



## WYOMING LEGISLATIVE SERVICE OFFICE

# Memorandum

**DATE** December 18, 2019

**TO** Members, Joint Appropriations Committee

**FROM** Matthew Willmarth, Senior School Finance Analyst

**SUBJECT** Board of Cooperative Educational Services

Board of Cooperative Educational Services (BOCES) programs are established under the BOCES Act, W.S. 21-20-101 to -111. The BOCES Act permits school districts and community college districts, or any combination thereof, to provide educational services, including but not limited to post-secondary education, vocational-technical education, adult education and services for children with disabilities, when the services can be more effectively provided through a cooperative effort. BOCES programs are subject to general limitations and the programs' duties and powers are primarily contained in W.S. 21-20-107 and -108. Members of a BOCES can agree with one another on the scope of the services the BOCES will perform, but BOCES cannot expand their authority beyond the underlying boards' authority.

Additionally, certain mill levies for BOCES programs are subject to specific limitations. School districts may levy up to one-half mill without the vote of the electors within the member districts. See W.S. 21-20-109. Additionally, W.S. 21-20-110(a) authorizes the levy of up to two mills for a BOCES for the provision of post-secondary education services, with voter approval. Wyoming Statute 21-20-110(h) authorizes a community college board of trustees to levy up to one-half mill for a BOCES for the provision of post-secondary education services, but this levy, when combined with the levy approved pursuant to W.S. 21-20-110(a) shall not exceed two mills. There are specific limitations for the mill levies: W.S. 21-20-111(b) provides that mill levy funds raised for a BOCES providing post-secondary education services pursuant to W.S. 21-20-110 "...shall be restricted to necessary operating expenses connected with maintaining post secondary education services." Additionally, funds raised pursuant to W.S. 21-20-110 cannot be used for building any capital construction project. See W.S. 21-20-110(g)(ii).

BOCES in Wyoming serve a variety of purposes and are organized in a variety of ways. Three BOCES serve as residential treatment facilities: Northeast Wyoming BOCES located in Gillette, Northwest Wyoming BOCES located in Thermopolis, and Region V BOCES/C-V Ranch located in Jackson. The Northeast Wyoming BOCES also provides cooperative purchasing opportunities for members and nonmembers. BOCES in Wyoming also provide post-secondary educational opportunities with school districts and community colleges. An example is the Central Wyoming BOCES in Casper where Natrona County School District #1 and Casper College each levy one-half mill to provide educational opportunities to citizens of Natrona county. Please find attached a summary that depicts how 16 BOCES program were organized, staffed, and funded in 2017.

Table 1 depicts the 2019 BOCES mill levies assessed for each school district and Table 2 depicts the 2019 BOCES mill levies assessed for each community college district. Thirty-six of the 48 school districts assess a BOCES mill levy and five of the seven community college districts assess a BOCES mill levy. An

estimated \$12.2 million will be collected by school districts and \$2.1 million collected by community college districts in FY 2020 for the purposes of BOCES mill levies.

