



LEGISLATIVE BUDGET BOARD

Beaumont Independent School District Management and Performance Review



**Legislative Budget Board Staff
McCormick Jones Lanier & Murphy LLP**

August 2013

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Management and Performance Review

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August 9, 2013

Dr. Timothy Chargois
Superintendent
Beaumont Independent School District

Dear Dr. Chargois:

The attached report reviews the management and performance of Beaumont Independent School District's (ISD) educational, financial, and operational functions.

The report's recommendations will help Beaumont ISD improve its overall performance as it provides services to students, staff, and community members. The report also highlights model practices and programs being provided by Beaumont ISD.

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

The Legislative Budget Board engaged McConnell, Jones, Lanier, and Murphy LLP to conduct and produce this review, with LBB staff working in a contract oversight role.

The report is available on the LBB website at <http://www.lbb.state.tx.us>.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Ursula Parks", with a long, sweeping underline that extends to the right.

Ursula Parks
Director
Legislative Budget Board

August 9, 2013
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cc: Mr. Woodrow Reese
Ms. Janice Brassard
Mr. Terry Williams
Ms. Gwen Ambres
Ms. Zenobia Bush
Mr. Mike Neil
Mr. Tom Neild

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EXECUTIVE SUMMARY

The Texas Legislature created the Texas School Performance Review (TSPR) in 1990 to “periodically review the effectiveness and efficiency of the budgets and operations of school districts.” (Texas Government Code, Section 322.016) The Legislative Budget Board’s (LBB) School Performance Review team conducts comprehensive and targeted reviews of school districts’ and charter schools’ educational, financial, and operational services and programs. The review team produces reports that identify accomplishments, findings, and recommendations based upon the analysis of data and onsite study of each district’s operations. A review examines 12 functional areas and recommends ways to cut costs, increase revenues, reduce overhead, streamline operations, and improve the delivery of educational, financial, and operational services. School districts are typically selected for management and performance reviews based on a risk analysis of multiple educational and financial indicators. However, the selection of Beaumont Independent School District (ISD) was based on a recommendation from the Commissioner of Education for the Texas Education Agency (TEA).

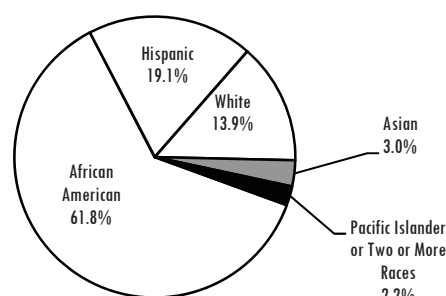
To gain an understanding of the school district’s operations prior to conducting the onsite visit, the LBB review team requests data from both the district and multiple state agencies, including TEA, the Texas Department of Agriculture and the Texas School Safety Center. In addition, LBB may implement other methods for obtaining feedback on district operations, including for example, community forums, and surveys of district and campus staff, as well as parents and community members. While onsite in the district, information is gathered through multiple interviews and focus groups with district and campus administrators, staff, and board members.

Beaumont ISD was established in 1983 through the merger of the former Beaumont School District with South Park Public Schools. The district is located in Jefferson County in the City of Beaumont, Texas, approximately 85 miles east of Houston. According to the 2010 census, the city had a population of 118,296, an increase of 3.9 percent since the 2000 census. The district is served by Regional Education Service Center V (Region 5) located in Beaumont. The state legislators for the district are Senator Tommy Williams and Representatives Joe Deshotel and Allan B. Ritter.

The district has 30 instructional campuses, which include 16 elementary schools, 7 middle schools, and 3 high schools, as well as 4 alternative education campuses.

In school year 2011–12, enrollment totaled 19,848 students. **Figure 1** shows the district’s student demographics for school year 2011–12.

FIGURE 1
BEAUMONT ISD STUDENT DEMOGRAPHICS
SCHOOL YEAR 2011–12



SOURCE: Texas Education Agency, Public Education Information Management System, February 2013.

In school year 2011–12, of the total student enrollment, 66.7 percent were economically disadvantaged students, 28.9 percent were at risk students, and 7.6 percent were limited English proficient students. In school year 2012–13, the percentage of economically disadvantaged students increased to 74.2 percent.

ORGANIZATION AND GOVERNANCE

The district is led by Superintendent Timothy B. Chargois. Superintendent Chargois was appointed by the seven member Board of Trustees in September 2012. This superintendent’s administration began in the midst of redistricting litigation that has continued during the time of this review. The board is currently a 7-0 single-member district board; however, the redistricting effort is seeking a 5-2 structure allowing two members to be elected at-large. **Figure 2** shows the members of the district’s board of trustees.

**FIGURE 2
BEAUMONT ISD BOARD OF TRUSTEES
SCHOOL YEAR 2012–13**

NAME	TITLE	TERM EXPIRATION	LENGTH OF SERVICE	OCCUPATION
Woodrow Reese, District 3	President	May 2015	14 years	Postmaster
Janice Brassard, District 7	Vice President	May 2013	7 years	Self-Employed
Terry Williams, District 1	Secretary	May 2015	24 years	Entrepreneur
Gwen Ambres, District 4	Member	May 2013	2 years	Retired Manager
Zenobia Bush, District 2	Member	May 2015	13 years	Management Consultant
Mike Neil, District 5	Member	May 2015	2 years	Businessman
Tom Neild, District 6	Member	May 2013	4 years	Self-Employed

NOTE: Due to the U.S. Department of Justice intervening in the redistricting and election process, the May 2013 elections were canceled and have been set for a November 2013 election.

SOURCE: Beaumont ISD, Administration, Board of Trustees, February 2013.

FINANCIAL

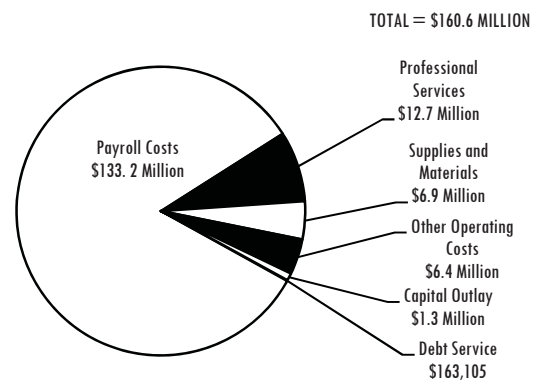
In 2012, Beaumont ISD’s preliminary property wealth per student was \$406,505. This placed the district below, and thus not subject to, the state’s primary equalized wealth level (EWL) of \$476,500, which is the property wealth level above which the state “recaptures” a portion of wealthy school districts’ local tax revenue to assist in financing public education in other districts. This primary EWL applies to a district’s tax rates up to \$1.00 per \$100 of valuation. The state’s school finance system has a secondary EWL that applies to certain enrichment tax effort above \$1.00; in 2012 Beaumont ISD exceeded this enrichment EWL, which is set at \$319,500. However, because the district levied no pennies subject to the enrichment EWL, the district owed no recapture in fiscal year 2012.

Beaumont ISD’s total actual expenditures were approximately \$160.6 million. With enrollment of 19,848 students, the budget translates into \$8,092 per student. **Figure 3** shows an overview of the district’s fiscal year 2013 General Fund budget. Of the total expenditures, \$133.2 million, or 83 percent, was related to payroll costs.

EDUCATIONAL

Figure 4 shows a summary of the district’s state and federal accountability ratings for school years 2008–09 to 2011–12. For state accountability, the school year 2011–12 rating is the same as school year 2010–11 due to a transition from the Texas Assessment of Knowledge and Skills (TAKS) to State of Texas Assessments of Academic Readiness (STAAR).

**FIGURE 3
BEAUMONT ISD GENERAL FUND BUDGET
FISCAL YEAR 2013**



SOURCE: Beaumont ISD, Financial Services Department, General Fund Budget, February 2013.

**FIGURE 4
BEAUMONT ISD ACCOUNTABILITY RATINGS
SCHOOL YEARS 2008–09 TO 2011–12**

SCHOOL YEAR	STATE ACCOUNTABILITY RATING	FEDERAL ACCOUNTABILITY RATING
2008–09	Recognized	Meets Adequate Yearly Progress
2009–10	Recognized	Missed Adequate Yearly Progress Stage 1
2010–11	Academically Acceptable	Missed Adequate Yearly Progress
2011–12	Academically Acceptable	Missed Adequate Yearly Progress

NOTE: Accountability ratings for school year 2012–13 were not available at the time of this report.

SOURCE: Texas Education Agency, Academic Excellence Indicator System, February 2013.

ACCOMPLISHMENTS

The Legislative Budget Board's review team identified noteworthy accomplishments during its onsite visit based upon the district's best practices.

DISTRICT ACHIEVEMENT RECOGNITION

By fostering a spirit of teamwork, the district has achieved recognition for academic performance for its students and a positive work environment for its staff, which resulted in both local and national award recognition during school years 2010–11 and 2011–12. The Communications Department actively supports parental programs, including the Parent Teacher Association and various parental partnership programs that encourage parents to stay involved in their children's learning. Additionally, the Beaumont Public School Foundation, a separate entity, provides students and teachers with special project grants, averaging \$1,000 each. These efforts and more have contributed to the district being recognized by: U.S. News & World Report 2011; National Parent Teacher Association 2011; Houston Chronicle 2011; and National Center for Educational Achievement 2010. The district's collective efforts to encourage student achievement for all students and promote a positive workplace earned independent recognition for the district and serves as a way to showcase and validate the district's accomplishments.

GRADUATION RATES

The district has successfully instituted measures to increase the graduation rate. Beginning in school year 2007–08, the district implemented several measures targeting at-risk students to address low graduation rates. The district created "graduate assistant coordinator" positions at each high school to provide direct support to students at risk of dropping out of school. The district also implemented classroom walkthroughs that help ensure students are consistently receiving quality content and effective teaching strategies. The district also provides opportunities for students to recover credits. Implementing these and other strategies have had a positive impact on the district's graduation rate with an increase from school year 2007–08 of 78 percent to 90 percent in school year 2010–11.

CAREER AND TECHNICAL EDUCATION

The district has a strong, well-developed Career and Technical Education (CTE) program. The district's program is effectively aligned with federal recommendations for quality programming. CTE programming is also well integrated

into the district's overall instructional program, and the district allocates funding to support the program. The district has CTE offerings in 15 of the 16 federally recognized career clusters which exceed the requirements of the *Texas State Plan for Career and Technical Education 2008–2013*. The district's CTE program is well-organized and provides students multiple options for obtaining knowledge and skills for use in the workforce.

FOOD SERVICE FUND BALANCE

The district has maintained a \$2 million fund balance for its food service operations by implementing sound business practices and cost containment measures. Some of these measures include controlling payroll costs through staffing standards; providing continuous training to all cafeteria staff on production methods; closely monitoring budgets by school; closely monitoring inventory levels; and using all of their federal government commodity allotments for meals. As a result of the support, training, and cost containment procedures, the Child Nutrition Department generates a profit each year. Its fiscal year 2012 profit was \$877,445, which increased their August 31, 2012 account balance to \$2,205,087. All food service revenue must be used only for the operation and improvement of the food service program.

BOND INSURANCE

The district adopted a novel insurance initiative known as the Rolling Owner Control Insurance Program (ROCIP) as part of its bond construction program. A ROCIP protects the district by ensuring that all contractors and subcontractors that participate in the bond construction program are adequately insured. The district pays the insurance premiums on behalf of all enrolled parties. This ensures that adequate coverage is maintained and protects the district from unforeseen losses caused by otherwise uninsured or underinsured contractors. By instituting the ROCIP the district has been fiduciary in protecting the taxpayers and district's assets.

FINDINGS AND RECOMMENDATIONS

The Legislative Budget Board's review team identified significant findings and recommendations based upon the analysis of data and onsite visit of the district's operations. Some of the recommendations provided in the review are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed by the school district

to determine the level of priority, appropriate timeline, and method of implementation.

BOARD OF TRUSTEES OPERATION AND COMMUNICATION

The Board of Trustees lacks a formal operating structure and has ineffective communication among its members. The lack of structure and communication has created a divisive atmosphere of distrust. As a result, the board does not function as a team with common goals and objectives and is faced with negative influence from external stakeholders, which compromises the board's ability to effectively govern the district.

Review team interviews with the seven board members indicate that the board is divided into three distinct groups, with clear divisions along racial lines. Board members' comments indicate that this division appears to be the catalyst for the absence of trust and personal animosity between the groups. Not all board members operate within their roles and responsibilities of goal-setting, policy-making, and evaluation. Finally, the board lacks a formal operating structure to guide its governance activities in a logical, orderly way to efficiently conduct its business. For example, the board has not reevaluated its operating policies, protocols, and guidelines related to committee structure, regular meeting schedule, board agenda, ethics, self-assessment, and requesting information from the superintendent.

Recommendations to assist the board with operation and communication include:

- develop and adopt policies and procedures that will improve the operating structure of the board and foster effective communication and relationships amongst board members;
- set a plan and schedule a series of intensive teambuilding sessions for all board members and the superintendent; and
- develop a formal self-policing structure to address instances in which board members do not comply with board ethics policies.

DISTRICT ORGANIZATIONAL STRUCTURE

The district's leadership has created an organizational structure that aligns incompatible functions and assigns oversight of financial services to staff without ensuring the minimum qualifications are met. As a result, the division of responsibility for instructional and non-instructional functions compromises the efficient and effective

management of district operations. In January 2013, the superintendent made some reorganization decisions which resulted in the alignment of the functions of Elementary Administration and Financial Services under the same leadership. The chief business officer (CBO) position became vacant in December 2012 and the district chose not to fill this position. The CBO title does not put emphasis on the importance of the financial aspect of the district operations. With the reorganization, the district created the deputy superintendent for Financial Services and Elementary Administration position. Secondary administration is lead by the assistant superintendent for Curriculum and Instruction and Secondary Administration. This current structure aligns elementary administration at a higher level in the organization than the secondary administration. This structure aligns the elementary and financial services administration under one position.

Additionally, the district has not established sufficient expectations for the leadership and coordination of the Human Resources Department and the functions are handled in multiple areas of the district. The district does not require that the department leadership have an educational background in a human resources concentration. Nor does the district require the department staff to have regular training in human resources topics. Also, the executive director of Human Resources position title is inconsistent with the level of leadership with other positions it is aligned with. Additionally, several human resources functions are managed in multiple areas of the district without any oversight provided from the department. Without adequate oversight and coordination of human resources functions, the district may be at risk of inconsistency with human resources-related regulations and application of the processes and resolution of human resources-related issues.

Recommendations to assist the district with organization structure include:

- eliminate the deputy superintendent for Financial Services and Elementary Administration position;
- eliminate the assistant superintendent for Curriculum and Instruction and Secondary Administration position, and create an assistant superintendent for Curriculum and Instruction, an executive director of Elementary Education and an executive director of Secondary Education positions;

- rename the CBO to the chief financial officer and realign the Financial Services functions appropriately under this position; and
- eliminate the executive director of Human Resources position and create an assistant superintendent for Human Resources position. Restructure all human resources functions under the Human Resources Department, with the department reporting directly to the superintendent, and establish stronger education and training expectations for the department's leadership and staff.

FINANCIAL OPERATIONS AND BUDGET

The Financial Services Department does not have adequate procedures and practices in place to ensure that the district is managing all of its financial resources appropriately. In November 2007, voters approved the issuance of \$388.6 million of Beaumont ISD Unlimited Tax School Building Bonds for the purpose of acquiring, constructing, renovating, improving, and equipping new and existing school buildings and school facilities. The district has not authorized a performance audit of bond expenditures to ensure that fiscal accountability and transparency is ensured. According to community members' comments, the district's process for tracking the bond funds has led to the perception that the funds were misappropriated.

Further, the district has not sufficiently addressed deficiencies in how labor and material charges are validated on cost-plus contracts before invoices are paid. Some vendors with cost-plus contracts are not required to submit any documentation to support their invoices. For example, the district failed to validate labor and materials cost with contractors related to the bond. This led to accusations that the district was being defrauded through electrical contracts.

Additionally, the district's budget process is not efficient and limits school principals and department heads' involvement by not allowing them to transfer budget funds without approval from the budget department. Allowing budget managers only limited involvement prevents those most familiar with day-to-day operations from having valuable input into the budget process. This practice does not encourage site-based budgeting.

Recommendations to assist the district with its financial operations include:

- develop a comprehensive and reliable process, with detailed procedural methods, to record, track, and

reconcile authorized bond expenses to promote successful financial accountability and transparency;

- implement a procedure and practice to validate the invoices from all cost plus contractors and require the contractors to submit documentation for all labor and materials costs associated with the invoice; and
- establish a practice that allows principals and department heads greater involvement in the budget development and control process.

PAYROLL COST DRIVERS

The district lacks a formalized process to determine the impact various payroll cost drivers have on the immediate and future budget for the district. More than 80 percent of the district's total expenditures were spent on payroll in fiscal year 2012. The district's actual payroll costs have increased 6.8 percent over five years while the number of staff has decreased 1.2 percent during the same period. In addition to salary, the district provides campus and holiday incentives for its staff. The district paid approximately \$2.2 million for campus and holiday incentives in school year 2011–12. Further the district payroll cost related to overtime and substitute teachers pay during this same year total approximately \$5.7 million. The Transportation Department and the Maintenance and Operations Department account for approximately \$1.4 million of overtime expenses.

Recommendations to assist with payroll cost drivers include:

- develop formal procedures to conduct an analysis of the payroll cost drivers each year and establish limits for each driver;
- establish procedures to manage and control the district's overtime practice; and
- develop and recommend to the superintendent changes to the district's policy to control the excessive absences.

STAFFING GUIDELINES

The district has not established staffing guidelines in several of the district's operations. This practice has resulted in an inefficient use of resources in safety and security, transportation, maintenance, and technology. The district determines security staffing using an informal system based on incidents for each school, enrollment, and student and community demographics. For example, the Police Department uses a combination of police officers and public safety officers (PSOs) to meet the security demands of the

district and community. This staffing pattern and practices in the Police Department has contributed to overtime and supplement pay expenses. The district also operates a large amount of after school and extra-curricular transportation services that has resulted in the daily use of substitute drivers to meet the demand. The district does not staff the maintenance and grounds based on current staffing standards.

Additionally, the district has not developed a method to determine the appropriate number of technology staff and is not structured properly to deliver effective and proficient support to the user community. The department has requested to increase staffing to meet the additional demand for support but has been unsuccessful. For example, new hires in the department only replace staff that have left the district.

Recommendations to assist the district with staffing guidelines include:

- develop a systematic model for calculating the optimum staff size in the Police Department, eliminate the vacant lieutenant's position, and implement the organizational changes proposed to minimize overtime and supplemental pay and increase security coverage;
- revise field and extracurricular trip assignment procedures to eliminate conflicts with home-to-school bussing requirements, and reduce the percentage of substitute drivers that are retained on a daily basis;
- develop staffing guidelines for the Maintenance and Operations Department and align staff within these standards; and
- reassess technology support requirements, establish staffing guidelines, and restructure and staff the technology department accordingly.

TECHNOLOGY IMPLEMENTATION

The district has purchased various software systems to assist with district operations; essentially, the district has invested financial resources in several systems to automate its operations, but due to a lack of training and full implementation, the district continues to use inefficient manual processes. For example, the district has not fully implemented the public information software that is used by the Communications Department to process public information requests. The system provides the district with the capabilities to track the processing of all public information requests, however the review team could not

determine the status of the requests to ensure compliance with state law. The district is also not making full use of its transportation management software to maximize system efficiency in the design and management of bus routes. The district does not use the maintenance work order system effectively, resulting in unknown work order status, duplicate requests, and a significant backlog of requests pending entry into the system. The district's Human Resources Department has not established the expectation that all district staff consistently use the online placement form system. Finally, the district has not fully implemented all the components of the financial management software to perform financial services efficiently.

To maximize the use of technology, the district should evaluate the implementation of the district's various software systems to ensure optimal use in efficiently and effectively managing district operations.

DISCIPLINE MANAGEMENT

The district lacks a process to effectively manage and monitor its disciplinary alternative education campuses to ensure that students are properly transitioned to and from their home campuses and receive adequate academic instruction while in an alternative education setting. The district has four alternative education campuses. In school year 2011–12, the district reported approximately 14,430 disciplinary actions. The assistant superintendent for Curriculum and Instruction and Secondary Administration has primary responsibility for the alternative campuses as the position oversees the principals of the alternative schools. However, the assistant superintendent for Administration and Operations is responsible for monitoring students assigned to alternative campuses for disciplinary reasons. Management and supervision of the district's disciplinary alternative campuses is not coordinated across staff members and campuses. As a result, each disciplinary alternative education facility has different procedures for receiving students and the process for transitioning students back to their home campus is not consistent across the district. In addition, academic programming at these campuses is inconsistent with the district's adopted curriculum. Failure to establish a clear reporting and oversight structure for disciplinary alternative education campuses has implications for the quality of instruction provided.

To effectively manage the disciplinary alternative education campuses, the district should assign a staff position the

responsibility for overseeing disciplinary alternative education.

The chapters that follow contain a summary of the district’s accomplishments, findings, and numbered recommendations. Detailed explanations for accomplishments and recommendations follow the summary and include fiscal impacts.

Each chapter concludes with a fiscal impact chart listing the chapter’s recommendations and associated savings or costs for school year 2013–14 through 2017–18.

The following figure summarizes the fiscal impact of all 85 recommendations in the performance review.

FISCAL IMPACT

	2013–14	2014–15	2015–16	2016–17	2017–18	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
Gross Savings	\$905,716	\$1,728,636	\$1,728,636	\$1,728,636	\$1,731,136	\$7,822,760	\$0
Gross Costs	(\$528,859)	(\$521,359)	(\$521,359)	(\$521,359)	(\$521,359)	(\$2,614,295)	(\$38,410)
Total	\$376,857	\$1,207,277	\$1,207,277	\$1,207,277	\$1,209,777	\$5,208,465	(\$38,410)

CHAPTER 1

DISTRICT ORGANIZATION AND GOVERNANCE

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 1. DISTRICT ORGANIZATION AND GOVERNANCE

An independent school district's governance structure, staff management and planning process provide the foundation for effective and efficient education of students. Each school district in Texas is governed by an elected seven-member Board of Trustees. The board focuses on the decision making process, planning, and providing resources for achieving goals. The board sets goals, objectives, and policies, and approves plans and funding necessary for school district operations. The superintendent is responsible for implementing policy, managing district operations, recommending staff levels, and allocating the resources to implement district priorities. The Board and superintendent collaborate as a leadership team to meet district stakeholder needs.

Beaumont Independent School District (ISD), established in 1983 through the merger of the former Beaumont School District (founded in 1883) with South Park Public Schools (founded in 1891), is located in Jefferson County in the city of Beaumont, Texas, approximately 85 miles east of Houston. According to the 2010 census, the city had a population of 118,296, an increase of 3.9 percent since the 2000 census.

HISTORICAL PERSPECTIVE

Beaumont ISD's website includes a link titled "History of BISD 1983–1993" which outlines the events of that 10 year period following the merger of the two school districts into the current Beaumont ISD. According to Beaumont ISD, at the time of the merger, "Beaumont School District had a diminishing tax base and numerous old buildings in need of repair... There was a shift in the racial makeup of the district with the black population of students becoming the majority. South Park Schools had an excess of money. There were new facilities, no portable buildings, and a construction fund as part of the tax rate which collected in excess of \$2.5 million per year... White students represented 70 percent of the student population... In 1981, after many lawsuits and complaints from the black community, a federal judge issued a mandate for the South Park Schools—an attendance plan for integration purposes based on a random "ping-pong" system... The plan was to begin in the 1982–83 school year. Every student would participate in the integrated system unless he moved or transferred to private schools. "Anger" is a mild term to describe the white community; "vindicated" might come close to describing the black community."

The historical perspective document also indicated that after receiving the court-ordered integration plan, "...in addition to this upheaval in South Park Schools, the issue of consolidation of the two school districts began to be discussed by the Beaumont School District in January 1983... Beaumont School trustees favored the move but South Park trustees were in opposition... Despite the vast differences of opinions in the districts, the consolidation issue was placed on the ballot for a city vote on April 2, 1983. The consolidation issue was heated, creating division between the two districts—between what some considered the 'haves and have nots.' The issue failed. Within a matter of one week some members of the Beaumont School board, administrators and patrons began discussing the dissolution of the Beaumont School District." In August 1983, "voters in the Beaumont School District dissolved the district by a 58–42 percent margin. The following week Commissioners Court attached the dissolved district to the South Park School District. The South Park School board hired the dissolved Beaumont School District's employees. The superintendent of the dissolved district became a deputy superintendent in the new district and many central office administrators served in dual capacities until their retirement..."

Shortly after the first year of the merger, the U.S. Department of Justice (DoJ) "...intervened on behalf of minorities filing a lawsuit over representation. The newly created district was ordered to establish a single member voting plan which allowed for minority representation. After much deliberation, a five single member district, two at-large, voting plan was adopted by the board and approved by the Justice Department (referred to as DoJ). One year after the merger, the new voting plan took effect and four minority members and three white members were elected. This voting plan would later be challenged and changed to seven single member districts."

In addition, according to the historical perspective document, "...the ethnic composition of the school district, and individual schools, has also been a concern from the beginning. As housing patterns changed in the city, so did the ethnicity of schools. The construction pattern for schools had been a neighborhood concept. Separation of races had been the norm, and with the intervention of the Justice Department in the 1960s, additional shifts occurred. The former Beaumont School District grew in black student

population. Some of the change was probably caused by normal growth patterns, but some of the change was certainly created by “white flight”... the primary concerns in the white community during the last ten years (ten years after the merger) centered around busing, discipline, basic skills curriculum and a lowering of standards.”

CURRENT PERSPECTIVE

In May 2011, Beaumont residents voted to have the Board of Trustees adopt a five single-member district, two at-large, redistricting plan (i.e., 5-2 plan) for selecting members of the Board of Trustees. According to an article, *Chargois Readies for New School Year; Speaks to Issues & Challenges*, posted on the district’s website, “...resulting litigation, followed by the DoJ intervening caused the district’s Board of Trustees to cancel the May 2013 election for all board seats and to set a November 2013 election with just three of the seven board seats placed on the ballot. The DoJ was concerned that the 5-2 plan had the potential to disenfranchise minority voters and other proposals would truncate the terms of trustees who had not served the four years they were elected to serve.”

According to the superintendent’s Transition Plan, the district’s primary focus is to ensure every student graduates on time from high school and is ready to enter college, the workforce, or the military. The district has maintained a graduation rate of approximately 90 percent. The district’s motto is: “Every Child. Every Day.” Beaumont ISD’s mission statement is: “The mission of the Beaumont Independent School District, as the unifying force of the community, is to guarantee that our graduates possess the necessary skills, values and knowledge to compete successfully as productive citizens in a diverse global society through an education system characterized by expectation of success for each person; optimum application of technology; an appreciation of various cultures; full involvement of parents, teachers and the community; and respect and care for each other.”

BOARD GOVERNANCE

Beaumont ISD’s Board of Trustees is the policy-making body authorized by the Texas Legislature to govern the district. The board consists of seven members elected through seven single-member districts, serving alternating four-year terms. Board of Trustee elections are held the first Saturday in May, when necessary. At each election, either two or three board members are elected, depending on the number required to complete the board. There are three positions whose terms expired in May 2013 and four positions whose terms expire in May 2015. (Due to DoJ intervening in the redistricting

and election process, the May 2013 elections were delayed.) The next election is set for November 2013 for three seats. The board regularly meets at 7:15 PM on the third Thursday of each month in the board room of the Beaumont ISD’s Administration Building at 3395 Harrison Avenue. The board also holds special meetings as necessary.

The superintendent and board president coordinate the preparation of the agenda for each meeting and determine the items to be included. Any board member may request specific items to be placed on the agenda through the board if at least two of them jointly present the item. The public is welcome to attend all meetings and residents wishing to address the board present their requests in writing to the secretary of the board at least 24 hours before the regular monthly meeting. These residents are allowed to speak up to three minutes. Other residents may register on the day of the meeting before it starts and are limited to speaking for one and one-half minutes. The total public comment time is 45 minutes. Residents may also address the board during special meetings and workshops if the board includes a public comment period when the district posts notice of the meetings, at which time residents may discuss items listed in the proposed agenda for up to one and one-half minutes.

The district posts an unofficial summary of board actions from the regular or special board meeting on its website. This board report includes reports received by the board, major points from the superintendent’s report, academic and operations related action items, bid and proposal related items, tabled action items and discussions related to special topics included in the board agenda.

The superintendent and members of his cabinet begin organizing the board agenda two weeks before the regularly scheduled board meetings. The superintendent’s cabinet is the district’s executive leadership team and includes the deputy superintendent for Financial Services and Elementary Administration; the assistant superintendent for Curriculum and Instruction and Secondary Administration; the assistant superintendent for Administration and Operations; the assistant superintendent for Technology, Research, and Evaluation; the executive director of Human Resources; and the special assistant for Communications. The superintendent and board president finalize the board agenda the week before the regular board meeting. The executive assistant of Board Affairs strives to post the agenda and supporting materials on the district website by the Friday before the regular board meeting to allow board members to review the materials over the weekend. However, the board meeting

materials are typically posted on the Monday prior to the regular Thursday board meeting. The superintendent encourages board members to call him or the appropriate cabinet member for clarification of meeting agenda items before the regular board meeting.

The executive assistant of Board Affairs prepares the official minutes of open sessions and posts the minutes of the previous meeting along with the board agenda on the district website for board members to access. The secretary of the Board of Trustees, along with other board members, reviews the official minutes of all meetings for accuracy and completeness before they are approved. Minutes of executive sessions are not recorded. However, if the board conducts disciplinary hearings in executive session, the session is recorded on audio tape. The executive assistant prepares a certified agenda listing topics discussed in closed session, seals the agenda and audio tape (if any) in an envelope, and places the envelope in a locked, fireproof cabinet in her office. **Figure 1–1** shows the district’s Board of Trustees for school year 2012–13.

DISTRICT ADMINISTRATION

According to the superintendent’s employment contract executed on May 1, 2012, the superintendent is the chief executive officer of the district and shall faithfully perform the duties of the superintendent of schools and as prescribed in the job description, district policy, and board directives. The contract further states the superintendent shall recommend employment of all professional staff subject to the board’s approval; direct, assign, reassign, and evaluate all staff of the district consistent with board policies and federal and state law; organize, reorganize, arrange, and evaluate the staff of the district; and to develop and establish administrative

regulations, rules and procedures necessary to operate the district consistent with board policies.

Dr. Timothy Chargois is the superintendent of Beaumont ISD. Before the board appointed him superintendent, Dr. Chargois served as the assistant superintendent for Research, Evaluation, Planning and Technology for Beaumont ISD for four years. During his career in public education, Dr. Chargois served as a classroom teacher, assistant principal, principal, and administrator.

The superintendent’s contract term runs through June 20, 2016, and includes provisions for the Board of Trustees to evaluate and assess his performance annually during the term of the contract. The board is scheduled to conduct the superintendent’s first annual evaluation in September 2013.

The superintendent meets with his cabinet every Wednesday afternoon. Cabinet meetings are interactive and typically include extensive discussions of pertinent issues affecting administration and operation of the district. Further, the superintendent issues directives, cabinet members provide status reports of their area, and as a whole the team plans for monthly board meetings. **Figure 1–2** shows the district’s organization as of January 2013.

SCHOOL ADMINISTRATION

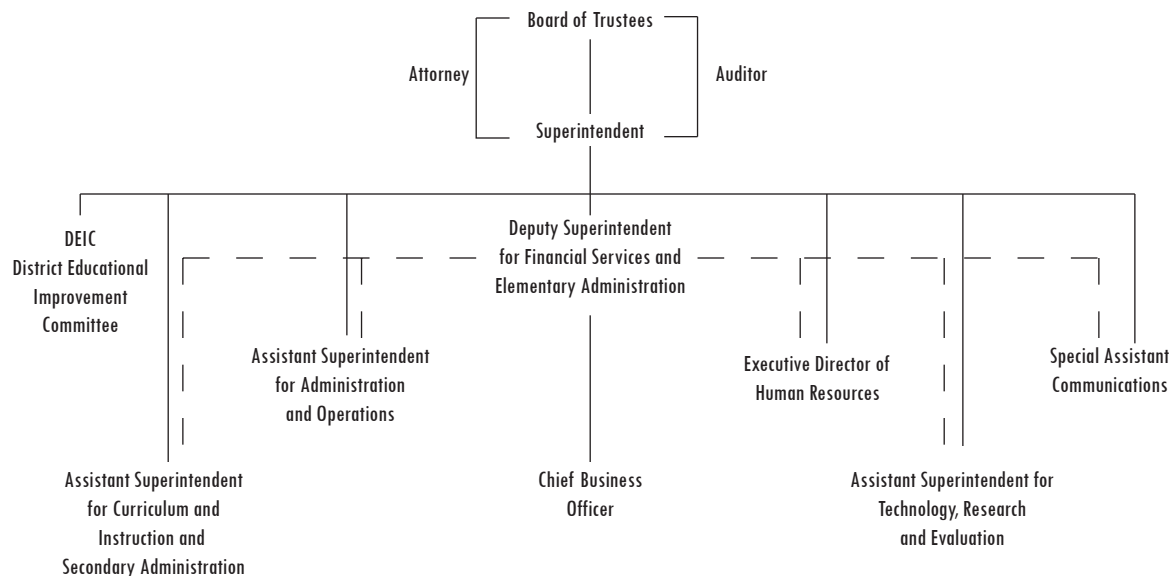
The district has staffing guidelines (i.e., staffing formulas) for elementary schools, middle schools and senior high schools. The district’s staffing guidelines are based on student enrollment and include specific staff allocations for positions including principals, assistant principals, counselors, teachers, librarians, nurses, clerical staff and aides. The district assigns one principal to each elementary, middle, or high school and staffs assistant principals based on the

**FIGURE 1–1
BEAUMONT ISD BOARD OF TRUSTEES
SCHOOL YEAR 2012–13**

NAME	TITLE	TERM EXPIRATION	LENGTH OF SERVICE	OCCUPATION
Woodrow Reese, District 3	President	May 2015	14 years	Postmaster
Janice Brassard, District 7	Vice President	May 2013	7 years	Self-Employed
Terry Williams, District 1	Secretary	May 2015	24 years	Entrepreneur
Gwen Ambres, District 4	Member	May 2013	2 years	Retired Manager
Zenobia Bush, District 2	Member	May 2015	13 years	Management Consultant
Mike Neil, District 5	Member	May 2015	2 years	Businessman
Tom Neild, District 6	Member	May 2013	4 years	Self-Employed

NOTE: Due to the U.S. Department of Justice intervening in the redistricting and election process, the May 2013 elections were canceled and have been set for a November 2013 election.
SOURCE: Beaumont ISD, Administration, Board of Trustees, February 2013.

**FIGURE 1–2
BEAUMONT ISD ADMINISTRATION ORGANIZATION
JANUARY 2013**



SOURCE: Beaumont ISD, Administration, Organization Chart, February 2013.

allocation formulas included in the district’s staffing guidelines. Beaumont ISD last revised its staffing guidelines in July 1995.

Each school has a Campus Educational Improvement Committee (CEIC) consisting of district and community stakeholders (i.e., teachers, parents, school administrators, community leaders and business leaders). The CEICs play an important role in school administration through campus-based decision-making. These diverse committees work collaboratively with principals and other school administrators to develop campus improvement plans and provide financial and volunteer resources to improve and sustain student performance throughout the district. Schools must have adequate resources and flexibility to develop programs that are tailored to meet the unique needs of the students they serve.

FINDINGS

- ◆ The Board of Trustees is dysfunctional, lacks a formal operating structure, and with ineffective communication among its members, has created a divisive atmosphere of distrust. As a result, the board does not function as a team with common goals and objectives and is faced with negative influence from external stakeholders, which compromises the board’s ability to effectively govern the district.

- ◆ The district’s leadership has created an organizational structure that aligns incompatible functions and assigns oversight of financial services to staff without ensuring the minimum qualifications are met.
- ◆ Beaumont ISD lacks an effective process to control excessive legal costs and acquire legal services, incurring an average of more than \$938,000 annually in legal fees and settlements during a five-year period, far exceeding those of peer districts.
- ◆ Beaumont ISD lacks a formal, long-term strategic planning process with a shared vision, goals, and measurable objectives to hold the superintendent accountable for efficiently and effectively meeting the needs of its students through its academic programs, operations, and administrative support functions.
- ◆ Beaumont ISD has not developed or communicated clear guidelines for staff transfers and reassignments between campuses throughout the district.

RECOMMENDATIONS

- ◆ **Recommendation 1: Develop and adopt board operating procedures that will improve the operating structure of the board and foster effective communication and relationships amongst board members as they serve the district community.**

The board should begin this process with setting a plan and schedule for a series of intensive teambuilding sessions that are mandatory for all board members and the superintendent to attend. Secondly, the district's Board of Trustees should develop a formal self-policing structure to address instances in which board members do not comply with board ethics policies. Further, the board should implement a policy and related process for board members to request information from the superintendent outside of a directive from the full board. Overall, this recommendation requires the district to re-evaluate and revise its current board operating structure, policies and procedures, and related communication protocols to provide more effective governance and leadership, enhance board accountability, and establish trust among board members to efficiently oversee district operations.

- ◆ **Recommendation 2:** Eliminate three positions, including the deputy superintendent for Financial Services and Elementary Administration, assistant superintendent for Curriculum and Instruction and Secondary Administration, and executive director of Human Resources positions. In addition, the district should create two positions, including the assistant superintendent for Curriculum and Instruction and the assistant superintendent for Human Resources. Finally, the district should rename the chief business officer to the chief financial officer and realign the Financial Services functions appropriately under this position.
- ◆ **Recommendation 3:** Amend board Policy BDD (LOCAL) to include stronger language preventing individual board members from bypassing the superintendent or the board's designee to request legal services from attorneys hired by the board. The district should also explore the option of in-house counsel along with implementing structural controls to reduce its legal fees.
- ◆ **Recommendation 4:** Implement a comprehensive strategic planning process to develop a long-range strategic plan with measurable objectives, timelines, and assignments using elements of the traditional and stakeholder-driven strategic planning processes, for which the board will hold the superintendent and executive leadership team accountable.

