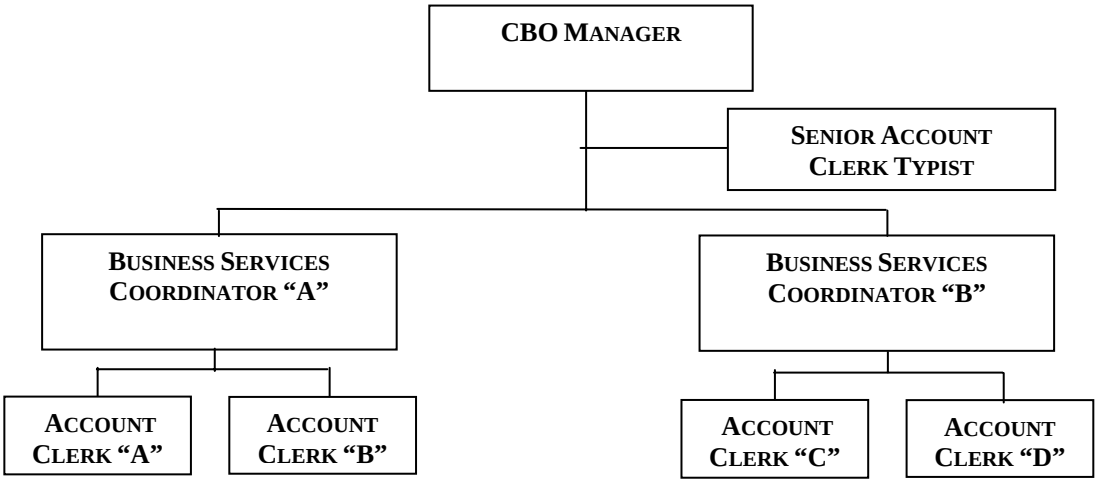
Estimated Savings for Option 1 for 2009-10

Appendix 3D

Item	Brocton	Chautauqua Lake	Ripley	Westfield	TOTALS
District Budget (Appendix 3B)	$ 259,055	$ 256,939	$ 199,940	$ 295,920	$ 1,011,854
Cost of CBO (Appendix 3C)	$ 96,918	$ 119,927	$ 57,071	$ 121,344	$ 395,260
Projected Total District Cost **with** CBO	$ 355,973	$ 376,866	$ 257,011	$ 417,264	$ 1,407,114
Projected Total District Cost **without** CBO (Appendix 1)	$ 298,407	$ 362,560	$ 225,305	$ 357,040	$ 1,243,312
Savings **Before** Aid	$ (57,566)	$ (14,306)	$ (31,706)	$ (60,224)	$ (163,802)

Total District Cost **with** CBO	$ 355,973	$ 376,866	$ 257,011	$ 417,264	$ 1,407,114
BOCES Aid District (Appendix 3B)	$ 26,112	$ 11,914	$ 28,363	$ 24,292	$ 90,681
BOCES Aid CBO (Appendix 3C)	$ 60,026	$ 33,879	$ 38,442	$ 69,890	$ 202,237
Projected District **Net** Cost **With** CBO	$ 269,835	$ 331,073	$ 190,206	$ 323,082	$ 1,114,196
Projected District Net Cost **without** CBO (Appendix 1)	$ 272,295	$ 350,646	$ 196,942	$ 332,748	$ 1,152,631
Savings **After** Aid	$ 2,460	$ 19,573	$ 6,736	$ 9,666	$ 38,435

Option 2 – Centralized Business Management Appendix 4A



Major Duties & Responsibilities

CBO MANAGER

- Overall responsibility for leadership and management for staff and services
- Assist districts with budgeting and fund balance analysis
- Act as Purchasing Agent and approve and sign purchase orders for all four districts
- Supervise and evaluate Business Services Coordinators and Senior Account Clerk Typist
- Act as system manager for WinCap in CBO and districts

SENIOR ACCOUNT CLERK TYPIST

- Clerical support for CBO Manager
- Claims Auditor for all four districts

BUSINESS SERVICES COORDINATOR "A"

- Coordinate and communicate with administration and key staff in for Brocton and Chautauqua Lake
- Act as Treasurer for Brocton and Chautauqua Lake
- Oversee payroll and accounts payable functions for Brocton and Chautauqua Lake
- Review and sign all payroll reports for Brocton and Chautauqua Lake
- Cash management for Brocton and Chautauqua Lake
- Oversee ST-3 input and filing for Brocton and Chautauqua Lake
- Accounting and reporting for Brocton & Chautauqua Lake (Board & State Reports)
- Monitor capital and Federal projects for Brocton and Chautauqua Lake
- Supervise and evaluate Account Clerks (A & B)

ACCOUNT CLERK "A"

- Payroll for Brocton and Chautauqua Lake
- Leave accounting for Brocton and Chautauqua Lake
- Reconcile all bank accounts for Ripley and Westfield

ACCOUNT CLERK "B"

- Accounts Payable and PO processing for Brocton and Chautauqua Lake
- Prepare monthly BOE and district reports for Brocton and Chautauqua Lake
- Deputy Claims Auditor for Ripley and Westfield

BUSINESS SERVICES COORDINATOR "B"

- Coordinate and communicate with administration and key staff in Ripley and Westfield
- Act as Treasurer for Ripley and Westfield
- Oversee payroll and accounts payable functions Ripley and Westfield
- Review and sign all payroll reports for Ripley and Westfield
- Cash management for Ripley and Westfield
- Oversee ST-3 input and filing for Ripley and Westfield
- Accounting and reporting for Ripley and Westfield (Board & State Reports)
- Monitor capital and Federal projects for Ripley and Westfield
- Supervise and evaluate Account Clerks (C & D)

ACCOUNT CLERK "C"

- Payrolls for Ripley and Westfield
- Leave accounting for Ripley and Westfield
- Reconcile all bank accounts for Brocton and Chautauqua Lake

ACCOUNT CLERK "D"

- Accounts Payable and PO processing for Ripley and Westfield
- Prepare monthly BOE and district reports for Ripley and Westfield
- Deputy Claims Auditor for Brocton and Chautauqua Lake

Estimated District Business Office Costs in 2009-10 for Option 2 Appendix 4B

	BROCTON CSD Est. Business Office Budget 2009-2010	CHATAUQUA LAKE CSD Est. Business Office Budget 2009-2010	RIPLEY CSD Est. Business Office Budget 2009-2010	WESTFIELD CSD Est. Business Office Budget 2009-2010	TOTALS
Salaries	$ 39,690	$ 45,455	$ 25,365	$ 31,238	$ 141,748
Benefits	$ 22,840	$ 19,170	$ 20,485	$ 18,184	$ 80,679
Equipment	$ -	$ -	$ 650	$ 325	$ 975
Contractual	$ 62,000	$ 54,025	$ 28,620	$ 64,825	$ 209,470
Supplies	$ 500	$ 500	$ 500	$ 500	$ 2,000
BOCES- OTHER	$ 1,825	$ -	$ 1,825	$ 17,940	$ 21,590
BOCES SUPPORT	$ 21,380	$ 21,380	$ 21,380	$ 21,380	$ 85,520
WINCAP COSTS	$ 11,715	$ 11,715	$ 11,715	$ 11,715	$ 46,860
Totals	$ 159,950	$ 152,245	$ 110,540	$ 166,107	$ 588,842
BOCES Aid Ratio	78.9%	36.0%	85.7%	73.4%	
BOCES Aid *****	$ 26,112	$ 11,914	$ 28,362	$ 24,292	$ 90,680
Net Costs	**$ 133,838**	**$ 140,331**	**$ 82,178**	**$ 141,815**	**$ 498,162**