**Table 1. FY 2020 BOCES Mill Levies and Estimated Revenue Collections for School Districts.**

School District (City)	Mill Levy	Est. FY 2020 Rev.	School District (City)	Mill Levy	Est. FY 2020 Rev.
Albany #1 (Laramie)	0.000	\$0	Lincoln #1 (Kemmerer)	0.600	\$260,178
Big Horn #1 (Cowley)	0.000	\$0	Lincoln #2 (Afton)	0.000	\$0
Big Horn #2 (Lovell)	1.000	\$53,678	Natrona #1 (Casper)	0.500	\$638,223
Big Horn #3 (Greybull)	0.500	\$43,088	Niobrara #1 (Lusk)	0.000	\$0
Big Horn #4 (Basin)	0.500	\$19,322	Park #1 (Powell)	0.500	\$101,139
Campbell #1 (Gillette)	0.500	\$2,235,078	Park #6 (Cody)	0.000	\$0
Carbon #1 (Rawlins)	1.000	\$598,406	Park #16 (Meeteetse)	0.500	\$52,536
Carbon #2 (Saratoga)	0.500	\$67,963	Platte #1 (Wheatland)	0.500	\$83,024
Converse #1 (Douglas)	1.000	\$1,654,176	Platte #2 (Guernsey)	0.500	\$23,228
Converse #2 (Glenrock)	0.500	\$234,494	Sheridan #1 (Ranchester)	1.000	\$101,760
Crook #1 (Sundance)	0.500	\$100,535	Sheridan #2 (Sheridan)	0.000	\$0
Fremont #1 (Lander)	0.500	\$99,903	Sheridan #3 (Clearmont)	0.000	\$0
Fremont #2 (Dubois)	0.500	\$38,371	Sublette #1 (Pinedale)	0.623	\$1,291,256
Fremont #6 (Pavillion)	0.500	\$24,462	Sublette #9 (Big Piney)	0.700	\$345,717
Fremont #14 (Ethete)	1.500	\$8,323	Sweetwater #1 (Rock Springs)	0.700	\$1,026,687
Fremont #21 (Ft. Washakie)	1.500	\$17,560	Sweetwater #2 (Green River)	0.700	\$670,447
Fremont #24 (Shoshoni)	0.550	\$89,433	Teton #1 (Jackson)	0.400	\$782,578
Fremont #25 (Riverton)	0.750	\$134,383	Uinta #1 (Evanston)	2.700	\$683,829
Fremont #38 (Arapahoe)	0.000	\$0	Uinta #4 (Mt. View)	0.700	\$42,752
Goshen #1 (Torrington)	0.500	\$100,935	Uinta #6 (Lyman)	1.200	\$90,712
Hot Springs #1 (Thermopolis)	1.500	\$228,890	Washakie #1 (Worland)	0.000	\$0
Johnson #1 (Buffalo)	0.500	\$182,051	Washakie #2 (Ten Sleep)	0.000	\$0
Laramie #1 (Cheyenne)	0.000	\$0	Weston #1 (Newcastle)	0.500	\$55,834
Laramie #2 (Pine Bluffs)	0.000	\$0	Weston #7 (Upton)	0.500	\$19,929
			<b>Wyoming Total</b>		<b>\$12,200,876</b>

Source: LSO calculations and analysis of 2019 Abstract and Mill Levy Report.

**Table 2. FY 2020 BOCES Mill Levies Estimated Revenue Collections for Community College Districts.**

County (Community College)	Mill Levy	Est. FY 2020 Rev.
Fremont (Central Wyoming College)	0.500	\$344,807
Goshen (Eastern Wyoming College)	0.500	\$102,557
Laramie (Laramie County Community College)	0.000	\$0
Natrona (Casper College)	0.500	\$638,223
Park (Northwest College)	0.000	\$0
Sheridan (Northern Wyoming Community College District)	0.500	\$224,777
Sweetwater (Western Wyoming Community College)	0.331	\$826,602
<b>Wyoming Total</b>		<b>\$2,136,965</b>

Source: LSO calculations and analysis of 2019 Abstract and Mill Levy Report.

Attachment: 2017 BOCES Summary

**LEGISLATIVE SERVICE OFFICE Memorandum**

## Wyoming BOCES / BOCHES Highlights

1. About 20 BOCES/BOCHES centers statewide.
2. All are staffed with a minimum of a director/assistant except Eastern Wyoming BOCES. EWC expressed they should be staffed.
3. 9 BOCES are associated with Western Wyoming Community College.
4. All districts levy. Other sources of income include: Fees for services, tuition, grants and a foundation.
5. Casper, Eastern and Central Wyoming Colleges manage funds and levy 1/2 mill.
6. All other BOCES are fiscally managed by the BOCES and/or school district.

*Note: The following information came from the Wyoming Community College 10/01/16 Report on Post Secondary Options*

7. The following BOCES/BOCHES provided funding for concurrent and/or dual enrollment courses:

Carbon County School District #2

Carbon County Higher Education Center

Central Wyoming BOCES (Casper College)