- ◆ **Recommendation 5:** Establish clear, consistent, written operating procedures and guidelines for staff transfers and reassignments throughout the district.

DETAILED FINDINGS

BOARD STRUCTURE AND COMMUNICATION (REC. 1)

The Board of Trustees is dysfunctional, lacks a formal operating structure, and with ineffective communication among its members, has created a divisive atmosphere of distrust. Although, each of the seven board members expressed an understanding of their roles and responsibilities, there was concern that some members disregard their respective roles and get involved in administrative matters. As a result, the board does not function as a team with common goals and objectives and is faced with negative influence from external stakeholders, which compromises the board's ability to effectively govern the district.

The factors contributing to the dysfunctional structure of the board can be characterized by the following issues:

- lack of effective communication, trust, and teambuilding;
- failure to understand and act in accordance within defined roles and responsibilities;
- influence from external stakeholders; and
- absence of a formal board operating structure.

COMMUNICATION, TRUST, AND TEAMBUILDING

Review team interviews with the seven board members indicate that the board is divided into three distinct groups, with clear divisions along racial lines. Board members' comments indicate that this division appears to be the catalyst for the absence of trust and personal animosity between the groups. Some of the individual feedback provided during these interviews was evidence that communication and trust is broken. For example:

- Comments from several board members indicated that the board is segmented into two groups and an individual, who often votes with the majority.
- One board member indicated the following: "I have only one trustee with whom I have a lasting relationship and regularly communicate; I speak to a second trustee about educational issues as they arise; and I do not communicate with the remaining board members because we don't like each other."

- Comments from several board members indicated that there is no trust for two board members; there are five members who work together and two members who work together, with no trust among the full board.

The review team interviews indicate that there have been several events that have contributed to the ineffective communication and distrust among board members:

- Some board members took district governance and management-related information to the Texas Education Agency (TEA) rather than addressing the issues with the board.
- Board members took the superintendent's contract to a local attorney because they had a problem with a clause in the contract related to salary increases and the manner in which draft and final versions of the contract were communicated to the board before taking a vote. The initial vote was 7–0 to approve the superintendent's contract. After voting for the contract, the board members filed a lawsuit against Beaumont ISD and the board.
- Confidential information discussed in executive session related to a potential legal settlement was provided to a local attorney who, at the time of this review, was involved in a lawsuit against the district in a case Beaumont ISD is attempting to settle.
- A group of board members have consistently defended Beaumont ISD's leadership and overall direction despite evidence indicating potential problems with construction contracts awarded during the 2007 Bond Program and the Hurricane Ike disaster.
- "One board member walked out of a retreat because this member was upset that the board was expected to approve the Comprehensive Annual Financial Report (CAFR) without having time to review it for the second year in a row."
- Some board members have openly referred to the majority of the board as a "gang of four," which African American board members perceive as a tacit reference to race because most board votes are 5–2.
- Some board members perceive that the African American board members have "drawn a line in the sand" and do not give two of the Anglo board members the courtesy of "open and honest discussion."

Not all Beaumont ISD board members are committed to participating in formal teambuilding sessions. For example, despite the superintendent's suggestion that all seven board members begin the teambuilding process by attending general training in the Reform Governance in Action (RGA) program conducted by the Center for Reform of School Systems (CRSS) in February 2013, two board members refused to attend, saying they had no confidence in the training. It was expressed that "I do not buy into the Team of 8 training because the four majority members of the board want us to come to their side;" and "the attitude is 'you guys need to come to training so you guys will come over to our side,' and I got this feeling even though the superintendent suggested CRSS training because I do not believe the training will work."

Only five of the seven board members attended the RGA training, which helps board and superintendent teams improve governance practices and reform leadership primarily through policy development. One of RGA's four premises linked to creating value for school boards is: "the most effective way to transform a district for high achievement is for a strong board/superintendent team to work together with relationships built on trust, clarity regarding roles and responsibilities, and a common vision for change..." Attending CRSS training serves as a fresh start for the entire board to begin an extensive teambuilding process that will likely require multiple sessions with a facilitator to establish trust and open communication among the entire board. The reluctance of board members to participate in CRSS-sponsored teambuilding training as a full board demonstrates the difficulty the board will have resolving its communications and trust issues. Board members perceive that they could not work as a team because all seven members had not yet made the commitment to explore teambuilding to bridge the relationship gaps that exist between board members.

The cumulative effect of each of these actions and others since 2009 has diminished the board's ability to develop policy and make critical decisions. However, there was a concern that the breach of the confidentiality of executive sessions was the "high water mark" contributing to the complete breakdown of trust among the full board. Once the confidentiality of executive sessions was breached, some board members are reluctant to deliberate confidential matters in an executive session. The members are concerned that their discussions would be shared with members of the general public, media or a party on the other side of legal issues. The reluctance to deliberate confidential matters

places the district and its stakeholders at risk of potential financial loss.

When there are divides among school board members related to trust and open communication, each member must take responsibility to improve the communication and trust among all members. This process is often difficult because members must first talk candidly with each other to determine the origins of poor communication and distrust, and then make a concerted effort to change the environment. Typically, boards hire a facilitator to conduct teambuilding sessions. During the sessions, board members complete personality profiles, discuss the issues dividing the board, and participate in exercises to improve communication and trust. However, this process is only effective if all board members believe teambuilding can improve trust and communication, and make individual commitments to actively participate in the process.

In instances where internal conflicts, distrust, and poor communication exist among members of school district governing boards, the AdvancED/Southern Association of Colleges and Schools Council on Accreditation and School Improvement (AdvancED SACS CASI) recommends school districts use the services of a professional mediator to resolve these issues that may limit the overall effectiveness of the school board. An AdvancED/SACS CASI Special Review Team (Special Review Team) conducted a site visit to Atlanta Public Schools (APS) in December 2010, citing communication, operational, and personal issues among members of the school board that led to ineffective governance. In its report from the site visit to APS, the Special Review Team required the board to “secure and actively use the services of a trained, impartial professional mediator who will work with board members to resolve communication, operational, and personal issues impeding the effectiveness of the governing body.” In March 2011, the board hired a mediation team from the University of Georgia’s Fanning Institute to help resolve these issues. The Fanning Institute mediation team facilitated an intense two-day workshop with the board in May 2011, for eight hours each day, and followed up with two additional mediation sessions around leadership with the board. After these sessions, board members showed a drastic improvement in their ability to communicate respectfully and productively, and board members now handle personal issues that arise between them privately in a professional manner.

ROLES AND RESPONSIBILITIES

Although the majority of Beaumont ISD’s board appears to understand their roles and responsibilities, some of them have a different view of their respective roles as trustees. Board members stated that some of the trustees attempt to intervene in campus matters, from conducting campus investigations on their own to interfering in the hiring of principals. Other board members stated that they were elected to the board to expose corruption and protect the interests of Beaumont ISD taxpayers. For example, it was expressed that it is a board member’s responsibility to review and discuss the district’s expenditures at monthly board meetings.

Fifty-seven percent of respondents to the Beaumont ISD campus staff survey either agree or strongly agree that board members understand their role as policy makers and avoid the daily management of the district. However, review team interviews with campus principals and members of the executive leadership team indicate that some board members tend to get involved in campus staff matters. When this situation occurs, the member of the executive leadership team or the campus principal notifies the superintendent.

Members of the executive leadership team expressed that some board members participated in meetings with construction contractors during the construction of West Brook High School. This involvement blurs the “line of demarcation” that exists between policy-making and interfering in the day-to-day management of the district. Further, some board members routinely request checks and supporting documentation for specific payments to vendors from the executive leadership team. The members use this information to conduct independent reviews and analyses unrelated to directives issued by the board as a corporate body. These requests are outside the normal board agenda and are considered as board micromanagement.

Beaumont ISD’s board ethics Policy BBF (LOCAL)-A, states: “...As a member of the board, I will focus my attention on fulfilling the board’s responsibilities of goal-setting, policy-making, and evaluation; and I will avoid personal involvement in the activities the board has delegated to the superintendent...” Based on the review team’s onsite interviews, focus groups, and observations in the district, some board members’ actions may not be consistent with the board’s ethics policy. Related to this policy, the board president stated that he encourages board members to “allow the superintendent to be the superintendent.”

The Texas Association of School Boards (TASB) has published guidelines on self-policing for school boards as an effective vehicle to manage instances of micromanagement by board members, as well as violations of ethics policies. These guidelines, if implemented properly, encourage good governance practices.

INFLUENCE FROM EXTERNAL STAKEHOLDERS

It is perceived by board members and by district leadership that external stakeholders negatively influence some board members. This influence compromises the board's ability to effectively govern the district and comply with its ethics Policy BBF (LOCAL)-A, which states:

- (1) "...I will be continuously guided by what is best for all students of the district...";
- (2) "...I will refuse to surrender judgment to any individual or group at the expense of the district as a whole..."; and (3) "...I will base my decisions on fact rather than supposition, opinion, or public favor."

Review team interviews indicate that leaders in the African American community formulate strategy and advise the African American board members how to vote on certain issues. Further, leaders of Beaumont citizens' advocacy groups also advise Anglo board members how to vote on issues important to them. Multiple board members expressed to the review team that at least one board member has individuals representing advocacy groups in the audience at every board meeting. It has been observed that during board meetings this board member receives a signal on how to vote from the lead representative in the audience. Outside influence from members of advocacy groups and known constituencies undermine the purported independence of individual board members and can potentially contribute to board members making decisions that may not be in the best interest of the district.

External influences on board members from community and advocacy groups tend to contribute to board dysfunction, poor communication with district stakeholders, public distrust of the board, and racial hostilities that exist within the board and the community. For example, it was reported that one board member has received threats for voting with the African American board members. This voting practice has been described as the member coming over to the "dark side." The review team also learned that blogging has occurred about perceived secret meetings held by leaders in the African American community at the Appomattox Club to formulate strategy for Board of Trustees issues.

The review team conducted an online community survey that was open to the public. The survey was available on the Legislative Budget Board's website. The agency provided a link to the district, local media and community groups. There were 366 narrative responses regarding management and board governance. There were no controls on the survey to prevent multiple responses from the same individual. **Figure 1–3** shows a representative sample of the narrative comments from the survey.

BOARD OPERATING STRUCTURE

The Board of Trustees lacks a formal operating structure to guide its governance activities in a logical, orderly way to efficiently conduct its business in a consistent, professional, and effective manner. For example, the board has not reevaluated its operating policies, protocols and guidelines for the following areas:

- a committee structure;
- regular meeting schedule;
- submitting items for the board agenda;
- timeliness for delivering agenda material to board members before regular board meetings;
- ethics and related sanctions;
- board self-assessment; and
- process for requesting information from the superintendent.

Since the time of the onsite visit, the board has developed new policies for oversight management, constituent services and board governance. However, these policies are not expected to be adopted and implemented until approximately August 2013.

As currently organized, the board has a Buildings and Grounds Committee and a Consultation Committee and does not have a Committee of the Whole. The Buildings and Grounds Committee is responsible for overseeing the activities of the district's building and facilities, while the Consultation Committee is responsible for hearing the concerns and issues of teachers as the board makes policy decisions regarding teaching and instruction. The continued poor communication, distrust, and personal animosity among board members does not lend to this committee structure operating effectively.

FIGURE 1–3
BEAUMONT ISD COMMUNITY SURVEY SAMPLE NARRATIVE COMMENTS
FEBRUARY 2013

COMMENTS

- "...The board also seems to have four members who have an alliance and stick together on most all issues and they seem to be racially motivated, meaning they will do what they have to do to promote/help people of African descent even if their company isn't the lowest bidder or most qualified, wasting taxpayers' money..."
- "...Most of the bond money was well-spent. There were several glitches that over-shadowed everything else (primarily, the problem with the electrical work done on the new buildings). The board did not handle that issue well. Now there is a problem of seven single-member district seats on the board or five single-member district seats and two at-large seats. Once again racism is raising its ugly head..."
- "The Beaumont ISD school district board is in disarray...Color lines are drawn here by those not typically considered majority. Management is going along with this gang of four."
- "The Beaumont ISD Legislative (Board) is divided by race. The blacks on the board are only committed to literally beating the 'white community' over the head with their authority and making sure that they steer any and all benefits (i.e., supervisory positions, construction contracts) to other blacks..."
- "The district is extremely racist and bigoted in its organization and management. If you are not a minority, you are not considered for employment in any management-type position..."
- "Very, very bad management. The board does not represent the wishes of their constituents, the people who put them on the board. They do things the way they want to and not for the best interests of the students. With them every issue is black and white."
- "This board has been the worst thing to happen to Beaumont...It's a totally black/white issue. The blacks want to do what the blacks want to do and don't make decisions based on what is best for the district and the students. I feel if you replaced all four of them with four new ones it would not change..."

SOURCE: Legislative Budget Board, School Review Team Community Survey, February 2013.

The Board of Trustees meets on the third Thursday of each month for its regular meeting and holds special meetings as necessary. During board member interviews the review team learned that some members are interested in meeting more frequently given the volume of information that must be absorbed to prepare for the monthly meetings. Board members also expressed a desire to have a forum to ask questions of the district's executive leadership team to help them understand the issues related to action items requiring board approval.

Board members may request specific items be placed on the board agenda through the board president if at least two members jointly present the item. Some board members circumvent this process by going straight to the executive assistant of Board Affairs to place items on the agenda without going through the board president as board protocol requires. The president often is not aware of these board members' efforts to submit items for the agenda until notified by the executive assistant. According to the board president, he continuously encourages board members to follow board structure and protocol. However, no sanctions are in place to address violations of structure and protocol.

According to some board members, the superintendent and executive leadership team do not timely deliver the agenda and supporting documents for the monthly board meeting

to the executive assistant. As a result, the information is not always available to board members on the Friday before the meeting. Some board members stated that this information has not been available, as late as, the day before they vote on action items. This practice does not allow members sufficient time to review the supporting documentation before voting. For example, review team interviews indicate that the superintendent's executive leadership team delivered Beaumont ISD's CAFR on the day of the board's annual retreat for them to vote to approve the document. It was confirmed by the executive assistant of Board Affairs that the board agenda and supporting documentation has not always been electronically posted by the Friday before the regular board meeting. Rather, the board materials are posted by the Monday before the regular board meeting. Efforts are being made to work with the superintendent to obtain the information for the agenda in sufficient time to meet the Friday deadline. When board materials are not timely uploaded for access, members may not have enough time to review the board agenda and documentation, ask questions, and be prepared to vote on action items affecting district operations.

The board has not conducted a major review and updated its ethics Policy, BBF (LOCAL)-A, since Update 63 issued June 22, 2000, with the exception of minor updates for conflict of

interest disclosures (Update 80, May 22, 2007) and affidavits disclosing substantial interests in business entities or real property (Update 95, October 4, 2012). The policy cites broad values such as equity in attitude, trustworthiness in stewardship, honor in conduct, integrity of character, commitment to service, and student-centered focus (i.e., first letters of each value spells ETHICS), and includes a list of 19 ethical standards board members agree to uphold during their tenure on the board. However, the policy does not include procedures for administering the ethics policy or guidelines outlining sanctions for board members violating any of the 19 ethical standards.

Beaumont ISD's board does not routinely conduct annual self-assessments of its performance. The benefits of board self-assessments include the following:

- board accountability;
- open communication among board members;
- insight into decision-making;
- improvement of board professionalism;
- clear understanding of roles and responsibilities;
- identification of strengths and weaknesses;
- effective and productive goal-setting;
- successful board meetings; and
- better board/superintendent teamwork.

Self-assessments serve as helpful tools for boards to evaluate performance and identify areas for improvement.

Finally, Beaumont ISD's board lacks a process and procedures to request information from the superintendent. The absence of this process results in individual board members initiating requests to the superintendent for documents which require extensive time for district staff to process. For example, some board members inundate the superintendent with requests for contractor invoices and supporting documentation; retainer agreements, contracts, and itemized invoices for the district's legal counsel; and copies of court filings, correspondence, and all information filed with the U.S. Department of Justice related to Beaumont ISD's redistricting plan. Some of the requests for invoices and supporting documentation are challenging as they span multiple fiscal years and require a significant amount of time for staff to complete. The board members request this information as individuals, rather than as directives issued by the full board.

Each time one board member requests documents, the superintendent must provide copies of the documents to all seven members of the board. This process is time-consuming and results in staff fulfilling these requests instead of focusing on the day-to-day district operations essential to effectively manage the district.

The combination of these issues contributes to the overall dysfunctional operating structure of Beaumont ISD's Board of Trustees. Other districts have successfully addressed these issues by adopting best practices from various sources. When addressing committee structures, TASB recommends that boards abandon a formal committee structure with multiple committees when poor communication and distrust exists among its members. Rather, TASB recommends implementing a "committee of the whole" structure in which the full board acts as one committee and all deliberations and recommended actions take place with the full board. This structure facilitates open communication and dialog among board members in an effort to establish trust.

To allow board members ample time to absorb the information to be presented at a board meeting, Houston ISD conducts formal board work sessions in lieu of scheduling a second regular meeting in a given month. The work sessions are scheduled on the Monday afternoon before the regular board meeting on Thursday and allow board members to ask questions about specific agenda items prior to the meeting. These work sessions effectively serve as a second meeting which does not require board action.

Best practices suggest that school boards review, adopt, update, and sign their ethics policies each year in an effort to assist board members in behaving in an ethical, reasonable, and conscientious manner. For example, in November 2005, the Augusta, Georgia school board revised and updated its code of ethics and voted that it be adopted, updated, and signed each year. The White Bear Lake Area school board in Minnesota went further and revised its code of conduct to include procedures for administering its ethics policy and list sanctions to be imposed on an individual school board member for violating ethical standards included in the policy. The board adopted the policy in January 2011. Education experts agree that sanctions for board members violating school board ethics policies are a "must have" in any ethics policy.

Lastly, TASB's *Effective Board Practices: An Inventory for School Boards*, published in 2011, recommends school boards complete a self-assessment as part of the annual teambuilding

requirement and use it as an opportunity for the board and executive leadership team to determine what needs to be improved to function more effectively in the future. The implementation of these best practices and the adoption of board governing policies and process have been the key to dysfunctional boards beginning to operate more effectively.

Beaumont ISD's Board of Trustees should develop and adopt board operating procedures that will improve the operating structure of the board and foster effective communication and relationships amongst board members as they serve the district community.

The board should begin this process with setting a plan and schedule for a series of intensive teambuilding sessions that are mandatory for all board members and the superintendent to attend. Each session should be led by an experienced facilitator, with the initial session incorporating a personality assessment tool for all participants to help them better understand each other and how they interact with others. Personality assessment tools are designed to help people better understand and appreciate individual differences that potentially affect group dynamics and decision-making. Personality assessment tools also identify a group's type and its related problem solving and conflict management styles, as well as how an individual's personality-type preferences influence their approach and response to conflict, providing them with a framework for dealing with conflict situations more effectively and improving relationships. Future sessions should include conflict management and group dynamics to help the board establish trust and communication among its members. If communication and trust among board members does not improve from the teambuilding sessions, the board should consider contracting with a trained, impartial professional mediator as a final resort to assist them with restoring communication and trust so the board can operate and function as a cohesive body focused on educating the district's students.

Secondly, Beaumont ISD's Board of Trustees should develop a formal self-policing structure to address instances in which board members do not comply with board ethics policies. The board should incorporate the self-policing structure in board policy and accompanying procedures, and should outline specific prohibited actions and related sanctions. For example, the board, as a corporate body, could give the board president the authority to publicly reprimand board members who act individually rather than as a corporate body and the reprimand would be recorded in the official minutes of the board.

Further, the board should implement a process and related procedures for board members to request information from the superintendent outside of a directive from the full board. More specifically, this process should require a directive from the full board for all document requests that take the superintendent more than 20 minutes to fulfill. If an individual board member makes a document request that takes the superintendent more than 20 minutes to fulfill, the superintendent should forward this request to the president of the board to include in the board agenda for board approval. This process will enable the superintendent to prioritize all document requests from board members for the district's leadership team, enabling them to focus on the core activities of their respective functions.

Overall, this recommendation requires Beaumont ISD to re-evaluate and revise its current Board of Trustees' operating structure, policies and procedures, and related communication protocols to provide more effective governance and leadership, enhance board accountability, and establish trust among board members to efficiently oversee district operations. The board should implement the following changes to its operating structure and protocols:

- If communication and trust among board members does not improve through teambuilding sessions, the board should contract with a trained, impartial professional mediator to help restore communication and trust.
- Conduct annual self-assessments of the board as a part of the annual teambuilding sessions.
- Develop a formal self-policing structure and accompanying procedures.
- Establish a "committee of the whole" structure in which the full board acts as one committee and all deliberations and recommended actions take place with the full board.
- Revise the existing board meeting structure to include a work session for the board on the Monday before the regular board meeting.
- Strengthen the process for board members to place items on the board agenda by including specific guidelines and notification protocols for requesting items to be placed on the regular meeting agenda in written board operating procedures.
- Strengthen the process for providing board members information in advance of the work

sessions and regular board meetings by holding the superintendent accountable in his annual evaluation for timely delivering the board agenda and supporting documentation.

- Update the ethics policy and include specific procedures for administering the policy, as well as specific sanctions for board members violating ethics policies. The policy should require the board to review, update, and adopt ethics policies annually.
- Develop a formal process for the board and individual members requesting information from the superintendent.

Once these policies have been developed and adopted, Beaumont ISD's Board of Trustees should link the recommended changes to its operating structure and protocols to specific board policies and related operating procedures. Operating procedures supporting Beaumont ISD's board policy initiatives should be developed. TASB's *Effective Board Practices: An Inventory for School Boards*, recommends written board operating procedures for effective school boards. According to TASB, written operating procedures are intended to clearly define how to carry out regular board tasks, which are often linked to board policies and procedures. Further, TASB states: "...The absence of written operating procedures often contributes to inefficiency, inconsistency in trustee actions, and the failure to carry out important tasks."

The fiscal impact of this recommendation is \$4,200 per year for annual, facilitated teambuilding and board self assessment sessions. The fiscal impact is based on the costs charged by TASB. The TASB Leadership Services, Board Development consultants' fees for teambuilding and self-assessments are \$900 for two hours of telephone consultation before the sessions and up to four hours of facilitation time for consultants, plus travel expenses. The fiscal impact calculation includes:

- facilitated teambuilding session - \$2,550 (one eight-hour session for \$1,800, plus \$750 in travel expenses, including airfare, hotel, ground transportation, and meals); and
- facilitated board self-assessment - \$1,650 (one four-hour session for \$900, plus \$750 in travel expenses, including airfare, hotel, ground transportation, and meals).

ORGANIZATION ALIGNMENT (REC. 2)

The district's leadership has created an organizational structure that aligns incompatible functions and assigns oversight of financial services to staff without ensuring the minimum qualifications are met. As a result, the division of responsibility for instructional and non-instructional functions compromises the efficient and effective management of district operations. **Figure 1–2** shows the district's current organization, as of January 2013.

In January 2013, the superintendent made some reorganization decisions which resulted in the alignment of the functions of Elementary Administration and Financial Services under the same leadership. The chief business officer (CBO) position became vacant in December 2012 and the district chose not to fill this position. Instead, the district created the deputy superintendent for Financial Services and Elementary Administration position. The superintendent appointed the former assistant superintendent for Elementary Administration to this newly created deputy superintendent position. The deputy superintendent position essentially combined the functions of the CBO and the assistant superintendent under one position. **Figure 1–4** shows the qualifications for the two positions, as provided by the district's job descriptions, and the current leadership experience for the deputy superintendent position. The district did not provide the review team with a job description for the deputy superintendent for Financial Services and Elementary Administration position.

Figure 1–4 shows that the current leadership meets and exceeds the qualifications for the functions of the assistant superintendent for Elementary Education, but does not meet the minimum qualifications of the CBO position.

Aligning incompatible functions under the same leadership, without ensuring that the minimum qualifications are met to satisfy both functional areas, makes it difficult for both functions to be effectively managed. For example, during onsite interviews with key members of the superintendent's cabinet, the review team learned the deputy superintendent often relies on the background and experience of the director of Finance to answer questions related to financial services in weekly cabinet meetings. This requires the director of Finance position, which is not a position of the superintendent's cabinet, to attend all cabinet meetings. During the elementary school principal's focus group sessions, the review team learned that while the Elementary Administration function continues to be supportive, the principals had reservations about combining it with the Financial Services function

**FIGURE 1–4
BEAUMONT ISD
QUALIFICATIONS AND EXPERIENCE OF EXECUTIVE LEADERSHIP POSITIONS
FEBRUARY 2013**

CURRENT LEADERSHIP EXPERIENCE	ASSISTANT SUPERINTENDENT FOR ELEMENTARY EDUCATION	CHIEF BUSINESS OFFICER
<ul style="list-style-type: none"> • Doctor of Education, Educational Administration and Leadership • Master of Education in Supervision • Bachelor of Science • Superintendent’s Certification • Professional Mid-Management Administrator Certification • Supervisor Certification • Provisional Elementary Certification • Six years teaching experience • Sixteen years in progressive administrative and instructional leadership roles including elementary curriculum coordinator, assistant principal, elementary principal, director of Staff Development, and assistant superintendent for Curriculum, Instruction and Elementary Administration, 	<ul style="list-style-type: none"> • Master’s Degree; doctorate preferred • Texas Mid-management or other appropriate Texas Certificate • Certified Professional Development and Appraisal System (PDAS) appraiser • Valid Texas Teaching Certificate • Three years teaching experience • Three years experience in administrative/instructional leadership roles 	<ul style="list-style-type: none"> • Bachelor’s Degree in Accounting or Business related field; CPA preferred • Six years progressively advanced business related experience preferably in public education environment

SOURCE: Beaumont ISD, Human Resources Department, Job Descriptions and Personnel Files, February 2013.

given the depth and breadth of oversight likely required for both functions.

The deputy superintendent for Financial Services and Elementary Administration also has a “dotted-line” reporting relationship for support functions that report directly to the superintendent, including the assistant superintendent for Administration and Operations, executive director of Human Resources, assistant superintendent for Technology, Research and Evaluation, and the special assistant for Communications. A dotted-line reporting relationship requires the deputy superintendent to provide additional oversight and guidance to cabinet members who report directly to the superintendent, giving the position the authority to provide some level of influence and leadership over the cabinet members managing support functions. These additional oversight responsibilities add a layer of administration between the superintendent and his direct reports.

The organizational structure shows the executive director of Human Resources position aligned with the assistant superintendents’ positions. The alignment of this position is appropriate, but the title is inconsistent with this level of leadership. In addition, to put emphasis on the importance of the financial aspect of the district operations, district’s financial leadership is typically referred to as the chief

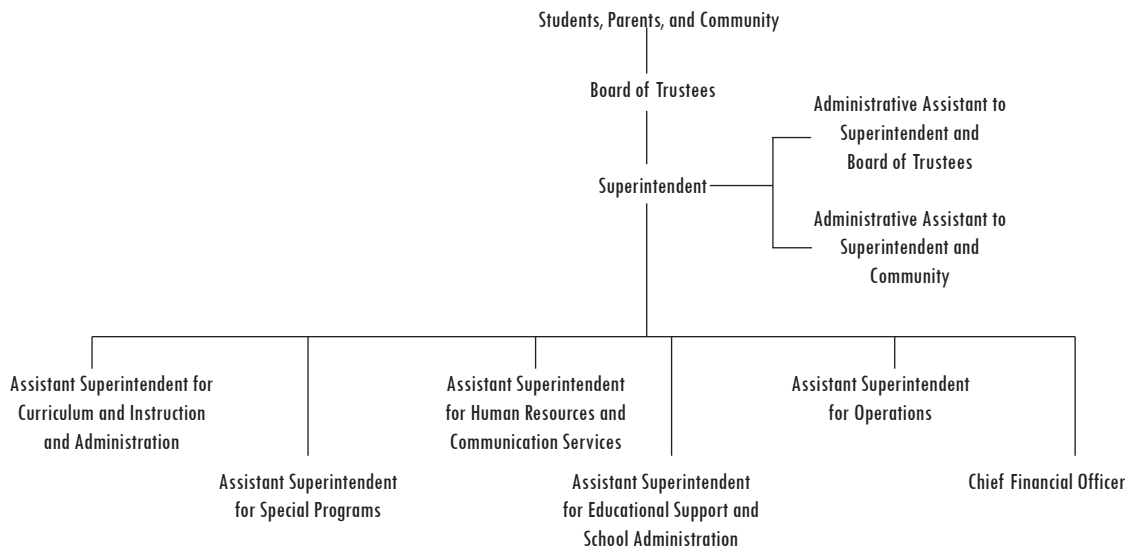
financial officer (CFO) as opposed to the chief business officer, such as in Beaumont ISD.

Texas school districts of similar size have flatter organizations with assistant superintendents that report directly to the superintendent rather than to a deputy superintendent responsible for incompatible functions. For example, Galena Park ISD, one of Beaumont ISD’s peer districts selected for this review, has a flat organization with five assistant superintendents and a chief financial officer who report directly to the superintendent; yet the superintendent has a reasonable span of control of six direct reports. **Figure 1–5** presents Galena Park ISD’s organization.

A flat organization is efficient as assistant superintendents have direct access to the superintendent and can readily communicate across departments and functions, rather than potentially filtering communication through a deputy superintendent who has some level of influence and leadership over them as they lead their respective functions. Further, the absence of an additional layer of “coordinative, dotted-line management” encourages an easier decision-making process among the members of the district’s leadership team.

Beaumont ISD should eliminate three positions, including the deputy superintendent for Financial Services and

**FIGURE 1–5
GALENA PARK ISD ORGANIZATION
APRIL 2013**



SOURCE: Galena Park ISD, Administration, Organization Chart, April 2013.

Elementary Administration, assistant superintendent for Curriculum and Instruction and Secondary Administration, and executive director of Human Resources positions. In addition, the district should create two positions, including the assistant superintendent for Curriculum and Instruction and the assistant superintendent for Human Resources. (It is recommended in the Educational Service Delivery Chapter that Beaumont ISD create two executive director positions under the assistant superintendent for Curriculum and Instruction to oversee the elementary and secondary educational services.)

The district should also rename the CBO to the CFO and realign the Financial Services functions appropriately under this position. (It is recommended in the Financial Management Chapter that the superintendent require that the Financial Services Department leader meets the minimum qualifications for this position.) In this flatter organization, the superintendent will have a total of seven direct reports, including the District Educational Improvement Committee (DEIC). Additionally, the position titles will be appropriately aligned. **Figure 1–6** presents the recommended organization for Beaumont ISD.

This fiscal impact assumes that eliminating these three positions will result in an annual savings of \$410,393. This savings is based on the salaries for these positions and the

district’s benefit rate of 21.64 percent. The calculations are shown in **Figure 1–7**.

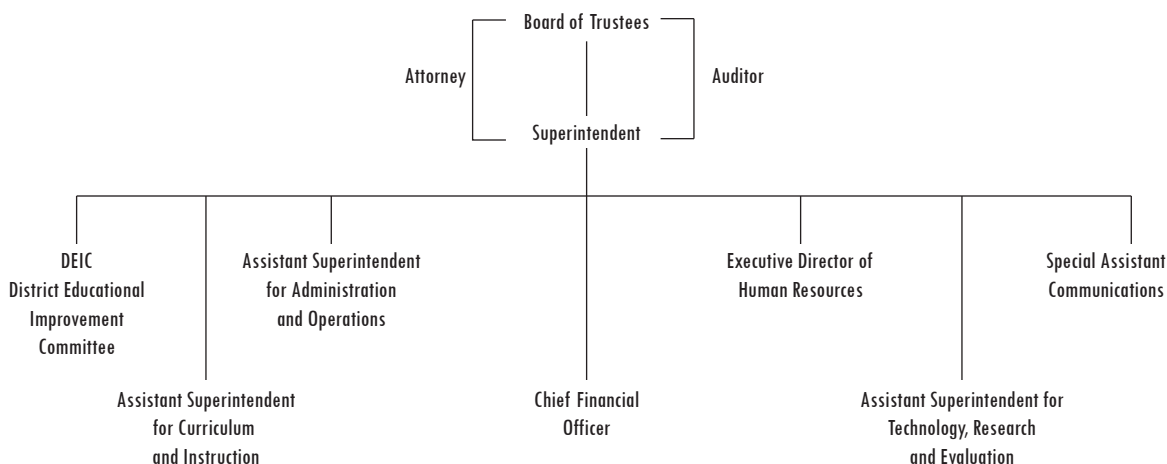
This fiscal impact also assumes that the salary for creating the assistant superintendent for Curriculum and Instruction is comparable to that earned by assistant superintendents in similarly sized districts. The recommended salary for this position is based on the *2010–11 TASB/TASA District Personnel Report* for the Chief Instruction/Curriculum Officer position. The minimum salary of this position in comparable sized districts (\$93,048) is used to calculate the cost of this position. The fiscal impact for creating the assistant superintendent for Human Resources position is based on the salary earned by the executive director of Human Resources in the district since this is only a title change with the same responsibilities. Creating these two positions will result in an annual cost of \$243,460. The calculations are shown in **Figure 1–8**.

Finally, the total impact of this recommendation will result in an annual net savings of \$166,933 = (\$410,393 - \$243,460). The fiscal impact of this total recommendation will result in a five year savings of \$834,665 (\$166,933 X 5 years).

LEGAL FEES (REC. 3)

Beaumont ISD lacks an effective process to control excessive legal costs and acquire legal services, incurring an average of

**FIGURE 1–6
RECOMMENDED BEAUMONT ISD ORGANIZATION
SCHOOL YEAR 2013–14**



SOURCE: Legislative Budget Board, School Review Team, March 2013.

**FIGURE 1–7
FISCAL IMPACT OF RECOMMENDATIONS**

RECOMMENDATION	CURRENT SALARY	BENEFITS RATE	BENEFIT AMOUNT	TOTAL
Assistant Superintendent for Curriculum and Instruction and Secondary Administration	\$110,284	21.64%	\$23,865	\$134,149
Executive Director of Human Resources	\$107,100	21.64%	\$23,176	\$130,276
Deputy Superintendent for Financial Services and Elementary Administration	\$120,000	21.64%	\$25,968	\$145,968
Total				\$410,393

SOURCE: Legislative Budget Board, School Review Team, March 2013.

**FIGURE 1–8
FISCAL IMPACT OF RECOMMENDATIONS**

RECOMMENDATION	CURRENT SALARY	BENEFITS RATE	BENEFIT AMOUNT	TOTAL
Assistant Superintendent for Curriculum and Instruction	\$93,048	21.64%	\$20,136	\$113,184
Assistant Superintendent for Human Resources	\$107,100	21.64%	\$23,176	\$130,276
Total				\$243,460

SOURCE: Legislative Budget Board, School Review Team, March 2013.

more than \$938,000 annually in legal fees and settlements during a five-year period, far exceeding those of peer districts.

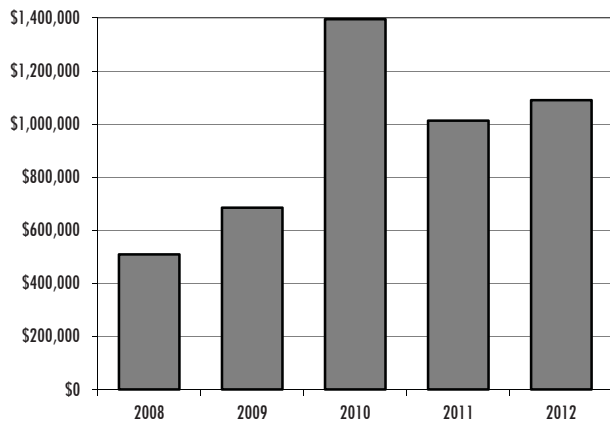
Beaumont ISD, like other school districts around the state of Texas, operates in a robust education environment complete with federal, state, and local laws and regulations that often require interpretation from legal counsel. The district often must seek legal advice for contractual matters, special education issues, staff grievances, issuing of bonds, redistricting, and litigation.

The district does not have an attorney on staff and retains local law firms that specialize in school district matters and litigation. These outside firms give the district access to legal specialists who handle matters an in-house staff attorney could not address such as employment litigation, challenges to redistricting plans, and issuing bonds for capital improvement programs. In an attempt to control legal fees, the board president requires board members to notify the superintendent or president of the board before contacting

the district's attorney to ask questions or request specific legal services.

Figure 1–9 shows legal fees and settlements the district paid from its general fund from fiscal year 2008 to 2012.

**FIGURE 1–9
BEAUMONT ISD LEGAL FEES AND SETTLEMENTS FROM
GENERAL FUND
FISCAL YEARS 2008 TO 2012**



SOURCE: Beaumont ISD, Financial Services Department, Legal Fees and Settlement, February 2013.

Beaumont ISD paid \$4,693,290 in legal fees and settlements over the five-year period for fiscal years 2008 to 2012, related to:

- lawsuits and mediations for special education challenges related to the Individuals with Disabilities Education Act (IDEA) and Section 504 of the Americans with Disabilities Act;
- construction contractors' challenges to the district bidding processes, including bids awarded to minority contractors under the district's local, minority, and women-owned businesses policy;
- continuing challenges to the district's governance, administrative, and operating decisions from Beaumont citizens' watchdog groups;
- staff grievances and employment-related lawsuits; and
- specialized legal assistance related to developing a redistricting plan to implement five single-member and two at-large districts for the Board of Trustees as voted by Beaumont citizens in May 2012, referred to as the "5-2 plan."

Legal fees and settlements increased 103.6 percent in fiscal year 2010 because the courts ruled against Beaumont ISD in a Special Education IDEA and Section 504 case filed requiring the district to establish a trust fund. Beaumont ISD deposited \$462,500 in the trust fund to settle the case. Excluding settlement costs used to establish the trust fund, legal fees and settlements total \$932,748 for fiscal year 2010, an adjusted increase of 36.1 percent. Legal fees continued to rise in fiscal year 2011 and fiscal year 2012 after adjusting for the cost of establishing the trust fund in fiscal year 2010, increasing 8.7 percent in fiscal year 2011 and 7.6 percent in fiscal year 2012.