ASSUMPTIONS:

Salaries - Used Appendix 5 and rounded to nearest $5

Benefits - Used Appendix 5

Estimate of $500 additional supplies for each district

Estimated CBO Option 2 Costs for 2009-10

Appendix 4C

District	Brocton	Chautauqua	Ripley	Westfield	CBO
RWADA Percentage	0.24517	0.30376	0.1437	0.30737	
Personnel Costs *					$ 395,000
Benefits **					$ 172,500
Supplies ***					$ 2,400
Equipment****					$ 3,000
Contractual*****					$ 4,000
Total					$ 576,900
District's Share RWADA	$ 141,439	$ 175,239	$ 82,901	$ 177,322	$ 576,900
WNYRIC Technical Support	$ 640	$ 640	$ 640	$ 640	$ 2,560
Total CBO Cost	$ 142,079	$ 175,879	$ 83,541	$ 177,962	$ 579,460
- Unaided Portion	$ 33,098	$ 41,008	$ 19,400	$ 41,495	$ 135,000
Net Costs for Aid	$ 108,981	$ 134,872	$ 64,141	$ 136,467	$ 444,460
BOCES Aid Ratio	78.9%	36.0%	85.7%	73.4%	
BOCES Aid *****	$ 85,986	$ 48,554	$ 54,969	$ 100,167	$ 289,675
Net District Cost	**$ 56,093**	**$ 127,325**	**$ 28,572**	**$ 77,795**	**$ 289,785**

* Est. salaries for CBO Staff (1) CBO Mgr (75K) , (1) Sr. Clerk-Typist (40K), (2) Business Service Coordinators (60K ea)., (4) Account Clerks (35K ea)
(An additional 20K is included in case a separate part-time claims auditor or purchasing agent is desired.)

** Used salary Projection Sheet percentage of 46%

*** Est. 300/person

**** Mileage & Training (8*$500)

****Equipment for add'l personnel

*****Assumes current BOCES Aid reimbursement

Estimated Savings for Option 2 for 2009-10

Appendix 4D

Item	Brocton	Chautauqua Lake	Ripley	Westfield	TOTALS
District Budget (Appendix 4B)	$ 159,950	$ 152,245	$ 110,540	$ 166,107	$ 588,842
Cost of CBO (Appendix 4C)	$ 142,079	$ 175,879	$ 83,541	$ 177,962	$ 579,461
Projected Total District Cost **with** CBO	$ 302,029	$ 328,124	$ 194,081	$ 344,069	$ 1,168,303
Projected Total District Cost **without** CBO (Appendix 1)	$ 298,407	$ 362,560	$ 225,305	$ 357,040	$ 1,243,312
Savings **Before** Aid	$ (3,622)	$ 34,436	$ 31,224	$ 12,971	$ 75,009
Total District Cost **with** CBO	$ 302,029	$ 328,124	$ 194,081	$ 344,069	$ 1,168,303
BOCES Aid District (Appendix 4B)	$ 26,112	$ 11,914	$ 28,362	$ 24,292	$ 90,680
BOCES Aid CBO (Appendix 4C)	$ 85,986	$ 48,554	$ 54,969	$ 100,167	$ 289,676
Projected District **Net** Cost **With** CBO	$ 189,931	$ 267,656	$ 110,750	$ 219,610	$ 787,947
Projected District Net Cost **without** CBO (Appendix 1)	$ 272,295	$ 350,646	$ 196,942	$ 332,748	$ 1,152,631
Savings **After** Aid	$ 82,364	$ 82,990	$ 86,192	$ 113,138	$ 364,684

Salary Projections for Current Business Office Staff

Appendix 5

APPENDIX - 5 -

SALARY PROJECTIONS

BROCTON CSD

Title	2007/08 Salary	2007/08 Fringe	2008/09 Salary	2008/09 Fringe	2009/10 Salary	2009/10 Fringe
Business Executive	$ 63,000	$ 24,282	$ 65,520	$ 27,196	$ 68,141	$ 30,459
Account Clerk Typist	$ 36,696	$ 18,207	$ 38,164	$ 20,392	$ 39,690	$ 22,839
Account Clerk Typist	$ 32,354	$ 17,566	$ 33,648	$ 19,674	$ 34,994	$ 22,035
TOTALS	*$ 132,050*	*$ 60,055*	*$ 137,332*	*$ 67,262*	*$ 142,825*	*$ 75,333*

CHAUTAUQUA LAKE CSD

Title	2007/08 Salary	2007/08 Fringe	2008/09 Salary	2008/09 Fringe	2009/10 Salary	2009/10 Fringe
Sch. Business Executive I	$ 68,355	$ 24,126	$ 71,089	$ 27,021	$ 73,933	$ 30,264
Sr. Acct Clerk/Treasurer	$ 46,573	$ 13,159	$ 48,436	$ 14,738	$ 50,373	$ 16,507
Account Clerk	$ 42,023	$ 15,282	$ 43,704	$ 17,116	$ 45,452	$ 19,170
Account Clerk	$ 36,719	$ 9,778	$ 38,188	$ 10,951	$ 39,715	$ 12,266
TOTALS	*$ 193,670*	*$ 62,345*	*$ 201,417*	*$ 69,826*	*$ 209,473*	*$ 78,206*

RIPLEY CSD

Title	2007/08 Salary	2007/08 Fringe	2008/09 Salary	2008/09 Fringe	2009/10 Salary	2009/10 Fringe
Sch. Business Executive I	$ 61,813	$ 18,090	$ 64,286	$ 20,261	$ 66,857	$ 22,692
Account Clerk	$ 23,448	$ 16,331	$ 24,386	$ 18,291	$ 25,361	$ 20,486
Account Clerk	$ 21,840	$ 16,031	$ 22,714	$ 17,955	$ 23,622	$ 20,109
TOTALS	*$ 107,101*	*$ 50,452*	*$ 111,385*	*$ 56,506*	*$ 115,840*	*$ 63,287*

WESTFIELD ACADEMY & CSD

Title	2007/08 Salary	2007/08 Fringe	2008/09 Salary	2008/09 Fringe	2009/10 Salary	2009/10 Fringe
Sch. Business Executive	$ 87,886	$ 28,006	$ 91,401	$ 31,367	$ 95,057	$ 35,131
District Treasurer	$ 28,881	$ 14,496	$ 30,036	$ 16,236	$ 31,238	$ 18,184
Sr. Account Clerk	$ 37,669	$ 16,161	$ 39,176	$ 18,100	$ 40,743	$ 20,272
PT Account Clerk (.5)	$ 9,766	$ 6,479	$ 10,157	$ 7,256	$ 10,563	$ 8,127
TOTALS	*$ 164,202*	*$ 65,142*	*$ 170,770*	*$ 72,959*	*$ 177,601*	*$ 81,714*

**NOTE: Salaries were projected to rise 4% each year
Fringe was projected to rise 12% each year

$ 645,740 $ 298,540

7/26/07

COMPTROLLER'S FIVE-POINT PLAN COMPLIANCE

SCHOOL DISTRICT: Brocton CSD

Internal Claims Auditing

	YES	NO
District Employee	____	__X___
Independent Contractor	__X___	_____
Indicate Contractor	Carol Koweleski	
Shared Service	___X__	_____
Indicate with whom	Lake Shore-Iroquois Central	
Warrant Frequency	(1) monthly	