Central Wyoming College BOCHES

Eastern Wyoming BOCES

Fremont County BOCES

Gillette BOCHES

Oyster Ridge BOCES

Unita BOCES #1

Unita BOCES #4 and #6

Sublette BOCES

Western Sublette #9 BOCES

8. Four BOCES or BOCHES reported providing \$447,557 to community colleges for concurrent enrollment (2015/2016 reporting).
  9. Three BOCES reporting providing \$29,444 to school districts support concurrent enrollment.
  10. Nine BOCES or BOCHES reported providing \$572,627 to community colleges for dual enrollment.
  11. Two BOCES or BOCHES provided \$56,099 to school districts for dual enrollment.
  12. Five community colleges reported receiving \$542,767 from a BOCES or BOCHES for dual enrollment courses.
  13. Two community colleges reported receiving \$413,035 from BOCES or BOCHES for concurrent enrollment courses.
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**Wyoming Board of Cooperative Education Services (BOCES)/ Board of Cooperative Higher Education Services (BOCHES)**

*Note: ACES (Association of Cooperative Education Services) Non-profit group that shares BOCES information statewide. Has as president. Charges a membership fee for legal and insurance if needed. If a legal issue affecting all the BOCES, can address it together. Formed ACES about 2009, as a group to get together twice a year (March and September) to discuss all the programs and current issues.*

Statewide BOCES / BOCHES	Year Launched	Board Membership (Consists of members from participating school district and community college boards)	Staffing	Taxation	Primary Programs	Manages Funding	Other
Big Piney (president of ACES - Angie Clifford - 307.276.3324)	2001	Western Wyoming Community College and Sublette #9 school district board members	Director and Administrative Assistant plus instructors	Only school district levies 1/2 mill	GED Prep tutoring, concurrent and dual with WWCC, supplement school district projects such as credit recovery and driver's ed (Teton Science School)	BOCES	Win-win for both college and district. Cost tax payers but doesn't cost district or LCCC. Doesn't go to vote. No way they could do what they do with BOCES. Need staff for being a liaison between high school kids and college (kind like a case manager.)
Carbon County Higher Education Center in Rawlins (CCHC) BOCHES (also serving Little Snake River Community Education added in 2007)	1985	Carbon County District 1 (CCSD#1) and Western Wyoming Community College (WWCC) (5 members, 4 from district and one from Western. BOCHES director believes board composition is from statute. )	Exec Director, Exec Assistant plus 21 faculty and staff	Founded with 1/2 mill. Our local district floated 1 mill since 1993 in perpetuity. Went to tax payers for an additional 1/2 mill for Adult Basic Education only. Every 4 years have to go back to voters for 1/2 mill. That is 3/4 of operating expenses. 1/4 is from fees for services.	Family Literacy, Adult Education, English Language Acquisition, Tutoring, CTE and Life Enrichment. Big ticket item: vocational training for the high schools and offer it in the high schools. The BOCHES pays the instructor. If a Western class, Western pays the instructor. CTE in the high schools, WWCC sends district a bill and CCHC sends WWCC college bill for same amount (similar to what LCCC does with our districts.) Also has a partnership with Central Wyoming College for Woodworking and Construction. "Concurrent enrollment best things they do to get kids into college that weren't planning on going to college!" Emphasize concurrent and dual enrollment for both the community and the boards.	CCHC BOCHES (Operating budget about \$5.5M annual. Also gets mills from Sweetwater County for Outreach site training. WWCC doesn't levy just the districts.)	Our BOCHES is designed to provide industry training at the high school and adult levels, adult basic education, college-level classes in Rawlins and the Little Snake River Valley (Baggs) and to fill any other educational niche that we can fill more effectively than either WWCC or CCSD #1 alone. While we are our own legal entity, we work closely with both CCSD #1 and WWCC to ensure that our educational programs provide a seamless transition from high school to college and allow for people who have been out of school for a while to smoothly transition back into educational or training programs. Biggest thing to be aware of for the local population, elevating trades to college level program. Source of pride for community college, equal access to college credit. Note: Works with two colleges: Western Wyoming Community College and Central Wyoming College.
Central Wyoming BOCES in Casper	1991	The board is made up of three Casper College trustees and three Natrona County School District (NCS) trustees who meet once a month at the locations listed below. All meetings are scheduled to begin at 4 p.m. unless otherwise noted.	BOCES Specialist Jeana Lam-Pickett: P: 307-268-3309	1/2 mill from NCS and 1/2 Mill from Casper College (\$1.2 M annual)	Jumpstart to College; Adult Learning Center; Casper Mountain Science School, Graduate stipend program; Robotics K-14; UW/CC education and professional development.	Casper College	Central Wyoming Board of Cooperative Educational Services (BOCES) exists to provide the citizens of Natrona County and Central Wyoming quality educational services which can not be provided as effectively or efficiently by the Natrona County Schools or Casper College when provided independently. The primary mission of the BOCES is three-fold: (a) to meet the educational needs of the community by training adult learners in programs leading to undergraduate and graduate education degrees earned in Casper; (b) to meet the educational needs of high school students through cooperative articulated programs in technical and academic areas where students earn college credit while still enrolled in high school, and (c) to meet the ongoing needs of the community by serving as a catalyst for the development and implementation of innovative programs benefiting educational institutions, the business community, and the general citizenry.
Eastern Wyoming BOCES (managed by Eastern Wyoming College in Torrington)	at least 20 years	8 districts (just added one more) One rep on each school board plus one from EWC	EWC acts as the fiscal agent and does the administrative duties	8 districts and Eastern Wyoming College (EWC) at .5 mill each for a total of approximately \$2M annually. (Converse county raises the most mill funds).	Bulk of funding goes to concurrent and dual enrollment, textbooks and materials	Eastern Wyoming College	Words of wisdom: If setting up from ground up, have a director/staff because not having one lacks oversight.
Fremont County BOCES in Riverton			Executive Director, Admin Director, CTE Director, Support Staff and Instructors, 307-856-2028	Levies by participating districts only.	CTE, job corp partnership, PTSB and other teacher professional development, life enrichment and other non-credit trainings such as drivers education.	BOCES	Mission: To increase educational opportunities in Wyoming. Other funding entities besides mill including: Wyoming Workforce Services, Department of Family Services (TANF program), VocRehab, Workforce Innovation and Opportunities Act (WIOA.)