Beaumont ISD experienced a noticeable increase in legal challenges from construction contractors to contracts awarded with the 2007 Bond Program through the district's competitive bidding process after the membership of the board changed with the May 2009 Board of Trustees election. Based on interviews with members of the board and the district's executive leadership team, the review team learned some contractors challenged the district's contract awards to local, minority, and women-owned businesses, including the fairness of the bidding process. Further, due to disagreements with the priorities of the 2007 Bond Program, including the emphasis on "tearing down" old schools to replace them with new schools, rather than selectively renovating existing schools at a lower cost, new board members reviewed a number of construction bids, identified problems with Beaumont ISD's bidding process, and brought the issues to the full board. Once discussions about the allegations of impropriety with the district's bidding process occurred in a board meeting, it raised a number of questions about Beaumont ISD's procurement and bidding practices of the 2007 Bond Program in the contracting community and with Beaumont citizens watchdog groups. As a result, the district was at the center of a litigious environment creating the "perfect storm" for contractors and Beaumont citizens watchdog groups, to file lawsuits and injunctions challenging the bidding process for construction projects completed during the 2007 Bond Program. For example, an injunction was filed to stop the district from conducting a proposed feasibility study to lease school district property to a hotel to build a hotel/event center which the district could use for vocational training. The district incurred legal fees to defend or settle the cases.

Beaumont ISD board Policy BDD (LOCAL) – Board Internal Organization, Attorney, requires individual trustees to "channel legal inquiries through the superintendent or

board designee, as appropriate, when advice or information from the district’s legal counsel is sought.” Although board policy outlines a process for individual board members to request legal services, the board policy does not have strong enforcement language to prevent individual board members from bypassing the superintendent or board designee to request legal services from the board’s attorney or attorneys hired by the board to provide legal advice related to special matters such as developing redistricting plans for Board of Trustees elections. As a result, all board members do not follow the protocol for requesting legal services outlined in board Policy BDD (LOCAL), as at least two board members worked directly with attorneys and related demographers to develop an alternate 5-2 plan for redistricting.

Further, Beaumont ISD has not competitively bid its legal services for more than 20 years, retaining the same law firm as the board’s attorney for this period. Failure to implement formal policies, procedures or practices to control legal fees, including periodically re-bidding legal services, often results in spiraling legal costs and legal services billed at escalating hourly rates. **Figure 1–10** compares Beaumont ISD’s average annual legal fees—paid from the general fund and settlements—to legal fees paid by peer districts of similar size and demographic composition selected for this review, from fiscal year 2010 to 2012.

Figure 1–10 shows Beaumont ISD’s average annual legal fees total \$1,166,317 from fiscal year 2010 to 2012, which is 7.6 times more than the average annual legal fees paid by peer districts totaling \$152,263 during the same three-year period. Further, the district paid approximately 74 percent of legal fees to one law firm during the five-year period of fiscal year 2008 to 2012. **Figure 1–11** shows legal fees and settlement costs of \$50,000 or more that the district paid annually, by vendor, from fiscal years 2008 to 2012.

This analysis reflects a dramatic disparity between Beaumont ISD and its peer districts for the cost of legal services, as well

as the concentration of almost three-fourths of its fees with one law firm without bidding legal services to potentially obtain lower costs per hour for similar or better quality legal services. Districts that implement structural controls and best practices often experience lower legal expenses.

As a best practice, the National School Boards Association (NSBA) recommends school boards evaluate a range of options to control legal cost depending on the district’s particular needs. These options include evaluating the need for in-house or outside counsel, periodically soliciting written proposals to provide legal services, evaluating the district’s attorney, monitoring the legal bills against the approved scope of legal services, and implementing policies and practices to control requests for legal services. According to NSBA, “factors such as the size of the district, its past experience with legal matters and expectations for the future, the complexity of its legal needs, the availability of expertise, and the cost of outside services versus internal staff expenses must all be weighed in reaching the decision to have an in-house attorney, with the recognition that these circumstances should be periodically reviewed and evaluated.” In other words, each school district’s situation is unique and school boards must carefully consider its current legal environment, the ability to hire an in-house counsel in the complex and substantive area of school law, and its budget resources to recruit and retain staff attorneys and appropriate support staff.

Beaumont ISD should amend board Policy BDD (LOCAL) to include stronger language preventing individual board members from bypassing the superintendent or the board’s designee to request legal services from attorneys hired by the board. This language should include control features which require all invoices submitted by attorneys for legal services requested by individuals other than the superintendent or board’s designee will not be approved for payment. In addition, the district should explore the option of in-house counsel along with implementing structural controls to

**FIGURE 1–10
BEAUMONT ISD LEGAL FEES AND SETTLEMENTS – GENERAL FUND COMPARED TO PEER DISTRICTS
FISCAL YEARS 2010 TO 2012**

FISCAL YEAR	TYLER ISD	GALENA PARK ISD	DESOTO ISD	PEER DISTRICT AVERAGE	BEAUMONT ISD
2010	\$174,376	\$95,059	\$85,425	\$118,287	\$1,395,248
2011	\$217,503	\$84,565	\$106,452	\$136,173	\$1,013,535
2012	\$275,150	\$230,386	\$101,448	\$202,328	\$1,090,167
3-Year Annual Average	\$222,343	\$136,670	\$97,775	\$152,263	\$1,166,317

SOURCES: Beaumont ISD, Financial Services Department, Legal Fees and Settlements, February 2013; Legislative Budget Board, School Review Team Peer District Survey, March 2013.

**FIGURE 1–11
BEAUMONT ISD LEGAL FEES BY VENDOR
LEGAL FEES AND SETTLEMENTS – GENERAL FUNDS
FISCAL YEARS 2008 TO 2012**

VENDOR	2008	2009	2010	2011	2012	TOTAL
Legal Fees – General Fund						
Wells, Peyton, Greenberg and Hunt LLP	\$401,997	\$491,755	\$563,092	\$615,177	\$569,107	\$2,641,128
Adams, Lynch and Loftin, P.C.	0	0	126,965	0	0	126,965
Haglund Law Firm, P.C.	0	0	75,475	0	0	75,475
Henslee Schwartz, LLP	0	0	0	101,234	69,363	170,597
Law Office of Michael D. Getz	0	0	0	0	98,909	98,909
Others less than \$50,000 annually	72,899	65,686	164,516	140,497	23,681	467,279
Subtotal Legal Fees	\$474,896	\$557,441	\$930,048	\$856,908	\$761,060	\$3,580,353
Settlements – General Fund						
Peggy S. Britt	\$0	\$50,000	\$0	\$0	\$0	\$50,000
Trust Account	0	0	462,500	0	0	462,500
Law Office of Michael D. Getz	0	0	0	63,837	0	63,837
Morganti Texas, Inc.	0	0	0	0	122,486	122,486
All Star Plumbing, Inc.	0	0	0	0	83,380	83,380
Others less than \$50,000 annually	34,110	77,893	2,700	92,790	123,241	330,734
Subtotal Settlements	\$34,110	\$127,893	\$465,200	\$156,627	\$329,107	\$1,112,937
Total Legal Fees and Settlements	\$509,006	\$685,334	\$1,395,248	\$1,013,535	\$1,090,167	\$4,693,290

SOURCE: Beaumont ISD, Financial Services Department, Legal Fees and Settlements, February 2013.

reduce its legal fees. When implementing structural controls, Beaumont ISD should consider:

- soliciting competitive bids for legal services at least once every five years from law firms who regularly represent school districts within the state of Texas at least once every five years, and negotiate the scope of services and rates, requiring school board approval for any changes in scope;
- designating the board secretary to review and monitor invoices from law firms related to services the board specifically requested and require the superintendent to assign Beaumont ISD’s chief business officer the responsibility to review every legal bill for services requested by the superintendent and approved by the board, and seek clarification of any questionable entry;
- requesting in advance an estimate of the cost of any significant legal research or activity and provide advance approval to outside counsel before authorizing the work; and

- conducting annual evaluations of outside counsel concerning Beaumont ISD’s performance expectations and the effectiveness and overall quality of legal services.

No fiscal impact is assumed for this recommendation because the district would need to determine if hiring in-house counsel would be cost effective and competitively bid legal services to determine the amount of savings based on proposals submitted.

LONG-RANGE STRATEGIC PLAN (REC. 4)

Beaumont ISD lacks a formal, long-term strategic planning process with a shared vision, goals, and measurable objectives to hold the superintendent accountable for efficiently and effectively meeting the needs of its students through its academic programs, operations, and administrative support functions. The district has three primary strategic planning-related documents: the Superintendent’s Transition Plan (Transition Plan), the Districtwide Student Performance Improvement Plan 2012 to 2015 (DSPIP), and the Technology Plan 2010 to 2013. Neither of these plans were

the result of a comprehensive, fully-integrated, long-term strategic planning process.

Dr. Chargois presented the Board of Trustees a transition plan after assuming the position of Beaumont ISD superintendent in September 2012. In this Transition Plan, the superintendent outlined his observations of the challenges and opportunities facing the district, communicated a vision for the district, and listed five goals, including “initial strategic actions” for each goal, necessary for the district to implement this vision. Although the Transition Plan lists goals and initial strategic actions, it is not a long-term, process-driven, comprehensive strategic planning document with measurable outcomes. **Figure 1–12** shows the goals included in the November 2012 Transition Plan.

**FIGURE 1–12
BEAUMONT ISD SUPERINTENDENT’S TRANSITION PLAN
GOALS
NOVEMBER 2012**

GOAL	STATEMENT
1	To ensure a world class education for every child.
2	To build stakeholder trust and confidence through open and transparent communication.
3	To engender a culture of collaborative governance and workforce engagement with the community.
4	To leverage technology innovations for efficient operations and effective teaching and learning practices.
5	To align organizational structures and resources with system priorities.

SOURCE: Beaumont ISD, Superintendent, Transition Plan, February 2013.

The District Educational Improvement Committee (DEIC) annually updates the DSPIP, which is a districtwide student performance improvement plan that focuses on student achievement. This plan is the result of input from Campus Improvement Plans (CIP) throughout the district. The DSPIP and CIPs are required by state law, specifically Texas Education Code Chapter 11, Subchapter F, Sections 11.251 and 11.252. The board approved the district’s DSPIP on October 18, 2012. **Figure 1–13** shows the district’s six goals included in the DSPIP. Although the DSPIP projects districtwide student achievement goals and related metrics through 2015, it is only one element of a comprehensive strategic plan.

Beaumont ISD developed the Technology Plan 2010 to 2013 (Technology Plan) during the tenure of the district’s superintendent immediately preceding Dr. Chargois. The

**FIGURE 1–13
BEAUMONT ISD STUDENT PERFORMANCE IMPROVEMENT
PLAN GOALS
SCHOOL YEARS 2012 TO 2015**

GOAL	STATEMENT
1	Manage diversity among schools, 100 percent.
2	Provide a safe, orderly, and disciplined school climate not less than 95 percent.
3	Develop and implement quality schools, 100 percent.
4	Close the gap between the minority and majority learner to no more than 5 percentage points.
5	Review the hiring practices of Beaumont ISD to ensure that all students are instructed by highly qualified staff.
6	Ensure 100 percent of Beaumont ISD students will graduate and be prepared for college careers.

SOURCE: Beaumont ISD, District Educational Improvement Committee, Districtwide Student Performance Improvement Plan, February 2013.

Technology Plan is quite detailed and contains goals, objectives, and strategies complete with timelines, responsibility assignments, and measurable outcomes. Further, the Technology Plan includes budget priorities linked to projected budgets for fiscal years 2011 to 2013. Although the Technology Plan is comprehensive and well-done, it, too, is only one element of a comprehensive strategic plan. **Figure 1–14** shows the goals included in the Technology Plan.

The lack of a comprehensive strategic planning process for Beaumont ISD originates with the board. The board has not embraced a comprehensive, long-term strategic planning process in at least eight years. The review team learned during board member interviews that certain members have been asking for a strategic plan for eight years. All board members interviewed, as well as the superintendent, acknowledged the district did not have a comprehensive strategic plan. As a result, the district does not link its annual budget priorities to a comprehensive strategic plan. Rather, the district sets goals each year and builds its annual budget around those goals. However, during onsite interviews with the superintendent, he shared that he plans to develop a three to five-year strategic plan.

It is also clear from onsite interviews with the board, superintendent, and members of the cabinet that the board is not constructively engaged with the superintendent or district stakeholders in developing a shared vision and related goals for the district. For example, the review team learned

**FIGURE 1–14
BEAUMONT ISD TECHNOLOGY PLAN GOALS
SCHOOL YEARS 2010 TO 2013**

GOAL	STATEMENT
1	Incorporate technology as an integral part of education.
2	Provide staff development for all in the use of appropriate emerging technologies and their integration as a natural part of education.
3	Include technology-based information systems when making district or campus instructional or management decisions.
4	The district will establish the human and technical infrastructure to encourage communication and to improve access to data and educational resources.

SOURCE: Beaumont ISD, Technology Plan, February 2013.

that goal-setting is a “fractured” process driven by the superintendent, who develops a vision and set of goals for the district independent of the board. Moreover, the board, current superintendent, and previous superintendent have not involved Beaumont ISD stakeholders in a comprehensive strategic planning process. If the board and superintendent do not have a common vision and goals based on input from district stakeholders, it is improbable the board could develop

a long-term district plan and establish goals and objectives for the superintendent. Without a comprehensive strategic plan of three to five years, the district will likely continue to react to changes in administrative, operational, and academic challenges annually rather than plan systematically through a well-defined process.

School districts use comprehensive strategic plans to set goals for all district operations. Strategic plans allow school districts to overcome unforeseen events more quickly, allocate resources to meet objectives more efficiently, and establish accountability standards more effectively.

A strategic plan includes performance measures for each goal and objective, serve as the basis for district operations, and help orientate the board when evaluating the superintendent and allocating resources. **Figure 1–15** shows a comprehensive strategic planning process.

Best practices suggest districts design a stakeholder-driven strategic planning process as a complete planning process that addresses the necessary components that move a strategic plan to an operational plan. Process development steps include:

**FIGURE 1–15
STRATEGIC PLANNING PROCESS
FEBRUARY 2013**

STEP	PURPOSE
1: Vision Setting	The board, superintendent and key stakeholders engage in a vision setting process to determine what characteristics the district would have if it operated at the most optimal level.
2: Mission and Goals	The board, superintendent, and key stakeholders align the district’s mission and associate goals that if accomplished will bring the district closer to fulfilling its vision.
3: Setting Priorities	The board prioritizes the district’s most important goals to serve as the basis of the strategic plan.
4: Identifying Barriers	The board, superintendent and leadership team use data to identify the key barriers to accomplishing the goals.
5: Identifying Resources	The administration links the budgeting process to the planning process to ensure that the district’s goals and priorities are reflected in budget allocation.
6: Strategy	The superintendent, administration and key stakeholders including parents, business leaders, civic organizations and community groups develop strategies to accomplish the goals by addressing the identified barriers, creating timelines for completion, assigning accountability, identifying performance measures and allocating resources.
7: Consensus Building, Review and Approval	The board, superintendent, and stakeholders build consensus, review the plan for viability and approve the final document.
8: Implementation and Monitoring	Persons or departments with assigned accountability enact the plan strategies, while monitoring progress against performance measures and use of allocated funds.
9: Evaluation	The district evaluates the success of the plan, including which performance measures were met, what goals were fulfilled or what obstacles prevented success. The superintendent presents the findings to the board.

SOURCE: Legislative Budget Board, School Review Team Analysis, February 2013.

- defining what strategies the district is going to use to achieve its mission, vision, values, goals, and student learning targets;
- identifying a balanced composite of leading and lagging measures to track progress;
- designing a systems map so that everyone understands how all the functions of the district and strategic plan fit together; and
- creating a deployment plan that specifies how the plan moves to action.

Successful implementation of the stakeholder-driven strategic planning process, as described in Robert Ewy’s *Stakeholder-Driven Strategic Planning in Education: A Practical Guide for Developing and Deploying Successful Long-Range Plans (2009)* includes the following:

- Clear statements of the challenges district leadership must address over the next five years.
- Clear and carefully defined statements of key student and institutional performance requirements.
- Clear statements of what standards stakeholders use to evaluate the quality of the district’s education programs and outcomes.
- A clear understanding of the priorities that direct the development of financial plans and budgets.

- A sense of what the district might do to delight stakeholders.

Figure 1–16 shows steps of a stakeholder-driven strategic planning process. As a best practice, this process introduces the strategy map and balanced scorecard as key features of the stakeholder-driven strategic planning for K–12 school districts. Strategy maps are communication tools that show a logical, step-by-step connection between strategic objectives, implementation initiatives, and desirable outcomes in the form of a cause-and-effect chain of implementation steps to improve the performance of school district operations and academic performance. According to the Balanced Scorecard Institute, (BSI) the balanced scorecard is a strategic planning management system used extensively in business and industry, government, and nonprofit organizations worldwide to align business activities to the vision and strategy of the organization, improve internal and external communications, and monitor organizational performance against strategic goals.

The balanced scorecard has evolved from its early use as a simple performance measurement framework to a full strategic planning and management system that transforms an organization’s strategic plan from a passive document into daily “marching orders” for an organization. Best practice recommends implementing the balanced scorecard in school districts to help the board, superintendent, and executive leadership team identify what a district needs to do to achieve its strategic goals and what a district needs to measure to

FIGURE 1–16
STAKEHOLDER-DRIVEN STRATEGIC PLANNING PROCESS, DETAILED STEPS
2009

STEP	ACTION
1	Determine the membership of the planning team.
2	Plan the stakeholder survey and the stakeholder sampling process with a 95 percent confidence level with a + 2 or 3 percent margin of error. Use community meetings, evening meetings at schools, etc. to conduct focus groups with parents, students, community members, business leaders, etc.
3	Identify stakeholder requirements and expectations through the analysis of survey and focus group data. Analysis includes categorizing and prioritizing stakeholder input.
4	Develop a strategic plan based on stakeholder expectations.
5	Identify current district performance levels using an internal audit process and then complete a strengths, weaknesses, opportunities, and threats (SWOT) analysis.
6	Develop a strategy map and a balanced scorecard based on the strategic plan.
7	Finalize the strategic plan, making sure there is consistency between the plan, the strategy map, and the balanced scorecard. This step is where the strategic plan (Step 4), the strategy map (Step 6) and balanced scorecard (Step 6) are merged into the final plan that goes to the board for adoption.
8	Develop a deployment plan that cascades the plan to all levels of the district.

SOURCE: Stakeholder-Driven Strategic Planning in Education: A Practical Guide for Developing and Deploying Successful Long-Range Plans, Pages 8–11, Robert W. Ewy, 2009.

ensure the goals are achieved. When fully implemented in a district's strategic planning process, the balanced scorecard transforms strategic planning from a traditional "academic exercise" into the "nerve center" of the organization.

Beaumont ISD should implement a comprehensive strategic planning process to develop a long-range strategic plan with measurable objectives, timelines, and assignments using elements of the traditional and stakeholder-driven strategic planning processes, for which the board will hold the superintendent and executive leadership team accountable. The district should begin the process with a shared visioning session with the board and superintendent, and expand this traditional planning exercise into a fully-engaged, stakeholder-driven strategic planning process. This would constructively engage students, parents, teachers, administrators, community members, and business leaders in the process of shaping the vision for the district and establishing strategic priorities aligned with the shared vision. Further, this comprehensive strategic planning process will chart the long-term direction of the district with "buy-in" from stakeholders and ensure that administrative staff, principals, teachers, and other school-based staff agree with the direction of the district, prioritization of goals, and the allocation of resources for instructional, administrative, and operational areas.

The superintendent should take the opportunity to begin the strategic planning process by designating a member of his executive leadership team to oversee and lead the strategic planning process along with forming a diverse planning committee that includes members of the district's executive leadership team, community members, business leaders, teachers, and parents. Further, the superintendent should assess the availability of in-house resources to lead the district through this planning process to determine if the district will need to obtain external assistance to guide the planning process or assist the district with conducting Beaumont ISD stakeholder surveys and focus groups.

There is no fiscal impact assumed for this recommendation until the district has determined the need for external assistance.

STAFF TRANSFERS (REC. 5)

Beaumont ISD has not developed or communicated clear guidelines for staff transfers and reassignments between campuses throughout the district. Principals reported to the review team that they had very little control over staff transfers or reassignments to and from their campuses. In

addition, the principals do not have flexibility in designating specific teachers or staff to be transferred from their campuses, nor the type of teacher or staff they preferred to accept at their respective campuses.

The district's failure to communicate clear guidelines for staff transfers and reassignments throughout the district is further exacerbated by a culture that accepts limited accountability for poor performing staff. Most of the principals interviewed shared with the review team that the district has a culture that embraces the philosophy that poor performing staff are not terminated, but moved or transferred to campuses or central administration functions where they are allowed to continue their employment with the district, despite their record of substandard performance. Principals further shared that this culture is pervasive and applies to teachers and "at-will" staff. In fact, principals cited instances when the superintendent supported well-documented terminations of "at-will" staff and recommended termination to the board at a Level 4 grievance (as described in the Human Resources Chapter of this report) hearing, only to have the recommendation overturned by the board. The employee was later transferred to another campus under a different supervisor.

Beaumont ISD board Policy DC (LEGAL), Employment Practices, Update 91, issued October 21, 2011, establishes the legal framework for the district's employment practices as it delegates the superintendent sole authority to make recommendations to the board regarding the selection of all staff. It further states that each principal must approve each teacher or staff appointment to their campus, and the board may accept or reject the superintendent's recommendation regarding the selection of district staff. The policy also states that the district's employment policy may include a provision for providing each current district employee an opportunity to participate in a process transferring to another school or position within the district.

Beaumont ISD board Policy DK (LOCAL)-X, Assignment and Schedules, Update 73, issued July 22, 2004, specifically outlines the superintendent's authority regarding reassignments and principals' authority to approve assignments to their respective campuses. The policy clearly states "all staff are employed and subject to assignment and reassignment by the superintendent or designee when the superintendent determines that the assignment is in the best interest of the district. Reassignment shall be defined as a transfer to another position, department, or facility that does not necessitate a change in the employment contract of a

contract employee. A request for a specific assignment shall be granted only if the assignment will not adversely affect the educational program of an individual campus or the district.” The policy further states “the principal’s criteria for approval of campus assignments and reassignments shall be consistent with district policy regarding equal opportunity employment, and with staffing patterns approved in the district and campus plans...In exercising their authority to approve assignments and reassignments, principals shall work cooperatively with the central office staff to ensure the efficient operation of the district as a whole.”

While board policies seem to lay the foundation for a collaborative staff transfer and reassignment process, the district has not developed or distributed written guidelines or procedures outlining how the process will be executed consistently throughout the district. Further, the district has not issued guidelines defining what constitutes “the best interest of the district” or what conditions must exist to determine if a pending reassignment may “adversely affect the educational program of an individual campus or the district.”

The absence of clear, consistent guidelines governing staff transfers and reassignments create an environment in which campus principals are unsure of the criteria for determining if pending transfers may adversely affect the educational program of their campus and may be forced to accept teachers and staff who may not match specific needs for educational program offerings at their schools. Further, principals could request transfers or reassignments of staff with continuing performance issues in lieu of going through the district’s termination process, thereby shifting the burden of supervising the poor performing employee to another principal.

Principals understand the staff needs at their respective campus better than an administrator in the central office. The principals shared with the review team that they would like to have consistency in the district’s staff transfer and reassignment process as well as the ability to actively participate in the process. Principals further expressed that the board and superintendent do not send a clear message to staff with grievances that they will be held accountable for poor performance rather than feeling they are “untouchable” because of the existing staff transfer and reassignment culture. Principals unanimously agreed during the focus group sessions that the district has not established clear, consistent guidelines governing staff transfers and reassignments, with the active participation of principals providing critical

feedback throughout the process, and therefore has not resulted in a collaborative effort with central administration to transform the existing culture of limited accountability where there are staff who are “untouchable.”

The district should establish clear, consistent, written operating procedures and guidelines for staff transfers and reassignments throughout the district. The district should link the operating procedures and guidelines to board Policy DK (LOCAL)-X and communicate to central administration and all campus principals throughout the district the expectations established in the new guidelines.

This recommendation can be implemented with existing resources.

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL	ONE TIME
						5-YEAR (COSTS) SAVINGS	(COSTS) SAVINGS
CHAPTER 1: DISTRICT ORGANIZATION AND GOVERNANCE							
1. Develop and adopt board operating procedures that will improve the operating structure of the board and foster effective communication and relationships amongst board members as they serve the district community.	(\$4,200)	(\$4,200)	(\$4,200)	(\$4,200)	(\$4,200)	(\$21,000)	\$0
2. Eliminate three positions, including the deputy superintendent for Financial Services and Elementary Administration, assistant superintendent for Curriculum and Instruction and Secondary Administration, and executive director of Human Resources positions. In addition, the district should create two positions, including the assistant superintendent for Curriculum and Instruction and the assistant superintendent for Human Resources.	\$166,933	\$166,933	\$166,933	\$166,933	\$166,933	\$834,665	\$0
3. Amend board Policy BDD (LOCAL) to include stronger language preventing individual board members from bypassing the superintendent or the board's designee to request legal services from attorneys hired by the board.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4. Implement a comprehensive strategic planning process to develop a long-range strategic plan with measurable objectives, timelines, and responsibility assignments using elements of the traditional and stakeholder-driven strategic planning processes, for which the board will hold the superintendent and executive leadership team accountable.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5. Establish clear, consistent, written operating procedures and guidelines for staff transfers and reassignments throughout the district.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL	\$162,733	\$162,733	\$162,733	\$162,733	\$162,733	\$813,665	\$0

CHAPTER 2

EDUCATIONAL SERVICE DELIVERY

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 2. EDUCATIONAL SERVICE DELIVERY

An independent school district's educational service delivery function is responsible for providing instructional services to Texas students based on state standards and assessments. A school district should identify students' educational needs, provide instruction, and measure academic performance. Educational service delivery can encompass a variety of student groups, and requires adherence to state and federal regulations related to standards, assessments, and program requirements.

Managing educational services is dependent on a district's organizational structure. Larger districts typically have multiple staff dedicated to educational functions, while smaller districts have staff assigned to multiple education-related tasks. Educational service delivery identifies district and campus priorities, establishes high expectations for students, and addresses student behavior. The system should provide instructional support services such as teacher training, technology support, and curriculum resources. To adhere to state and federal requirements, an educational program must evaluate student achievement across all content areas, grade levels and demographic groups.

Beaumont Independent School District (ISD) has 30 instructional campuses, which include 16 elementary, 7 middle, and 3 high schools as well as 4 alternative education buildings. In school year 2011–12, enrollment totaled 19,848 with 61.8 percent African American, 19.1 percent Hispanic, 13.9 percent White, and 3.0 percent Asian. Approximately 66.7 percent of students were identified as economically disadvantaged, 28.9 percent as at risk, and 7.6 percent as limited English proficient.

Beaumont ISD has a history of successful academic achievement. Under the state accountability system, the district was rated *Academically Acceptable* from school years 2006–07 to 2007–08 and was *Recognized* in school years 2008–09 and 2009–10. In 2010–11, the last year for which state accountability data were available at the time of the review, the district received an *Academically Acceptable* accountability rating from the Texas Education Agency. At the campus level, in school year 2010–11, seven campuses were rated *Exemplary*, 10 were *Recognized*, nine were *Academically Acceptable*, and one was *Academically Unacceptable*. One alternative campus was rated *Academically Acceptable* (AEA) using state alternative education

accountability procedures, and four were not rated either because they did not have students enrolled in grades higher than kindergarten or they were designated as a juvenile justice alternative education program or a disciplinary alternative education program.

Under the accountability provisions in the *No Child Left Behind Act*, all public school campuses, school districts, and states are evaluated for Adequate Yearly Progress (AYP). The 2012 AYP results indicated that Beaumont ISD *Missed AYP* for Reading and Mathematics and is in Stage 2 of School Improvement Program Requirements for Reading. A school is identified for Stage 2 requirements if it does not meet AYP requirements for two consecutive years for the same measure. Stage 2 School Improvement Program requirements include provision of supplemental education services. In 2012, 20 Beaumont ISD campuses *Missed AYP*, 7 *Met AYP*, and 1 was not evaluated.

SPECIAL EDUCATION

The executive director of Special Education is responsible for all special education services provided by the district. This position oversees four special education supervisors who oversee the 16 educational diagnosticians. The district also employs 17 speech therapists, 1 social worker, 64 inclusion teachers, 142 educational aides, and 46 additional teachers for specialized areas to serve a total of 1,578 students. Students are served through a variety of instructional settings, such as inclusion (general education classroom with accommodations), life skills, adaptive behavior units, preschool programs for students with disabilities, and structured learning classrooms for students with autism.

In school year 2005–06, Texas Education Agency's Performance Based Monitoring division identified Beaumont ISD for state monitoring of special education services. **Figure 2–1** shows the monitoring results status for school years 2005–06 to 2006–07 and to 2010–2011 and 2011–12.

Since that time, as shown in **Figure 2–2**, Beaumont ISD has reduced the number of referrals for special education services in the district from 10.1 percent in school year 2005–06 to 7.4 percent in school year 2011–12.

**FIGURE 2-1
TEXAS EDUCATION AGENCY MONITORING OF
BEAUMONT ISD SPECIAL EDUCATION PROGRAM
SCHOOL YEARS 2005-06 TO 2006-07 AND 2010-11 TO
2011-12**

SCHOOL YEAR	PERFORMANCE BASED MONITORING SPECIAL EDUCATION MONITORING RESULTS STATUS
2005-06	Completed: Noncompliance Follow-up
2006-07	Local Intervention Implemented
2010-11	On-Site Intervention Assigned
2011-12	Completed: Routine Follow-up

SOURCE: Texas Education Agency, Academic Excellence Indicator System (AEIS), February 2013.

**FIGURE 2-2
PERCENTAGE OF BEAUMONT ISD STUDENTS IDENTIFIED
FOR SPECIAL EDUCATION
SCHOOL YEARS 2005-06 TO 2011-12**

SCHOOL YEAR	TOTAL ENROLLMENT	SPECIAL EDUCATION STUDENTS	PERCENTAGE OF STUDENTS IN SPECIAL EDUCATION
2005-06	19,504	1,978	10.1%
2006-07	19,467	1,835	9.4%
2007-08	19,228	1,705	8.9%
2008-09	19,250	1,625	8.4%
2009-10	19,491	1,490	7.6%
2010-11	19,820	1,439	7.3%
2011-12	19,848	1,461	7.4%

SOURCE: Texas Education Agency, Performance-Based Monitoring Analysis System, February 2013.

DISCIPLINE MANAGEMENT

In school years 2009-10, 2010-11, and 2011-12, Beaumont ISD had an increasing number of disciplinary actions even though enrollment remained relatively steady. In school year 2009-10, there were 12,424 disciplinary actions. There were 13,095 disciplinary actions in school year 2010-11 and 14,430 in school year 2011-12.

The district’s student code of conduct is adopted by the Board of Trustees. The code defines expected student behaviors and minor conduct violations that are generally handled at the school level. Disciplinary procedures start at the school level. For example, each school has its own policies about in-school suspension. Generally, students assigned to in-school suspension are expected to complete regular classroom assignments while academic assignments are to be modified for special education students. At one school,

however, an inclusion teacher is assigned to in-school suspension one period a day.

The student code of conduct also identifies behaviors that may be the basis for discretionary and mandatory placement in a disciplinary alternative education program and for expulsion. Appeals procedures for contesting these disciplinary placements are included in the student code of conduct.

The assistant superintendent for Curriculum and Instruction and Secondary Administration has primary responsibility for the alternative campuses as the position oversees the principals of the alternative schools. However, the assistant superintendent for Administration and Operation is responsible for monitoring students assigned to alternative campuses for disciplinary reasons.

Students in grades 6-12 who need greater behavioral interventions than can be provided at their home school are generally assigned to Pathways Learning Center, which is Beaumont ISD’s disciplinary alternative education program. Pathways can accommodate up to 200 students and has 13 teachers, including an inclusion teacher, covering all the core subjects. In addition to providing instruction, Pathways also provides counseling, character education, career counseling, and tutoring services.

Beaumont ISD also has a Memorandum of Understanding with the Jefferson County Juvenile Board, other districts in the area, and Regional Education Service Center V (Region 5) to provide a juvenile justice alternative education program. This program is called Jefferson County Youth Academy. The district pays for 25 student slots at this facility per year. Students are generally sent to the juvenile justice alternative education program for 90-180 days. Also known as “Day Boot Camp,” three categories of students attend the Jefferson County Youth Academy: students who are on probation, students on deferred prosecution, or students expelled from their home schools without court intervention. The school is staffed by a principal, six teachers, a sergeant, five drill officers, a probation officer, and a supervisor from the Jefferson County Juvenile Probation Department.

According to the Jefferson County Juvenile Probation Department Policies and Procedures, instructional staff at the juvenile justice alternative education program must include, at a minimum, one Texas certified teacher and an adequate number of special education teachers as required by federal law. The recommended ratio of instructional staff to students is 1:16, but may be as high as 1:24. Required courses

include English language arts, mathematics, social studies, science, a high school equivalency program, and self-discipline. Courses are aligned with the Texas Essential Knowledge and Skills, and general equivalency degree (GED) courses are designed to address all elements required to pass the high school equivalency test. Courses in life skills, physical fitness, vocational training, and other electives are provided as time allows. The juvenile justice alternative education program also provides special education and English as a second language services.

Beaumont ISD also has an Memorandum of Understanding with the Jefferson County Juvenile Justice Department - Minnie Rogers Juvenile Justice Center (Minnie Rogers), a juvenile detention facility, in order to coordinate efforts “in the identification, instruction, assessment, supervision, and monitoring of juveniles who are the responsibility of both agencies.” Both entities are responsible for assigning professional staff to provide educational services, supervision, and counseling services to juveniles who are detained in the facility. Minnie Rogers is responsible for the physical facilities, requirements of court-ordered detention and juvenile probation, and record keeping. The district is responsible for providing highly qualified teaching staff to offer instruction to students detained at Minnie Rogers and to provide special education services to students with disabilities. Beaumont ISD is the fiscal agent for Minnie Rogers. The assistant superintendent for Curriculum and Instruction and Secondary Administration is responsible for the facility. Though the district provides the teachers, the superintendent of the facility is a county employee. The district does not have an administrator on site, however, the assistant superintendent for Administration and Operations monitors student attendance.

ACCOMPLISHMENTS

- ◆ The district has successfully instituted measures to increase the graduation rate.
- ◆ Beaumont ISD has a strong, well-developed Career and Technical Education program.
- ◆ The district generated buy-in and provided resources and support to orient staff and assist them in implementing its 2009 adopted curriculum.
- ◆ Beaumont ISD restructured its professional development program to make it more responsive to teacher interests and increase participation.

- ◆ Beaumont ISD has implemented measures to identify teachers in need of assistance and provide them with timely, targeted training.
- ◆ Beaumont ISD staff at all levels of the organization have established data analysis and inquiry processes using multiple data sources to make decisions about student success.

FINDINGS

- ◆ Beaumont ISD lacks a process for effectively managing and monitoring its discipline alternative education campuses to ensure that students are properly transitioned to and from their home campuses and receive adequate academic instruction while in alternative education settings.
- ◆ Beaumont ISD lacks a comprehensive plan to address significant achievement gaps between student groups.
- ◆ The district’s Response to Intervention protocol for assessing, documenting, and monitoring interventions is not consistently applied districtwide.
- ◆ Beaumont ISD’s process for identifying students for the gifted and talented program results in participation rates that do not reflect the population of the district as a whole.
- ◆ Beaumont ISD’s existing organizational structure does not provide a strong foundation for effective administrative management and collaboration for educational service delivery.
- ◆ The district lacks a method for ensuring that book collections, media services, and library staffing meet standards and provide for students’ needs.
- ◆ Beaumont ISD does not have a process for evaluating special programs and student services staffing allocations to ensure that they meet student needs and comply with industry standards.
- ◆ Beaumont ISD has not established a formal system for mentoring and supporting beginning teachers.

RECOMMENDATIONS

- ◆ **Recommendation 6: Assign an existing staff position the responsibility for overseeing disciplinary alternative education.**

- ◆ **Recommendation 7: Address student achievement gaps through its district and campus improvement planning process with desired results explicitly stated in the district and school improvement plans.**
- ◆ **Recommendation 8: Create a district Response to Intervention manual to clearly define expected processes and procedures for student interventions to use districtwide.**
- ◆ **Recommendation 9: Review gifted and talented identification procedures to ensure that all students are being given adequate opportunities to qualify for gifted and talented services.**
- ◆ **Recommendation 10: Reorganize responsibilities and reporting structures for educational service delivery by creating an executive director of Elementary Education and an executive director of Secondary Education position.**
- ◆ **Recommendation 11: Develop a plan for library staffing and for updating and maintaining campus collections to meet state standards for school library programs.**
- ◆ **Recommendation 12: Establish a method for determining staffing needs for student services and special programs based on national and state guidelines.**
- ◆ **Recommendation 13: Design a teacher mentoring program that includes specific guidelines and timelines for providing support to new teachers.**

DETAILED ACCOMPLISHMENTS

GRADUATION RATE

The district has successfully instituted measures to increase the graduation rate.

In school year 2006–07, Beaumont ISD’s four-year completion rate (graduation rate) was 69 percent compared to the state average of 78 percent. In school year 2009–10, the district’s graduation rate rose above the state average by 3.7 percent. In school year 2010–11, Beaumont ISD’s graduation rate was 90.2 percent. These improvements are shown in **Figure 2–3**. In addition, though state-reported data for school year 2011–12 were not available at the time of the review, the superintendent reported that the graduation rate was 94.6 percent.

GRADUATE ASSISTANT COORDINATORS

Beginning in school year 2007–08, Beaumont ISD instituted several measures to address the low graduation rates of at-risk students. First, the superintendent led a team that created “graduate assistant coordinator” positions at each high school to provide direct support to students at risk of dropping out of school. The graduate assistant coordinators (GACs) were charged with reviewing data for at-risk students and taking steps to ensure they were on track to graduate.