Internal Audit Function

RFP Conducted: (Date)	January, 2006
Appointed: (Name)	Buffamante,Whipple & Buttafaro, CPA
Audit Frequency	Twice per year

External Auditor

RFP Conducted: (Date)	May, 2006
Appointed: (Name)	Bahgat & Laurito-Bahgat, CPA's

Audit Committee

Members	Rodney Gerham
	Camile Belcher
	Harry Walters

BOE Training

In Compliance?	YES __X___ NO _____
How is training provided?	NYSSBA
How is training documented and by whom?	District Clerk
Number of Board Members	7
# Trained	9 (Incl. Bus Mgr & Supt)

COMPTROLLER'S FIVE-POINT PLAN COMPLIANCE

SCHOOL DISTRICT: Chautauqua Lake CSD

Internal Claims Auditing

	YES	NO
District Employee	__X	
Independent Contractor	_____	_____
Indicate Contractor		
Shared Service	_____	_____
Indicate with whom		
Warrant Frequency	twice a month	

Internal Audit Function

RFP Conducted: (Date)	Spring 2006, through BOCES
Appointed: (Name)	Bahget and Laurito Bahget
Audit Frequency	Initial "Risk Assessment in process

External Auditor

RFP Conducted: (Date)	to be conducted at end of current multi-yr contract
Appointed: (Name)	Michael Corey, CPA

Audit Committee

Members	Randolph Henderson
	Deborah Cross-Fuller
	Timothy Hull

BOE Training

In Compliance?	YES ____ NO _X____
How is training provided?	Chaut. Co. Sch. Bd. Assoc with NYSSBA "fiscal Oversight Training 11/19/2005
How is training documented and by whom?	District Clerk certificates issued to individuals, but not to District
Number of Board Members	7
# Trained	3

7/26/07

COMPTROLLER'S FIVE-POINT PLAN COMPLIANCE

SCHOOL DISTRICT: **Ripley CSD**

Internal Claims Auditing

	YES	NO
District Employee	_____	__X___
Independent Contractor	__X___	_____
Indicate Contractor	Karen Hoyt - ret RCS Sec to Supt	
Shared Service	_____	__X___
Indicate with whom		
Warrant Frequency	weel;u	

Internal Audit Function

RFP Conducted: (Date)	August, 2006
Appointed: (Name)	Bahgat & Laurito-Bahgat
Audit Frequency	Risk Assessment & procedural testing completed annually

External Auditor

RFP Conducted: (Date)	Feb. 2006
Appointed: (Name)	Buffamante-Whipple & Buttafaro

Audit Committee

Members	Robert Bently - BOE Pres
	Ted Rickenbrode - BOE Finance Chr
	Steven Tessmer-Finance Committee member-community

BOE Training

In Compliance?	**YES** _____ **NO** ___X__ BOE Members re-elected
How is training provided?	BOE members receive notice of all resources they can avail themselves for training in the WNY region
How is training documented and by whom?	District Clerk registers workshop participants
Number of Board Members	5
# Trained	1

COMPTROLLER'S FIVE-POINT PLAN COMPLIANCE

SCHOOL DISTRICT: **Wesffield CSD**

Internal Claims Auditing

	YES	NO
District Employee	__X	
Independent Contractor	_____	_____
Indicate Contractor		
Shared Service	_____	_____
Indicate with whom		
Warrant Frequency	bi-weekly	

Internal Audit Function

RFP Conducted: (Date)	Spring 2006, through BOCES
Appointed: (Name)	Bahget and Laurito Bahget
Audit Frequency	

External Auditor

RFP Conducted: (Date)	Spring 2004
Appointed: (Name)	Michael Corey, CPA

Audit Committee

Members	Marcia Jones
	Marie Edwards
	Phyllis Hagen

BOE Training

In Compliance?	**YES** _ X____ **NO** _____
How is training provided?	NYSSSBA
How is training documented and by whom?	District Clerk
Number of Board Members	9
# Trained	5

Governance Structure Appendix 7

This suggested governance structure could be used to facilitate the planning, implementation and on-going operation of the Central Business Office service. The CBO Management Committee and service agreement are recommended regardless of option chosen to centralize business functions. The Procedures Committee is needed in 2008-2009, but may not be needed thereafter if Option 2 is selected.

Management Committee

Purpose: To maintain open communications and to address decisions about such topics as budgets, charges to districts, staffing, and other high-level decisions about the CBO service and its implementation and operation for the participating districts.

Protocol: Where possible, decisions should be made by consensus. It should be understood, however, that (a) BOCES is ultimately responsible for managing and operating the service, (2) districts, as customers, have the right to influence how the service is operated, and (3) districts have the right to participate in the service or to abandon it (after an agreed upon time commitment).

Membership: Superintendents, or their designees, from each participating district, and the BOCES Superintendent or his/her designee.

Procedures Committee

Purposes:

- To coordinate on-going procedural aspects of the service to insure a high level of district satisfaction, especially at the Board and administration levels of each participating district.
- To discuss, develop and coordinate the implementation of common policies, procedures, practices and forms across the participating districts and the Central Business Office in order to improve efficiency and effectiveness, while reducing costs.

Membership: The Business Managers/School Business Executives from the participating districts plus the CBO Manager. Other staff from the Central Business Office and from the participating districts would participate as needed.

Service Agreement

A Service Agreement similar to the attached sample could be used to clarify and document the governance structure. This is a copy of the agreement signed by superintendents from three districts in the Broome-Tioga BOCES who committed to one another and the BOCES to go forward with implementation of a Central Business Office.

JM

Service Agreement
for
Central Business Office

This Agreement is an evolving document that describes the general manner in which the Central Business Office (CBO) will be provided to Binghamton, Union-Endicott and Vestal by BOCES. It will be modified as additional decisions are reached by the superintendents of Binghamton, Union-Endicott, Vestal and BOCES. This is a new venture for BOCES and the three districts. The superintendents of the three districts and BOCES will communicate regularly and participate in decision-making for this service.

Governance Structure

The heart of the governance structure is the CBO Management Committee. This is a decision-making committee that addresses issues such as budgets, charges, staffing and other major decisions. It includes the superintendents of Binghamton, Union-Endicott, Vestal and BOCES.

Employment and Termination of CBO Staff

Although CBO staff are BOCES employees, recommendations for employment and termination of CBO staff will be made by the BOCES District Superintendent as a result of decision-making with the CBO Management Committee.

Reportability, Evaluation and Supervision of Staff

The Controller is a BOCES staff member and, in the BOCES organizational chart, will report directly to the BOCES Deputy Superintendent. However, the Controller will be accountable to the superintendents in the three participating school districts. They will participate in day-to-day supervision of the Controller and in the periodic evaluations.

The other CBO staff will report directly to the Controller and be accountable and responsible to the Controller.

This was minimal.

Superintendents' Signatures

BOCES Superintendent	7/5/95 Date	Binghamton Superintendent	7/5/95 Date
Union-Endicott Superintendent	7/5/95 Date	Vestal Superintendent	7/5/95 Date

5-278/kb
May 30, 1995

Part B

Feasibility Study: Other Shared Services

Brocton Central School District

Chautauqua Lake Central School District

Ripley Central School District

Westfield Central School District

with the

Erie 2 – Chautauqua – Cattaraugus BOCES

Part B
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B. Purpose/Scope and Methodology of Study

In addition to assessing the efficiencies and economics of scale that would be realized through consolidation of school business functions, the study consultants examined other areas that were identified in the Request For Proposals that appeared to lend themselves to sharing and potential cost savings.