Statewide BOCES / BOCHES	Year Launched	Board Membership (Consists of members from participating school district and community college boards)	Staffing	Taxation	Primary Programs	Manages Funding	Other
Fremont County BOCHES in Riverton with Central Wyoming College	2005	CWC has set up a BOCHES that is made up of 7 Fremont County school districts, 1 Hot Springs County school district, and CWC. 9 board members total.	Director and Assistant	CWC levies Fremont county for a half mill and Hot Springs school district levies Hot Springs county 3/8 mill to cover them. Funds are paid by the two counties to CWC and we manage the money. Funds are kept separate (Hot Springs only funds HS students) but are spent the same way.	Concurrent and dual enrollment (higher education programs only.) The funds are not usually enough to cover the entire cost of tuition and fees for all concurrent and dual credits taken, so CWC has made an agreement with the BOCHES that all concurrent credits will be covered by a flat amount (essentially to cover institutional expenses like IT, reg and records, etc) and the BOCHES does pay 100% of tuition and fees for dual credits. At this time we do not limit the number of credits a student can take and have 1-3 students who graduate with an associate's degree each year.	Central Wyoming College	The CWC Board of Cooperative Higher Educational Services (BOCHES ) will pay the ACT fee for every junior and senior in partner schools one time. Click for test dates. Most importantly, the program enables students to earn free college credits, shortening their time to degree completion and providing significant savings on the cost of higher education. It also eliminates the need to complete comparable courses at both educational levels. CWC has offered concurrent enrollment opportunities to area high school students as far back as 1998. Oversight of the program has varied in the past, but has consistently been under the auspices of CWC BOCHES (CWC Board of Cooperative Higher Educational Services) since 2005. Since that time, enrollment has skyrocketed, from 988 enrollments in 2004/2005 to 2228 in FY14.
Greybull/Lovell Big Horn County BOCES (Lyn Forsella - 307.765.9511)		4 members from Big Horn County School District 3 and 2 members from Northwest College	Director and Assistant	School district levy	Dual enrollment, community education, community arts, drivers education	BOCES	Big Horn County School District #3 Board of Cooperative Educational Services (BOCES) is a result of an agreement between Northwest College and Big Horn County School District #3. BOCES is a special district formed, managed, and levied by the school district in accordance with Wyoming State Statute 21-20-102.
Jackson / Wilson, WY Region V BOCES		13 board members from 8 school districts	Executive Director, Assistant, Teachers, Staff	District levies	Region V BOCES, C-V Ranch, Sun-rise School, and Roosevelt Learning Center provide a variety of educational programs and environments designed to pre-serve and enhance the potential for disabled individuals. These efforts are aimed at helping individual students realize their maximum mental, social, emotional, physical and cognitive development, and to assist others in understanding the needs of the disabled and their programs. Programs and services are designed to set students on a course of self-direction that will make them contributing and productive members of society.	BOCES	Region V BOCES' mission is to provide high quality services to member districts and others who request assistance. Through cooperative enterprise, Region V BOCES facilitates the provision of easily accessible, def-inite, and largely self-determined supplemental and supportive services to local school districts, contributes to the equalization of educational opportunity with efficiency and economy, and enhances statewide research, evaluation, and dissemination.
Northeast Wyoming BOCES (N.E.W. BOCES)	1979	1 member each from the 10 participating school districts	Certified and Classified Positions to run facility.	10 participating districts. Call: (307) 682-0231	Programs for children with disabilities. See other column.	BOCES	Northeast Wyoming Board of Cooperative Educational Services (NEW BOCES) is an educational cooperative established in 1979. It was organized under the provisions of Wyoming Statute 21-20-101 to 21-20-111 which established a method for school districts to work together to provide educational services. In 1982 the Powder River Basin Children's Center opened the doors of its school and residential facility. The Center was designed to accommodate both day students and students in residence. The school is fully accredited by the Wyoming Department of Education and offers a complete array of special education programs for students age 5 to 21. The residential program is certified by the Department of Family Services.