The GAC job description outlines responsibilities and duties related to instructional management; school and organizational climate and improvement; student management; school and community relations; and professional growth and development for teachers. GACs are required to have a master’s degree and a Texas counseling certificate or mid-management degree. In addition to looking at the credit accumulations of at-risk students, GACs also look at indicators such as attendance, grades, standardized test results, and family history, which research shows are key

**FIGURE 2–3
BEAUMONT ISD FOUR-YEAR COMPLETION RATE
SCHOOL YEARS 2006–07 TO 2010–11**

SCHOOL YEAR	STATE	BEAUMONT ISD	AA	H	W	SP ED	ECO DIS	LEP	AT RISK
2006–07	78.0%	69.0%	66.1%	65.0%	76.9%	58.9%	63.7%	59.4%	55.3%
2007–08	79.1%	77.8%	77.6%	72.8%	79.4%	63.9%	73.4%	60.9%	59.5%
2008–09	80.6%	82.2%	80.8%	78.2%	86.7%	70.1%	85.7%	64.0%	70.2%
2009–10	84.3%	88.0%	87.5%	85.3%	90.4%	75.8%	88.7%	64.5%	82.5%
2010–11	85.9%	90.2%	89.4%	89.8%	100.0%	79.7%	89.6%	83.3%	78.0%

NOTE: AA = African American, H = Hispanic, W = White, SP ED = special education, ECO DIS = economically disadvantaged, LEP = limited English proficient. Bolded cells indicate Beaumont ISD percentages are lower than the state average for all students.
SOURCE: Texas Education Agency, AEIS, February 2013.

predictors in identifying potential dropouts. GACs are also expected to make home visits as needed.

District counselors and the supervisor of counseling indicated that GACs play a key role in maximizing the graduation rate. They reported that the GACs talk with parents, keep students in school, counsel students, and make sure students have what they need (e.g., food, clothes, supplies) to feel comfortable in class and be able to learn. GACs also work with the truancy officer regarding attendance issues. (Ten or more absences warrant intervention from a truancy officer.) In addition, GACs assume the responsibility of sending a certified letter to parents to inform them that their child is not on track to graduate.

When secondary principals were asked what strategies had been instrumental in increasing graduation rates, they reported that GACs played a pivotal role. One principal stated, “Many times, students have not passed because of attendance issues, not mental acumen. We tell parents, if you get your kids to come to school every day, we will help them pass the test.” To that end, secondary principals reported that the majority of the students GACs work with have attendance issues. Additionally, they monitor the progress of students who have not passed required state tests, including seniors who have completed their coursework but still need to pass the Texas Assessment of Knowledge and Skills (TAKS) in order to graduate. In some instances, staff reported, students have finished their required high school coursework but must receive tutoring in order to pass the TAKS. Such tutoring arrangements are coordinated by the GACs.

CLASSROOM WALKTHROUGHS

In addition, secondary principals reported that continued implementation of classroom walkthroughs which began in school year 2007–08 have contributed to the increased graduation rate. This curriculum and instruction monitoring function has been helpful in ensuring that students are consistently receiving quality content and effective teaching strategies.

Secondary principals also mentioned the benefits of having regular meetings with their department chairs to analyze assessments. Teachers and administrators also participate in other meetings, such as grade level or smaller learning community meetings, designed to enable stakeholders to identify students in need of additional supports and monitoring. Counselors, GACs, and educational diagnosticians are encouraged to attend these meetings, but if they are unable to do so, they “get fed the information that

is needed to help students.” Principals reported that these meetings also help with attendance issues. This collaboration helps staff track and share information to meet at-risk students’ needs and eliminate the possibility that some students do not make adequate academic progress.

CREDIT RECOVERY

Beaumont ISD also provides opportunities for students to recover credits. All three high school campuses, as well as the alternative high school campuses, use an online credit recovery program. This program offers students over 200 courses with more than 10,000 hours of content in language arts, mathematics, science, social studies and electives. Students are also given the option of attending a district “Recapture Program” in the summer to recover missing credits.

Beaumont ISD also provides students who are at least two years behind, the opportunity to recover credits and graduate with their cohort at the Paul Brown Alternative Center (Paul Brown Center). Generally, once enrolled at the Paul Brown Center, the goal is to keep students for at least two years. If students recover credits quickly, however, they can return to their home campus, though students are not permitted to graduate early. Staff reported that student access to the Paul Brown Center also contributes to the district’s increased graduation rate.

Beaumont ISD also places emphasis on providing supplemental supports for students who do not pass the TAKS. These services are coordinated by the GACs, working with district staff and teachers. Senior teachers help their departments provide differentiated instruction to students, both within the context of the instructional day and during tutorials. Teachers target areas of need and equip students with strategies and content to promote mastery of grade-level standards. Secondary principals report that they also organize daily pull-out tutoring sessions. Students are pulled from electives and physical education for a two-week period in preparation for state assessments. Teachers coordinate their schedules to tutor during their preparation periods or other periods throughout the day. Teachers also volunteer before and after school. Students are rotated among available staff to optimize the tutoring sessions based on particular content area needs.

Additional tutoring and extended learning options are available through the district’s Afterschool Centers on Education (ACE) funded by 21st Century Community Learning Center grants. Housed at four middle school

campuses and six elementary school campuses, each site is mandated to serve 233 students daily for three hours for at least 30 days. The ACE program has four components: academic, enrichment, college/career readiness, and family engagement. An external evaluator analyzes attendance, behavior (discretionary placements), promotion statistics, and report card grades of program participants. The ACE program provides tutoring, an array of academic programs, and other enrichment activities through extensive community partnerships. Staff reported that the provision of afterschool tutoring and extended learning experiences contribute to the increasing graduation rate because at-risk students are given interventions in a timely manner to minimize existing and future challenges to learning.

The director of Athletics, Physical Education, and Health also estimated that 98 percent of Beaumont ISD's student athletes graduate. This high graduation rate among the district's athletes is attributed to the high level of monitoring conducted by the Athletic Department. Practice for all sports does not start immediately after school. This enables athletes identified for tutoring to receive the help offered at their campus. Student athletes can also take advantage of tutoring that occurs before the school day. To alleviate the possibility of behavior problems, coaches are required to attend tutoring with their athletes. Coaches also organize peer tutoring opportunities for those athletes who need them.

Beaumont ISD has made graduation a priority and has a system of coordinated efforts to academically support the district's students.

CAREER AND TECHNICAL EDUCATION

Beaumont ISD has a strong, well-developed Career and Technical Education (CTE) program. The district's program is effectively aligned with federal recommendations for quality programming. CTE programming is also well integrated into the district's overall instructional program, and the district allocates funding to support the program.

In school year 2011–12, 4,239, or 21.4 percent, of Beaumont ISD students were enrolled in CTE courses, compared to the state average of 21.5 percent. These students are served by 61 teachers, who comprise 4.4 percent of the teaching population, compared to the state average of 4.1 percent. Additionally, the district employs four career counselors who work with CTE students on the recommended high school plan.

Beaumont ISD offers high school CTE courses at each high school, Pathways Alternative School, the Paul Brown Alternative Center, Taylor Career Center, and Central Medical Magnet High School. In addition to CTE courses, Pathways also provides a family and consumer science course. CTE personnel are also on staff at seven middle schools in the district. Middle school courses include agricultural, food, and natural resources (King Middle School and Odum Academy); health science (Smith Middle School); technology education (Austin, King, and Marshall Middle Schools); business management and administration; career development; and human services (all middle schools).

Significant organizing structures for CTE are the 16 career clusters recognized by the federal Office of Vocational and Adult Education and the National Association for State Directors of Career Technical Education Consortium. The career clusters provide a programming framework and identified career pathways that help ensure that students meet challenging academic and technical standards and are prepared for high-skill, high-wage, or high-demand occupations. The career clusters are defined by industry-validated knowledge and skills statements that identify what students need to know and be able to do to realize success in a chosen field. The career clusters include the following:

- Agriculture, Food, and Natural Resources;
- Architecture and Construction;
- Arts, Audio/Visual Technology, and Communications;
- Business Management and Administration;
- Education and Training;
- Finance;
- Government and Public Administration;
- Health Science;
- Hospitality and Tourism;
- Human Services;
- Information Technology;
- Law, Public Safety, Corrections, and Security;
- Manufacturing;
- Marketing;
- Science, Technology, Engineering, and Mathematics; and

- Transportation, Distribution, and Logistics.

Beaumont ISD has CTE offerings in 15 of the 16 federally recognized career clusters. The district's CTE offerings exceed the requirements of the *Texas State Plan for Career and Technical Education 2008–2013*, which requires districts to offer a minimum of three CTE programs of study aligned with the 16 federally-approved career clusters. The one career pathway that Beaumont ISD does not offer is Government and Public Administration.

According to district staff, Beaumont ISD has always been a CTE dominated district. In the past CTE courses offered by the district were aimed at preparing students for vocational careers. However, now the district CTE programs also have a technology focus.

Career clusters offered at all comprehensive high schools in the district include career orientation; agricultural, food, and natural resources; education and training; finance; law, public safety, corrections and security; marketing; and science, technology, engineering, and mathematics. Additionally, two of the district's high schools offer introductory courses in architecture and construction; technology and communication; business management and administration; hospitality and tourism; human services; and information technology. Advanced courses in those areas are taught at the Taylor Career Center. For example, Introduction to Culinary Arts is taught at both high schools, and Culinary Arts I and II and Restaurant Management are taught only at the Taylor Career Center. The Taylor Career Center also offers all courses in manufacturing and transportation, distribution, and logistics. In addition, several certifications/licensures are available to students who complete advanced courses and meet other requirements. These include Career Safe OSHA certifications, cosmetology, and manicure technician certifications.

The district's magnet high school, Central Medical Magnet High School, offers a robust sequence of courses in health science technology. Students who complete level II courses or above with a grade of A or B receive college credit. Health science technology courses are an established sequence of a CTE course of study offered at Central Medical Magnet High School through a local articulation agreement with Lamar Institute of Technology (LIT). Central Medical Magnet High School students are also dual enrolled with LIT for the anatomy and physiology and certified nurse assistant courses.

The district's partnerships with post-secondary institutions support high quality programming. College credit is often available for high school CTE courses through articulated and co-enrollment agreements with colleges. If students meet specific grade or testing requirements, for example, articulated college credit is available for Business Management I and II, Health Science II and III, Computer Maintenance, Computer Technology, and Petrochemical Plant Processes I and II. Beaumont ISD's articulation agreement with the Lamar Institute of Technology allows students who complete the CTE high school course sequences to continue their studies in the postsecondary program at LIT on scholarship. Additionally, because LIT has an articulation agreement with Lamar University (LU), Beaumont ISD engineering technology students who complete the post-secondary program of LIT can later matriculate at LU after completing requirements for an associate's degree or professional certificate. Beaumont ISD is also considering establishing an articulation agreement with Lamar University at Port Arthur because the graphic arts program does not articulate to LIT.

The district also has four teachers who have obtained the required certification and who serve as adjunct faculty members at LIT in the areas of culinary arts, health science technology, drafting, and business education. Staff reported that the district hopes to double that number in the next year, adding adjuncts in drafting, metal trades for welding, health sciences, and child development. The adjunct faculty status of these staff will allow the district to offer dual credit for CTE courses in these areas.

The district's organizational structure also provides support for this high level of quality in CTE programming. The director of Career and Technology reports to the assistant superintendent for Curriculum and Instruction and Secondary Administration, enabling the director of Career and Technology to collaborate directly with the executive director of Special Education, the director of Professional Development, Beaumont ISD's curriculum supervisors, and the secondary school and alternative school principals. Quality indicators of CTE programs include collaboration of CTE teachers with other content areas and inclusion of diverse students.

Program funding is another way the district supports the CTE program. The budget for CTE in school year 2011–12 was \$5,318,852, or 4.5 percent of the district budget. The statewide average is 3.4 percent. Additionally, the district employs four career counselors who help ensure that CTE students are meeting the requirements for the recommended

high school diploma, reflecting the quality of the CTE students and programming.

In addition, staff reported that career and college readiness is typically introduced in Beaumont ISD in the early elementary grades. This is followed by in-depth career exploration opportunities in middle school through elective courses that introduce the 16 career clusters. Additional recruitment tools used by the district to engage students in CTE include paying for professional certifications, which is appealing to students who may not be able to afford additional costs. Students are also informed of the possibility of earning dual credit in some CTE courses, enabling them to leave high school with college credits.

To further support its CTE program, the district partners with local businesses and organizations to expand opportunities for students. Businesses that provide support include ExxonMobil, American Valve and Hydrant, and Samson Steel. ExxonMobil offers summer internships for students and has offered CTE students scholarships and jobs. The Beaumont ISD CTE program also has relationships with the Beaumont Chamber of Commerce, Leadership Beaumont, Leadership South Texas, and the Southeast Texas Workforce Development Board. Students in the culinary arts program provide meals for community groups, and students in building trades build homes for low-income families through Habitat for Humanity.

Finally, staff reported that the district has taken steps to encourage the participation of special education students in its CTE programs. Many special education students participate in the culinary arts program at Taylor because there is not a required state licensure test for this program. (This is helpful to these students because licensing tests in many professions are not modified to provide accommodations for students with special needs as school assessments are.) The district has also contracted with Region 5 to provide

special education training for CTE instructors. Additionally, career counselors work with diagnosticians reviewing grades each six weeks for special education students in CTE programs.

In most areas, Beaumont ISD CTE students performed well above the Performance-Based Monitoring Analysis System (PBMAS) standards on TAKS. See **Figure 2-4** for a comparison based on the 2012 PBMAS report.

For PBMAS indicators related to completion rates, Beaumont ISD CTE students surpassed the PBMAS standard or state rate on three of the five indicators. Results from the 2012 PBMAS report are shown in **Figure 2-5**.

CTE student organizations, such as Future Farmers of America and Family, Career, and Community Leaders of America, are also a part of Beaumont ISD’s CTE programs and provide opportunities for CTE students to showcase their learning. For example, CTE students recently participated in a family/computer science competition in Galveston. Such events and competitions provide opportunities for CTE students to work on their own and as a team and build pride and self-esteem. Staff reported that CTE students who participated in the recent Galveston competition were seen wearing their ribbons to school following the event.

By developing a strong CTE program, Beaumont ISD demonstrates its commitment to prepare students for the future.

**FIGURE 2-4
BEAUMONT ISD PBMAS CTE STUDENT PERFORMANCE DATA
2012**

	2012 PBMAS STANDARD OR STATE RATE	DISTRICT RATE	CTE LEP TAKS PASSING RATE	CTE ECONOMICALLY DISADVANTAGED PASSING RATE	CTE SPECIAL EDUCATION TAKS PASSING RATE
Mathematics	70.0%	90.4%	80.0%	89.6%	67.3%
English/Language Arts	70.0%	92.0%	60.0%	91.8%	74.0%
Science	65.0%	92.4%	80.0%	92.7%	71.4%
Social Studies	70.0%	96.5%	>99.0%	96.9%	72.3%

NOTE: LEP = limited English proficient.

SOURCE: Texas Education Agency, PBMAS, Career and Technical Education, February 2013.

FIGURE 2–5
BEAUMONT ISD PBMAS CTE STUDENT COMPLETION DATA
2012

INDICATOR	2012 PBMAS STANDARD (%) OR STATE RATE	2012 DISTRICT RATE
5. CTE Annual Dropout Rate (Grades 9–12)	3.0%	0.5%
6. CTE RHSP/DAP Diploma Rate	70.0%	79.0%
7. CTE Graduation Rate	75.0%	97.5%
8. CTE Nontraditional Course Completion Rate – Males	37.7%	30.7%
9. CTE Nontraditional Course Completion Rate – Females	40.3%	42.7%

SOURCE: Texas Education Agency, PBMAS, Career and Technical Education, February 2013.

IMPLEMENTATION OF NEW CURRICULUM

The district generated buy-in and provided resources and support to orient staff and assist them in implementing its 2009 adopted curriculum. Beaumont ISD adopted the CSCOPE curriculum, a K–12 curriculum management system developed by the Texas Education Service Center Curriculum Collaborative.

Beaumont ISD contracts with Region 5 for access to the curriculum management system's content and for professional development. Prior to adopting this curriculum, the district used its own district-developed scope and sequence. However, once Beaumont ISD made the decision to use an externally-developed curriculum, district leaders effectively communicated a sense of urgency to support its immediate implementation.

According to staff, the district introduced the curriculum to teachers with an activity that helped teachers connect their existing teaching practice with the goal of introducing the new curriculum management system as a tool for realizing their teaching objectives. The activity also defined which components of the curriculum were negotiable and which were non-negotiable. The district introduced several components as optional initially and gradually mandated their use. This approach gave teachers the opportunity to become familiar with the new curriculum and to build buy-in. While the use of several components of the curriculum are mandated districtwide, other requirements are left up to the district curriculum supervisor in each of the four foundation content areas, who are responsible for defining required curricula and providing technical assistance and monitoring to support implementation.

Since the initial adoption in 2009, the district has continued to provide training on the curriculum for teachers and administrators. For example, in August 2011, districtwide staff development was provided through a session called

“Setting the Stage for STAAR with CSCOPE: A Guaranteed, Viable Curriculum.” Sessions were offered for every grade level and content area. Some of the training provided in school year 2012–13 included an overview of a new technology platform for the curriculum and a review of key features. Numerous other trainings were scheduled throughout school year 2012–13. Not only is training provided at the district level, district curriculum supervisors also visit campuses and meet with teachers during grade level meetings throughout the school year to discuss pacing and review the six weeks assessments ahead of time.

The district has also made an effort to customize the curriculum to Beaumont ISD and teacher needs in ways that continue to build support for its implementation. At the initial introduction of the curriculum management system, Beaumont ISD provided customized district maps that compared the new curriculum to the district's existing scope and sequence, garnering teacher buy-in. In addition, each summer, the district brings in teachers to review curriculum pacing. These teacher groups review test scores and determine which standards need more time and emphasis in classroom teaching. In addition, there is always a special education staff member on each of the review teams to plan ahead for modifications that might be needed for special needs students.

Each campus also provides periodic workshops and information sessions to help parents build a better understanding of the curriculum, assessments, and what their children are expected to learn. District staff provide packets and resources every six weeks for campus parent centers and staff are available to talk with parents as they come in.

In addition to the district curriculum supervisors, Title I supervisors and principals are responsible for monitoring implementation of the curriculum. Curriculum supervisors

are charged with providing support in the classroom. Title I supervisors conduct campus monitoring visits and observations, checking for implementation strategies in a particular content area. These staff look for student engagement, best practices, objectives aligned with the scope and sequence, grade appropriateness, and alignment with curriculum/instructional materials being used. They give immediate feedback to teachers and school leaders while on the campus. Principals are also responsible for monitoring curriculum implementation through a district requirement of six classroom walkthroughs a day. Using a district template for walkthroughs, the principals look for consistency across activities and alignment of objectives with the adopted curriculum.

Another factor that potentially contributed to the successful roll-out and subsequent implementation of the curriculum in Beaumont ISD is the availability of resources, such as supplies for science experiments, aligned reading materials, and paper for printing the curriculum documents. Principals reported that there have always been enough resources to go around. Teachers also indicated that there were not many resources they needed that they could not get. For example, if a curriculum lesson requires materials beyond what the teacher or school have on hand, curriculum supervisors typically supply them. One district administrator was impressed by the availability of materials in Spanish and the district's ability to ensure that all new teachers had the materials their students needed.

Beaumont ISD's implementation of the new curriculum management system follows research-based professional standards of the AdvancED Accreditation Standards for Quality School Systems developed by the Council on Accreditation and School Improvement of the Southern Association of Colleges and Schools. Beaumont ISD demonstrated the quality indicators in its rollout and implementation of its new curriculum management system. Key areas of curriculum implementation include differentiation, monitoring, quality instructional practices, structural support, and professional development. As illustrated by the performance of Beaumont ISD's students and the comments of its teachers and administrators, the district demonstrated the quality indicators in its rollout and implementation of its curriculum management system as the district's core curriculum.

PROFESSIONAL DEVELOPMENT

Beaumont ISD restructured its professional development program to make it more responsive to teacher interests and increase participation. To address waning attendance at districtwide professional development days, in school year 2012–13, Beaumont ISD implemented a conference-style professional development approach. The delivery of the modified professional development structure was the result of collaboration between the office of Curriculum and Instruction and the office of Professional Development. Historically, staff reported, teachers opted to take off on professional development days. With the new conference-model approach, staff reported excellent attendance citing teachers' ability to choose trainings in which they were interested as the cause for increased participation.

For example, a professional development forum held in August 2012 focused on the theme *Conquering Challenging Changes to Cultivate Student Learning*. In an effort to provide differentiated professional development to teachers based on individual needs and interests, the district offered participants a variety of sessions from which to choose. A keynote speaker opened the day with a session on teacher expectations and motivating students. Following the keynote presentation, participants attended four self-selected sessions, each an hour in length. The professional development course offerings were categorized into eight strands. Within each strand, there was a subset of sessions aligned to content areas and specific departments.

Professional development topics and workshop descriptions were provided to staff in advance of the training through Eduphoria, the district's comprehensive data management system, which is used by staff and educators at all levels of the organization. This system is used to collect and analyze student performance data, manage the curriculum, coordinate professional development registration, and monitor and manage teacher evaluation data.

Participants were able to select their desired sessions and submit their choices directly through the comprehensive data management system. In addition to enabling participants to select topics that best aligned with their particular needs or interests, this streamlined process also helped the district facilitate scheduling, create sign-in sheets, and maintain a record of attendance for all participants.

The sessions offered were relevant and were designed to promote academically rigorous instruction. In the *Leadership*

strand, for example, one session, “*Bloom’s ‘Digital’ Taxonomy*” had the following description:

Recent studies from the Department of Education have shown that on average, students in online learning conditions performed better than those receiving face to face instruction. Online education is expected to expand sharply over the next few years, and due to this expansion, the use of the internet, social media, and social networking is a tool that is at our fingertips as instructors. Bloom’s taxonomy has always been a foundation of our educational system, however, with the changing and ever evolving trends of the 21st century as it relates to technology, it is imperative that educators realize the advantages of digital learning. This presentation will target the curriculum coordinator, teachers, supervisors, and administrators.

Figure 2–6 shows additional session topics by strand.

Further, the goals of the districtwide professional development symposium forum were included in a comprehensive brochure provided to staff. The training goals included the following:

- Educators will be able to teach standards to master and integrate promising practices to cultivate student learning.
- District and campus administrators will provide opportunities for teachers to revisit, revise, and rethink the effective instructional approaches for student success.
- Leaders will facilitate independent application of curriculum content, including higher order questioning and project-based assessments throughout a systematic monitoring process.
- District and campus leaders will establish and maintain continual open communication across the district to ensure improved student performance.
- Increased awareness will enable educators to enhance instructional skills and reinforce accountability for student success.
- District staff will be capable of enhancing student learning by providing a conducive learning environment: leadership, academic, fine arts, technology, business, communication, health, facilities and maintenance, nutrition, security, and transportation.

In addition to dedicated districtwide professional development days, the district allows for a vast number of ongoing professional development opportunities through the school year. In school year 2012–13, the district allotted three days for teacher in-service and three days for teacher workdays. Two additional days were added for staff development because the district received a waiver from the Texas Education Agency (TEA) to substitute some required instructional days in the calendar with teacher training days.

During the onsite review, Beaumont ISD provided a list of professional development opportunities for school year 2012–13 that included dates, times, meeting topics, professional development session titles, the intended audience, and the location of events from July 2012 to March 2013. Professional development opportunities consisted of after-school training, Saturday training, and training/meetings conducted during the instructional day. These trainings covered a broad range of topics and content areas. A sample of event topics includes the following:

- 504 Training;
- Science CSCOPE Writing;
- Empowering Writers (4th/7th Grade Writing Teachers);
- Elementary Librarian Staff Development;
- My Access Training (new teachers);
- Elementary English/Language Arts and Reading CSCOPE Mapping;
- Nonviolent Physical Crisis Intervention;
- Inquiry Prep Session;
- Crisis Prevention Institute Training;
- Special Education Manager Training;
- Harding Trex Training;
- Special Education Department Meeting – Individualized Education Programs (IEPs), Interventions and Methodologies; and
- New Teacher Orientation.

In school year 2012–13, Beaumont ISD also offered a series of STAAR Institutes. Representative groups of teachers were paid a stipend to attend the institute, which provided professional development in content areas tested on the STAAR exam.

**FIGURE 2–6
BEAUMONT ISD DISTRICTWIDE PROFESSIONAL DEVELOPMENT FORUM
SAMPLE PROFESSIONAL DEVELOPMENT SESSION TOPICS
AUGUST 2012**

STRAND	SAMPLE SESSION TOPICS
Leadership	“PHONO WHAT?” Syllabication, Alliteration, Rhyming, and On-Set Rime (Pre-K) Six Slices of Family Engagement (Parent Involvement) Impact of Bilingualism in Education and Society (Parent Involvement/Bilingual ESL) Beaumont ISD+ LIT = College Credit for High School Students (CTE) Busting the Bully Bubble (Guidance and Counseling Services)
Academic	Discovering Online Resources to Implement CSCOPE with Ease (K–2nd) (ELAR) ¡ATENCIÓN CONQUISTADORES! Conquer Expository Writing Techniques for Emerging ELLs (ESL) Planning Your Questions: Questioning Strategies In Your Classroom (Mathematics) I’ve Got My E-Reader—Now What? (Library Services) STAAR Test-Taking Strategies (Special Education) Getting the Handle on World History Changes (Social Studies)
Fine Arts	Curriculum Integration for Theatre Arts Beginning Fine Arts iPad Use Drawing/Sketching for Art Teachers Pinterest for Art Teachers Elementary Music – Music and Motion Part 1
Technology, Business, Communication, Secretaries, and Clerks	Boot Camp for Elementary Teachers – Basics of CSCOPE Boot Camp for Secondary Teachers – Basics of Gradebook Venturing into the Unknown – The New District Portal I Didn’t Know You Could Do That! iPad Advanced Boot Camp for Elementary Teachers – Basics of Eduphoria/School Objects Suite
Health/Physical Education and Nurse/Food Nutrition	Resources Available to Students With Limited Access to Health Care “Myth Busters” in Nutrition UIL/Beaumont ISD Policies and Procedures for All Secondary Coaches (Mandatory Meeting) Caring for the Child With Seizures Best Practices in Health Care Zumba Fitness Bullying
Facilities and Maintenance	I Didn’t Know I Could Look That Up in Total Education Administration Management Solutions Innovative Operations and Maintenance Ideas Myth Busters: Challenging Cleaning Paradigms Challenging Maintenance Madness Asleep in the Classroom: The SNORE Factor
Security and Transportation	I Got This! Women’s Self-Defense (Security) Last Call for Alcohol (Transportation) Operation Lifesaver (Transportation) Are You Texting Me? (Transportation) Accident NOT Waiting to Happen (Transportation)
Specialty	21st Century Classroom Management (CTE) Conquering Geography in Foreign Language Through Technology (Foreign Language) Collaborative Web Tools Explained for the 21st Century (Foreign Language) Child Development Curriculum Design (CTE)

SOURCE: Beaumont ISD, Training Brochure, February 2013.

The district's comprehensive data management system compiles professional development information onto a master calendar that also serves as a participation log. There were approximately 310 professional development event entries from July 2012 to March 2013. The district provides adequate, comprehensive, and well-organized professional development opportunities for its teaching staff that allows for individuals to select the training needed.

TEACHERS IN NEED OF ASSISTANCE

Beaumont ISD has implemented measures to identify teachers in need of assistance and provide them with timely, targeted training. In addition to providing ongoing professional development, the district implemented a new program called *Empowering Teachers for Student Success* (ETSS) in school year 2012–13. Teachers are identified for participation in this program based on student performance data and other criteria. Teacher selection for *Empowering Teachers for Student Success* is based on the following criteria:

- Teachers are selected based upon student performance data derived from the district's comprehensive data management system for the first, second, and third six weeks.
- Student performance per district tested content area/grade level is evaluated.
- Teachers with less than 70 percent of students passing district curriculum benchmark assessments are selected to participate in the program.
- The number of students assigned to the teacher has no bearing on the selection process.
- Teachers are incorporated from all programs including special education and English as a second language (ESL).

The ETSS program in Beaumont ISD is coordinated by the Title Programs department and the Curriculum and Instruction department. As part of the ETSS design, the district curriculum supervisors provide the professional development with the assistance of elementary curriculum coordinators and Title I secondary representatives. Title I supervisors serve as program site monitors at the various locations of the ETSS trainings. Participants are grouped according to subject areas taught, and trainings are held at four school locations. Participants are required to sign a contract to pledge their commitment to the program. The contract is also signed by the content supervisor, the program

site-monitoring supervisor, and the participants' campus principal.

Roles and responsibilities of all stakeholders in the ETSS program are outlined in **Figure 2–7**.

The ETSS program is well designed. The premise of the program is to link student performance to teacher performance and, in identified areas of weakness, provide ongoing and targeted support for identified instructional staff members. A unique aspect of the ETSS program is the collaboration between the content experts from the Title Programs department and the Curriculum and Instruction department who work together to identify teachers in need of assistance based on data and then differentiate the embedded professional development to suit the participants. Additionally, the program allows for reflection and a continuous improvement cycle, as participants are required to provide feedback on program evaluation forms at the conclusion of each professional development session. Teachers are compensated for their participation in after-school training sessions, which take place from 4:30-6:30 PM.

To conduct ongoing monitoring, district staff work together as a team that includes Title, Curriculum, special education, and ESL department staff to visit all district campuses based on a year-long rotation schedule as well as by identified immediate needs. The team meets prior to campus visits to review student performance data through the data management system and identify areas of concern and classrooms for observation. After classroom visits, immediate verbal feedback is given to the principal, followed by a written report. This process enables the team to provide intensive follow-up support to teachers and campuses in need of assistance. Furthermore, the walkthroughs allow supervisors to monitor implementation of strategies promulgated during district professional development sessions. Additionally, the Title and curriculum supervisors have developed a cadre of professional development leaders on each campus, building the capacity of department chairs, lead science teachers, curriculum coordinators, and secondary Title I representatives to support teachers. High school teachers reported that they typically get a lot of support from their curriculum supervisors who frequently facilitate internal training.

Beaumont ISD has made a commitment to providing ongoing professional development to teachers that is based on student performance data and aligned to standards and

**FIGURE 2–7
EMPOWERING TEACHERS FOR STUDENT SUCCESS PARTICIPANT ROLES AND RESPONSIBILITIES
JANUARY 2013**

PERSON(S) RESPONSIBLE	ROLES AND RESPONSIBILITIES
Curriculum Supervisor/ Content Supervisor (District-based)	The curriculum supervisor will disaggregate data in the data management system to ascertain targeted standards based upon student performance. The curriculum supervisor will work collaboratively with the curriculum coordinator(s) and the school-based Title I secondary representative(s) to prepare a lesson plan, an agenda, and materials for each scheduled professional development program date. The curriculum supervisor will utilize information derived from the program evaluation forms to enhance professional development.
Curriculum Coordinator/ Title I Secondary Representative (School-based)	The curriculum coordinator(s) and Title I secondary representative(s) will work collaboratively with the curriculum supervisors to disaggregate data in the data management system to ascertain targeted standards based upon student performance. The curriculum coordinator(s) and/or Title I secondary representative(s) will work collaboratively with the curriculum supervisor to prepare a lesson plan, an agenda, and materials for each scheduled professional development program date. The curriculum coordinator(s) and/or Title I secondary representative(s) will utilize information derived from the program evaluation forms to enhance professional development.
Title I Supervisor	The Title I supervisor will monitor the assigned program site. The Title I supervisor will complete the ETSS Monitoring Checklist. The Title I supervisor will complete documentation for compliance. The Title I supervisor will complete and sign payroll worksheet.
Participating Teacher	The teacher will attend 20 required professional development program dates. The teacher will actively participate in each scheduled professional development program date. The teacher will utilize Student Expectation Standards/Performance Level Descriptors/STAAR Blueprint in conjunction with instructional focus strategies derived from the ETSS program to enhance student success based upon data derived from student performance.

SOURCE: Beaumont ISD Student Success Initiative Program: Empowering Teachers for Student Success; Title Programs Department and Curriculum and Instruction Department Document, February 2013.

student expectations. The district has maximized its resources by encouraging collaboration between and among all content areas and departments. In addition to providing professional development that is characterized by rigor and relevance, Beaumont ISD follows through with classroom coaching and the development of professional learning cadres to provide ongoing support to teachers.

DATA-DRIVEN INSTRUCTION AND INQUIRY

Beaumont ISD staff at all levels of the organization have established data analysis and inquiry processes using multiple data sources to make decisions about student success. The district uses a comprehensive data management system that allows detailed analysis of student performance, access to curriculum, and storage of teacher evaluation data.

Data-driven instruction has come to mean many things in education. Its most frequent usage refers to the analysis of test data for instructional decision-making. However, Beaumont ISD has embedded data analysis into the everyday work of educators and staff. Data analysis in the district is based on multiple sources of data and is used to inform

instructional improvement decisions. This practice of inquiry and use of data, which is modeled by the superintendent, is replicated throughout central office, used to design teacher professional development, and embedded in campus and classroom level practice to identify individual teacher and student needs.

Beaumont ISD has developed a data analysis process to drive improvement efforts. The district’s Curriculum Implementation Model specifically identifies the use of a data management system for analyzing test results by question at key stages during the year—after benchmark assessments, six-week tests, and other standardized tests. Analyzing assessment results by skills and standards and the questions that assess them provide specific information regarding student needs and progress. These data are used to drive instructional modifications on a daily basis. In the “monitor/adjust” component of the curriculum implementation model, the district also identifies other types of data such as assessment of teacher coherence in use of the curriculum and student engagement to guide decision-making.

Central office staff, including members of the Title department, the Curriculum and Instruction department, the Instructional Technology department, and the Professional Development department, routinely collaborate to support teaching and learning through the use of data. For example, the district organizes monthly Title I training for Title I curriculum coordinators and secondary coordinators based on student performance results using the comprehensive data management system reporting features. Working with campus leaders, the director and coordinators of Title Programs monitor the needs of students and teachers in order to provide targeted professional development. In school year 2012–13, the director targeted three campuses to monitor and met weekly with staff from two of the elementary schools that are in Stage 1 of the School Improvement Program for failing to meet AYP to review data. In these meetings, teachers learn to analyze performance data and develop an action plan to address challenge areas.

The district also uses data to identify campuses, teachers, and students in need of assistance. The central office supports principals with a strong monitoring team, consisting of Curriculum and Instruction and Title staff. Support teams may help teachers plan or model a lesson, show them how use to resources, or engage them in professional development opportunities that include book studies, online courses, and classroom coaching.

Principals also report gathering and using various types of data. For example, their walkthrough process helps them ascertain that teachers are teaching the required level of rigor of the TEKS for STAAR exams and that students are engaged in learning. Principals enter walkthrough data into the comprehensive data management system, which can be monitored by the principals' supervisors. One principal reported meeting with campus departments once a month to discuss assessments and identify students who may need additional help either for grades or attendance. Sometimes counselors and diagnosticians attend these meetings if additional support is needed.

Teachers reported using data in a number of ways. For example, middle school teachers said they perform a quintile analysis of every student's benchmark assessment scores and then analyze the data with their principals to ensure that students are prepared for the STAAR exam. One special education teacher reported that general education and special education teachers alike use Individualized Education Programs (IEPs) as a data source in making modifications for students. Then the special education teacher regularly

monitors students' grades to determine if additional interventions are needed.

The Board of Trustees is also involved in data analysis and inquiry processes. Prior to each meeting, the board requests student performance data to guide and inform discussion. The assistant superintendent for Technology, Research and Evaluation provides a report to the board prior to the board meeting, so members can come with their questions prepared.

Beaumont ISD has successfully developed a data-driven, inquiry-based culture at all levels of the system. These efforts support effective educational service delivery and performance improvements.

DETAILED FINDINGS

DISCIPLINARY ALTERNATIVE EDUCATION (REC. 6)

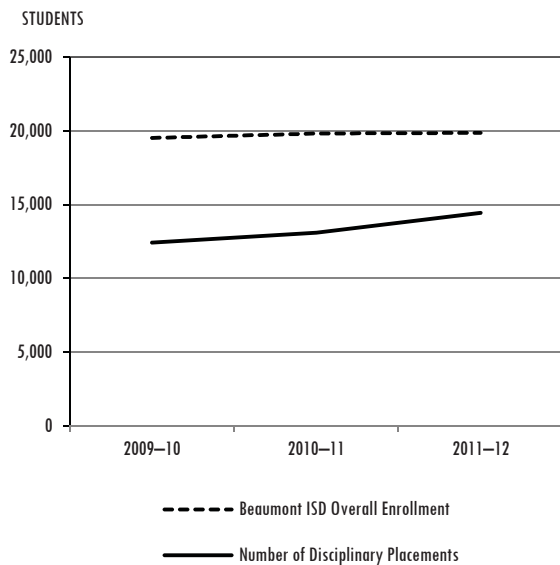
Beaumont ISD lacks a process for effectively managing and monitoring its disciplinary alternative education campuses to ensure that students are properly transitioned to and from their home campuses and receive adequate academic instruction while in alternative education settings.

An analysis of student disciplinary records shows that disciplinary actions in Beaumont ISD increased from school year 2009–10 to school year 2011–12. **Figure 2–8** shows the number of disciplinary actions resulting in student removal from the regular classroom, such as in-school suspension (ISS), placement in the district's Disciplinary Alternative Education Program (DAEP), and expulsion to a Juvenile Justice Alternative Education Program (JJAEP). During school years 2009–10 to 2011–12 the total enrollment remained relatively stable.

The solid line in **Figure 2–8** represents the number of disciplinary incidents reported, not the number of students who have been removed from their regular classroom because of disciplinary infractions; some students were removed more than once.