The consultants began with a review of Service Guides from Upstate New York Board of Cooperative Educational Services. The purpose was twofold:

1. To identify potential areas of sharing.
2. To determine the feasibility of replicating such services within the Chautauqua County School Study Group.

Onsite visits were made in the Fall of 2006 and the Spring of 2007. Interviews were conducted with the Superintendent of Schools, School Business Officials, and managers/supervisors of specific programs where appropriate. Data sheets were prepared and distributed to appropriate program managers to complete and submit to the study consultants. Preliminary findings were shared and critiqued by representatives of the School Study Group.

Follow-up telephone calls were conducted to verify the data. Telephone interviews were also conducted with the Assistant Superintendent for Managements Services at the Erie 2 – Chautauqua – Cattaraugus BOCES, representatives from the Western New York Regional Information Center, and program administrators from the Greater Southern, Broome Tioga, and Delaware Chenango Madison Otsego BOCES. When appropriate, cost estimates were made and cost savings projected. Such estimates and projections are difficult at best, and the reader is cautioned not to accept them at "face value" as changing conditions impact both savings and expense. Services included in this analysis were:

Athletic Management	Instructional Management
Facilities Management	Special Education
Food Service	Technology
Human Resource Management	Transportation

In the report that follows, the findings for each service are presented in the following format:

1. A description of the Current Condition.
2. A discussion of Proposed Changes.
3. A listing of the Recommendation(s).

Athletic Director

Current Condition

The four school districts in the study have different supervisory practices in place. All four school districts are in the same Athletic Section of the state and the same Athletic Conference. Brocton and Ripley Central School Districts pay a stipend to a teacher to supervise athletics. The Westfield Central School District assigns sixty per cent (.6 FTE) of a teaching position to supervise athletics. Chautauqua Lake Central School District has a Sports Program Manager, a sixty per cent (.6 FTE) CSEA position, to supervise athletics.

It appears that the primary responsibility of those assigned to supervise athletics is the scheduling of all athletic contests. This requires a great deal of communication with personnel in Transportation and Buildings and Grounds. There is limited attention paid to regular evaluation of coaches in Brocton, Ripley and Chautauqua Lake. In Westfield, the high school principal assumes that responsibility.

Proposed Changes

No proposed changes would significantly improve the current direction of the athletic program without a dramatic cost increase with limited return. Periodic written evaluations of coaches is an administrative practice that needs attention. The four school districts also need to continue to look for opportunities to develop athletic teams across two or three districts. Otherwise enrollment decline will necessitate elimination of teams because of insufficient participation.

Recommendation(s)

1. The four school districts in the study continue to share athletic teams where practical.

Facilities Management

Current Condition

There are more similarities than differences in the structure of the Buildings and Grounds Department within the four school districts that comprise the Chautauqua County School Study Group. Oversight is provided by either the Superintendent or the School Business Official. Each has a Supervisor or Head Custodian that provides day to day management of the operation. Each department has between 7 and 20 employees depending on facility size and number of buildings. Employees provide either general custodial or general maintenance services. More complex maintenance and repair such as HVAC are provided through a contract service. There appears to be a modest level of sharing, particularly with the village or town, where appropriate. Some efficiency is already being realized in that all four districts are in a campus setting with one or two buildings in close proximity to one another.

Proposed Changes

It appears that the Head Custodian or Supervisor of Buildings and Grounds serves as a "working manager" which would not lend itself to a shared leadership model. Something to consider, however, is a "Mobile Model" for some major maintenance services; e.g., Field Maintenance, Snow plowing, and Painting. Consideration should also be given to the sharing of heavy equipment, and participating in a shared safety risk management program. A Safety Risk Management Service is currently in place at the Erie 2 Chautauqua BOCES.

Recommendation(s)

1. The Superintendents and School Business Officials from the Chautauqua County School Study Group meet with Paul M. Connelly, Ed.D., Assistant Superintendent for Management Services to explore the feasibility of establishing a Mobile Service Model for maintenance of grounds and the feasibility of establishing a Safety Risk Management shared service

Food Service Management

Current Condition

Each school district that is part of the Chautauqua County School Study Group operates its own food service program. The only district with some level of cooperation is Chautauqua Lake which shares a Cook – Manager with the Sherman Central School District; not a member of the group. The following chart provides information related to current staffing and cost in each school district.

Chart I
Current Staffing and Cost

Position	Brocton	Chautauqua Lake	Ripley	Westfield
Food Service Manager		1*		
Cook Manager	1		1	1
Cook	1	1		1
Helpers- Full time	2	4**	1	3
Helpers – Part time	4	3	4	4
Total Salaries	$118,840.24	$138,662.59	$74,086	$105,200
Benefits	$ 56,346	$ 35,541	$26,736	$ 14,769
Total	$175,186.24	$174,203.59	$100,822	$119,969

* Shared with Sherman - .6 FTE Chautauqua Lake .4 FTE Sherman
** Defined as working 900 hours or more per year

Three of the four school districts in the consortium are operating with a deficit and rely on the General Fund to subsidize the program. Chautauqua Lake is the only district with a food service reserve amounting to nearly $58,000. Other members of the Study Group subsidize the Food Service Program from their General Fund with subsidies ranging from $11,000 to $33,000. The inability of these programs to be self-sustaining is cause to examine the current method of operation and to consider alternatives that may be more efficient and cost effective.

Proposed Changes

In researching Food Service Programs, the study consultants learned that the New York State Education Department has developed guidelines that should serve as a benchmark in staffing food service operations. These guidelines are as follows:

1. one labor hour for each 40 breakfasts served
2. one labor hour for each 15 lunches served

Chart II provides a breakdown on the number of labor hours needed based on the number of breakfasts and lunches served in each district

Chart II
Labor Hours Recommended
New York State Education Department Guidelines

District	# of Breakfasts	# of Lunches	Labor Hours
Brocton	161	421	32.1
Chautauqua Lake	127	554	40.1
Ripley	250	340	30
Westfield	114	442	32.3

Applying these guidelines to the school districts in the Chautauqua County School Study Group, the study consultants would suggest the following staffing levels, (Chart III):