Statewide BOCES / BOCHES	Year Launched	Board Membership (Consists of members from participating school district and community college boards)	Staffing	Taxation	Primary Programs	Manages Funding	Other
Northwest BOCES (Thermopolis-Carolyn Conner 307.864.2171)	1970	17 districts served, 17 members (1 from each district)	Admin Director, Business Manager, Admin Assistant, Maintenance Supervisor, School Nurse, Food Director, Residential Supervisor, Various student specialists and teachers	\$275,000 in mill funds. The balance in tuition/related services and grants. (Total budget: \$3,111.273.)	Multiple disabled and emotional disturbed youth student and educational service program.	BOCES	The Northwest Wyoming Board of Cooperative Educational Services is an organization that provides cooperative services to seventeen school districts in Fremont, Hot Springs, Park, Washakie and Big Horn Counties and to other educational and human services throughout the state of Wyoming. The member districts served are Big Horn # 1, Cowley; Big Horn # 2, Lovell; Big Horn # 3, Greybull, Big Horn # 4, Basin; Fremont # 1, Lander; Fremont # 6, Wind River; Fremont # 14, Wyoming Indian; Fremont # 21, Ft. Washakie; Fremont # 24, Shoshoni; Fremont # 25, Riverton; Fremont # 38, Arapahoe; Hot Springs # 1, Thermopolis; Park # 1, Powell; Park # 6, Cody; Park # 16, Meeteetse; Washakie # 1, Worland; and Washakie # 2, TenSleep. Formed in 1970, the NWBOCES is governed by a Board of Directors composed of a school board member from each of its 17 member districts. The NWBOCES operates the Big Horn Basin Children's Center, a residential educational placement for multiply disabled and emotionally disturbed youth and the Assistive Technology Center, an on site and mobile full service offering for persons who can benefit from the use of assistive technology. Other services available through the NWBOCES include itinerant educational staff, grant development and management, educational consultation and training, and a video consortium. The NWBOCES is situated in Thermopolis, Wyoming, on the grounds of Hot Springs State Park. The properties are nestled within the hills of the Wind River Mountains, close to the Big Horn River.
Oyster Ridge BOCES (Kemmerer) (called ACES Association of Cooperative Educational Services) Julie	not sure of when but a long time	Lincoln county school district 1 board members plus 1 member from WWCC	Executive Director	Mill levy from city and grants	Adult Education and high school programs	WWCC pays BOCES a stipend but BOCES manages the funding	In partnership with Western Wyoming Community College.
Powell Valley Community Education BOCES (Anna Sapp)	1993	3 from PCSD1 and 1 from NWC	Director, Support Staff and various instructors	1/2 mill assessed	Oversees Powell Valley community education (offered on line and in classroom)	BOCES	The BOCES' mission is to enhance the quality of life in our community by offering lifelong learning opportunities. The purpose of a BOCES agreement is to provide a method whereby school districts and community college districts may cooperate to offer educational services.  Park County School District #1 and Northwest College entered into such an agreement in June 1993 to create Powell Valley Community Education. It is supported by a ½-mill tax assessed on property valuation within the Powell School District. The assessment enables funding for supporting administrative staff. All classes, programs, and activities conducted by PVCE are expected to be self-supporting.  PVCE provides many programs in cooperation with and gratitude to PCSD#1, NWC, local businesses, Powell Valley Healthcare, and many community organizations and individuals who instruct and/or volunteer. 307-754-6469
Saratoga BOCES (Carbon County) (Melissa Gonough 307.326.5271)		CC School District and WWCC board	Director and assistant	District levy	CTE programs, community enrichment, adult education and summer education for kids.	BOCES	BOCES works closely with local colleges, Western Wyoming Community College and Sheridan College to endorse district teachers to offer concurrent enrollment college courses to CCSD#2 students.