Out-of-school suspensions (OSS) decreased from school years 2005–06 to 2009–10, the most recent five-year period for which data were available. However, the total costs for OSS in terms of lost Average Daily Attendance funding (ADA) increased during the same period. In 2011, the district commissioned a study that included the number of OSS from school years 2005–06 to 2009–10 and the associated loss in ADA funding. **Figure 2–9** shows the number of out-of-school suspensions and lost ADA funding in Beaumont ISD for school years 2005–06 to 2009–10.

**FIGURE 2-8
BEAUMONT ISD STUDENT DISCIPLINARY INCIDENTS IN
RELATION TO DISTRICT ENROLLMENT
SCHOOL YEARS 2009-10 TO 2011-12**



NOTES:

- (1) Figure 2-8 does not include out-of-school suspensions.
- (2) The dashed line represents Beaumont ISD overall enrollment, and the solid line represents the number of disciplinary placements.

SOURCE: Beaumont ISD, Student Disciplinary Incidents by Campus and Disciplinary Action Code; AEIS, February 2013.

Texas Education Code Section 37.005 limits OSS to a maximum of three days.

A study by Disability Rights Texas found that in school year 2010-11 the number of OSS in Beaumont ISD was among the highest in the state. In school year 2010-11, the state percentage of all students given OSS was 3.55, and the percentage of students in Beaumont ISD given OSS was 14.82. In the same school year, the state percentage of special education students given OSS was 7.13. In Beaumont ISD, 20.84 percent of special education students were given OSS. This percentage was the 16th highest among Texas school districts. However, in school year 2011-12, the percentage of all students assigned OSS decreased to 11.54 percent, while

the percentage of special education students assigned OSS decreased to 16.53 percent.

Data indicate that Beaumont ISD assigns a high number of students OSS compared to the state average. Assigning students OSS results in reduced funds for the district. The district loses over a half a million dollars annually in ADA funding due to OSS.

Beaumont ISD’s lack of a process for effectively managing and monitoring disciplinary alternative education campuses has resulted in the following:

- A breakdown in communication between students’ home schools and alternative campuses,
- No established, uniform process for transitioning students between their home campuses and alternative education facilities, and
- Academic instruction at alternative disciplinary campuses that is inconsistent with the district’s adopted curriculum.

Each of the issues has the potential to negatively impact the quality of instruction provided to students at these facilities.

COMMUNICATION/MANAGEMENT

Beaumont ISD does not have a system for communicating between home and disciplinary alternative campuses or a system for monitoring students’ educational progress while they are in a disciplinary alternative placement. District staff reported that teachers have no communication with the alternative schools. During interviews conducted by the review team, teachers reported that they often receive no response when they attempt to contact disciplinary alternative education campuses to inquire about their students.

Management and supervision of Beaumont ISD’s disciplinary alternative education campuses is not coordinated across staff members and campuses. This results in a lack of communication with and oversight for these campuses. There are no clear lines of authority for oversight of disciplinary alternative education student placements. For

**FIGURE 2-9
BEAUMONT ISD COSTS OF OUT-OF-SCHOOL SUSPENSIONS IN LOST ADA FUNDING
SCHOOL YEARS 2005-06 TO 2009-10**

YEAR	2005-06	2006-07	2007-08	2008-09	2009-10
Number of suspensions	9,990	11,035	8,168	7,380	8,424
Dollar Value	\$556,794	\$575,064	\$661,080	\$597,156	\$646,170

SOURCE: Beaumont ISD, PEIMS, February 2013.

example, the assistant superintendent for Administration and Operations tracks student placement at disciplinary alternative campuses each day. However, the principal of Pathways reports to the assistant superintendent for Curriculum and Instruction and Secondary Administration, who also has oversight responsibility for education services at Minnie Rogers Juvenile Justice Center (Minnie Rogers).

Failure to establish a clear reporting and oversight structure for disciplinary alternative education campuses has implications for the quality of instruction provided. For example, teachers at the Minnie Rogers are staff of Beaumont ISD. However, during the onsite visit, the review team found that teachers at Minnie Rogers receive limited support from the district. Beaumont ISD teachers working at Minnie Rogers are not supervised by the superintendent of the facility because he is employed by the county, not the district. Interviews and surveys conducted by the review team during the onsite visit indicated that there is a lack of regular administrative oversight of the academic program Beaumont ISD provides at the facility. District staff also reported that teachers at Minnie Rogers received limited curriculum training at the beginning of school year 2012–13 and are not provided necessary instructional materials. The lack of oversight from Beaumont ISD administrators limits opportunities for communication between the teachers at Minnie Rogers and the district.

Beaumont ISD staff members also reported that the district does not conduct formal program evaluations at its disciplinary alternative education campuses. An analysis of at-risk student performance shows a significant gap between at-risk students and Beaumont ISD students overall. The identifying criteria for at-risk students is placement in an alternative education program during the preceding or current school year, being expelled during the preceding or current school year, or being currently on parole, probation, deferred prosecution, or other conditional release. The district's lack of a process to regularly communicate with, monitor, and provide curriculum materials and support to teachers at disciplinary alternative education campuses affects the quality of instruction provided to at-risk students at these facilities.

TRANSITIONING

Disciplinary placement processes are not clearly articulated in the Student Code of Conduct. The process for a DAEP placement is outlined briefly and includes three steps: a parent, student, and administrator conference; a placement

order; and a written notice to parents of the student's opportunity to complete coursework required for graduation, at no cost to the students and methods available for completing the coursework. However, the Student Code of Conduct is silent on the role of district personnel. Therefore, in the absence of a written procedure, the process for transitioning students varies from each sending school and receiving alternative school. Generally, the assistant principal at the home campus initiates a disciplinary alternative education placement for a student by contacting the parent and central office. The assistant superintendent for Administration and Operations is responsible for scheduling the start date and orientation at the alternative campus. Counselors are responsible for sending the students' schedule to the receiving campus. When students return to the home school, the assistant superintendent for Administration and Operations notes the change and notifies the home campus principal.

Each disciplinary alternative education facility has different procedures for receiving new students. For example, the district procedure for recommending a student for placement at Pathways is to fax the district form to the assistant superintendent and then for the assistant principal to call a hearing with the parent and student to discuss the reason for the removal and to give the student an opportunity to respond to the recommendation. Once a student is approved to start at Pathways, the student's schedule and state test results are sent from the home school counselor. The Pathways counselor tries to match the student's schedule. Some materials and assignments may be sent from the home campus to the disciplinary alternative education campuses. Students can also work on classes that are not offered at Pathways on PLATO.

The Jefferson County Youth Academy (JCYA), houses the district's JJAEP. JCYA's policies and procedures have specific written entry and exit transition plans for students transferred between its facility and the home campus. These transition plans establish specific requirements. For example, the sending school must send the expulsion order, the student's course schedule, and grades. When a student returns to his/her home school, JCYA sends the student's attendance records, grades, and a plan for transitioning back into the home school. JCYA provides the student's parent or guardian with a copy of the exit transition plan.

However, procedures are different when a student arrives at Minnie Rogers. District staff reported that there is no communication with the student's home campus and Minnie

Rogers. Due to the confidentiality requirements of the juvenile justice system, teachers at the home schools do not know where their students have been placed when they are at Minnie Rogers.

The process for transitioning students back to their home campus is also not consistent across the district. It is up to each campus to transition students returning from disciplinary alternative education placements back into their home schools. At one high school, the Communities in Schools staff helps transition the students back from disciplinary alternative education placements. Upon returning, students have an interview with the assistant principal and the counselor. If the student received a disciplinary alternative education placement because of behavior in a specific teacher's class, the counselor tries to assign the student to a different teacher. The counselor also tries to help students redirect their behavior, encouraging them to focus on graduation and to stay away from other students who may exhibit negatively influencing behaviors. At other schools, the counselor is responsible for rescheduling the student based on the courses the student was taking at the disciplinary alternative education campus and grades the student received while there. However, staff report that scheduling information generally lags behind student placement, so scheduling decisions are often made without it. At most schools, staff reported that they were not aware of any programs to reintegrate students who are returning from a disciplinary alternative education campus.

CURRICULUM/INSTRUCTION

Academic programming at disciplinary alternative education placements is inconsistent with the district's adopted curriculum. Though the district's curriculum is used at Pathways, Minnie Rogers, and JCYA, district principals, counselors, and teachers reported that students assigned to these campuses are often behind academically when they return to their home schools. Staff also indicated that they feel that students are given grades at disciplinary alternative education campuses that are higher than those they typically earn at their home campus. The principal of Pathways visits classes in the home schools to try to see where teachers at his school need to improve so students will not return behind.

Attempts are made to provide services to special education students in disciplinary alternative education placements. Special education teachers reported that since an Admission, Review, and Dismissal (ARD) process is required for a change of placement, IEPs follow students and come back with them

when those students' placements are changed for disciplinary reasons. Students at Minnie Rogers receive special education counseling 30 minutes once a month if it is in their IEP.

At Minnie Rogers, student schedules are not aligned with their course schedule from their home school, and students are assigned to classes irrespective of grade levels. There is little attempt to continue work and assignments from the home school campus unless parents bring the work in. Teachers at Minnie Rogers, though they reported that they are teaching the TEKS, follow the district's adopted curriculum, and preparing students for the STAAR tests, said they typically teach one extended concept for an extended period of time. For example, the social studies class might focus on geography one semester and U.S. history or world history another semester.

Since the time of the review, Beaumont ISD indicated that teachers at Minnie Rogers follow the district's curriculum by grade level. In addition, staff reported that Beaumont ISD and the Special Education department are data-driven. Special education staff stated that the Full and Individual Evaluation (FIE) drives the services. The evaluator determines the student needs and makes a recommendation to the ARD committee.

In terms of special education students, Minnie Rogers has a special education teacher, who along with administrators from Ozen High School and South Park Middle School, attend ARDs at the facility. Minnie Rogers receives IEPs from Beaumont ISD, makes copies for each teacher, and arranges accommodations. Because Minnie Rogers often gets youth who have not been attending school, the staff investigates to see whether students received special education services in the past when they were in school.

The National Alternative Education Association publishes (NAEA) *Exemplary Practices in Alternative Education: Indicators of Quality Programming*, which include the following selected indicators:

- 2.1 The district provides sufficient oversight to ensure quality programming while protecting the autonomy of the alternative education program's operation.
- 2.7 Program leadership develops and operates under a current policies and procedures manual that is consistent with the mission and purpose of the program, approved by the local board of education, and articulated to all stakeholders in the form of standard operating procedures (SOPs). Elements of the manual should address the following:

- Clearly defined roles and responsibilities for all teaching and non-teaching staff are written and fully explained to program staff.
 - Referral, screening, and intake procedures are outlined and promote timely, user-friendly access to program services for students.
 - Procedures to collect, share, and store individual student records are developed for participants that ensure student confidentiality.
 - Processes are established that coordinate effective placements, assess student needs to match appropriate program services and interventions, and formalize the transition of students from one learning environment to the next.
 - Reliable assessments are identified and inform procedures for developing an individualized student learner plan (ISLP) that addresses the academic, behavioral, life skill, service coordination, transitional and vocational needs of the participant.
 - Programs have established a thorough written code of conduct and a comprehensive student discipline action plan that outlines rules and behavioral expectations, appropriate interventions, consequences of misbehavior, and celebrates proper student behavior (i.e., level system or similar behavior support mechanisms).
 - Program policies encourage the active engagement of parents/guardians as equal partners in the planning, implementation, and development of the alternative education program.
 - Policies for developing collaborative partnerships with public and private agencies are established and formalized by program leadership (i.e., memoranda of understanding or MOUs) and outline the roles and responsibilities of partnered social service organizations (i.e., mental health organizations, the juvenile justice system, public health departments, local and state advocacy agencies, child welfare agencies, family support groups, judicial/legal agencies, youth service agencies, and research/evaluation institutions).
 - A formal crisis plan is developed and managed by program leadership to include strategies that sustain a safe, well-maintained, caring, and orderly program environment that is in compliance with state and local policies, standards, procedures, and legislation.
 - Process and outcome evaluation monitors are in place to determine student and program progress. This includes the identification of areas of weakness while ensuring that a plan of action exists when and where remedy is necessary.
 - Procedures to collect, store, and share program data ensure that students, parents/guardians, and staff are protected and identities are preserved.
- 2.10 Leadership promotes collaboration among the school of origin, community, and home, thereby fostering an effective learning environment for the student.
 - 2.11 Administration ensures that reliable data and student performance measures guide the instructional practices of the program.
 - 2.13 Consistent and constructive performance evaluations of administrative, teaching, and non-teaching staff are conducted by leadership in a timely manner.
- A study of Texas DAEP programs found that best practices in Texas correlated with best practices in the national literature. For example, the study revealed the following best practices of Texas DAEP programs: use of one-on-one instruction with the teacher (76.5 percent), establishment of individual student goals for program planning (66.8 percent), an academic program at each student's functional reading level (60.2 percent), staff development for teachers in conflict resolution (64.5 percent), parent involvement at entrance or exit conference for the program, the goal of success in the mainstream program after return to the home campus, no return trip to the alternative program (67.9 percent), and improved academic achievement (61.5 percent).
- Conroe ISD provides a concrete example of good practices for communication and transitioning DAEP students. The district developed a two-way communication system for regular educators and discipline alternative educators to maintain contact and share information about students placed in a discipline alternative setting. The system makes the student referral process more efficient and improves communication among stakeholders involved in the referral process. The system also ensures that teachers and appropriate

administrators are aware when a student referral is made and processed and results in an alternative placement. The program informs teachers of the length of the assignment, the number of days the teacher needs to provide student work, student progress during the placement, and the student’s expected return to the classroom.

Conroe ISD also shows, through its collaboration with the Montgomery County JJAEP, a model of a multi-district program that provides substantial staffing, instructional, and facility resources. Conroe ISD and Montgomery County jointly operate the county JJAEP. Conroe ISD recruits, hires, trains, and evaluates the certified teaching staff for the JJAEP. The district also provides the same resource instructional support and materials that are provided to the district staff. While the district oversees the educational component of the program, the county provides and maintains an exemplary educational facility for the staff and students. The county also recruits, hires, trains, and evaluates the Juvenile Supervision Officers who monitor the classrooms and hallways in the building. The presence of the supervising officers helps to maintain order in the classroom, which contributes to a positive learning environment.

Beaumont ISD should assign an existing staff position the responsibility for overseeing disciplinary alternative education. This oversight should include the review and assessment of the district’s disciplinary programs from an academic and financial perspective, and the development of a research-based management system for disciplinary alternative education. Ideally, the staff member should have expertise in organizing, managing, and evaluating disciplinary education programs at the school and district level. The position should have the authority to address the issues identified in this report with staff and other districts, and align the program with best practices identified by the NAEA. The position should also identify alternatives to assigning students OSS placements.

This recommendation can be accomplished with existing resources.

ACHIEVEMENT GAP (REC. 7)

Beaumont ISD lacks a comprehensive plan to address significant achievement gaps between student groups. The district attained *Academically Acceptable* or *Recognized* ratings in the last four years for which ratings were given in the state accountability system, and performance has improved overall since school year 2009–10. However, the district still has significant gaps when comparing the performance of Beaumont ISD’s White student group to other student groups.

When considering gaps in district performance, it is important to acknowledge that these gaps also exist statewide. Beaumont ISD student groups are generally doing as well or better than their peer groups in the state, especially since school year 2009–10. **Figures 2–10** through **2–13** provide performance data (Met Standard) on the TAKS for English language arts (ELA)-reading, mathematics, science, and social studies from school year 2007–08 to school year 2010–11, comparing Beaumont ISD’s racial and ethnic student groups to student groups statewide. In almost every case, district student groups came within two points of meeting or actually exceeded the state average for their respective student groups.

In summarizing **Figures 2–10** through **2–13**, Beaumont ISD’s racial and ethnic groups have performed equally as well as or outperformed their statewide student groups with only a few exceptions, in mathematics and ELA-reading in school years 2007–08 and 2008–09.

Figures 2–14 through **2–16** show the performance of Beaumont ISD students identified for special education and as economically disadvantaged, LEP, and at risk compared to state averages for those populations. Figures in bold indicate

**FIGURE 2–10
BEAUMONT ISD AND STATEWIDE ELA-READING TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11**

SCHOOL YEAR	STATE OVERALL	BEAUMONT ISD OVERALL	STATE AFRICAN AMERICAN	BEAUMONT ISD AFRICAN AMERICAN	STATE HISPANIC	BEAUMONT ISD HISPANIC	STATE WHITE	BEAUMONT ISD WHITE
2007–08	91%	88%	87%	86%	87%	88%	96%	96%
2008–09	91%	89%	88%	87%	88%	89%	96%	97%
2009–10	90%	90%	87%	88%	87%	89%	96%	97%
2010–11	90%	90%	86%	87%	87%	90%	95%	97%

SOURCE: Texas Education Agency, AEIS, February 2013.

**FIGURE 2–11
BEAUMONT ISD AND STATEWIDE MATHEMATICS TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11**

SCHOOL YEAR	STATE OVERALL	BEAUMONT ISD OVERALL	STATE AFRICAN AMERICAN	BEAUMONT ISD AFRICAN AMERICAN	STATE HISPANIC	BEAUMONT ISD HISPANIC	STATE WHITE	BEAUMONT ISD WHITE
2007–08	80%	73%	69%	67%	75%	78%	89%	87%
2008–09	82%	75%	71%	70%	78%	80%	90%	89%
2009–10	84%	82%	74%	78%	81%	86%	91%	92%
2010–11	84%	83%	75%	79%	81%	88%	91%	94%

NOTE: The numbers in bold indicate a Beaumont ISD student performance that is five or more percentage points lower than the state average for that group.

SOURCE: Texas Education Agency, AEIS, February 2013.

**FIGURE 2–12
BEAUMONT ISD AND STATEWIDE SCIENCE TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11**

SCHOOL YEAR	STATE OVERALL	BEAUMONT ISD OVERALL	STATE AFRICAN AMERICAN	BEAUMONT ISD AFRICAN AMERICAN	STATE HISPANIC	BEAUMONT ISD HISPANIC	STATE WHITE	BEAUMONT ISD WHITE
2007–08	74%	73%	61%	67%	66%	74%	87%	87%
2008–09	78%	74%	66%	69%	70%	73%	89%	92%
2009–10	83%	85%	75%	82%	78%	85%	92%	95%
2010–11	83%	85%	74%	81%	78%	86%	92%	95%

SOURCE: Texas Education Agency, AEIS, February 2013.

**FIGURE 2–13
BEAUMONT ISD AND STATEWIDE SOCIAL STUDIES TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11**

SCHOOL YEAR	STATE OVERALL	BEAUMONT ISD OVERALL	STATE AFRICAN AMERICAN	BEAUMONT ISD AFRICAN AMERICAN	STATE HISPANIC	BEAUMONT ISD HISPANIC	STATE WHITE	BEAUMONT ISD WHITE
2007–08	91%	92%	87%	91%	88%	92%	96%	97%
2008–09	93%	94%	90%	92%	90%	92%	97%	99%
2009–10	95%	96%	93%	95%	94%	98%	98%	99%
2010–11	95%	95%	92%	94%	94%	97%	98%	98%

SOURCE: Texas Education Agency, AEIS, February 2013.

**FIGURE 2–14
BEAUMONT ISD AND STATEWIDE ELA-READING TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11**

SCHOOL YEAR	STATE SPECIAL ED	BEAUMONT ISD SPECIAL ED	STATE ECON DISAD	BEAUMONT ISD ECON DISAD	STATE LEP	BEAUMONT ISD LEP	STATE AT RISK	BEAUMONT ISD AT RISK
2007–08	75%	77%	86%	85%	72%	75%	82%	77%
2008–09	78%	81%	87%	87%	74%	78%	83%	81%
2009–10	76%	86%	86%	88%	73%	78%	80%	82%
2010–11	75%	85%	85%	87%	73%	79%	80%	81%

NOTE: The numbers in bold indicate a Beaumont ISD student performance that is five or more percentage points lower than the state average for that group.

SOURCE: Texas Education Agency, AEIS, February 2013.

FIGURE 2–15
BEAUMONT ISD AND STATEWIDE MATHEMATICS TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11

SCHOOL YEAR	STATE SPECIAL ED	BEAUMONT ISD SPECIAL ED	STATE ECON DISAD	BEAUMONT ISD ECON DISAD	STATE LEP	BEAUMONT ISD LEP	STATE AT RISK	BEAUMONT ISD AT RISK
2007–08	61%	67%	74%	68%	68%	73%	63%	55%
2008–09	68%	65%	76%	71%	71%	75%	66%	61%
2009–10	67%	81%	79%	78%	74%	80%	70%	69%
2010–11	68%	77%	79%	80%	76%	82%	70%	70%

NOTE: The numbers in bold indicate a Beaumont ISD student performance that is five or more percentage points lower than the state average for that group.

SOURCE: Texas Education Agency, AEIS, February 2013.

FIGURE 2–16
BEAUMONT ISD AND STATEWIDE SCIENCE TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11

SCHOOL YEAR	STATE SPECIAL ED	BEAUMONT ISD SPECIAL ED	STATE ECON DISAD	BEAUMONT ISD ECON DISAD	STATE LEP	BEAUMONT ISD LEP	STATE AT RISK	BEAUMONT ISD AT RISK
2007–08	39%	55%	63%	67%	42%	62%	53%	52%
2008–09	46%	62%	68%	69%	47%	56%	58%	60%
2009–10	54%	85%	76%	82%	57%	70%	67%	73%
2010–11	60%	72%	76%	81%	58%	69%	66%	69%

SOURCE: Texas Education Agency, AEIS, February 2013.

a Beaumont ISD student performance gap that is five or more percentage points lower than the state average for that group. A five percentage point gap was used to analyze student performance. A five-point gap is an indicator that there could be a performance differential between student groups.

For the four-year period shown in **Figures 2–14 to 2–16**, the performance of Beaumont ISD identified groups met or in some cases far exceeded state averages for similar groups. The only gaps were in school years 2007–08 and 2008–09 in the performance of economically disadvantaged students in mathematics and ELA in school year 2007–08, and those gaps were closed subsequently.

While the district compares favorably with state averages in terms of overall and student group performance, when comparing the performance of groups of Beaumont ISD students to their peers within the district, there are significant gaps between White students and other racial and ethnic groups and between overall district performance and specially identified student groups. **Figures 2–17 to 2–19** shows a comparison of the academic performance of Beaumont ISD students overall and the performance of the district’s African American, Hispanic, and White student groups. Percentages in bold indicate a gap of more than five percentage points

between White and African American students groups and White and Hispanic student groups.

Figures 2–20 to 2–22 shows a comparison of the academic performance of Beaumont ISD students overall and the performance of district student groups receiving special education services and those identified as economically disadvantaged, as limited English proficient, or at risk. Percentages in bold indicate a gap of more than five percentage points between Beaumont ISD overall and student groups.

Over the time period and subject areas analyzed, performance of all identified student groups (special education, economically disadvantaged, LEP, and at-risk) has improved to varying degrees as demonstrated in **Figures 2–20 to 2–22**.

As the data indicate, achievement gaps in Beaumont ISD are persistent, especially in terms of race, ethnicity and student programs. While student groups in the district are doing well compared to their peers in the state, they are still not doing as well as their peers in other student groups in the district.

The challenges Beaumont ISD faces in closing these achievement gaps are not unique to the district. In 2011, the U.S. Congress chartered the Equity and Excellence Commission, a federal advisory committee, to provide advice

FIGURE 2–17
BEAUMONT ISD ELA-READING TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11

SCHOOL YEAR	DISTRICT	WHITE	AFRICAN AMERICAN	HISPANIC
2007–08	88%	96%	86%	88%
2008–09	89%	97%	87%	89%
2009–10	90%	97%	88%	89%
2010–11	90%	97%	87%	90%

NOTE: The numbers in bold show the areas in which Beaumont ISD African American and/or Hispanic student groups performed five percentage points or more below Beaumont ISD White students.
 SOURCE: Texas Education Agency, AEIS, February 2013.

FIGURE 2–18
BEAUMONT ISD MATHEMATICS TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11

SCHOOL YEAR	DISTRICT	WHITE	AFRICAN AMERICAN	HISPANIC
2007–08	73%	87%	67%	78%
2008–09	75%	89%	70%	80%
2009–10	82%	92%	78%	86%
2010–11	83%	94%	79%	88%

NOTE: The numbers in bold show the areas in which Beaumont ISD African American and/or Hispanic student groups performed five percentage points or more below Beaumont ISD White students.
 SOURCE: Texas Education Agency, AEIS, February 2013.

FIGURE 2–19
BEAUMONT ISD SCIENCE TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11

SCHOOL YEAR	DISTRICT	WHITE	AFRICAN AMERICAN	HISPANIC
2007–08	73%	87%	67%	74%
2008–09	74%	92%	69%	73%
2009–10	85%	95%	82%	85%
2010–11	85%	95%	81%	86%

NOTE: The numbers in bold show the areas in which Beaumont ISD African American and/or Hispanic student groups performed five percentage points or more below Beaumont ISD White student groups.
 SOURCE: Texas Education Agency, AEIS, February 2013.

to the U.S. Department of Education on addressing the persistent disparities in meaningful educational opportunities across the nation. The committee’s report, *For Each and Every Child* (2013), acknowledges that the challenge is immense and must be addressed on many fronts. However, it also provides a framework that can help districts institute

FIGURE 2–20
BEAUMONT ISD ELA-READING TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11

SCHOOL YEAR	DISTRICT	SPECIAL EDUCATION	ECON DISAD	LEP	AT RISK
2007–08	88%	77%	85%	75%	77%
2008–09	86%	76%	83%	73%	77%
2009–10	90%	85%	87%	78%	83%
2010–11	90%	85%	87%	79%	81%

NOTE: The numbers in bold show the areas in which the identified Beaumont ISD student groups performed five percentage points or more below Beaumont ISD students overall.
 SOURCE: Texas Education Agency, AEIS, February 2013.

FIGURE 2–21
BEAUMONT ISD MATHEMATICS TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11

SCHOOL YEAR	DISTRICT	SPECIAL EDUCATION	ECON DISAD	LEP	AT RISK
2007–08	73%	67%	68%	73%	55%
2008–09	75%	64%	71%	74%	61%
2009–10	82%	77%	78%	81%	69%
2010–11	83%	77%	80%	82%	70%

NOTE: The numbers in bold show the areas in which the identified Beaumont ISD student groups performed five percentage points or more below Beaumont ISD students overall.
 SOURCE: Texas Education Agency, AEIS, February 2013.

FIGURE 2–22
BEAUMONT ISD SCIENCE TAKS PERFORMANCE BY STUDENT GROUPS
SCHOOL YEARS 2007–08 TO 2010–11

SCHOOL YEAR	DISTRICT	SPECIAL EDUCATION	ECON DISAD	LEP	AT RISK
2007–08	73%	55%	67%	62%	52%
2008–09	74%	62%	69%	56%	60%
2009–10	84%	69%	81%	70%	72%
2010–11	85%	72%	81%	69%	69%

NOTE: The numbers in bold show the areas in which the identified Beaumont ISD student groups performed five percentage points or more below Beaumont ISD students overall.
 SOURCE: Texas Education Agency, AEIS, February 2013.

procedures, processes, and practices to begin to mitigate achievement gaps. This includes the following:

- Equitable School Finance—Children’s resources at school are not a function of where they live but of conscious decisions that provide each child what he or she needs to be successful.

- **Effective Educators and Curricula—Equity** among the teaching force means that students who are the most behind get the most prepared teachers and the strongest principals. They have access to research-based curricula that is rigorous and relevant to diverse learners.
- **Access to High-Quality Early Childhood Education**—To ensure that the poorest children have an opportunity to get ahead, ensure that all of those students who are eligible for Head Start, Early Head Start, and prekindergarten programs are identified and enrolled.
- **Meeting the Needs of Students in High-Poverty Communities**—Community involvement includes structures that foster parent engagement, collaboration with health care providers, extended learning time, and effective dropout prevention and recapture programs.
- **Governance and Accountability for Equity and Excellence**—To ensure that all students have what they need to succeed, elected and appointed leaders must recognize that what each student or group of students needs is not the same. Some students need additional allocations of staff and resources, supplementation of the curriculum, and/or extended time, all requiring additional financial resources, to achieve at the same level of their peers.

The State of Indiana has found that schools and districts across the state and country that are eliminating gaps in achievement share the following four key characteristics:

- **Focus**—clear and consistent goals, strategies, and leadership;
- **Rigorous curriculum**—clearly defined high expectations of what students should be learning and when it should be learned;
- **Good teaching**; and
- **Necessary interventions.**

Beaumont ISD should address student achievement gaps through its district and campus improvement planning process with desired results explicitly stated in the district and school improvement plans. Benchmarks should be set and a plan developed to evaluate the achievement of benchmarks and a process for mid-course corrections included.

To help the district and campuses navigate the process of decreasing achievement gaps through their respective improvement plans, the superintendent should establish a task force of district administrators, educators, parents, and other community stakeholders. The task force should review the research and resources on eliminating achievement gaps to produce a document that serves as a resource for planning processes. After setting the initial vision, plans, and resources in place, the task force should assist the district and schools with managing the improvement planning process, implementing the plans, measuring the achievement of the desired outcomes, and guiding necessary corrections.

The task force should begin its work after an orientation in which research addressing performance gaps is presented. The superintendent should establish working groups to examine the research base, student performance data, resource allocation in the district, and specific needs associated with each student group. The working groups should determine steps that need to be taken in each area to move to the next performance level. Each working group should not work in isolation. There should be frequent sharing of ideas and potential improvement strategies within the task force and identification of recommendations that are the same for many student groups.

The committee should address areas of education that have direct impact on student learning. For example, the committee may need to identify specific strategies for the recruitment, hiring, and training of teachers in areas with traditional shortages such as special education and bilingual education. Curriculum and instruction is another area that should be reviewed and possibly revised to ensure maximum achievement of student groups such as those students who have been identified as economically disadvantaged or at risk. The committee may also need to identify appropriate assessment instruments to address the differentiated needs of particular students groups such as those identified as special education and LEP. As a result of its work, the task force should produce a road map that the district and school improvement committees can use in addressing the achievement gaps in their plans. The district improvement plan should ensure that procedures and budget planning processes are in place that promote equity and foster innovation in decreasing achievement gaps.

This recommendation can be accomplished with existing resources.

RESPONSE TO INTERVENTION (REC. 8)

The district's Response to Intervention (RtI) protocol for assessing, documenting, and monitoring interventions is not consistently applied districtwide.

RtI is a multi-tiered approach to the early identification and support of students with learning and behavior needs. The RtI process begins with high-quality instruction and universal screening of all children in the general education classroom. Struggling learners are provided with interventions at increasing levels of intensity to accelerate their rate of learning. In 2008, TEA issued the Response to Intervention Guidance in response to federal mandates that required the agency to implement proactive models of instruction that allow all students to receive effective instruction as well as behavioral interventions in the general education setting.

According to the deputy superintendent for Financial Services and Elementary Administration, Beaumont ISD implements the RtI process beginning with identification of students to determine if they are above, at, or below grade level. Students who are below grade level may receive one or more of the following interventions: iStation instruction, tutorials, time embedded during the instructional day for interventions, and differentiated instruction. Action plans are developed to document time spent with students who are struggling. Before students can be referred for special education, documentation must be provided to ensure that a student has been through the RtI process.

The district indicated that all campuses have an RtI committee. According to district staff, the personnel on each committee should include the principal or assistant principal, counselors, and teachers involved with the students. Beaumont ISD also reported that the district implements the Tier I, II, and III RtI model with students to ensure that intense individual intervention is both used and documented before a student is referred for a special education referral packet.

Though the basic approach used by the district appears to be generally aligned with accepted procedure, teacher focus group data indicated that RtI processes vary by campus, specifically in regard to the student interventions used. The review team requested documentation of Beaumont ISD's RtI processes and procedures (i.e., Beaumont ISD Response to Intervention Manual) but did not receive district-specific information. The only two documents provided were the following TEA documents:

- A Guide to the Admission, Review and Dismissal Process 2012–2013; and
- 2008–2009 Response to Intervention Guidance

Teacher focus group data indicate that there are several interventions being used across the district. Some of these interventions include, but are not limited to the following: Study Island, Waterford, Accelerated Reader, Reading Counts, Ticket to Read, Read 180, Voyager Interventions, Envisions, STAAR Math, Fast Math, and Roback. Some Title I campuses also opted to purchase iStation for grades prekindergarten–2. At the secondary level, some students are identified for elective reading improvement classes based on iNOVA data. These classes are taken in addition to a student's English course. High school campuses also offer before-school and after-school tutorials as well as Saturday classes.

Secondary principals reported that each campus develops services based on its specific needs. Special education diagnosticians also confirmed that there is no districtwide RtI process, and that interventions typically vary from one campus to another. **Figure 2–23** shows a summary of the four interventions currently being used districtwide.

Further, the process for monitoring student progress using interventions is not stated in either of the two documents provided. Lines of responsibility for progress monitoring to determine the effectiveness of the interventions and a timeline for monitoring are not provided. In addition, there is a lack of clear oversight for RtI in the district. Staff reported that at some campuses, individuals are appointed as RtI trainers. In Beaumont ISD, overseeing the RtI process is the responsibility of the Special Education Department. However, staff interviews indicate that this is not widely known. Special Education staff collaborate in the RtI process, given staff members' knowledge base on interventions and differentiated needs of learners. However, RtI is designed to be a comprehensive program used with all students whose purpose is to mitigate the number of students who are referred for special education.

Limited evaluation of RtI interventions and instructional programs has been organized by the assistant superintendent for Technology, Research and Evaluation. For example, the department of Technology, Research and Evaluation has conducted a preliminary in-house evaluation of Reasoning Minds that indicates the program is negatively impacting benchmarks and STAAR results and is not aligned with the curriculum. However, according to the assistant superintendent for Technology, Research and Evaluation,

**FIGURE 2–23
INTERVENTIONS IMPLEMENTED IN BEAUMONT ISD
SCHOOL YEAR 2012–13**

INTERVENTION	GRADE LEVEL	SUBJECT	LOCATION	DESCRIPTION
iStation	3–8	Reading	All elementary and middle schools	iStation reading is a comprehensive computer based reading and intervention program that maximizes student reading fluency, comprehension, retention and academic success. Its easy-to-use components work together to maximize student growth. The Texas Student Success Initiative provides every public school student in grades 3–8 across the state of Texas with free unlimited access to iStation both in school and at home. Beaumont ISD provides students in grades prekindergarten–2 with access to iStation (Title I funds; site-based decision making).
Think through Math	3–8	Mathematics	All elementary and middle schools	Think through Math is provided to public school students in grades 3–8 via the Texas Student Success Initiative. Think through Math uses technology to offer students an added opportunity for enrichment in mathematics. Students can access this virtual learning program from home 24 hours a day, 7 days a week. Students have access to certified mathematics teachers via telephone or live chat, and questions and answer choices can be read orally in a variety of languages including English and Spanish.
Reasoning Minds	K–5	Mathematics	All elementary schools and two middle school campuses	Reasoning Minds is a hybrid of online and face-to-face instruction, where the teacher gives each child individual help and attention. The program is fully interactive and offers ongoing re-teaching and assessment. It offers benchmark assessments to monitor student progress and gives teacher feedback in various data forms to further plan and monitor instruction.
PLATO Learning	9–12	ELAR, mathematics, science, social studies, and electives	All high school campuses	PLATO is a standards-based online curriculum used by the district for credit recovery. Students can access the program anytime, anywhere. PLATO Learning has over 200 courses with more than 10,000 hours of content in language arts, mathematics, science, social studies and electives.

SOURCE: Beaumont ISD, Instructional Programs Document, Interviews with Staff, February 2013.

“data is collected here, but the ultimate decision is made through curriculum.”

Furthermore, the dissemination of information about the RtI process and related functions appears to be inadequate. For example, some administrators and teachers are not clear about procedures and required documentation. At the campus level, there appears to be a lack of understanding about who should monitor the RtI process. One assistant principal asked, “Who is supposed to do that? We never even got the necessary paperwork.” Others indicated that the documentation of interventions was on the district’s website. Though there was mention of an electronic system for documenting interventions used and types of supports, there was frustration about the program’s ease of use. Some assistant principals reported that the system did not save entered data. One assistant principal stated, “We type it in,

and it disappears. We’ve never had training for teachers and administrators on how to use the system.”

TEA’s *A Guide to the Admission, Review and Dismissal Process* (March 2012) provides a comprehensive explanation of the RtI process that includes the following:

- The goal of the RtI process is to identify children who are at risk for not meeting grade-level standards and to intervene early.
- Many schools implement activities associated with RtI. The screening process for identifying children who are at risk may vary from school to school.
- The basic elements of an RtI approach are the provision of scientific, research-based instruction and interventions in the general education classroom; monitoring and measurement of the child’s progress

in response to the intervention; and use of these measures of progress to make educational decisions.

- The RtI approach includes a multi-level system of interventions in which each level (or tier) represents an increasingly intense level of services. Interventions that are provided to a child will be continually adjusted based on progress monitoring until the child is progressing adequately. Children who do not respond to the initial interventions within a reasonable period of time, as suggested by research, are referred for more intensive interventions. Most RtI models have three tiers of interventions.

A critical component underlying the three tiers of instructional support provided in a true RtI model are clear district rules based on student performance that determine when a student moves up or down the continuum of tiers. Tier I is high quality classroom instruction, screening, and in-class and group interventions. Tier II is targeted interventions provided in small group settings in addition to general curriculum instruction. A targeted intervention is a research-based, highly focused support program designed to accelerate student learning and meet grade-level expectations. Tier III consists of intensive interventions and a comprehensive evaluation to determine potential eligibility for special education. Therefore, in an RtI approach, the focus is on timely screening, ongoing progress monitoring, and data-based decisions so that more effective interventions can be provided for students whose behaviors are not responsive to the core curriculum and more intensive interventions.

Beaumont ISD should create a district RtI manual to clearly define expected processes and procedures for student interventions to use districtwide.