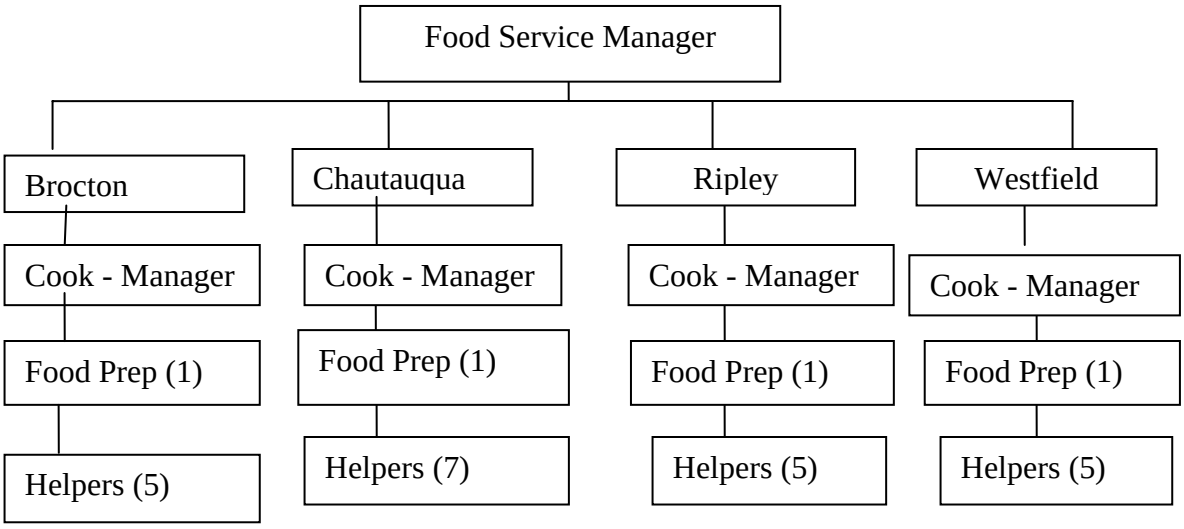
Chart III
Suggested Staffing Levels

	Brocton	Chautauqua Lake	Ripley	Westfield
Current Level	42 Labor Hours	40	34.25	39
Guideline	32.1 Labor Hours	40.1	30	32.3
Suggested	32	42	29	32
	Cook Mgr –1 (7 hrs)	Cook Mgr – 1 (7 hrs)	Cook Mgr – 1 (7 hrs)	Cook Mgr – 1 (7 hrs)
	Food Prep – 1 (7 hrs)	Food Prep – 1 (7 hrs)	Food Prep – 1 (7 hrs)	Food Prep – 1 (7 hrs)
	Helpers – 5 (3.6 hrs) per helper	Helpers – 7 (4 hrs) per helper	Helpers – 5 (3 hrs) per helper	Helpers – 5 (3.6 hrs) per helper

The data shows that three of the districts substantially exceed the recommended staffing guidelines. They are also the same districts that subsidize their Food Service budget with monies from the General Fund. Two of the districts also have other factors contributing to the need for additional labor hours. Brocton maintains two service lines which require an additional cashier. This condition should be reviewed with an effort to reduce it to one. Westfield operates two cafeterias; one for grades k – 3 the other for grades 4 – 12. As noted in the introduction to this study, all four districts are facing substantial reductions in enrollment. Given this condition, Westfield should strongly consider closing the cafeteria for children in grades k – 3. The enrollment decline should provide adequate space and the ability to schedule lunch blocks that will separate elementary and secondary children.

The study consultants also explored the feasibility of a centralized Food Service Management approach as illustrated in Chart IV:

Chart IV
Centralized Management Structure



This model would call for a Food Service Manager to provide oversight of the Food Service Program in the four districts. Responsibilities would include but not be limited to the following:

1. Work with the four Cook Managers on meal planning in the four school districts.
2. Prepare all required reports for the New York State Education Department and the United States Department of Agriculture.
3. File all the necessary paperwork for reimbursement from the federal government.
4. Track revenues and expenditures in the four school districts.
5. Monitor participation in the four school districts.

Under this model the Food Service Manager would be an employee of Erie II BOCES. Districts would be eligible for shared services aid on the first $30,000 of the salary for the position. The position of Cook Manager would also be a BOCES position and eligible for shared services aid. The Food Service Manager would engage the Cook Managers in a number of consortium activities. These would include a number of onsite (at school) activities and regional meeting devoted to management of the food service operation. Chart IV provides a breakdown of the cost of this model with and without shared services aid.

Chart IV
Cost of Model

Position	Brocton	Chautauqua Lake	Ripley	Westfield
Food Service Manager	12,500	12,500	12,500	12,500
Cook Manager*	29,533	29,533	29,533	29,533
Food Prep**	18,233	20,857	14,586	17,615
Helpers***	44,289	81,430	28,001	34,642
Benefits ****	21,093	22,012	19,930	19,005
Gross Cost	125,648	166,332	104,550	113,295
BOCES Aid	40,296	17,998	42,846	36,696
Net Cost	85,352	148,334	61,704	76,599

* Average Salary – Cook Manager
** Current Salary – Food Prep
*** Based on 185 day work year using current highest hourly rate for cafe workers
**** Based on 35% of salary

The data provided in Chart IV is based on a number of assumptions:

1. A qualified Food Service Manager can be hired at a salary of $50,000.
2. The salary for the Cook Manager position represents the current average salary of a similar position in each district and this position can be filled at a salary less than $30,000.
3. Helper positions can be filled by part time workers satisfied with less than 4 hours of daily employment.
4. The districts will staff according to the New York State Education Department guidelines.

If these assumptions are accepted by the members of the consortium, the gross cost of operation can be reduced in three of the four school districts, (Brocton, Chautauqua Lake, and Westfield). All of the districts will realize substantial savings when BOCES shared services aid is considered as part of the equation. The Study Consultants encourage the Chautauqua County School Study Group to closely access their current condition and develop a plan that would allow them to transition to a cooperative management structure under the auspices of the Erie 2 – Chautauqua BOCES.

Recommendation(s)

Immediate (Year 1)

1. The Brocton Central School District study their current operating procedures and transition to an approach to reduce serving lines from two to one.

2. The Westfield Central School District close the Cafeteria serving children in the primary grades, (k-3), and operate one Cafeteria for all students.
3. The School Business Officials, in cooperation with the Erie II – Chautauqua BOCES, develop a plan to transition to a cooperative Food Service Management Program.

Long Range (Year 2)

The members of the Chautauqua School Study Group participate in the Erie 2 –Chautauqua BOCES Food Service Management Cooperative Service Program (Co Ser # 7612).

Human Resource Management

Current Condition

Human Resource Management may provide fertile ground for greater standardization and sharing among the four districts that are part of the Chautauqua County School Study Group. Interviews conducted by the study consultants with the Superintendents and Business Officials in the four districts revealed more similarities than differences in current practices. Observations offered by school officials in each district suggested that these practices evolved over time, and not as a conscious effort to build a systematic approach to Human Resource Management. It would appear that now is the time to review current practice with the expressed intent of building a collaborative model for Human Resource Management across the districts that are members of the Chautauqua County School Study Group.

Proposed Changes

As a starting point, it is recommended that the study group members participate in a comprehensive review of Human Resource practices in each of the districts. Such a study could be conducted by Paul Connelly, Ed.D, Assistant Superintendent for Management Services at the Erie II – Chautauqua – Cattaraugus BOCES. Dr. Connelly has experience in Personnel Management at both the school district and the BOCES level. He could review current practice as it pertains to management of personnel records, establishment and maintenance of seniority lists, and approaches to records retention. It could also include a review of practices related to recruitment and selection of staff and termination practices; be it retirement or dismissal.

This analysis would reveal both similarities and differences in current practice. It should also identify areas where districts might begin discussions about joint sharing of services. For example the study would show similarities and differences in personnel record keeping practices. It would identify similarities and differences in approaches used to develop seniority lists. Finally, it would provide information on practices that districts have in place for retention of personnel records. These three are mentioned in that they are areas in which the districts could easily move to standard practice with minimal disruption.

This investigation also revealed that the four districts comprising the Chautauqua County School Study Group participate in the BOCES Labor Relations Service. The four Cooperative Service Agreements should be reviewed to determine similarities and differences in scope of service. Again, this is an area that could lead to greater sharing without creating disruptions within the four systems.
Finally a study should reveal areas that have the greatest immediate potential for greater sharing across the study group participants. For example the Erie II BOCES offers a program called Applicant Tracker to assist with the recruitment of new teachers. It would seem that the four districts could benefit from this service.

The study approach should enable the four districts to create a sound foundation on which to build a common personnel service. This is an area upon which the districts might realize immediate return on investment.