Statewide BOCES / BOCHES	Year Launched	Board Membership (Consists of members from participating school district and community college boards)	Staffing	Taxation	Primary Programs	Manages Funding	Other
Sublett County BOCES (Pinedale) John Anderson 307.367.6873	1993	4 from school district and one from WWCC	Director and 5 staff	1/2 mill from district	BOCES is committed to expanding the educational opportunities in Distance Learning, K-12 Instruction and Community needs including dual/concurrent enrollment and community enrichment classes.	BOCES	To promote lifelong learning in our community
Sweetwater BOCES (Bernadine Kraft - 307.382.1607)		2 from Sweetwater County School District (SCSD) 1 and 2 from SCSD2 and 1 from Western Wyoming Community College	Director and Secretary	Levy, Tuition	Goals: Support the ABE, ESL, and GED in cooperation with Western Wyoming Community College; Support the continued expansion of telecommunications within area schools; Explore the feasibility of a Tech-Prep program with college and high school staff and representatives from business and industry; Develop and expand enrichment programs for children and adults with emphases on mathematics, science, computers, and the fine arts; Provide remedial classes in English, mathematics, and history; Explore in cooperation with Western Wyoming Community College the development of a summer residency program for talented 10th and 11th grade Wyoming students in science and mathematics; Explore the development of a four-year degree program in cooperation with Western Wyoming Community College and area universities; and after school education and enrichment opportunities.	BOCES	Sweetwater BOCES is a Board of Cooperative Educational Service, a legal entity made possible through an agreement between Western Wyoming Community College and Sweetwater County School Districts #1 and #2. BOCES was created through state statute to facilitate partnerships between school districts, their nearest community college and the community to provide educational services NOT OTHERWISE AVAILABLE.
Unita County School District BOCES in Evanston (and Valley Learning Center)	1986	4 from Unita County School District and 3 other members.	Executive Director plus 24 staff	Levy 1/2 plus election extra, Foundation, Tuition	The Education Center is a one-stop center where an individual can attain their educational goals from adult literacy up to graduate degrees. Offerings include: Career readiness, higher education, community education, safety training and testing.	BOCES	The Education Center is a community education center serving Evanston, Wyoming and the surrounding area. The Center was established in 1986 as a combined effort of Western Wyoming Community College and Unita County School District Number One. This is a state statute approved method called a Board of Cooperative Educational Services, (B.O.C.E.S.)
<p><b>Note for WWCC:</b> To enhance the delivery of higher education in the small communities within the College's service area, seven communities have each chosen to form a Board of Cooperative (Higher) Educational Services (BOCES/BOCHES). Under a BOCES agreement, local school districts agree to tax themselves to provide additional educational services, including higher educational opportunities through Western. These BOCES typically provide staff and facilities to deliver educational programs. At present, Western has BOCES agreements with nine of the 11 school districts it serves, providing coordinators and facilities in 13 different towns.</p>							