Beaumont ISD's RtI procedures should include identification of a district RtI committee that assumes responsibility for oversight of the RtI process. The committee's responsibilities should be clearly defined and include criteria for the selection of qualified interventions and ongoing program evaluation of selected interventions. Additionally, clear expectations for campus-level oversight should be detailed in the manual. A professional development plan and helpful resources should be included to optimize teachers' capacity. Other topics that should be covered in the manual are the following:

- *A clearly defined universal screening process using multiple sources of information from inside and outside*

the classroom. Conduct a functional behavior analysis if the student has behavioral issues.

- *A plan for each student identified with prioritized goals.* Identify who will be responsible for vetting interventions and select a range of appropriate, research-based interventions.
- *Continuous progress monitoring.* Develop a plan for collecting and tracking data and establish criteria for process monitoring. Provide guidelines for tiered interventions. In RtI approaches, student progress is assessed on a regular and frequent basis in order to identify when inadequate growth trends might indicate a need for increasing the level of instructional support.
- *Data-based decision making and problem solving.* Instructional decision-making should be based on student performance or growth on curricular outcomes and modifications or adaptations that are implemented when insufficient growth is noted.
- *Implementation fidelity.* RtI requires specific procedures for regular documentation of the level of implementation (e.g., were the modifications of the teaching practices implemented consistently and with a high degree of accuracy) of each of the features of the model.

A variety of resources are available to guide the district in developing a manual of guidelines. In addition to the resources provided through TEA's website, the Meadows Center for Educational Risk at the University of Texas at Austin has a dedicated website for supporting RtI in Texas (<http://buildingrti.utexas.org/>).

This recommendation can be accomplished with existing resources.

GIFTED AND TALENTED (REC. 9)

Beaumont ISD's process for identifying students for the gifted and talented (G/T) program results in participation rates that do not reflect the population of the district as a whole.

According to TEA student program reports, statewide G/T enrollment has been relatively stable, increasing from only 7.6 percent in school year 2009–10 to 7.7 percent in school year 2012–13. As shown in **Figure 2–24**, Beaumont ISD

FIGURE 2–24
BEAUMONT ISD GIFTED AND TALENTED (G/T) ENROLLMENT
SCHOOL YEARS 2007–08 TO 2011–12

SCHOOL YEAR	TOTAL ENROLLMENT	GIFTED AND TALENTED STUDENTS	GIFTED AND TALENTED PERCENTAGE OF ENROLLMENT	PERCENTAGE STATE G/T
2007–08	19,277	1,738	9.0%	7.5%
2008–09	19,265	1,727	9.0%	7.5%
2009–10	19,505	1,628	8.3%	7.6%
2010–11	19,817	1,744	8.8%	7.7%
2011–12	19,848	1,814	9.1%	7.7%

SOURCE: Texas Education Agency, AEIS, February 2013.

identified 9.1 percent of its enrollment as G/T in school year 2011–12.

In school year 2010–11, Beaumont ISD also spent approximately \$3.5 million on its G/T program, or 3 percent of its overall budget, for a cost of \$1,953 per student served. State average expenditures for G/T are \$843 per student served. At most elementary schools in the district, G/T services are provided through cluster grouping, which is a practice of including three to six G/T students in a mixed ability classroom with a teacher who has had G/T training. Odom Academy is a G/T magnet middle school. While identified as a G/T magnet school, not all students at Odom Academy are identified as G/T. The population of the school is intentionally designed to reflect the demographics of the district. Otherwise, at the middle school and high school levels, Beaumont ISD does not offer G/T services. G/T students are instead funneled into pre-AP and AP classes.

With the exception of Odom Academy, participation in G/T programming districtwide is not representative of the overall district population.

Beaumont ISD uses academic achievement as a key indicator for G/T placement. Board Policies EHBB (LEGAL) and (LOCAL) refer to the Texas State Plan for the Gifted and Talented (State Plan), which outlines procedures to help ensure that G/T populations reflect the population of the district. In Beaumont ISD, teachers or parents can nominate students. The nomination form includes academic aptitude data, such as the Cognitive Abilities Test (CogAT), Otis-Lennon School Abilities Test (OLSAT), the Naglieri Non-Verbal Abilities Test (NNAT), and the Slosson Intelligence Test, as well as achievement test scores, such as the Iowa Test of Basic Skills (ITBS) in reading and mathematics. Additionally, work products and student characteristics checklists are weighted and used in scoring. The result of this

approach to identification is that many students who may qualify for G/T services never make it into the pool for testing. To be in compliance with the State Plan, data must be collected from multiple sources for each area of giftedness (intellectual ability, academic aptitude, creative or productive thinking, leadership ability, visual and performing arts, and psychomotor ability) served by the district. One additional criterion that a recommended G/T program must meet is that over the past two years, the population of the gifted/ talented services program has become more closely reflective of the population of the school district.

Figure 2–25 shows the demographics of Beaumont ISD’s G/T program compared to the overall enrollment of the district.

According to the State Plan, equity in G/T education exists when “the population of the total district is reflected in the population of the gifted/talented services program or has been for two (2) of the past three (3) years” (State Plan, 1.6E). To achieve this, the State Plan provides guidance in each of the following areas based on Texas Administrative Code:

- Assessment instruments and gifted/talented identification procedures provide students an opportunity to demonstrate their diverse talents and abilities.
- A flexible system of viable service options provides a research-based learning continuum that is developed and consistently implemented throughout the district to meet the needs and reinforce the strengths and interests of gifted/talented students.
- Districts meet the needs of gifted/talented students by modifying the depth, complexity, and pacing of the curriculum and instruction ordinarily provided by the school.

**FIGURE 2–25
BEAUMONT ISD GIFTED/TALENTED AND MAGNET SCHOOL POPULATIONS COMPARED TO OVERALL ENROLLMENT
SCHOOL YEAR 2011–12**

	TOTAL ENROLLMENT	PERCENTAGE OF TOTAL ENROLLMENT								
		AFRICAN AMERICAN	HISPANIC	WHITE	ASIAN	OTHER	SPECIAL ED	ECON DISAD	LEP	AT RISK
Beaumont ISD Overall	19,848	61.8%	19.1%	13.9%	3.0%	2.2%	7.5%	66.7%	7.6%	28.9%
Odom	901	65.1%	21.9%	6.9%	3.8%	2.3%	3.3%	67.8%	7.6%	29.5%
Beaumont ISD G/T	1814	44.0%	12.0%	32.0%	7.0%	0.03%	0.088%	39.0%	0.019%	11.6%

SOURCE: Texas Education Agency, AEIS; Beaumont ISD, Interviews and Emails with Staff, February 2013.

- All personnel involved in the planning, creation, and delivery of services to gifted/talented students possess the knowledge required to develop and provide appropriate options and differentiated curricula.
- The district involves family and community members in services designed for gifted/talented students throughout the school year.

TEA provides detailed information about how districts can self-assess and make changes to their identification processes to ensure more equitable G/T identification processes at its website <http://www.gtequity.org/index.php>. This website includes the following guidelines:

- Appoint a task force to study current identification procedures and practices, providing training for them before they get started.
- Clearly define the purposes of the task force, to include (at a minimum) the following:
 - Refine current identification procedures and practices to decrease the number of students from disadvantaged groups who are overlooked under the current procedures and practices.
 - Develop and adopt a set of principles for identifying gifted/talented students, which focus on the need for equity within the program and which should become the standards by which members of the task force make their decisions.
 - Ensure that the rights of all students are protected.
 - Clarify and/or refine the design of the program and how it delivers the services to identified gifted/talented students.

- Review and/or refine the current mission and goals of the program for identified gifted/talented students.
- Review and formulate recommendations concerning any current policies related to the gifted/talented program (such as furlough and exit procedures).
- Develop a written action plan for implementing the task force’s recommendations.
- Submit a written action plan to the Board of Trustees for its approval.

Beaumont ISD should review its G/T identification procedures to ensure that all students are being given adequate opportunities to qualify for G/T services.

In reviewing their identification policy, the district should ensure that the district is following the requirements identified in Texas Administrative Code Section 89.1 which states:

- School districts shall develop written policies on student identification that are approved by the local board of trustees and disseminated to parents. The policies must:
1. include provisions for ongoing screening and selection of students who perform or show potential for performing at remarkably high levels of accomplishment in the areas defined in the Texas Education Code, Section 29.121;
 2. include assessment measures collected from multiple sources according to each area defined in The Texas State Plan for the Education of Gifted/Talented Students;
 3. include data and procedures designed to ensure that students from all populations in the district have

access to assessment and, if identified, services for the gifted/ talented program; and

4. provide for final selection of students to be made by a committee of at least three local district educators who have received training in the nature and needs of gifted students;

This recommendation can be accomplished with existing resources.

ORGANIZATIONAL STRUCTURE FOR EDUCATIONAL SERVICE DELIVERY (REC. 10)

Beaumont ISD's existing organizational structure does not provide a strong foundation for effective administrative management and collaboration for educational service delivery. The district's organizational structure is unbalanced and divides oversight for education-related services between the following positions: deputy superintendent for Financial Services and Elementary Administration; assistant superintendent for Curriculum and Instruction and Secondary Administration; and the assistant superintendent for Technology, Research and Evaluation. With this structure, elementary administration and secondary administration are not equitably aligned. In addition, the overall curriculum and instruction role is not a responsibility at the highest level of the educational service delivery function. For example, the elementary administration function is elevated in importance since the deputy superintendent position is responsible for that function, while the secondary administration function is further down in the organizational structure.

The deputy superintendent for Financial Services and Elementary Administration and the assistant superintendent for Curriculum and Instruction and Secondary Administration positions have primary responsibility for the instructional program of the district. The deputy superintendent directly supervises the vacant Chief Business Officer position, elementary and Head Start principals, the director of Title Programs position, and the director of Child Nutrition position. The director of Title Programs supervises the Bilingual/English as a Second Language (ESL) supervisor, the two Title Supervisors (one elementary and one secondary), the Parent Involvement Coordinator, and the Community Liaison. Title programs are further supported at the school level by Title I representatives at the secondary level, curriculum coordinators at the elementary level, and parent liaisons at all Title I campuses.

The assistant superintendent for Curriculum and Instruction and Secondary Administration directly supervises the executive director of Special Education; the directors of Professional Development, Adult and Community Education, Career and Technology, and Athletics, Physical Education (PE), and Health; Counselors/Guidance Services; the Afterschool Centers on Education (ACE) Program Coordinator; and the secondary and alternative school principals. The director of Professional Development supervises the curriculum supervisors, also known as content supervisors, for the following areas: fine arts; G/T/social studies; dyslexia, English and reading; early childhood/language arts; science; and elementary and secondary mathematics.

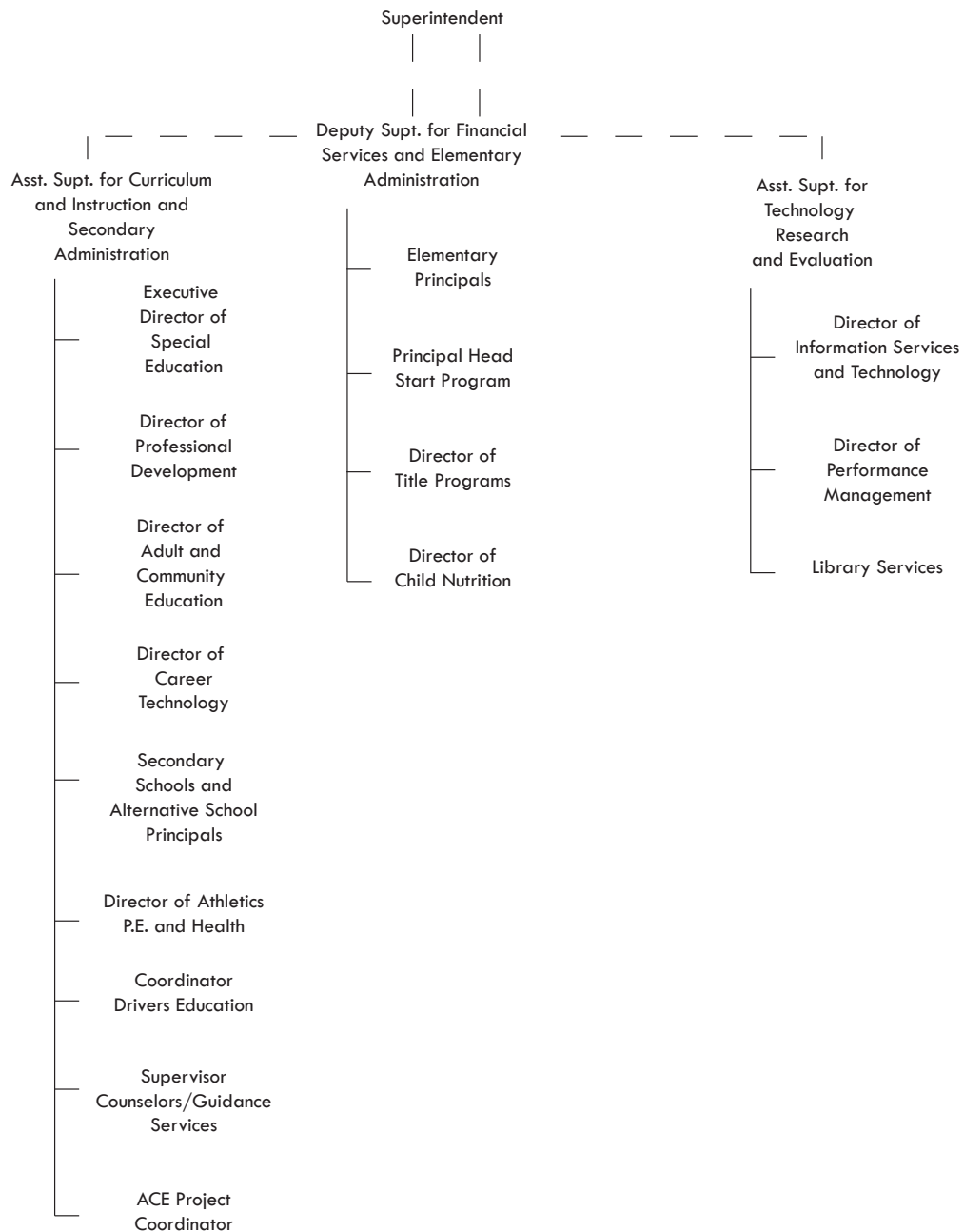
The assistant superintendent for Technology, Research and Evaluation supports teaching and learning services in the district. This position supervises the directors of Information Services and Technology and Performance Management as well as the Library Services coordinator. In addition, this position has oversight of the district's comprehensive data management system.

In addition, the assistant superintendent for Technology, Research and Evaluation position reports directly to the superintendent, however, the deputy superintendent position provides additional oversight and guidance. The range of responsibilities held by the deputy superintendent position requires a broad set of qualifications and knowledge. This fragmented structure makes it difficult to provide quality oversight for the departments responsible for educational service delivery.

Figure 2–26 shows the district's current organizational structure to support educational service delivery.

Decision-making authority, communication channels, and team structures have not been articulated. Staff reported that there is strong level of communication between the various departments that share responsibility for providing educational services. However, this communication is the result of long-standing working relationships and not a result of established management structures and communication channels. Thus, if personnel leave the district, the current level of collaboration between central office staff may not continue. Without a more coherent, articulated organizational framework, new personnel may not be able to maintain the high level of student-focused administrative collaboration that currently exists among Beaumont ISD central office staff.

**FIGURE 2–26
BEAUMONT ISD ORGANIZATION FOR EDUCATIONAL SERVICE DELIVERY
SCHOOL YEAR 2012–13**



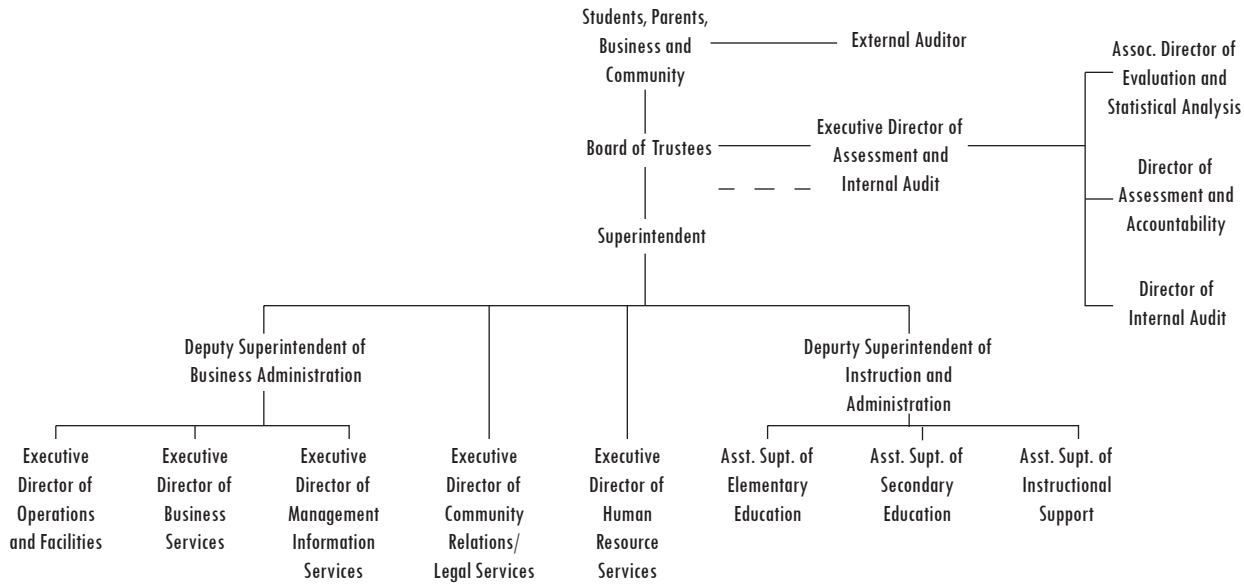
SOURCE: Beaumont ISD, Organizational Chart, February 2013.

Many school districts organize instructional personnel under one central administrator. A common organizational structure used by many Texas schools involves a deputy or assistant superintendent who has responsibility for campuses as well as instructional support. For example, in Round Rock ISD, the elementary and secondary education functions

equally report to the deputy superintendent of Instruction and Administration. **Figure 2–27** shows the organizational structure of Round Rock ISD.

Beaumont ISD should reorganize responsibilities and reporting structures for educational service delivery by

**FIGURE 2–27
ROUND ROCK ISD ORGANIZATION
SCHOOL YEAR 2012–13**



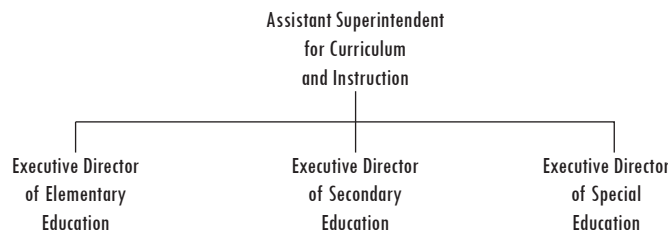
SOURCE: Round Rock ISD, March 2013.

creating an executive director of Elementary Education and an executive director of Secondary Education position. (It is recommended in the District Organization Chapter that Beaumont ISD create an assistant superintendent for Curriculum and Instruction position). The two new executive director positions, as well as the executive director for Special Education position, should report to the assistant superintendent for Curriculum and Instruction. The district should identify the key roles and responsibilities of these two new positions as it relates to the elementary and secondary education functions of the district. Beaumont ISD should reorganize the reporting structure for all other administrative educational services positions so that they report to either the executive director of Elementary Education or the executive director of Secondary Education positions. Creating these two positions would establish lines of organization and

communication that are clearly delineated. This new organizational structure would also help build and maintain collaboration and allow for coherent and consistent educational service delivery across the district. **Figure 2–28** shows a recommended organizational chart for educational service delivery.

The fiscal impact assumes that the salaries for the executive director of Elementary Education and executive director of Secondary Education positions are comparable to those earned by executive directors in similarly sized districts. The fiscal impact for creating two executive director positions is based on the *2010–11 Texas Association of School Boards/Texas Association of School Administrators District Personnel Report*. The minimum salary of the executive director of Special Education position in comparably sized districts (\$76,038) is

**FIGURE 2–28
RECOMMENDED BEAUMONT ISD ORGANIZATION CHART FOR EDUCATIONAL SERVICES DELIVERY**



SOURCE: Legislative Budget Board, School Review Team, March 2013.

used as a proxy to estimate the cost of creating these two positions. The salaries and benefits for each executive director position equal \$92,493 annually (\$76,038 salary + (\$76,038 salary x 21.64 percent district benefit rate)). The annual cost for both the executive director of Elementary Education and executive director of Secondary Education positions would be \$184,986 (\$92,493 x 2). This would result in a total five-year cost of \$924,930 (\$184,986 x 5).

LIBRARY SERVICES (REC. 11)

The district lacks a method for ensuring that book collections, media services, and library staffing meet standards and provide for students’ needs. Expenditures for library books and materials (exclusive of grant funds and other alternative funding sources) have decreased 40 percent in the last 12 years, decreasing from \$167,465 in school year 2001–02 to \$100,853 in school year 2011–12. As a result of this decrease in expenditures, Beaumont ISD school library programs are functioning at reduced capacity.

One of the ways that the district reduced library expenditures was by hiring paraprofessionals to staff libraries in place of certified librarians. Paraprofessionals who serve in place of a librarian are required to perform the same functions as the certified librarian. These functions include purchasing materials, cataloguing, and processing books; coordinating Accelerated Reader and running diagnostic reports; facilitating library programming; managing audio visual

equipment; providing materials for classroom teachers; organizing reading promotions; and teaching library classes.

Standards and guidelines established by the Texas State Library and Archives Commission for school library program staffing of certified librarians and paraprofessionals suggest that every campus have at least one certified librarian and some level of paraprofessional support. Recommended acceptable staffing of certified librarians and paraprofessionals varies according to campus-level enrollment. The standards do not recommend that paraprofessionals supplant the role of the certified school librarian. The role of the paraprofessional is intended to support the certified librarian. **Figure 2–29** shows state-recommended staffing guidelines.

Only two of Beaumont ISD’s 16 elementary campuses, Guess Elementary and Pietzsch-MacArthur Elementary, have a certified librarian. The remaining 14 campuses are staffed by paraprofessionals. Thus, according to the Texas Standards and Guidelines for School Library Programs, at these 14 campuses, the district’s library services are *Below Standard Program Development* for providing campus level professionals to support student achievement in the area of library services.

While the majority of elementary campus libraries are staffed by paraprofessionals, every district middle school campus has at least one certified librarian, which falls into the *Acceptable Program Development* category. One middle school campus, Smith Middle School, qualifies for the *Exemplary Program*

**FIGURE 2–29
STATE STANDARDS FOR SCHOOL LIBRARY STAFFING
REVISED MAY 16, 2005**

Principle 2. Organizing and Staffing: The librarian manages staff, volunteers, and partners to support the curriculum, to satisfy learners’ diverse needs, and to encourage lifelong learning.

Campus Level Professional and Paraprofessional Staff to Support Student Achievement

The professional staff levels listed below are for campuses that support one level. Special consideration must be given to additional staffing to serve students if a library supports more than one level.

CAMPUS-LEVEL ENROLLMENT	EXEMPLARY PROGRAM DEVELOPMENT	RECOGNIZED PROGRAM DEVELOPMENT	ACCEPTABLE PROGRAM DEVELOPMENT	BELOW STANDARD PROGRAM DEVELOPMENT
0–500 ADA	At least 1.5 Certified Librarians	At least 1 Certified Librarian	At least 1 Certified Librarian	Less than 1 Certified Librarian
501–1,000 ADA	At least 2 Certified Librarians	At least 1.5 Certified Librarians	At least 1 Certified Librarian	Less than 1 Certified Librarian
1,001–2,000 ADA	At least 3 Certified Librarians	At least 2 Certified Librarians	At least 1 Certified Librarian	Less than 1 Certified Librarian
2,001+ ADA	3 Certified Librarians plus add at least 1 additional Librarian for every 700 students	2 Certified Librarians plus add at least 1 additional Librarian for every 1,000 students	At least 2 Certified Librarians	Less than 2 Certified Librarians

**FIGURE 2–29 (CONTINUED)
STATE STANDARDS FOR SCHOOL LIBRARY STAFFING
REVISED MAY 16, 2005**

The paraprofessional staff levels listed below are for campuses that support one level. Special consideration must be given to additional staffing to serve students if a library supports more than one level.

CAMPUS-LEVEL ENROLLMENT	EXEMPLARY PROGRAM DEVELOPMENT	RECOGNIZED PROGRAM DEVELOPMENT	ACCEPTABLE PROGRAM DEVELOPMENT	BELOW STANDARD PROGRAM DEVELOPMENT
0–500 ADA	At least 1.5 Paraprofessionals	At least 1 Paraprofessional	At least 0.5 Paraprofessional	Less than 0.5 Paraprofessional
501–1,000 ADA	At least 2 Paraprofessionals	At least 1.5 Paraprofessionals	At least 1 Paraprofessional	Less than 1 Paraprofessional
1,001–2,000 ADA	At least 3 Paraprofessionals	At least 2 Paraprofessionals	At least 1.5 Paraprofessionals	Less than 1.5 Paraprofessionals
2,001+ ADA	3 Paraprofessionals plus add at least 1 additional Librarian for every 700 students	2 Paraprofessionals plus add at least 1 additional Librarian for every 1,000 students	At least 2 Paraprofessionals	Less than 2 Paraprofessionals

SOURCE: Texas State Library and Archives Commission, School Library Programs: Standards and Guidelines for Texas, Standard II: Learner-Centered Program Leadership and Management – Strategies for Librarians, March 2013.

Development range as a result of having two certified librarians. Similarly, every high school campus has a certified librarian. However, based on enrollment, one high school campus, West Brook High School, is considered to have *Below Standard Program Development* since one certified librarian is not considered adequate to support its large enrollment.

In addition, Beaumont ISD library collections are aging and/or outdated. In order to attain *Acceptable Program Development* status, campuses must maintain an overall average collection of less than 15 years of age. **Figure 2–30** shows state standards for library collections.

Maintaining contemporary library collections is a problem that exists in the district’s new schools as well as older campuses. Formerly, when new schools were built, \$100,000 was allocated to a new school’s library program to purchase collections that would be available the day the campus opened. According to district library services staff, it is believed that monies were set aside in the most recent bond issue for the new schools; however, no funds for an opening day collection were received. As a result, new campuses have libraries with outdated or aging collections. **Figure 2–31** shows state standards for library budgets.

Staff also expressed concerns about unequal student access to information databases and E-books. According to staff, only three campuses have purchased databases using their campus budget.

Figure 2–32 shows an overview of the status of the district’s libraries related to the standards. Campuses with *Below Standard Program Development* in the area of paraprofessional staffing are indicated in bold print. Identified standards are based on the paraprofessional in the support role. Even though it appears that some campuses are below standard in paraprofessional staffing, some of these campuses have opted to have a certified librarian.

In **Figure 2–32** outdated collections are also highlighted with bold print. The average age of library collections in the district is 15 years. Campus librarians and paraprofessionals reported that they are often told to remove books that were published over 15 years ago. They stated, however, if they did that, the libraries would then not have enough books to meet the recommended number of books per student. Nine of 16 elementary campuses have collections that are 15 years old or older, which qualifies as *Below Standard Program Development*. At the middle level, one out of seven campuses falls below standard based on the age of the school library’s collection. At the high school level, two of three campuses do not meet acceptable standards due to outdated collections. Two Beaumont ISD campuses, Curtis Elementary School and Marshall Middle School, have collections that are 20 years old or more.

Further, there is variation in the amount each campus allocates for library services. In school year 2011–12, for example, six campuses had no campus funds allocated to libraries. As indicated in **Figure 2–32**, only one Beaumont ISD campus, Odom Academy, met or exceeded the *Acceptable*

**FIGURE 2–30
STATE STANDARDS FOR SCHOOL LIBRARY COLLECTIONS
REVISED MAY 16, 2005**

LEVEL OF SUPPORT OF STUDENT ACHIEVEMENT

Principle 1. The library media program provides a balanced, carefully selected, and systematically organized collection of print and electronic library resources that are sufficient to meet students’ needs in all subject areas and that are continuously monitored for currency and relevancy. (Correlates to NBPTS Library Media Standards, Standard I, II, III,VI www.nbpts.org/pdf/ecya_lm.pdf) In the following Program Development stages, the librarian:

EXEMPLARY PROGRAM DEVELOPMENT	RECOGNIZED PROGRAM DEVELOPMENT	ACCEPTABLE PROGRAM DEVELOPMENT	BELOW STANDARD PROGRAM DEVELOPMENT
Provides a balanced and current collection of at least 12,000 books, audiovisual software, and multi-media or 20 items per student at elementary level, at least 18 items per student at middle school level, and at least 16 items per student at high school level, whichever is greater.	Provides a balanced and current collection of at least 10,800 books, audiovisual software, and multi-media or at least 18 items per student at elementary level, at least 16 items per student at middle school level, and at least 14 items per student at high school level, whichever is greater.	Provides a balanced and current collection of at least 9,000 books, audiovisual software, and multi-media or at least 16 items per student at elementary level, at least 14 items per student at middle school level, and at least 12 items per student at high school level, whichever is greater.	Provides a balanced collection of less than 9,000 books, audiovisual software, and multi-media or less than 16 items per student at elementary level, less than 14 items per student at middle school level, and less than 12 items per student at high school level, whichever is greater.
Maintains an overall average collection of less than 11 years with special attention for specific disciplines in accordance with the CREW Method usage and MUSTIE negative factors as outlined in the CREW Method.	Maintains an overall average collection of less than 13 years with special attention for specific disciplines in accordance with the CREW Method usage and MUSTIE negative factors as outlined in the CREW Method.	Maintains an overall average collection of less than 15 years with special attention for specific disciplines in accordance with the CREW Method usage and MUSTIE negative factors as outlined in the CREW Method.	Maintains an overall average age of collection of 15 or greater years.

SOURCE: Texas State Library and Archives Commission: School Library Programs: Standards and Guidelines for Texas; Standard III. Learner-Centered Technology and Information Access – Strategies for Librarians, March 2013.

Program Development budget standards. The remaining campuses have budget allocations that are below industry standards with regards to providing an acceptable budget allocation for the school library. Most library staff interviewed indicated that were it not for book fair proceeds, PTA donations, grants awards, and other outside funding, campuses would have no money to order new books. Often times, these monies are specifically used to cover the cost of the district-required Spindletop Books, a collection of titles selected yearly by a committee with the expectation that they will be stocked in each school library.

A summary of campus ratings on staffing, collection size, collection age, and budget are shown in **Figure 2–33**.

School districts have much to gain from investment in their school library programs. Research has shown that effective school library programs can be positively correlated to improved student achievement. Specifically, schools with higher rated school libraries have test scores that are 10 to 18 percent higher than schools with lower rated libraries. Even when key school and community socioeconomic differences

are factored in, school libraries alone still account for up to 8 percent of test score variation.

According to researcher Dr. Keith Curry Lance, “a strong library media program is one that is adequately staffed, stocked, and funded. Minimally, this means one full-time library media specialist and one full-time aide. The relationship, however, is incremental: as the staffing, collections and funding of library media programs grow, reading scores rise.” Moreover, extensive research indicates “increased infrastructure, access, and staffing for school libraries can potentially increase graduation rates and narrow the achievement gap.” To that end, an important variable that makes it possible to sustain conditions that maximize the impact of school library programs is funding.

Beaumont ISD should develop a plan for library staffing and for updating and maintaining campus collections to meet state standards for school library programs. To accomplish this recommendation, the district should establish a committee that includes library staff and representative administrators, teachers, and students to evaluate the existing

**FIGURE 2–31
STATE STANDARDS FOR LIBRARY BUDGETS
REVISED MAY 2005**

LEVEL OF SUPPORT OF STUDENT ACHIEVEMENT

Principle 3. Budgets/Funding: The librarian advocates for funding and manages school library program budgets to build and maintain a program with resources and services that support a curriculum designed to develop information-literate students who achieve success in the classroom and function effectively in the community.

External Funds: Library budget should be considered when a campus receives additional funding for the purchase of learning materials that address the needs of special populations.

Local Operating Funds: A campus may employ any one of the three budgeting options listed below to achieve collection development standards as described in Standard III: Learner-Centered Teaching and Learning. Options are shown to serve needs of elementary, secondary, as well as large and small campuses. If a library supports more than one level, special consideration must be made for additional budget funds. Local operating funds include items typically purchased by libraries annually such as books, periodicals, audiovisual software, puppets, realia, databases, maintenance contracts, and supplies. Local operating funds do not typically include items in other budget categories, such as computers, theft detection systems, furniture, overhead projectors and other equipment such as audiovisual equipment, continuing professional education, and salaries. Librarians should assume a proactive role in identifying budgetary needs for equipment and opportunities for securing adequate funding through sources such as principal’s budget, grants, district and campus technology plans, friends of the library, book fairs, and parent groups.

EXEMPLARY PROGRAM DEVELOPMENT	RECOGNIZED PROGRAM DEVELOPMENT	ACCEPTABLE PROGRAM DEVELOPMENT	BELOW STANDARD PROGRAM DEVELOPMENT
Receives from campus or district budget an amount equal to the number of students times 1.50 multiplied by the average replacement cost of a book, as reported annually in a national professional library publication such as Bowker or the March issue of School Library Journal.	Receives from campus or district budget an amount equal to the number of students times 1.25 multiplied by the average replacement cost of a book, as reported annually in a national professional library publication such as Bowker or the March issue of School Library Journal.	Receives from campus or district budget an amount equal to the number of students times 1.00 multiplied by the average replacement cost of a book, as reported annually in a national professional library publication such as Bowker or the March issue of School Library Journal.	Receives from campus or district budget an amount equal to less than the number of students times 1.00 multiplied by the average replacement cost of a book, as reported annually in a national professional library publication such as Bowker or the March issue of School Library Journal.

SOURCE: Texas State Library and Archives Commission: School Library Programs: Standards and Guidelines for Texas, Standard II: Learner-Centered Program Leadership and Management – Strategies for Librarians, February 2013.

**FIGURE 2–32
STATUS OF BEAUMONT ISD SCHOOL LIBRARIES SCHOOL YEAR 2011–12**

CAMPUS	NUMBER OF LIBRARIANS	NUMBER OF PARAPROFESSIONALS	COLLECTION SIZE	NUMBER OF STUDENTS ENROLLED AS OF 12.3.2012	NUMBER OF BOOKS PER STUDENT	AVERAGE AGE OF COLLECTION	CAMPUS BUDGET FOR LIBRARY MATERIALS	ACCEPTABLE PROGRAM DEVELOPMENT BUDGET
Elementary								
Amelia	0	1	6,270	659	10	16 years (1996)	\$2,000	\$12,784.60
Bingman Pre-K	0	1	5,324	510	10	17 years (1995)	Federal Funding	\$9,894.00
Blanchette	0	1	4,876	527	9	12 years (2000)	\$7,000	\$10,223.80
Caldwood	0	2	12,924	701	18	16 years (1996)	\$1,344	\$13,599.40
Charlton-Pollard	0	1	7,857	649	12	12 years (2000)	\$4,100	\$12,590.60
Curtis	0	1	7,998	548	15	20 years (1992)	\$900	\$10,631.20
Dishman	0	1	11,105	612	18	18 years (1994)	\$1,983	\$11,872.80

FIGURE 2–32 (CONTINUED)
STATUS OF BEAUMONT ISD SCHOOL LIBRARIES SCHOOL YEAR 2011–12

CAMPUS	NUMBER OF LIBRARIANS	NUMBER OF PARAPROFESSIONALS	COLLECTION SIZE	NUMBER OF STUDENTS ENROLLED AS OF 12.3.2012	NUMBER OF BOOKS PER STUDENT	AVERAGE AGE OF COLLECTION	CAMPUS BUDGET FOR LIBRARY MATERIALS	ACCEPTABLE PROGRAM DEVELOPMENT BUDGET
Elementary (Continued)								
Fehl-Price	0	2	9,829	721	14	13 years (1999)	\$4,970	\$13,987.40
Fletcher	0	1	10,640	674	16	15 years (1997)	\$6,899	\$13,075.60
Guess	1	0	11,541	635	18	14 years (1998)	\$3,973	\$12,319.00
Homer	0	1	6,822	660	10	17 years (1995)	\$2,500	\$12,804.00
Jones-Clark	0	1	11,766	780	15	13 years (1999)	\$3,000	\$15,132.00
Lucas Pre-K	0	1	4,384	273	9	18 years (1994)	None	\$5,296.20
Martin	0	1	4,137	671	6	13 years (1999)	\$2,300	\$13,017.40
Pietzsch/MacArthur	1	1	18,565	953	19	17 years (1995)	\$1,983	\$18,488.20
Regina	0	1	6,433	819	8	13 years (1999)	\$3,446	\$15,888.60
Middle								
Austin	1	0	11,027	296	37	14 years (1998)	\$2,500	\$8,003.84
King	1	0	6,856	339	20	9 years (2003)	None	\$9,166.56
Marshall	1	0	9,006	844	11	21 years (1991)	\$6,685	\$22,821.76
Odom	1	1	15,503	870	18	10 years (2002)	\$28,800	\$23,524.80
Smith	1	1	6,516	529	12	9 years (2003)	\$8,362	\$14,304.16
South Park	1	0	6,605	395	17	12 years (2000)	None	\$10,680.80
Vincent	1	1	9,387	748	13	13 years (1999)	\$10,500	\$20,225.92
High								
Central	1	1	27,873	1,739	16	18 years (1994)	None	\$49,961.47
Ozen	1	1	20,597	1,156	18	13 years (1999)	\$11,700	\$33,211.88
West Brook	1	2	21,780	2,305	9	15 years (1997)	\$18,197	\$66,222.65
ALT/DAEP								
Pathways	0.5	0	2,494	129	19	5 years (2007)	\$3,000	\$3,706.17

FIGURE 2–32 (CONTINUED)
STATUS OF BEAUMONT ISD SCHOOL LIBRARIES SCHOOL YEAR 2011–12

CAMPUS	NUMBER OF LIBRARIANS	NUMBER OF PARAPROFESSIONALS	COLLECTION SIZE	NUMBER OF STUDENTS ENROLLED AS OF 12.3.2012	NUMBER OF BOOKS PER STUDENT	AVERAGE AGE OF COLLECTION	CAMPUS BUDGET FOR LIBRARY MATERIALS	ACCEPTABLE PROGRAM DEVELOPMENT BUDGET
ALT/DAEP (Continued)								
Brown	0	1	1,946	114	17	7 years (2005)	\$2,400	\$3,275.22
Total								\$466,710.03

NOTES:

- (1) Items in bold print indicate that they fall within the Below Standard Program Development range, as identified by the Texas State Library and Archives Commission.
- (2) Acceptable program development budget calculations are based on state standards for school library budgets.
- (3) Campus budget for library materials is exclusive of alternative funding sources (grants, PTA funds, charitable donations, etc.).
- (4) Acceptable program development budget is the recommended budget from campus or district based on student enrollment, school level, and average replacement cost of a book.