Recommendation(s)

Participate in a comprehensive review of personnel practices to be conducted by the Office of Management Services at the Erie 2 - Chautauqua - Cattaraugus BOCES under the auspices of Paul M. Connelly, Ed. D.

Instructional Management

Current Condition

The districts comprising the Chautauqua County School Study Group conducted a one day planning session on September 9, 2006. One of the outcomes of this meeting was an agreement to identify one administrator to oversee curriculum development and coordinate the mandated student testing program for the four school districts comprising the consortium. This desire was reinforced during site based interviews conducted with consortium members on February 27, 2007.

The most pressing needs identified as part of this planning process and the subsequent site visit revolved around issues related to the state mandated student testing program. A copy of the 2006-07 Testing Calendar was shared as part of the February site visit (see attachment 1). The calendar shows a total of forty days are devoted to student testing; 23 days for actual testing and 17 for scoring results. This did not include time devoted to organization and management of the testing program by school administration. It also did not reflect the time required to analysis and interpret results, and the use of the results to guide instruction.

There will be continuing need for school districts to be attentive to their testing programs and the results of these tests. The No Child Left Behind (NCLB) Law requires grade level testing in grades 3 through 8. In addition, there is the expectation of continuous improvement in student performance under guidelines known as an Annual Yearly Progress (AYP). The level of accountability has also been raised with increased levels of public reporting of student results. NCLB has changed the way teachers and administrators look at teaching and learning. More than

ever before, student performance on state and federally mandated tests is driving instruction. It has pointed out the need for teachers and administrators to become more sophisticated in their knowledge of testing and its relationship to instruction. It has also required school districts to devote more resources to testing programs. Both teachers and administrators have recognized the need to upgrade their skills in the areas of testing and evaluation. At the same time, however, many districts have not committed a dedicated person to assist and support with the testing program. Generally speaking, Superintendents and Building Administrators have assumed greater responsibilities for testing oversight and administration. Many districts have also subscribed to services provided by local Boards of Cooperative Educational Services (BOCES) to assist with training and scoring of results. While this has helped with the overall administration of the program, it has caused some shifting of priorities within school systems, and has not addressed the need for school personnel to do more in-depth analysis of test results, to track results over time, and to use the test results to modify and/or change instructional practice. One might argue that it has not led to the anticipated outcome of continuous improvement as envisioned under NCLB. This argument is bolstered by the uneven results experienced by most school districts when student performance is examined over time.

The community of school leaders in the Chautauqua County School Study Group supported these general observations. They reported added responsibilities related to test administration, and limited resources to review, analyze, and interpret test results. School administrators across the four districts in the Chautauqua County School Study Group expressed the need for greater support in the areas of test administration, help with the interpretation of results, assistance with applying results to improve instruction, and use of the results as a tool in long range instructional planning.

Proposed Changes

The Study Consultants believe that the Chautauqua County School Study Group could be well served with additional support in the area of testing and evaluation. The consultants would recommend that the districts consider sharing a Director of Planning and Evaluation under a BOCES Cooperative Services Agreement (Co-Ser). Job duties would include but not be limited to:

1. Oversight of test schedules and test administration.
2. Arranging and scheduling regional scoring.
3. Liaison with the NYS Education Department in dealing with testing and evaluation.
4. Training of administrators and teachers on the interpretation and use of the test results.
5. Using the results to facilitate the design of short and long range instructional plans.
6. Working with school administrators to monitor the use of the instructional plans for instructional improvement.
7. Arranging and conducting school improvement workshops consistent with the test results.

The estimated cost of this new service would be as follows:

1. Salaries
    a. Director of Planning $75,000
    b. Secretary $30,000

2. Benefits @ 35% of salary $36,750
3. Office $10,000
   a. Rental
   b. Operations & Maintenance
   c. Furnishings
4. Supplies $5,000
5. Equipment $5,000

$161,750

As an aidable service under a BOCES Cooperative Service Agreement, districts would be eligible for shared services aid at their BOCES ratio on the first $30,000 of each salaried position. In addition, they would be eligible for shared services aid at their BOCES aid ratio on all other costs related to this service. The actual reimbursement to each district would be based on the mutually agreed upon charging methodology among the four school districts. The consultants would suggest that the cost be evenly divided among the four districts in that the time is expected to be evenly divided. Using this flat fee arrangement, the following chart provides aid estimates of the cost to each district with and without shared services aid:

Estimated Cost
Office of Planning and Evaluation

Estimated Cost	Brocton		Chautauqua Lake		Ripley		Westfield	
Supplies	Gross	With Aid*	Gross	With Aid*	Gross	With Aid*	Gross	With Aid*
Director $75,000	$18,750	$12,705	$18,750	$16,050	$18,750	$12,322.50	$18,750	$13,245
Secretary $30,000	$7,500	$1,455	$7,500	$4,800	$7,500	$1,072.50	$7,500	$1,995
Benefits $36,750	$9,187.50	$4,956	$9,187.50	$1,601.25	$9,187.50	$4,688.25	$9,187.50	$5,334
Office $10,000	$2,500	$485	$2,500	$1,600	$2,500	$357.50	$2,500	$665
Supplies $5,000	$1,250	$242.50	$1,250	$800	$1,250	$178.75	$1,250	$332.50
Equipment $5,000	$1,250	$242.50	$1,250	$800	$1,250	$178.25	$1,250	$332.50
Total $161,750	$40,437.50	$20,086	$40,437.50	$25,651.25	$40,437.50	$19,798.25	$40,437.50	$21,904

* Aid is provided the year following the implementation of the service. If the service were started in the 2008-09 school year, aid would be received in the 2009-10 year.

Recommendation(s)

Create the position of Director of Planning and Evaluation as a shared position among the four school districts comprising the Chautauqua County School Study Group. The individual hired in the position would be an employee of the Erie 2 – Chautauqua BOCES, and assigned to serve the 4 school districts.

Erie 2-Chautauqua-Cattaraugus BOCES

2007-2008 Regional Scoring Calendar

SEPTEMBER

M	T	W	T	F
3	4	5	6	7
10	11	12	13	14
17	18	19	20	21
24	25	25	27	28

OCTOBER

M	T	W	T	F
1	2	3	4	5
8	9	10	11	12
15	16	17	18	19
22	23	24	25	26
29	30	31		

New York State Alternate Assessment (NYSAA) Collection Dates: October 1 - February 8

NOVEMBER

M	T	W	T	F
			1	2
5	6	7	8	9
12	13	14	15	16
19	20	21	22	23
26	27	28	29	30

Grade 5 Social Studies: Nov. 14 &15
Regional Scoring: Nov. 28 & 29

DECEMBER

M	T	W	T	F
3	4	5	6	7
10	11	12	13	14
17	18	19	20	21
24	25	26	27	28
31				

JANUARY

M	T	W	T	F
	1	2	3	4
7	8	9	10	11
14	15	16	17	18
21	22	23	24	25
28	29	30	31	

ELA Grades 3,4,5: January 7-11
(Make-up Jan. 14-18)
ELA Grades 6,7,8: January 14-18
(Make-Up Jan. 22-25)
ELA 4 Regional Scoring: Jan 29-30
ELA 6 Regional Scoring : Jan 30-Feb. 1