SOURCE: Texas State Library and Archives Commission, School Library Programs, Standards and Guidelines for Texas, Standard II: Learner-Centered Program Leadership and Management – Strategies for Librarians. Beaumont ISD, Personnel Directory 2012, Library Services Department Annual Report 2011–2012 and August and September 2012; Library Services Budget Worksheet, Document #B3-25: Library Books per Student per Campus, March 2013.

FIGURE 2–33
BEAUMONT ISD SCHOOL LIBRARIES COMPARED TO STATE STANDARDS
SCHOOL YEAR 2011–12

	PROGRAM DEVELOPMENT RATING	STAFFING (BASED ON # OF CERTIFIED LIBRARIANS)	COLLECTIONS		
			SIZE	AGE	BUDGET
Elementary	Exemplary	0	2	1	0
	Recognized	0	3	1	0
	Acceptable	2	2	5	0
	Below Standard	14	9	9	15
Middle School	Exemplary	1	3	3	0
	Recognized	3	1	1	0
	Acceptable	3	2	2	1
	Below Standard	0	1	1	6
High School	Exemplary	0	2	0	0
	Recognized	0	0	0	0
	Acceptable	2	0	1	0
	Below Standard	1	1	2	3
Alternative	Exemplary	0	N/A	2	0
	Recognized	0	N/A	0	0
	Acceptable	0	N/A	0	0
	Below Standard	2	N/A	0	2

SOURCE: Texas State Library and Archives Commission, School Library Programs, Standards and Guidelines for Texas, Standard II: Learner-Centered Program Leadership and Management – Strategies for Librarians. Beaumont ISD, Personnel Directory 2012, Library Services Department Annual Report 2011–2012 and August and September 2012; Library Services Budget Worksheet, Document #B3-25: Library Books per Student per Campus, March 2013.

library services program and make necessary improvements by meeting the following objectives:

- Identify funds that should be allocated to campus libraries across the district based upon actual campus enrollment for library resources and staffing. Prioritize the campuses in need of most support, particularly with regard to outdated collections.
- Establish cohorts of schools scheduled to receive new collections, with priority given to campuses with collections that exceed 15 years of age.
- Develop an action plan for the selection of new books and/or technology.
- Identify a process for recruiting certified librarians.

No fiscal impact is assumed for this recommendation, the district should first develop a library resources and staffing plan. Once the plan is developed, the budget should be identified and included in the overall district budget planning process.

SPECIAL PROGRAMS AND STUDENT SERVICES STAFFING (REC. 12)

Beaumont ISD does not have a process for evaluating special programs and student services staffing allocations to ensure that they meet student needs and comply with industry standards. Personnel needs are typically included in the annual budgets developed by each department. Ultimately, the school board decides how many and what types of positions in each department can be funded. Without a clear process for prioritizing district needs and staffing, imbalances can occur. Student services include special education, nursing, social work, counseling, services for homeless students, and bilingual and ESL services.

Across the board, district staff reported that nursing, social work, and special education staff were “stretched thin,” and that there were not enough personnel or “time in the day” to meet the needs of students. The district lacks a method to determine the staffing needs of its student support services.

SPECIAL EDUCATION

Beaumont ISD teachers reported that they needed additional help in the classroom to meet the needs of special education students. The district employs an inclusion model to provide special education services. However, staff reported that there are not enough special education inclusion teachers or paraprofessionals, making it challenging for general education teachers to meet the needs of all students. While

staff reported that they are doing their best to schedule efficiently, students needing special education services are still spread out, making it difficult for each student to get the services he or she needs to be successful.

While TEA has not identified any issues with the district’s special education personnel ratios, principals expressed concern about providing limited special education support due to not having enough special education teachers, aides, and diagnosticians. The district employs 128 special education teachers and 142 educational aides, serving 419 full inclusion students, 370 resource students, and 389 life skills and self-contained students. A total of 118 students receive occupational therapy (OT) and physical therapy (PT), and 131 receive speech therapy, which are services provided by the Special Education Department. The district contracts for the services of 1 occupational therapist and 17 speech therapists. Many students who receive other special education services also receive speech or other forms of therapy. On average, units designated for students with autism serve 11 students while 5 to 6 students is optimal.

Beaumont ISD employs 16 educational diagnosticians and one special education counselor who are part of the Special Education Department. Though both general education and special education teachers are complimentary of the services the educational diagnosticians provide, diagnosticians have heavy loads at a ratio of 1:98. Not only are they responsible for conducting all testing to determine initial and ongoing eligibility for special education, they also serve as ARD coordinators/facilitators. One principal stated that the workload for diagnosticians was heavy adding that because their assignments change from year to year, diagnosticians often have to get to know a whole new set of students every year. Additionally, diagnosticians’ time, particularly at the elementary level, is split between two to three campuses. According to diagnosticians, 90 students is a manageable caseload, though 60-75 is preferred. While Beaumont ISD caseloads vary, they often exceed 100 students over multiple campuses. Similarly, the district’s special education counselor has a heavy caseload, providing counseling services to 80 special education students. Special education counselors have training and certifications in both special education and counseling. Since the time of the review, the district reported that many diagnosticians have caseloads under 98 except at some of the high school levels.

Teachers and principals also expressed the need for more speech therapists. The district employs 17 speech therapists who are part of the Special Education Department. One

speech therapist often serves as many as three campuses. Student assignments are based on what the schedule allows, not what the students actually need. For example, students are allocated speech therapy four times in a six-week period, which could be inadequate for achieving significant progress.

NURSING

The director of Health Services oversees 27 registered nurses (RNs) and seven health aides. Some elementary schools do not have full-time nurses. Though Beaumont ISD employs a comparatively large number of registered nurses, district staff reported that it is difficult to meet the need for services. Nurses are assigned by the total number of students at a school without taking into account the number of special education students, many of whom require significant medical care. The district's ratio is 600:1, but as some district personnel noted, the needs of students also need to be taken into consideration. One elementary teacher noted that her school ratio is 840:1, but has one nurse. Nurses treat issues ranging from hygiene, to diabetes and medical emergencies. One principal noted that in an elementary school of 600, the nurse saw 80 students in one day.

At the high school level, principals reported that for most of the school year nursing coverage is adequate. High schools have an RN and a health aide, allowing the nurses to provide triage and the health aides to provide direct care to students. However, principals reported that in flu season even two positions are not enough, and the nurses "do the best they can." Principals also reported that substitute nurses are another challenge for the district, and sometimes "it falls on the school secretary to distribute medicine."

SOCIAL WORK

In Beaumont ISD, there is a need for social services from community providers. However, staff said parents often lack knowledge about available resources and how to access them. The schools thus serve as critical focal points for ensuring students receive the social services they need to be successful in school. As one principal put it, "a lot of us are our own social workers." Because of the lack of social workers, district nurses, counselors, assistant principals, and diagnosticians refer students to services outside the district.

A few schools have Communities in Schools (CIS). At one high school, the CIS liaison works with the 30 homeless students on the campus, seeing that they have food on the weekends and tracking their attendance. The district also has one special education social worker who is responsible for all

special education students K–12. This individual receives referrals from principals, assistant principals, diagnosticians, and counselors as well as providing on-demand services requested by phone or email. The social worker provides a range of services from finding medical care, completing food stamp and Medicaid applications, and following up on truant students. In addition to providing services to special education students, she also helps any student in need of her services.

HOMELESS STUDENTS

The executive director of Special Education serves as the liaison for the district's 300+ homeless students, making outreach to homeless families difficult. The role of the homeless liaison is to help students qualify for free lunch, arrange transportation, and help them get backpacks and uniforms. The homeless liaison is also responsible for activities such as taking students on college tours, providing tutorials, and assisting families in getting shelter.

COUNSELORS

Overall, principals in Beaumont ISD elementary schools and middle schools say they need more counselors, especially crisis counselors. In addition to providing counseling services, counselors also serve as schedulers and testing coordinators. Elementary counselors reported spending 60 percent of their time with students. At the middle school level, counselors reported spending 10 percent of their time and at the high school level, 50 to 60 percent of their time.

While elementary counselors are in classrooms during the first part of the year talking about topics such as self-respect, manners, and bullying, once February comes, they reported, their job becomes being the testing coordinator. Principals were clear in stating that if counselors were also going to serve as testing coordinators, then more counselors were needed. As an example of year-round need for counseling services, staff described that the district has students in a nearby orphanage which creates a demand for counseling and nursing services year round as placements occur throughout the year. The counselor and nurse are in great demand, working with students who are upset and angry about being uprooted, and new placements in the orphanage occur throughout the year, not just in the fall.

In addition to dealing with social and emotional issues, counselors, particularly at the high school level, are dealing with student academic and behavioral challenges. If a student

is causing discipline problems, for example, counselors are expected to meet with him/her.

BILINGUAL/ENGLISH AS A SECOND LANGUAGE (ESL)

Support for students who are English Language Learners (ELL) is another area of need. The district has 17 bilingual teachers, 34 ESL teachers at the elementary level, and 10 secondary ESL teachers. Each campus determines which teacher has aides. At the prekindergarten and elementary level, bilingual education is provided at four campuses. ESL is provided at 12 elementary schools, Bingman Headstart, and at six secondary schools. ESL teachers provide services through content-based instruction and through pull-out programs. Seven schools have no program though they have up to 45 students with program denials. Middle school teachers in particular reported that they needed additional help in the classroom with ELL students and more ESL teachers.

Outreach to families who do not speak English as a first language is another area of concern. Though every Title I campus has a parent facilitator, their job is primarily to get the parents to school functions, such as a recent Hispanic Heritage program. They also provide informative sessions on testing requirements as well as classes on completing job applications. Title III funds also pay for a Parent Involvement Coordinator to work with the Hispanic community, providing translating, quarterly newsletters, ensuring parents are informed about the instructional program, and referring parents to appropriate services. Several staff reported that there is no one to provide Spanish translation services at their campuses. In addition, a district administrator mentioned that the city of Beaumont is experiencing an influx of diverse languages and will need to be developing plans for communicating with newcomers who do not speak English or Spanish.

In addition, there are no bilingual counselors in the district. Principals stated that it is hard to find bilingual/ESL certified teachers and aides. Because of the shortage of ESL teachers, sometimes students have to be moved to a campus where ESL services are provided.

Figure 2–34 shows school enrollment along with the number of student support staff at each campus in Beaumont ISD.

Many campuses within the district do not have sufficient support staff to comply with industry standards. Regional Education Service Center XX (Region 20) has developed guidelines for special education staffing, for example,

Caseload/workload considerations include the need for specially designed instruction, evaluations and re-evaluations, due process procedures and Individual Education Program (IEP) management responsibilities, preparation time, directing the work of paraprofessionals, and other assignments. Since state law does not prescribe caseload limits, these considerations are helpful to districts in determining special education teacher caseloads.

A review of educational diagnosticians' caseloads in Texas school districts shows a typical range of 100 to 105 students. The specific duties, such as facilitating ARD meetings, the complexity of students' needs, longevity at a campus, and the number of campuses served are all accounted for in determining caseloads.

The National Association of School Nurses (NASN) position statement on caseloads is that schools should employ registered nurses in ratios depending upon the needs of the students. A desirable ratio is up to 1:750 for students in the general population, 1:225 in enrollments requiring daily professional school nursing care or interventions, and 1:125 for students with severe health care needs. The numbers of economically disadvantaged students are also to be factored in as these students are more likely to depend on the school nurse as a primary health care provider than other students. The NASN has identified five ways school nurses benefit schools overall—increased attendance, improved academics, time savings for educators, staff wellness, and accountability.

The National Association of School Social Workers recommends that school social work services be provided at a ratio of one school social worker to each school building serving up to 250 general education students or a ratio of 1:250 students. When a school social worker is providing services to students with intensive needs, a lower ratio, such as 1:50, is suggested.

The American School Counselors Association recommends a counselor-student ratio of 1:250. Though state law does not mandate school counselors, they must be certified if hired. Students attending schools with a fully implemented comprehensive developmental guidance and counseling programs have significantly higher test scores, earn higher grades, have better relationships with teachers, feel their campus is safe and orderly, believe education is more relevant to their future, feel satisfied with the quality of their education, and report that career and college information is readily available.

FIGURE 2–34
BEAUMONT ISD ENROLLMENT AND STUDENT SUPPORT STAFFING
SCHOOL YEAR 2012–13

SCHOOL	TOTAL ENROLLMENT AS OF 2.27.13	SPECIAL EDUCATION STUDENTS	SPECIAL EDUCATION TEACHERS FTE	DIAGNOSTICIAN FTE	NURSE FTE	COUNSELOR FTE (TYPES OF POSITIONS)	SOCIAL SUPPORT FTE	ELL STUDENTS	ELL TEACHERS FTE
Elementary									
Amelia	672	53	4.0	0.4	1.0	1.0	0.0	68	1.0
Bingman Head Start/Pre-K	509	39	1.0	0.2	1.0	1.0	1.0	49	1.0
Blanchette	532	20	2.0	0.2	1.0	1.0	0.0	12	0.0
Caldwood	692	43	2.0	0.4	1.0	1.0	0.0	169	6.0
Charlton-Pollard	655	54	3.0	0.6	1.0	1.0	0.0	121	7.0
Curtis	556	61	4.0	0.6	1.0	1.0	0.0	26	0.5
Dishman	604	53	N/A	0.5	1.0	1.0	0.0	37	0.5
Fehl-Price	705	43	3.0	0.4	1.0	1.0	0.0	43	0.0
Fletcher	679	36	2.0	0.4	1.0	1.0	0.0	371	22.0
Guess	632	62	6.0	0.4	1.0	1.0	0.0	51	1.0
Homer	667	46	3.0	0.4	1.0	1.0	0.0	20	1.0
Jones-Clark	804	46	2.0	0.6	1.0	1.0	0.0	55	1.0
Lucas Pre-K	288	32	3.0	0.2	1.0	1.0	0.0	27	3.0
Martin	676	33	3.0	0.4	1.0	1.0	0.0	49	3.0
Pietzsch/MacArthur	939	88	6.0	0.6	1.0	2.0	0.0	170	3.0
Regina	821	57	3.0	0.4	1.0	1.0	0.0	26	1.0
Middle									
Austin	288	38	7.0	0.6	1.0	1.0	0.0	*	0.0
King	345	38	4.0	0.4	1.0	1.0	0.0	26	0.0
Marshall	824	58	6.0	0.6	1.0	1.0	0.0	16	0.0
Odom	850	25	3.0	0.4	1.0	1.0	0.0	17	0.0
Smith	532	45	4.0	0.4	0.5	2.0	0.0	N/A	0.0
South Park	385	36	4.0	0.4	1.0	1.0	0.0	44	1.0
Vincent	755	73	6.0	0.8	1.0	1.0	0.0	110	4.0
High									
Central Medical Magnet	1711	169	13.0	2.0	1.0	6.0	0.0	95	2.0
Ozen Magnet	1140	121	10.0	1.6	1.0	5.0	0.0	30	1.0
West Brook	2297	199	15.0	2.0	1.0	7.0	1.0	55	1.0

FIGURE 2–34 (CONTINUED)
BEAUMONT ISD ENROLLMENT AND STUDENT SUPPORT STAFFING
SCHOOL YEAR 2012–13

SCHOOL	TOTAL ENROLLMENT AS OF 2.27.13	SPECIAL EDUCATION STUDENTS	SPECIAL EDUCATION TEACHERS FTE	DIAGNOSTICIAN FTE	NURSE FTE	COUNSELOR FTE (TYPES OF POSITIONS)	SOCIAL SUPPORT FTE	ELL STUDENTS	ELL TEACHERS FTE
ALT/DAEP/Other									
Pathways	155	10	2.0	0.0	0.0	1.0	0.0	N/A	N/A
Brown	133	N/A	N/A	0.0	0.5	2.0	0.0	6	1.0
Minnie Rogers	N/A	N/A	1.0	0.0	0.0	N/A	0.0	N/A	N/A
Oaks Education Center	N/A	N/A	N/A	1.0	1.0	N/A	N/A	N/A	N/A
Taylor Career and Technology Center	N/A	N/A	N/A	0.0	0.0	1.0	0.0	N/A	N/A
Teenage Parent Program	N/A	N/A	N/A	N/A	N/A	1.0	1.0	N/A	N/A

NOTE: Numbers less than five have not been cited due to the Family Educational Privacy Act (FERPA) 34CFR Part 99.1 and Texas Education Agency procedure OP 10 – 03.

SOURCE: Beaumont ISD, Staff Email, March 2013.

The state average for bilingual/ESL teachers to students was 1:44 in school year 2010–11 and 1:47 in school year 2011–12. These ratios do not reflect class size, but a ratio of the number of bilingual/ESL staff to students.

Beaumont ISD should establish a method for determining staffing needs for student services and special programs based on national and state guidelines. One place to start when considering staffing is compliance with state and federal law and staffing guidelines provided by professional organizations. However, the types of students and the number of campuses served also need to be considered.

The district should identify adequate and equitable district staffing guidelines for health services, social services, special education, and ESL education. In doing this, district leadership must remember that staffing decisions cannot be determined solely by ratios but should be driven by the unique needs of district students. Thus, state and national guidelines should be used as examples only. In order to provide equitable services to Beaumont ISD students, district leaders should prioritize these needs and create a plan to achieve the identified goals. Suggested priorities include the following:

1. Add social work services to schools with highest populations of economically disadvantaged students.

2. Add another counselor to each middle school, prioritizing Marshall, Odom, and Vincent.
3. Review educational diagnostician placement and staffing, adding diagnosticians so that no diagnostician serves more than two campuses.
4. Review LEP program services, especially at schools with high rates of denials.
5. Review special education teacher assignments and student schedules, especially for inclusion teachers.
6. Consider adding a full-time nurse for each school. Add health aides at large campuses that do not have them.

Since the time of the review, the district indicated that the Special Education Department has some general guidelines that are considered when staffing units. In addition, staff reported that ARD mandates determine when more staff is needed. The district also reported that the Special Education teacher and paraprofessional to student ratio is above the state average according to a Region 5 audit.

A fiscal impact is not assumed for this recommendation, the district should first develop staffing guidelines for student services and special programs. Once developed, the estimated

budget for the number of staff needed should be considered as part of the district’s overall budget process.

MENTORING BEGINNING TEACHERS (REC. 13)

Beaumont ISD has not established a formal system for mentoring and supporting beginning teachers.

The deputy superintendent stated, “We don’t have anything specific for new teachers except the role of curriculum supervisors.” When the review team requested information regarding the district’s mentoring program, agendas from the new teacher orientation were submitted. The new teacher orientation was a two-day institute that covered a multitude of topics as shown in **Figure 2–35**.

To meet the needs of new teachers, some campus leaders have developed their own mentoring programs. Secondary principals report that new teachers are assigned mentors on their campuses. As one principal reported:

“On my campus, we do mini in-service with new teachers and provide lots of professional development support. The district does a 2–3 day in-service for all new employees. All of us understand that a brand new teacher is going to need more help. With new teachers, the problem is with classroom management, not so much content. We have money available if we see a teacher in need to send them to Region V for a conference. Beaumont ISD’s philosophy is that we want to train you and keep you. The curriculum coordinators and curriculum supervisors help support curriculum implementation and teacher support.”

Assistant principals at all levels reported that new teachers are assigned a mentor teacher; however, Beaumont ISD has no policy that addresses beginning teacher support. Further, Beaumont ISD does not provide any training for mentors, and there is no documentation that is required of mentors. Depending upon campus leadership, there is a wide variety of methods that are used to train new teachers. In some instances, assistant principals arrange to have new teachers visit exemplary teachers within the school or at other campuses. Others make additional professional development available to them. Some provide time for collaboration with more experienced teachers. There are pockets of quality induction practices, but there is nothing systemic throughout the district.

When middle school teachers were asked about the district’s mentoring program, one teacher indicated that there had been a mentoring program, but it no longer existed. Another teacher responded that “there is a mentoring program in my school, but I am not sure if it is just my campus.” Another teacher described an entirely different experience by stating that she did not have a mentor and felt that her initial exposure to teaching was “pretty much sink or swim.” During all of the focus groups and interviews conducted as part of this review, only one person mentioned that Performance-Based Academic Coaching Teams (PACT) were used. PACT, a mentoring program designed by Texas A & M University in 2004, has a professional development academy through which teachers can receive help on issues they are facing every day in the classroom. PACT also has an inventory of classroom videos of quality lessons being taught. PACT was

**FIGURE 2–35
BEAUMONT ISD NEW TEACHER ORIENTATION
AUGUST 2012**

DAY	TOPICS COVERED
Day 1 (Thursday, August 16, 2012) 8:30 AM – 4 PM	Employee benefits Student attendance Sexual harassment/bullying/substance abuse First day procedures/classroom management Re-teach policy/lesson cycle/lesson planning CSCOPE overview/components Special Education/ELPS overview Curriculum supervisor orientation/lab hands on experience (email access/ Beaumont ISD staff portal, navigating CSCOPE, curriculum issues, STAAR)
Day 2 (Friday, August 17, 2012) 8:30 AM – 4 PM	Professional Development and Appraisal System (PDAS) overview (Domains I-VII), teacher self-report- Part I, class observation, teacher self-report- Part II, summative appraisal and summative conference, Eduphoria – PDAS 2012 Overview

SOURCE: Beaumont ISD, New Teacher Orientation Agendas, February 2013.

recently funded by TEA for use with all first-year teachers and teachers in need of assistance.

A flyer was also provided for four Saturday trainings conducted in school year 2011–12 to help teachers with understanding the components of the curriculum, navigating the CSCOPE website, and understanding the concepts that are to be taught every six weeks. Beyond these training opportunities there was little evidence of a districtwide plan to provide an ongoing mentoring program. Given the broad scope of the material covered in the two-day new teacher orientation, it is possible that teachers had several lingering questions as they encountered implementation issues.

A good mentoring program begins with the selection of a highly qualified mentor who demonstrates specific characteristics that will facilitate the mentoring process and build rapport with mentees. In addition to possessing considerable knowledge regarding curriculum and instruction, a mentor must be equipped with strong interpersonal skills and general professional qualities. Research suggests that mentors should exemplify the following qualities:

- The good mentor is committed to the role of mentoring.
- The good mentor is accepting of the beginning teacher.
- The good mentor is skilled at providing instructional support.
- The good mentor is effective in different interpersonal contexts.
- The good mentor is a model of a continuous learner.
- The good mentor communicates hope and optimism.

Beyond selecting good mentors, a well-designed mentoring program aligns instructional support efforts. A good mentoring program is one in which the mentor not only works with the new teacher to implement strategies and best practices but also helps them to process and prioritize the often diverse expectations from the many advisers and leaders in the school environment (e.g., content area department chairs, teacher preparation supervisors, instructional coaches, building and central office administrators). A quality mentoring program is designed to establish norms of collegiality, collaboration, and continuous professional development in schools. A strong mentoring program provides systematic and ongoing support for new teachers.

Beaumont ISD should design a teacher mentoring program that includes specific guidelines and timelines for providing support to new teachers. A district mentoring manual should be developed that clearly defines the roles and responsibilities for all stakeholders in the mentoring process, including district coordinators, principals, mentors, new teachers, and university or community partners. Resources should be identified and made accessible for both mentors and new teachers. Accountability measures for mentors and beginning teachers, such as the expected number of collaboration hours and types of mentor-beginning teacher interactions, should also be explained in the mentoring manual.

The district should evaluate some of the mentoring practices that are being used at various campuses to ascertain effectiveness and to seek out models of excellence. Beaumont ISD should establish a committee of stakeholders including beginning and experienced teachers, principals, central office personnel, and education preparation program personnel, for the purpose of creating a mentoring manual. This manual will serve as a roadmap for mentoring in the district and to provide general oversight for the district's mentoring program.

This recommendation can be accomplished with existing resources.

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATIONS	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL	ONE-TIME
						(COSTS) SAVINGS	(COSTS) SAVINGS
CHAPTER 2: EDUCATIONAL SERVICE DELIVERY							
6. Assign an existing staff position the responsibility for overseeing disciplinary alternative education.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7. Address student achievement gaps through its district and campus improvement planning process with desired results explicitly stated in the district and school improvement plans.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8. Create a district Response to Intervention manual to clearly define expected processes and procedures for student interventions to use districtwide.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
9. Review gifted and talented identification procedures to ensure that all students are being given adequate opportunities to qualify for gifted and talented services.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
10. Reorganize responsibilities and reporting structures for educational service delivery by creating an executive director of Elementary Education and an executive director of Secondary Education position.	(\$184,986)	(\$184,986)	(\$184,986)	(\$184,986)	(\$184,986)	(\$924,930)	\$0
11. Develop a plan for library staffing and for updating and maintaining campus collections to meet state standards for school library programs.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
12. Establish a method for determining staffing needs for student services and special programs based on national and state guidelines.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
13. Design a teacher mentoring program that includes specific guidelines and timelines for providing support to new teachers.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL	(\$184,986)	(\$184,986)	(\$184,986)	(\$184,986)	(\$184,986)	(\$924,930)	\$0

CHAPTER 3

COMMUNITY INVOLVEMENT

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 3. COMMUNITY INVOLVEMENT

Community involvement is essential to the success of a school district and the quality of life and development of its workforce. A successful community involvement program is designed so that it addresses both the unique characteristics of the school district and the community. A critical component of school improvement and accountability systems is a high level of community involvement. Community members and volunteers provide valuable resources that can enrich and enhance the overall educational system. In turn, community members directly benefit because they ultimately supply an informed citizenry, an educated workforce, and future community leaders.

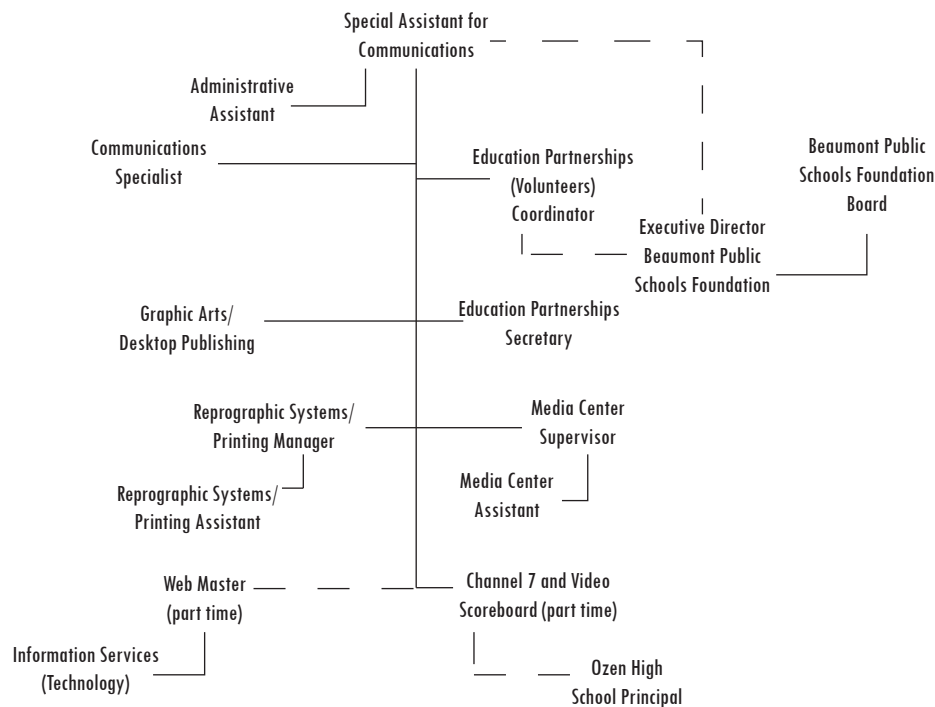
The Communications Department is responsible for community involvement functions at Beaumont Independent School District (ISD). The department is led by the special assistant for Communications that reports directly to the

superintendent. The department is staffed with nine other positions of which four are clerical and administrative staff. The department is responsible for internal and external communications, media relations, education partnerships, graphic arts, reprographic and media center services and the coordination of Internet and media content. The Communications Department also ensures effective coordination between the district's education partnership initiatives and the Beaumont Public Schools Foundation. **Figure 3–1** shows the district's Communications Department organizational structure for school year 2012–13.

Figure 3–2 shows a more detailed overview of the different organizational units that manage Beaumont ISD's communications and community involvement functions.

Beaumont ISD's Communications Department is a critical link to planning and executing communications and

**FIGURE 3–1
BEAUMONT ISD COMMUNICATIONS DEPARTMENT ORGANIZATION
SCHOOL YEAR 2012–13**



NOTES:

- (1) Beaumont Public Schools Foundation Board is an organization independent of Beaumont ISD.
- (2) Dashed line indicates reports to another Assistant Superintendent.

SOURCE: Beaumont ISD, Communications Department, Organization Chart, February 2013.

FIGURE 3–2
BEAUMONT ISD ORGANIZATIONAL UNITS RESPONSIBLE FOR PERFORMING MAJOR COMMUNITY INVOLVEMENT-RELATED FUNCTIONS
SCHOOL YEAR 2012–13

ORGANIZATIONAL UNIT	MAJOR FUNCTIONS
Special Assistant for Communications	Establishes the direction for communications, community relations, and education partnerships for districtwide community involvement efforts Issues Beaumont ISD press releases and coordinates press conferences Works closely with the superintendent and district leadership to provide information for board meetings and districtwide communications Acts as liaison to the Beaumont Public Schools Foundation Oversees bond referendum campaigns
Communications (Internal and External)	Serves as the Public Information Officer for the district Provides feature ideas to the news media and coordinates information flow to the media in day-to-day and crisis situations Serves as district spokesperson Processes and administers public information requests
Education Partnerships	Facilitates structured volunteer programs in schools Develops and oversees districtwide mentoring, tutorial and community programs Facilitates school-business partnerships that connect classroom learning experiences in various industry areas Provides opportunities for students to obtain a behind-the-scenes look at career choices Develops and oversees educational enrichment programs
Graphic Arts/Desktop Publishing	Provides graphic arts support to schools and departments districtwide Prepares internal and external newsletters to inform stakeholders about district activities and assists campuses in editing newsletters Assists the district's Technology Department with maintaining web-site items such as school board agendas and meeting minutes Gathers data for informational news stories
Reprographic Systems (Print Shop)	Coordinates graphics and composition production Prioritizes print jobs based on district/campus needs Produces printed materials designed and developed by the district such as curriculum guides, supplemental curriculum information, promotional displays, brochures, and graduation programs Maintains printing standards for quality control
Media Center	Designs and produces posters, banners, and instructional materials for the district and campuses Provides media equipment and technical support for teachers and staff desiring to independently produce instructional materials for classrooms and/or projects
Beaumont Public Schools Foundation	Provides financial support for innovative teaching ideas not funded through school budgets Provides avenues for individuals to contribute to the district to recognize special people and staff by contributing to a fund for grants for teachers and students

SOURCE: Beaumont ISD, Communications Department, February 2013.

community involvement efforts for the district. According to the Communications Department leadership, the communications team has increased the outreach media such as publications, audio-visual presentations, videos and documentaries about the district.

The Communications Department played a role in the passage of the district's 2007 \$388 million facilities improvement bond program. The department's outreach efforts to inform the Beaumont stakeholders regarding the

district's facilities needs contributed to the successful passage of this bond. Prior to this bond, in the district's 30 year history, no major bond issue had been passed by voters.

The district has also been impacted by multiple hurricanes, several of which shut down the city of Beaumont, the county and the region. The district along with its Communications Department has been instrumental in getting the community back on track by working with the district's Facilities Department and communicating the status of getting schools

ready and open as quickly as possible. The district’s philosophy was: no schools and no place for children would have delayed the return of the citizenry back to the Beaumont area. According to the Communications Department, employees and volunteers from the district always play a leadership role with the various government entities in restoring an atmosphere of “normalcy” in these emergency situations.

The Communications Department works closely with the district’s executive leadership team by encouraging active involvement in Beaumont business, civic, governmental, and

religious organizations, which helps to promote positive relations between the community and the school district. By participating in community-based organizations, Beaumont ISD’s executive leadership team is able to cultivate positive relationships within the local community and raise public awareness about the district, which ultimately promotes strong community and parental involvement. **Figure 3–3** shows a summary of the Beaumont organizations in which Beaumont ISD’s leadership regularly participate.

**FIGURE 3–3
BEAUMONT ISD
EXECUTIVE LEADERSHIP TEAM COMMUNITY INVOLVEMENT PARTICIPATION
SCHOOL YEAR 2011–12**

ORGANIZATION	BEAUMONT ISD DISTRICT ADMINISTRATOR						
	SUPERINTENDENT	DEPUTY SUPERINTENDENT FOR FINANCIAL SERVICES & ELEMENTARY ADMINISTRATION	EXECUTIVE DIRECTOR OF HUMAN RESOURCES	ASST. SUPERINTENDENT FOR ADMINISTRATION AND OPERATIONS	ASST. SUPERINTENDENT FOR CURRICULUM AND INSTRUCTION AND SECONDARY ADMINISTRATION	ASST. SUPERINTENDENT FOR TECHNOLOGY, RESEARCH AND EVALUATION	SPECIAL ASSISTANT FOR COMMUNICATIONS
Beaumont Area Ministerial Alliance	X	X	X		X	X	X
Beaumont Chamber of Commerce	X				X	X	X
Beaumont City Advisory Committee for the City of Beaumont Police Dept.						X	
Beaumont City Council	X				X	X	X
Better Business Bureau of Southeast Texas	X				X		X
Leadership Beaumont	X		X			X	
Leadership of Southeast Texas				X	X	X	X
Metropolitan Parent Teacher Association		X		X	X	X	X
National Association for the Advancement of Colored People (NAACP)		X			X	X	X
Southeast Texas Press							X
Texas A&M Southeast Texas Alumni Association	X	X					X
Texas Public Relations Association (regional)							X
Julie Rogers Gift of Life	X	X	X	X	X	X	X
Lamar University (Various Service Programs; Grant Support).	X	X	X	X	X	X	X
City of Beaumont (Various Initiatives i.e., Health, Beautification, Grant Support)	X	X	X	X	X	X	X
Beaumont Housing Authority		X					X

**FIGURE 3–3 (CONTINUED)
BEAUMONT ISD
EXECUTIVE LEADERSHIP TEAM COMMUNITY INVOLVEMENT PARTICIPATION
SCHOOL YEAR 2011–12**

ORGANIZATION	BEAUMONT ISD DISTRICT ADMINISTRATOR						
	SUPERINTENDENT	DEPUTY SUPERINTENDENT FOR FINANCIAL SERVICES & ELEMENTARY ADMINISTRATION	EXECUTIVE DIRECTOR OF HUMAN RESOURCES	ASST. SUPERINTENDENT FOR ADMINISTRATION AND OPERATIONS	ASST. SUPERINTENDENT FOR CURRICULUM AND INSTRUCTION AND SECONDARY ADMINISTRATION	ASST. SUPERINTENDENT FOR TECHNOLOGY, RESEARCH AND EVALUATION	SPECIAL ASSISTANT FOR COMMUNICATIONS
YWCA	X	X	X				X
Melton YMCA			X				
Sororities/Fraternities (Various)			X		X		
Community Associations (Various)			X		X		X
Community Church Visits every 6 weeks (Approximately)	X				X		X
100 Black Men	X		X				
United Way	X	X	X	X	X	X	X
Salvation Army	X						
Key Communicators	X	X	X	X	X	X	X

SOURCE: Beaumont ISD, Communications Department, February 2013.

ACCOMPLISHMENTS

- ◆ By fostering a spirit of teamwork, Beaumont ISD has achieved recognition for academic performance for its students and a positive work environment for its staff, which resulted in both local and national award recognition for these accomplishments during school years 2010–11 and 2011–12.
- ◆ Beaumont ISD has actively engaged parents and community members who work together to support the district’s mission.
- ◆ The Beaumont Public Schools Foundation provides valuable scholarships and innovative instructional grants to district students and teachers to fund academic initiatives and programs that might otherwise not be available through district resources.

FINDINGS

- ◆ The district has not established a comprehensive system and process to identify the communication capabilities and desires of the community stakeholders to keep them informed about issues of critical concern such as student academic performance and the district’s finances. The lack of a comprehensive system and process contributes to an atmosphere of mistrust

and racial division among some district stakeholders that has existed in the Beaumont community for years.

- ◆ The district’s Communications Department lacks a comprehensive method to efficiently respond to and complete public information requests in a timely manner.
- ◆ The district’s Communications Department lacks a formal mechanism to evaluate the effectiveness of its individual organizational units and districtwide programs.

RECOMMENDATIONS

- ◆ **Recommendation 14: Develop and implement a comprehensive communications and community involvement plan with measurable goals and convene a group of community leaders to work with the district’s cabinet to organize effective advisory councils to improve trust, transparency, relationship building, and communication.**
- ◆ **Recommendation 15: Establish a process to improve the administration and responsiveness to public information requests, including fully**

implementing the district's public information request software.

- ◆ **Recommendation 16: Conduct an annual evaluation of the Communications Department's programs and activities to ensure that the department is meeting the needs of the district and community.**

DETAILED ACCOMPLISHMENTS

DISTRICT ACHIEVEMENT RECOGNITION

By fostering a spirit of teamwork, Beaumont Independent School District (ISD) has achieved recognition for academic performance for its students and a positive work environment for its staff, which resulted in both local and national award recognition for these accomplishments during school years 2010–11 and 2011–12.