FEBRUARY

M	T	W	T	F
				1
4	5	6	7	8
11	12	13	14	15
18	19	20	21	22
25	26	27	28	

ELA 6 Regional Scoring: Jan 31-Feb 1
ELA 8 Regional Scoring: Feb 6-7

MARCH

M	T	W	T	F
3	4	5	6	7
10	11	12	13	14
17	18	19	20	21
24	25	26	27	28
31				

Math Grades 3,4,5: March 3-7 (Make-Up March 10-14)
Math Grades 6,7,8: March 6-12
(Make-Up March 13-19)
Grade 4 Regional Scoring: March 26-27
Grade 6 Regional Scoring: March 28

APRIL

M	T	W	T	F
	1	2	3	4
7	8	9	10	11
14	15	16	17	18
21	22	23	24	25
28	29	30		

Grade 8 Math Regional Scoring: April 2 & 3
NYSAA Datafolio Regional Scoring: April 29 & 30

MAY

M	T	W	T	F
			1	2
5	6	7	8	9
12	13	14	15	16
19	20	21	22	23
26	27	28	29	30

ELS Regional Scoring: May 13-14

JUNE

M	T	W	T	F
2	3	4	5	6
9	10	11	12	13
16	17	18	19	20
23	24	25	26	27
30				

Grade 8 Social Studies Assessment: June 3 & 4

Regional Scoring Dates | Testing Administration Dates | BOCES Scheduled Break/Holiday

DRAFT Updated 8-20-2007

All dates are tentative until confirmation from WNYRIC re: submission deadlines.

Special Education Administration

Current Condition

In many small school districts, the responsibility for leadership of the Special Education Program rests with the building principal. This model is in place in some, if not all of the school districts that are part of the Chautauqua County School Study Group. The added administrative responsibilities created by the No Child Left Behind (NCLB) Act caused smaller districts to re-examine this model for administering special education programming within local school districts. Some districts have committed to a shared leadership model; a model that is of interest to some of the districts in the study group.

Proposed Changes

It is suggested that the investigative process start with a meeting of school leaders from the interested districts. This discussion should be facilitated by the Director of Special Education from the Erie 2 - Chautauqua BOCES. It should begin with a review of existing programs that focus on the number of children classified, the placement of these children, staffing levels, and program leadership. This data should help in determining the feasibility of a shared leadership model. It should also help strengthen the relationship between the BOCES Special Education Director and district leaders. This will be important in that the Erie 2 - Chautauqua BOCES Director will need to support leaders working within this shared leadership framework.

Determination will also need to be made regarding the condition of the share: i.e. the number of days that the individual will spend in each district, and the terms and condition of employment. In addition, office locations will need to be identified, and protocols agreed upon for communicating with the Shared Director particularly when he/she is not within one of these districts participating in the shared model.

Districts would not have to bear the full cost of the position for two reasons:

1. As a shared position, the districts would be responsible for funding no more than.5fte.
2. Districts would be eligible for reimbursement under the guidelines of PL 94-142 / IDEA; (Excess Cost Aid)

Recommendation(s)

Interested districts participate in a discussion facilitated by the Director of Special Education from the Erie 2 – Chautauqua BOCES to determine the feasibility of pursuing the shared leadership model.

Technology Support

Current Condition

The four school districts in the Chautauqua County School Study Group utilize computer hardware and software, distance learning equipment, and video production equipment worth several million dollars. In New York State, Regional Information Centers (RIC), located strategically in BOCES locations across the state provide training, support, and advice regarding the creation and maintenance of information systems designed to support administrative and instructional applications. A Regional Information Center is located at Erie 1 BOCES. Technology support services are available through Erie 2 BOCES.

One area of technological application that has been utilized in the area is the Distance Learning System which allows three of the four school districts to conduct classes from remote locations. At the time of the study Chautauqua Lake School District was not a participant in the Broadband Service necessary to take part in Distance Learning. The school districts do not have a common schedule which would allow them to make maximum use of the existing system.

All four districts face similar needs in the area of technology planning and support. There is a need for planning, including the development and updating of the District Technology Plan. There is a need for technical assistance in the form of hardware maintenance, the selection and installation of software, and the management of computer networks. There is a need for technology support in staff training to implement and integrate technology in the classroom. At present, districts utilize a combination of district employees, outside contractors, and BOCES personnel to meet these needs.

Proposed Change

One change that is in process now is occurring with Chautauqua Lake becoming a member of the Broadband Service offered by Erie 2 BOCES. The four School Districts are also exploring a common school calendar and common bell schedule that will allow them the opportunity to make maximum use of the Distance Learning System. The need for effective planning, hardware and software support, and continuing staff education provide an opportunity to consider a shared Technology Coordinator for the four districts.

Recommendation(s)

1. The Chautauqua County School Study Group develop a common school calendar and common bell schedule.
2. The four school districts consider a position of Technology Coordinator. responsible for the following:
    - Develop and maintain technology plans for each district.
    - Serve as the liaison with BOCES for all technology services.

- Manage the technical assistance and support personnel for all districts,
- Maximize the utilization of the Distance Learning System.
- Assist in the planning and purchase of all technology equipment and software. Maintain district inventory of all technology assets.
- Plan and implement staff education program.

The four districts could plan for such a position through BOCES. Given the current staffing in the four school districts, sufficient savings could be realized with better coordination of resources and BOCES aid for the position.

Transportation

Current Condition

Each of the districts in the Chautauqua County School Study Group currently operates its own student transportation system. The only evidence of sharing is as follows:

1. Brocton and Chautauqua Lake share a Head Bus Driver
2. Westfield and Brocton share a fueling station with the town and/or villages.
3. Ripley shares a bus garage with the town.

Two of the districts, Brocton and Chautauqua Lake, have new bus facilities, and the residents of Ripley and Westfield approved capital renovation projects to upgrade existing bus garages. In short, each district has made a significant investment in Transportation Facilities in the past few years.

Westfield reported that the Transportation Supervisor and Head Bus Driver are close to retirement. The remaining districts reported a stable personnel situation.

Proposed Change

The pending personnel changes in Westfield present an opportunity for shared leadership. The Ripley and Westfield districts should study the potential of shared leadership of transportation program. Beyond this, there appears to be little interest or immediate opportunity for sharing.

Recommendation(s)

1. The Westfield and Ripley School Districts enter into discussions to explore the feasibility of creating a shared Supervisor of the Student Transportation Program.
2. Districts in the Study Group remain vigilant regarding opportunities for shared personnel and take advantage of the opportunity when change occurs either through attrition or retirement.

Part C

Feasibility Study: School District Organization:

Brocton Central School District

Chautauqua Lake Central School District

Ripley Central School District

Westfield Central School District

with the

Erie 2- Chautauqua – Cattaraugus BOCES

Part C
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Current Conditions

The Chautauqua Lake Central School District was created from the merger of the Chautauqua and Mayville Central School Districts. The Ripley and Westfield Central School Districts have conducted studies and voted on annexation in the past without success. A meeting was conducted on June 7, 2007 informed Board Members in the area about the legal issues related to shared services, consolidation and mergers. The session was hosted by Mr. Robert Guiffreda, District Superintendent of Erie 2-Chautauqua-Cattaraugus BOCES, included a presentation on merger options by Jeffrey F. Swiatek, Attorney at Law, Hodgson Russ LLP.

Board members and school administrators in the area are knowledgeable about the legal and programmatic options available to them regarding mergers and consolidation of services.

Purpose/Scope and Methodology of Study

The purpose of this section of the study was to research various options that are available to the Chautauqua County School Study Group for organizing to educate their students.

The consultants began with a review of current information available from the New York State Education Department on the Reorganization of School Districts. The Department publishes a Guide to Reorganization of School Districts that describes the process that Central School Districts must follow to organize in a configuration that is different from the present one. The Guide addresses two options relevant to the current study, merger of school districts and annexation of one school district by another.

The consultants also accessed a Tuitioning Feasibility Study conducted in 1997 by the Rural Schools Association of Owen D. Young Central School District. The study was a valuable resource describing one of the options for organization available to Central School Districts.

In our on-site visits to the school districts in the study, we discussed the history of merger and annexation studies and votes. In addition to the current options available to school districts to reorganize, a fourth option evolved. The concept of a Regional High School was discussed as an alternative that might meet some of the anticipated future needs of the school districts in the study.

Several telephone contacts were made with the State Education Department representative who is responsible for overseeing school district reorganization. The representative provided valuable history and insight into the process and timeline for these options.

During the course of the study process, events in the area, specifically the retirement of one of the Superintendents and the resignation of another Superintendent, generated a lot of conversation regarding reorganization options. The school leaders took this opportunity to inform school board members about the legal requirements of various options for sharing services, consolidating programs, and reorganizing school districts.

Based on the information that the consultants received and the options available, recommendations were formulated for several courses of action that should be considered for the future.

School District Organization

Overview

In New York State, school districts have several options to organize differently to educate their students. These options are usually considered to maintain or enrich educational offerings and services or to contain or reduce educational costs. The options go beyond sharing services or personnel between or among school districts.

In this report, we will describe three options currently available to the four school districts in the study. The first possibility would require a school district to decide to eliminate its secondary program and send its students to another school district. In this option the sending district pays tuition to the receiving district(s) for the number of students it sends. The second possibility is for two (or more) school districts to merge, creating an entirely new school district. The third possibility is for one school district to annex another school district. In this case the annexed school district goes out of existence and all functions are directed by the annexing school district. These three options will now be examined in general. The purpose of the researchers is not to provide detailed financial or educational implications of each of these options. A more intense study of each option would be required to accomplish that goal.

Options: Tuitioning Students to Other School Districts.

Education Law: Section 2040 of New York Education Law reads (in part):

1. Any school district may decide by a majority vote of the qualified voters present and voting at a district meeting:
   c. to contract for a period of not less than two and no more than five years for the the education of all the high school pupils of grades seven to twelve, inclusive, of such district in another school district in this state or in an adjoining state, instead of maintaining a home high school for such grades…
   d.2. Such contract may be made with one or more school districts. The designation of the school districts with which such contracts may be made shall be made pursuant to the commissioner's regulations. (The applicable commissioner's regulation is 174.4 and vests the designation of districts with the local board of education).

Section 2041 of New York State education Law authorizes districts to receive tuition students from other districts, and Section 2042 stipulates how contracts are approved.

Education Law and commissioner's regulations prescribe several other important matters:

- Districts may not refuse tuition students from a neighboring district
- The amount of tuition payment is to be determined by the receiving district, but cannot exceed the calculations of a prescribed state procedure, commonly referred to as the Seneca Falls Formula.
- Transportation is the responsibility of the tuitioning (sending) district.
- The placement of students (the choice of school) and the student's ability to change placement are to be covered by local board policy
- Teachers who lose their positions are entitled to preferred consideration in the receiving school districts or placed on " Preferred Eligibility" status for up to seven years

The decision to send students to other secondary programs is a difficult and complex one that has not been utilized regularly in New York State. It has been utilized in the Wyoming Central School district that went from a K-12 school configuration to a K-8 configuration because of the costs and limitations of offering a secondary program with small school enrollments. The change took place in 1991-92 after several years of failed school budgets. As indicated earlier, a more in depth study of this option would need to be done to determine its implications for any of the four school districts.

School District Merger

The merger of two or more school districts to create a new Central School District is another option that is available for two or more school districts to consider when trying to maintain or enrich educational programs or contain rising costs. Current practice for school districts considering merger is that the Commissioner of Education will issue an order for merger if an adequate study is available that indicates a merger is desirable, the people in the district have been informed of the potential reorganization and the majority of the voters in the district(s) affected support the proposal. Statute provides that formal voter approval is required before a reorganization order can be implemented.

Among the incentives for districts considering merger are increases in operating aid and building aid. This includes a 40% increase in operating aid for the first five years of the merger, and then a reduction of 4% of that amount for each of the next nine years. An apportionment of 30% on approved costs of capital projects undertaken within ten years of the merger is provided to merged districts. The maximum amount of capital project aid may not exceed 95% for an approved project.

There are many reasons to consider merger. Merger may provide a better financial base for the districts involved. More specialized and elective courses may be available to students. Facilities may be improved at minimum impact to the local tax base. Districts may be able to operate more efficiently by consolidating positions, equipment and facilities.

There are also many difficulties associated with merger: communities may be economically and socially incompatible. Each community may fear a loss of identity. Larger school enrollments may result in less individual attention and fewer opportunities for participation in extracurricular

activities. Longer bus rides for students may often be required. Board of Education members and administrative leaders may change. Uncertainty over job status may arise.

School District Annexation

Annexation of one school district by another is a third reorganization option open to school districts. This option is similar to merger in some ways and different in others. It is similar in the sense of the process that needs to be followed before the Commissioner of Education will issue an annexation order. That process involves a study, a public report on the study to residents of the communities involved and a positive vote of support by residents of both communities. Annexation also provides the same financial incentives in operating aid and capital project aid.

Annexation is different from merger in several ways. Unlike merger where a new school district is created, a new Board of Education is elected and existing contracts for employees have to be reworked, annexation results in the dissolution of the annexed district with the following results:

- The annexing district's Board of Education remains seated.
- Employees of the annexed district are eligible to fill vacant positions in the annexing district and are covered by the contracts of that district.
- If there are more employees available than are needed in the Annexing district, they are placed on a preferred eligibility list to be used when vacancies occur.

In reality, most annexation planning includes a statement of assurances that employees in the annexed district will be given jobs in the annexing district. Reduction in staff, if needed, is accomplished through retirements and attrition.

Regional High School

In the course of conducting this study, a number of references were made to the concept of Regional High Schools. Currently there is one such high school in New York State. It was established as a result of a request of the Eastport and South Manor Districts, and required special action by the New York State Legislature as the laws governing School District Reorganization do not contain provisions for a regional high school. Such Legislation would be required if the schools in the Chautauqua County School Group chose to pursue this option. The concept is attractive for several reasons:

- It creates a critical mass of students, which allows a high school to offer a broader program of instruction for students.
- It allows for a concentration of support staff and services, which should result in greater efficiency.
- It has the potential of providing more extracurricular and athletic team options.
- It allows individual school districts to continue their K-8 educational programs in existing communities. School Districts do not have to engage in a total merger or annexation to realize the benefits of consolidation.

Recommendation(s)

The current enrollment data suggests a continuing decline in the student population in the four districts over the next five years. This will result in an increase in the per pupil cost and a reduction in the educational opportunities for students attending the consortium school districts. The change will be most noticeable at the secondary level where programming is more specialized. It is within this context that the following recommendations are offered:

- The members of the Chautauqua School Study Group consider the following consolidation option:
    - Ripley and Westfield enter into a consolidation study.
    - Ripley, Westfield, and Brocton enter into a consolidation study.

- Representatives from the Chautauqua School Study Group work with their elected state officials and the Commission on Local Government Efficiency and Competitiveness to:
    - Seek to reinstitute EL 1901 which established the Central High School District as a reorganization option.
    - Seek to Amend EL 3602 to provide incentive aid for formation and operation of a Central High School District.