According to the district, the following examples represent the ongoing district initiatives that contributed to the improved student achievement resulting in the award recognition:

- The Communications Department actively supports parental programs, including the Parent Teacher Association (PTA) and the various parental partnership programs encouraging parents to stay involved in their children's learning. The Communications Department works closely with other organizations such as the Chamber of Commerce, Lamar University, ExxonMobil and Lamar Institute of Technology to honor and recognize outstanding parents. The department produces some parental involvement training programs and works to keep parent groups informed about various programs, including issues and concerns in the district. The parent outreach program includes a telephone call out program to inform parents of absences and of emergency and general information, and includes social media and online distribution for those parents who want such notifications. Additionally, the parent online program allows parents to be updated 24-hours-a-day on their child's academic performance, assignments, attendance, and conduct. According to the Beaumont ISD's Communications Department, there is little reason for any parent to not be abreast of their child's progress. This information is available in several languages, including Spanish and Vietnamese.

- The Office of Educational Partnerships provides valuable support to student learning. By recruiting and maintaining an active volunteer program, these individuals are able to supplement classroom instruction by providing extra attention to students. In many cases, these volunteer services include mentoring and tutoring, which can directly affect how students score on state and national achievement exams.
- The Beaumont Public School Foundation, a separate entity, provides students and teachers with special project grants, averaging \$1,000 each. These grants provide enhanced instructional experiences for many Beaumont ISD students and broaden what they are able to learn in the classroom.
- The Reprographics/Print Shop produces thousands of documents in house including materials to support curriculum and other programs for student achievement.
- The Media Center assists in the preparation of general information provided for training teachers and staff and for public information so that they can provide innovative visuals that aide in student learning.
- Beaumont ISD teachers participate in two days of focus groups to provide immediate feedback to the superintendent about what they feel is right and wrong in the district and in their job. Many resolutions to concerns are implemented the same day or within days. The superintendent also gains feedback from parents via an annual PTA leadership brunch where parents express what they like and dislike about the district.
- Beaumont ISD's superintendent hosts an annual Student Appreciation Program (typically on Valentine's Day) to recognize individual and teamwork efforts that make the district successful and allows senior students to express particular programs that have made a significant difference on their academic experience and ways the school district can further improve students' academic experience.

At the time of the onsite visit, the review team had an opportunity to observe the Student Appreciation Program. The superintendent opened the program and introduced his cabinet. Each cabinet member had a brief opportunity to share with the students about their areas. The majority of the

program was centered on the students. Each student in the room had the opportunity to stand, tell their name, something about themselves, what they liked about Beaumont ISD and things they felt needed improvement. The general comments from the students were very positive and included from: I love the food, we have great teachers, I love the programs that are offered, etc. When asked to provide feedback on improvements, the students provided constructive feedback that the superintendent responded to. The overall message of the program was positive and well received by the students in attendance. The room was nicely decorated and refreshments were provided.

For award recognition to be meaningful, community stakeholders must understand the award criteria. The benefits for organizations that are acknowledged for achievement recognition awards are the following:

- facilitate communication and sharing of information on best practices to those entities competing for the award;
- serve as a tool for understanding and managing performance;
- document a plan and system that strives to deliver continually improving value to stakeholders who are contributing to the organization's improvement and growth; and
- measure performance against similar organizations using a standard set of criteria and benchmarks.

Beaumont ISD displays banners at its central office and at the high school that received the recognition.

Figure 3–4 shows the achievement recognition awards Beaumont ISD received during school years 2010–11 and 2011–12 and the criteria for award attainment.

Beaumont ISD officials did not apply for or solicit any of the awards that were received. Researchers for the *U.S. News & World Report* Best High Schools Award, National Parent Teacher Association Parental Involvement Award, and National Center for Educational Achievement Highest Performing Schools Award reviewed, analyzed, and compared national and state test data along with demographic and other student and district operational performance data that is available on information databases on various state department of education agency websites. Because Beaumont ISD serves a predominately economically disadvantaged student population that typically ranges around 75 percent was a key factor in the award consideration. In the case of the

Houston Chronicle Top 100 Workplace Award, Beaumont ISD staff nominated the district.

By working together as a cohesive team toward a common goal, Beaumont ISD's collective efforts to encourage student achievement for all students and promote a positive workplace earned independent recognition for the district and serves as a way to showcase and validate its accomplishments to the community.

PARENT/COMMUNITY VOLUNTEER SUPPORT

Beaumont ISD has actively engaged parents and community members who work together to support the district's mission. Beaumont ISD's parent involvement initiatives are primarily campus-based, which means that the programs are organized and carried out at the campus level, with parents maintaining a significant amount of interaction within the schools.

Beaumont ISD has developed a formal application packet for both school volunteers and education partners to complete. The packet contains the following:

- Education Partnership volunteer application;
- confidential addendum to conduct criminal background history check;
- Department of Public Safety criminal history verification; and
- tuberculosis (TB) test information

In addition to the application requirements, the district has written the following expectations for volunteers:

- a statement indicating willingness to honor weekly commitments made to students;
- present a positive attitude toward student achievement by supporting district and campus policies where services are rendered;
- serve under the direction and supervision of an assigned teacher or staff member;
- limit contact with students on the campus during the school day;
- never transport or work with a student off campus;
- follow the same dress code and standards in performance as professional staff;
- follow the same district policies in regard to sexual harassment of a student, staff member or other volunteers;

**FIGURE 3–4
BEAUMONT ISD SUMMARY OF ACHIEVEMENT RECOGNITION AWARDS
SCHOOL YEARS 2010–11 TO 2011–12**

AWARD NAME	CRITERIA
U.S. News & World Report 2011 Best High Schools Award (Central High School Bronze Recipient)	Bronze Recipient Criteria Students who are performing better than statistically expected for the average student in the state. Reading and math results for all students on each state's high school proficiency tests. The percentage of economically disadvantaged students (who tend to score lower) enrolled identifies the schools that are performing better than statistical expectations. School's least-advantaged students (ethnic and low-income) were performing better than average for similar students in the state. Math and reading proficiency comparison rates for disadvantaged students with the statewide results versus selected schools that were performing better than the state average. High Schools that made it through the first two steps became eligible to be judged nationally on the final step—college-readiness performance—using Advanced Placement or International Baccalaureate test data as the benchmarks for success, depending on which program was largest at the school.
National Parent Teacher Association (PTA) 2011 Parental Involvement Award of the Year for School Districts (National Award Recipient)	Local PTA must be in good standing with Texas PTA. The Parent Involvement Project must be in operation in any of the grade levels: Early Childhood, Elementary/Middle/Junior High School or High School. The Parent Involvement Project must have been in operation during the current school year. The Parent Involvement Project must have been in conjunction with a state affiliated Local PTA. Prior year's winners are not eligible.
Houston Chronicle 2011 Top 100 Workplaces Award (Ranked 23rd)	Companies within Houston Chronicle Readership Area Organizations must have at least 50 local employees to participate. Private, public, nonprofit and government workplaces can participate. To determine winners, the Houston Chronicle's partner in the report, Workplace Dynamics conducted short employee surveys.
National Center for Educational Achievement (NCEA) 2010 Highest Performing Schools (A total of 16 Schools)	General – Each student's current-year test results are merged with their math and reading scores from the previous year. Performance measure – Every student's converted scale score (z-score) for each subject is regressed in each grade/year. The student's prior-year z-scores in mathematics and reading Students eligibility for free or reduced lunch (African-American or Hispanic as an indication of income status and student populations where achievement gaps tend to be highest) The percentage of students that were tested Number of students present for the full academic year Prior test scores in math and reading (except for the initial tested grade) English as a second language learner (for elementary schools only) Number of African-American and Hispanic students Whether the school is a magnet school Identification of eligible schools – Schools are eligible for ranking on a given subject if they have an adequate number of qualifying students in each of their grade-levels for the most recent school year. Furthermore, a school must have no more than the maximum allowable number of missing grade-levels for the previous two school years in order to be eligible for the analysis. School rankings – After eligibility is determined, schools are divided into two low-income groups: 0-50% low-income and 50-100% low-income. The schools are then ranked within each of these low-income groups by the performance measures. School selection – In addition to requiring that the school's value-added performance be in the top 10% of its low-income group and have better than predicted performance across grades in all years or have performed in the top 5% of its low-income group on the achievement level closest to the CCR Targets, NCEA also includes the following requirements: Met Adequate Yearly Progress (AYP) or other ESEA requirements. Had 90% of enrolled students take the state assessment in non-AYP subjects. Met their state's requirements on the accountability system.

SOURCE: Beaumont ISD, Communications Department and Award Originators, February 2013.

- honor confidentiality (anything discussed with staff members regarding a student should be kept in strictest confidence);
- report any abuse, safety or neglect concerns to the teacher or campus administrator;
- avoid promoting religious beliefs, giving students religious items or inviting students to off-campus religious events;
- refer discipline infractions to the teacher or campus administrator;
- provide proof of negative TB to the campus nurse (the district contracts with medical clinics to provide testing at a reduced rate for school volunteers);
- attend training sessions offered by the campus or Education Partnerships/School Volunteer office;
- report to the front office upon arriving at the campus to secure a volunteer badge and sign-in; and
- record campus volunteer time on the volunteer time sheet (ask campus secretary where the timesheet is located -volunteer time records are also used to secure educational grants for the campus and the district).

The district has developed and implemented a wide array of successful parent and community volunteer programs at its campuses. A sample of these programs include: Goals Night, National Parent Involvement Day, STAAR exam preparation, parent fairs, family night, holiday parties, preparation for and attendance at ethnic diversity celebrations, awards ceremonies, parent/teacher visitation conferences, and tutorial and mentoring activities.

To better ensure that the parent/community involvement activities are well-attended, Beaumont ISD prepares and publishes a comprehensive calendar of events so that stakeholders can schedule to participate in events of interest.

Detailed participation logs are maintained that include the names of parent and community volunteers and hours of participation. **Figure 3–5** shows that from September to November 2012, Beaumont ISD logged a total of 1,353 community volunteers at its schools and over 105,000 volunteer hours. Since the time of the review team’s onsite visit, the district has recorded a total of 3,428 volunteers and 367,390 volunteer hours for school year 2012–13.

Educational research shows that actively engaged parent and community members that work together to develop and implement a wide array of successful parent and community volunteer programs results in higher academic achievement for school districts.

DISTRICT NONPROFIT FOUNDATION

The Beaumont Public Schools Foundation (BPSF) provides valuable scholarships and innovative instructional grants to district students and teachers to fund academic initiatives and programs that might otherwise not be available through district resources. A charitable foundation has been established to provide additional funding support to Beaumont ISD for its academic programming.

BPSF was established as a 501(c) 3 nonprofit organization in 1993. Its mission is to fund grants for projects to enhance teaching and learning in the district and to receive and administer gifts for other educational purposes to Beaumont ISD students. The foundation’s board of directors is comprised of local business, industry, and community leaders. BPSF is a separate entity from the school district with an executive director who manages the day-to-day operations. Beaumont ISD’s education partnership coordinator works closely with the foundation’s executive director to identify worthy district recipients of its contributions.

From the foundation’s inception through the end of school year 2011–12, nearly \$183,000 had been awarded to fund classroom grants to 286 Beaumont ISD staff and students. Both staff and students may apply for a foundation grant of up to \$1,000 by completing an application in February of each year.

Grants are awarded to fund staff or student projects that promote academic excellence and are awarded based on whether the proposed project has: (1) clearly stated objectives, (2) impact on student learning, (3) creative elements, (4) materials that are appropriate for the classroom, and (5) a reasonable project budget. The foundation’s board of directors reviews the grant applications and makes awards based on their evaluation. The foundation distributes grants twice a year, once during each semester. A committee of directors reads the grant proposals and makes their recommendations to the entire board. Once the grant recipients are selected, a caravan of directors, Beaumont ISD administrators, and community supporters make a presentation to the winners.

FIGURE 3–5
BEAUMONT ISD SUMMARY OF VOLUNTEER HOURS BY CAMPUS
SEPTEMBER TO NOVEMBER 2012

BEAUMONT ISD CAMPUS	VOLUNTEERS	VOLUNTEER HOURS
Amelia Elementary	10	3,202
Austin Middle School	5	100
Bingman/Southerland Pre-K	167	4,720
Blanchette Elementary	58	5,110
Brown Alternative Center	2	400
Caldwood Elementary	19	3,588
Central High School	228	14,621
Charlton Pollard Elementary	50	8,945
Cradles and Cribs Child Development Center	2	1,655
Curtis Elementary	51	1,690
Dishman Elementary	25	2,000
Fehl-Price Elementary	26	1,444
Fletcher Elementary	15	2,296
Guess Elementary	30	743
Homer Elementary	14	1,213
Jones-Clark Elementary	33	4,739
King Middle School	28	2,138
Lucas Pre-K	17	3,986
Marshall Middle School	29	1,059
Martin Elementary	20	3,686
Odom Academy	12	611
Ozen High School	156	4,730
Pietzsch-MacArthur Elementary	26	6,899
Regina Howell Elementary	63	2,084
Smith Middle School	12	312
South Park Middle School	5	100
Taylor Career Center	31	1,100
Vincent Middle School	12	298
West Brook High School	207	21,736
Total	1,353	105,205

SOURCE: Beaumont ISD, Communications Department, Campus Volunteer Logs, February 2013.

Additionally, the foundation has awarded \$53,000 in memorial scholarships, while distributing over \$50,000 in community donations to more than 2,025 Beaumont ISD students for Rita and Ike hurricane relief. The BPSF also annually administers three memorial scholarships: the Joan Nathan Gross Graphic Arts Scholarship, the John Hodges Memorial Scholarship and the Eleanor J. Briggs Memorial Scholarship to commemorate community members who have had a significant impact on the district.

In addition to providing education grants for innovative instructional programs, school sites and staff development, one of the primary goals of the foundation is to establish a \$1 million endowment to increase the number and amount of grants awarded annually.

Figure 3–6 shows that the BPSF obtains funding through contributions from four major sources.

**FIGURE 3–6
BEAUMONT PUBLIC SCHOOLS FOUNDATION’S MAJOR
FUNDING SOURCES
SCHOOL YEAR 2011–12**

PROGRAM/ACTIVITY	DESCRIPTION
Annual Fiesta Breakfast	Fundraiser held in the fall of each year.
Annual Golf Tournament	Fundraiser held in early June of each year.
Charitable Trust	Allows individuals to make contributions that recognize or memorialize teachers, loved ones, or other special people established through fundraising efforts by the corporations.
Endowment Fund	Established through a combination of fundraising efforts by the Foundation board of directors to ensure that the Foundation remains self-perpetuating. The endowment has grown to nearly \$500,000.

SOURCE: Beaumont ISD, Communications Department, Beaumont Public Schools Foundation Major Funding Sources, February 2013.

Since 1993, BPSF has raised funds to provide extra financial support for memorial scholarships and innovative instructional grants for students and teachers to expand academic initiatives and programs at Beaumont ISD.

DETAILED FINDINGS

COMMUNICATION AND OUTREACH (REC. 14)

The district has not established a comprehensive system and process to identify the communication capabilities and desires of the community stakeholders to keep them informed about issues of critical concern such as student academic performance and the district’s finances. The lack of a comprehensive system and process contributes to an atmosphere of mistrust and racial division among some district stakeholders that has existed in the Beaumont community for years.

The perceived issues that seem to contribute to the communication and outreach concerns can be summarized by the following themes:

- transparency and relationship building; and
- communication.

TRANSPARENCY AND RELATIONSHIP BUILDING

Beaumont ISD’s Communications Department is responsible for community involvement and communications functions in the district. During onsite interviews, the review team learned that while Beaumont ISD does not have any type of

written community involvement plan, the district has undertaken several actions to ensure that district activities are transparent to the Beaumont community. These actions are the following:

- distributes the *Beaumont ISD Insider* newspaper to over 70,000 community households twice a year to post academic performance information about the district and individual schools (the *Beaumont ISD Insider* is the district’s newspaper that contains stories of interest about district staff members, individual school events and accomplishments. When available, school test scores and academic performance data is also published in the newspaper);
- produces an employee newsletter to keep staff abreast of district business;
- prepares social media postings, regular media news releases, media updates and general information to media outlets;
- holds press conferences and media interviews with the Beaumont area media editorial boards to work toward the district being more responsive to the needs of the media;
- received the Comptroller of Public Accounts Susan B. Combs award for financial transparency;
- worked closely with the business department and the construction managers at Parsons (construction program management company for Beaumont ISD’s most recent bond program) to ensure online detailed information about the bond program was not only available to the district’s Facilities committee, but also to the public. Regular meetings and reports, including facility tours and video/PowerPoint presentations were coordinated and developed;
- posts Beaumont ISD’s check register on the district’s website;
- allows community members to email the district for back-up information on checks;
- provides salary information on district leadership and all staff for online publication by the *Texas Tribune*, *The Beaumont Enterprise* and other media entities as requested;
- provides live webcasting of district’s monthly board meetings;

- maintains public online access of monthly board meetings for the last three years –includes the public’s ability to search for actions by name or project and takes person directly to the video of that action. The public can also view the meetings from beginning to end; and,
- provides an online “fact check” to clarify and dispel misinformation that the district believes has been incorrectly publicized about Beaumont ISD.

Despite these efforts on behalf of the district to keep the community informed, many of the community members’ perception remains negative. The review team learned of the community perceptions from a series of community forums while onsite and the feedback from a community survey conducted by the review team in February 2013. The survey was an open survey that allowed respondents to provide comments related to various areas of district operations. **Figure 3–7** shows a representative sample of the narrative comments extracted from the survey related to community involvement.

COMMUNICATIONS

Review team interviews indicate that communications regarding the district’s programs and services are not effective at reaching their intended audiences because the district is not fully using available media technology.

Beaumont ISD uses most of the following traditional community outreach and communications techniques:

- pitching news stories to local media stations;
- issuing news releases to the local media;
- posting items of interest on the district’s website;
- using the public access station that is operated by Lamar University;
- working with schools to promote student/staff successes;
- disseminating the district newspaper, the *Beaumont ISD Insider*, to taxpayers and community members twice annually; and
- streaming board meetings “live” via the Internet; and promoting district events.

**FIGURE 3–7
COMMUNITY SURVEY SAMPLE NARRATIVE COMMENTS FOR BEAUMONT ISD
FEBRUARY 2013**

COMMENTS

“In general the majority of the Beaumont ISD board ignores the taxpaying community”...

“We seem to be one-side here. I cannot remember the last time Beaumont ISD supported anything other than a Black themed event. We should support all. There are lots of opportunities to support our growing Hispanic population. But, Beaumont ISD never seems to be there”...

“Apparently there have been secret settlements with no approval by the Board involving hundreds of thousands of dollars as reported in the news on 7/12/12”...

“All of their community involvement is for show only. Example: They asked community leaders to form an advisory committee to help get support for the past bond election. However, once the bond was passed they ignored and sometimes misrepresented what the committee had suggested and agreed to”...

“I don’t know if you are asking me about my community involvement or the district’s involvement. But, I am very involved. I am not speaking from hearsay. I am very active in sports programs, school events and even attend board meetings. I also attend different social functions and everywhere I go it is the same thing, what is Beaumont ISD doing with the funds? It is ridiculous!!!”...

“The only community involvement I ever hear about is STAAR testing.”

“Q&A sessions for parents, and that’s not enough.”

“GOOD”...

“I think the community would be more involved if the tension due to financial mismanagement was relieved. The majority of the school board thumbs their noses at anyone who doesn’t agree with their position, which in turn, angers the community. The board’s majority are only interested in THEIR interests and do not care if the community as a whole is involved.”

“Too much, not enough attention on education.”

“Good community involvement. I think Beaumont ISD should better advertise what it offers.”

“Community involvement is greatest in the west end of Beaumont. It is this part of Beaumont that overwhelmingly supported the restructuring of the school board. It is also the part of Beaumont that pays a great portion of the property taxes to Beaumont ISD.”

SOURCE: Legislative Budget Board, School Review Team Community Survey, February 2013.

The review team conducted a parent survey in February 2013. **Figure 3–8** shows that 40.2 percent of the respondents agree or strongly agree that the district communicates with them in a timely manner and 48.8 percent disagree or strong disagree.

Figure 3–9 shows a representative sample of comments shared during the community forums while onsite that address some of the communications techniques that community members said the school district lacked.

One of the most widely used communications tools that school districts use to disseminate information is through public access television. According to interviews with Beaumont ISD leadership, the district once operated its own public access television station, but transferred control to Lamar University. Beaumont ISD produces a number of television programs through Lamar’s educational television channel. Some of these programs include monthly board meetings, student TV casts and the program hosted by the district’s special assistant for Communications, entitled “Principal Matters.” Character-generated announcements of coming events and PowerPoint slides of student and employee achievements are also cable cast to the Beaumont ISD population.

Best practices indicate a well-organized communications and community involvement staff is critical to providing the

district with effective community involvement programs. Additionally, a comprehensive communications and community involvement plan, and establishing and maintaining effective relationships between a school district and its community serve as two critical tools to guide districts in developing well-established goals, objectives, and strategies that support its overall mission.

Hempstead ISD has developed a comprehensive communications and community involvement plan. Hempstead ISD has committed to have open, honest and ongoing communication with its stakeholders, which is the ultimate key component to transparency for district activities and operations. Hempstead ISD understands that maintaining a two-way conversation with stakeholders is essential for building relationships. These relationships are the foundation of the TEAMWORK necessary for a strong school system.

Hempstead ISD’s communication plan was designed to establish a comprehensive and integrated communications process for effective communication with all stakeholders. The plan is directly aligned with the district’s goals and is supportive of the District Corrective Action Plan and Campus/District Improvement Plans.

The plan is a working document that is reviewed on an annual basis by the appropriate stakeholders. It will be used

**FIGURE 3–8
PARENT SURVEY RESULTS FOR BEAUMONT ISD
FEBRUARY 2013**

SURVEY STATEMENT: “THE DISTRICT COMMUNICATES WITH PARENTS IN A TIMELY MANNER.”

RESPONDENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL
Parents	10.8%	29.4%	11.0%	20.9%	27.9%	100%

NOTE: Percentages may not add to 100 due to rounding.
SOURCE: Legislative Budget Board, School Review Team Parent Survey, February 2013.

**FIGURE 3–9
ONSITE COMMUNITY FORUM SAMPLE COMMENTS FOR BEAUMONT ISD
FEBRUARY 2013**

- “Utilize social networking more.”
- “Beaumont ISD has access to a public TV station – not being used to the fullest.”
- “Need better relationships with the media.”
- “Need to shift from robo calls and use media sources that community members use. Need to use local newspapers more.”
- “Newspapers don’t do good stories – tell the truth.”
- “Information and notices are not received timely.”
- “A lot of the information received from the district is propaganda.”
- “Better communication is needed between district and schools.”

SOURCE: Legislative Budget Board, School Review Team Onsite Community Forums, February 2013.

as a basis for the district's accountability, as well as for providing a framework for future resource and budgetary considerations in regards to communication. The comprehensive communications plan is intended to do the following:

- implement a communications program that directly helps the district achieve its strategic goals;
- foster strong relationships with district stakeholders;
- provide focus and direction for messages/methods in support of the district's goals; and
- enable the district to present itself accurately to the following audiences.

Internal Audiences

- certified staff;
- principals;
- support district staff;
- administrators;
- board of trustees; and
- professional support staff.

External Audiences

- students;
- parents;
- taxpayers of the district;
- senior citizens;
- business leaders;
- media;
- parent-teacher organizations;
- civic leaders;
- legislators;
- religious leaders;
- neighborhood groups;
- new residents of the district;
- neighboring school districts;
- residents without children in the district schools; and

- prospective residents of the districts.

One of the primary objectives of the plan is to encourage district staff and community stakeholders to “buy-into” and exhibit the following positive behaviors:

Internal Audiences

- take pride and ownership in the district;
- keep informed of key issues;
 - work as a high-performing organization, whose staff respect and value stakeholder feedback; and
 - exhibit district values of caring, integrity and collaboration.

External Audiences

- feel involved and engaged in the Hempstead Independent School District Team;
- exhibit community pride and trust in the schools and the district;
- support the TEAMWORK of Hempstead Independent School District; and
- establish communication goals.

The Hempstead ISD's administration provides leadership, counsel and training in order to accomplish the following communication goals. Goals are listed in no particular order of priority and are recognized as integrated activities for achieving long-term success.

- Development and maintain positive, collaborative relationships with all stakeholders to strengthen support for Hempstead ISD.
- Utilize a variety of media to maximize awareness and support of the district goals, objectives and programs.
- Establish an effective employee communication plan to improve internal communication and employee engagement.
- Establish strong, positive connections between schools and the community.
- Achieve coordinated communication both internally and externally regarding safety issues and crisis management.

- Create key messages and talking points about Hempstead ISD to establish “one clear voice” throughout all communication channels.
- Maintain a proactive media relations program to enhance the district’s image on local, state and national level.
- Utilize effective operational practices to provide good customer service, increased efficiency and quality printed materials.

Hempstead ISD’s communications plan also includes the following tools to assess the effectiveness of the plan:

- staff survey;
- community survey;
- website hits and traffic reports;
- focus groups;
- media coverage (monitoring services);
- community feedback;
- school and department surveys/polls; and
- other measures as appropriate.

In addition to an effective communications plan, another best practice to promote transparency and build stronger relationships and trust within the district is through the formation of effective advisory councils and leadership committees.

In the late 1990s when a similar school performance review was conducted at Fort Bend ISD and the district’s school board was being encouraged to be more transparent with academic and financial information while at the same time the district’s student demographics were rapidly changing (both ethnic and economic composition), the superintendent and the department responsible for community involvement created and facilitated various advisory councils and leadership committees to support the district’s vision and mission. These advisory committees worked together collectively to provide open and honest dialogue between staff and community members to give input about key operational issues facing the district as well as participate in planning activities. **Figure 3–10** shows the advisory councils and leadership committees that were established to assist Fort Bend ISD with building more positive relationships within the district.

Fort Bend ISD also established a superintendent’s Advisory Committee on Racial Harmony for Student Success. The committee’s objective was to identify and address racial and cultural issues that influence ethnic and cultural differences. The committee was comprised of a diverse group of individuals including parents, community leaders, school board members, and district staff who worked together to define district goals.

Some of the district’s Racial Harmony Committee activities included the following:

- interracial field day;
- spring around the world festivals;
- cultural sensitivity training;
- ROPES (a course of supervised individual and group challenges) that promotes teamwork; and
- Assumicide Project (a role-playing activity that helps community members and students understand and appreciate differences in people).

As transparency and community relations improved, Fort Bend ISD’s leadership no longer needed the advisory committees and established different committees to meet the changing needs of the district.

The manner in which both Hempstead ISD and Fort Bend ISD addressed their issues are reinforced by the National School Public Relations Association (NSPRA). The NSPRA states that educational public relations relies on a comprehensive two-way communications process involving other internal and external stakeholders, with a goal of stimulating a better understanding of the role, objectives, accomplishments and needs of the organization. Educational public relations programs assist in interpreting public attitudes, identifying and helping shape policies and procedures in the public interest, and carry on involvement and information activities which earn public understanding and support.

Beaumont ISD should simultaneously develop and implement a comprehensive communications and community involvement plan with measurable goals and convene a group of community leaders to work with the district’s cabinet to organize effective advisory councils to improve trust, transparency, relationship building, and communication. The superintendent should designate the Communications Department as the leader for this effort.

**FIGURE 3–10
SAMPLE ADVISORY COUNCILS AND LEADERSHIP COMMITTEES FACILITATED USED FOR FORT BEND ISD
2000**

SAMPLE ADVISORY COUNCIL/ LEADERSHIP COMMITTEE	PURPOSE	MEMBERSHIP	DATE/TIME	PLANNER/FACILITATOR
Superintendent’s Cabinet	To serve as the district’s senior leadership team	Associate and Area Superintendents	Weekly	Superintendent Associate Supt. Community Relations
Administrative Team Meetings	To provide general information necessary for the operation of the district	Associate and Area Superintendents Principals Directors Coordinators Supervisors	1st Wednesday of the Month	Associate Supt. Community Relations
Executive Steering Teams	To develop plans of action to address specific projects and streamline the work of the district	Representatives from Central Office and Campuses	5 to 6 times annually	Superintendent Associate Supt. Community Relations
Key Communicator Network	To provide a network of district stakeholders to share information, gain feedback on program needs and counter misinformation	Representatives from a cross-section of the community	District 2 times annually Area 4 times annually	Superintendent Associate Supt. Community Relations Area Superintendents
Professional Growth Committee	To dialogue and address campus and district concerns	Campus Representatives 1 Elected 1 Appointed	District 2 times annually Area 3 times annually	Superintendent Associate Supt. Community Relations Area Superintendents
Bond Referendum and Rezoning Community Forums	To gain input from those closest to the area of discussion	Specific constituents to each area of discussion	Determined by each group	Associate Supt. Community Relations Associate Supt. for Facilities and Planning
Partners In Education Advisory Council	To involve partners in setting and achieving goals and objectives	Stakeholder representatives (Businesses, VIPS)	Quarterly or as needed	School Business Partners/ VIPS Coordinator
Fort Bend ISD Education Foundation	To guide the fundraising and allocation of grants for educational enrichment	Education Foundation Board of Directors Volunteers	Quarterly	Executive Director of Education Foundation

SOURCE: Fort Bend ISD Management and Performance Review, Texas School Performance Review Program, 2000.

The superintendent should also identify a diverse group of leaders in the district to include in this process. The district should consider the best practices of Hempstead and Fort Bend ISDs when taking the challenge of developing the communications plan and convening a group of community leaders. The best practice guidelines outlined by NSPRA to implement strong public information programs, include the following:

- Keep the public informed about the policies, administrative operation, objectives, and educational programs.

- Furnish full and accurate information (favorable and unfavorable) together with the interpretation and explanation of the district’s plans and programs.
- Adhere to policy openness and honesty in communicating with community stakeholders, staff, and news media and other organizations.
- Make available the background material, which is sent to the board of education, to the public, and news media through Beaumont ISD’s Communications Department (this excludes confidential material, legal matters, and sensitive personnel matters).

- Establish and support appropriate and effective communication between the administration and other district staff.
- Prepare detailed and summary information as needed to keep community stakeholders informed about educational services, achievements, needs, cost, revenues, and expenditures.

Additionally, Beaumont ISD's Communications Department should conduct a series of focus groups with Beaumont ISD community members to identify those channels/vehicles (e.g., social media, electronic and print media) that will have the greatest impact on improved communication. Potential focus group participants should be carefully screened to ensure that stakeholders from all segments of the Beaumont ISD community are involved.

Once the focus group data is collected, measurable goals and related strategies for improving districtwide internal and external communications should be refined and prioritized. Beaumont ISD should also evaluate the content, appeal, target audience (including the need for bilingual translation), frequency of distribution and cost-effectiveness of all tools currently used by the district and those that need to be explored. Beaumont ISD should then develop strategies to improve communication and raise awareness of community members. Examples of these tools follow:

- Facebook;
- Twitter;
- instant/text messaging ;
- Beaumont ISD website ;
- re-establishment of Beaumont ISD operated cable (public access) station;
- media stories and/or interviews with local television and radio stations;
- news releases and public interest stories in local and community newspapers;
- electronic newsletters;
- robo calls to parents and community members;
- public service announcements;
- annual reports summarizing district accomplishments and goals;
- public forums at schools; and

- direct community outreach to business, civic, government, and religious organizations.

Beaumont ISD's Communications Department should annually administer a web-based parent and community member satisfaction survey to gauge the effectiveness of the district's communications, community relations, and community involvement efforts. The results of these annual surveys should be used to guide the district's effort in communications and community relations and involvement.

The district can implement this recommendation with existing resources.

PUBLIC INFORMATION REQUESTS (REC. 15)

The district's Communications Department lacks a comprehensive method to efficiently respond to and complete public information requests in a timely manner.

Beaumont ISD's Public Information Officer is responsible for processing public information requests. The review team analyzed Beaumont ISD's request logs for September 1, 2012 to November 30, 2012 and determined that 42 requests were submitted to the district. The logs included a detailed description of the public information request and the date requested. The logs did not indicate entries showing interim status of the requests while they were being processed or the date they were completed.

Beaumont ISD's Public Information Officer indicated that when requests are received by the district they are entered on a spreadsheet and then routed to the appropriate department for a response. The Public Information Officer or another member of the Communications Department also calculates the cost of completing the request, summarizes the information, and then forwards the response back to the requester. More complicated public information requests are sometimes forwarded to the district's legal counsel for advice on what information can be provided and how the request should be handled based on Texas Public Information Act guidelines.

According to the district, more than 90 percent of all requests are completed within 10 working days from the date the district received the request. The remaining requests are fulfilled in a timely manner—all within the guidelines of the Texas Public Information Act. For example, one letter may request information that requires information from 20 district departments and could require redactions, rulings by the Texas Office of the Attorney General, agreements to production costs, request clarifications or other attention

that involve additional time for disposition. In these cases, requestors are appropriately informed and updated on the status of their inquiries.

Review team interviews indicate some community focus group members feel that public information requests are often not completed timely and accurately. For example, all of the requested information is not provided or does not contain the level of detail requested. Additionally, according to both focus group members and Beaumont ISD officials, two lawsuits were filed against the district in 2012, because the complainants believed the district was noncompliant with completing their requests.

The Texas Government Code, Chapter 552, the Texas Public Information Act, provides a mechanism for community stakeholders to inspect or copy government records. This act also provides for instances in which governmental bodies wish to, or are required by law to, withhold government records from the public.

This act provides that a governmental body must respond “promptly” to a request for information. If a governmental body is unable to produce the requested information within 10 business days, the officer for the organization must send the requestor a correspondence certifying that the timeframe cannot be met and provide a date and time when the records will be made available.

Beaumont ISD has purchased a web-based software package to expedite processing public information requests. The district has not fully implemented the software and is in the process of training certain district staff so they can assist with processing the requests. This staff includes two to three positions in the Communications Department and at least one position in the Financial Services, Human Resources, Technology and Student Services Departments. A critical component of using the software is that staff gathering data and files post information in the system’s online filing cabinets and that the files be named appropriately. Once this training is completed, the district can discontinue the use of the Excel spreadsheet system it is using. When the software is fully implemented, it is designed to do the following:

- reduce public information processing time and backlogs;
- automate compliance and statistical reporting;
- provide community stakeholder-centered, online access to monitor the status of requested information; and

- automate and expedite communication (status) letters with the public.

The website informationhandyman.com outlines basic administrative “best practice” steps that public organizations can follow to ensure that public information requests are handled appropriately and promptly. These steps are as follows:

1. Record or log all requests into some monitoring software. This can be anything from an Excel spreadsheet to tailor-made software, to a work-flow solution built into an electronic document and records management system. Most software produces extensive statistical reports as well as documenting public interest test decisions.
2. Generate an initial response letter. Points that should be covered include the date the request was received and when the request is expected to be answered, a succinct information policy, and contact details for the staff member who is managing the request.
3. Telephone the requestor to clarify any unclear points in the request. Personally contacting the requester can open-up dialogue and save a great deal of time. Though the public authority cannot ask what the requestor wants the information for, it can be pertinent, if requestors have asked for more information than they may really need or want to receive. Use the skills of good reference librarians by asking non-leading questions such as “what it is about the request that you want to know so that responses can be more accurate and focused?” This may whittle the response down considerably, saving time for both the requester and the responder.
4. Keep a log of all correspondence and the progress of each request. This is really important since if a review is required at any stage, the organization will be expected to prove or justify its actions, particularly in the case of a public interest test having been conducted.

Beaumont ISD should establish a process to improve the administration and responsiveness to public information requests, including fully implementing the district’s public information request software. The district should continue the training efforts to ensure that all of the key staff are properly trained to use the system. In addition, the Communications Department should develop written procedures, to accompany the system to ensure that all staff

are responding to the requests in the same manner. The following is the benefit that Beaumont ISD will experience by using public information request software:

- work management reporting—the software provides the capability to track time dependent tasks, file status reports, conduct record searches, and perform record analysis;
- records management and document handling—allows users to electronically sort records and identify duplicate records;
- more efficient archival of requests—the processing and storage of large volumes of information over long periods of time is significantly reduced; and
- increased customer service—overall administration is improved for both information requestors and administrators.

Since Beaumont ISD has already purchased the public information software, the district can implement this recommendation with existing resources.

ANNUAL DEPARTMENT EVALUATION (REC. 16)

The district's Communications Department lacks a formal mechanism to evaluate the effectiveness of its individual organizational units and districtwide programs. The lack of a formal program evaluation process could result in inefficient use of resources and staff.

Instead of a specific evaluation tool to assess how each of the organizational units and their assigned programs and activities are performing, the special assistant for Communications (the head of the department), relies on the individual staff performance appraisals to determine the effectiveness of the programs. The staff performance appraisal instrument is focused on individual job performance attributes for functional areas such as school/community relations, school organizational improvement, student management, and management of assigned staff. The individual staff performance appraisal does not provide a detailed assessment of the impact these programs and activities actually had on the school district and the community. Additionally, whether or not staff and financial resources for the district's communications and community involvement programs and activities were adequate and well-managed is not adequately assessed through the individual staff performance appraisal.

As previously discussed in this chapter, the district does not have a formal communications and community involvement plan with written, measurable goals. Districts that effectively evaluate their communications and community involvement programs ensure that they have developed measurable goals. A formal communications and community involvement plan helps districts determine the key responsibilities for each of the organizational units and their programs and activities and create an evaluation tool to measure the effectiveness of its plan.

Figure 3–11 shows a sample communications and community involvement evaluation template developed by Washoe County School District in Reno, Nevada.

The district should conduct an annual evaluation of the Communications Department's programs and activities to ensure that they are meeting the needs of the district and community. The department should develop goals and quantitative measures for each organizational unit and the programs and activities that they oversee. **Figure 3–12** shows a sample responsibilities matrix outlining each organizational unit within the district's Communications Department. This goal matrix shows how developing goals and quantitative measures would be for each of these units. The goals matrix also provides a way for the department to summarize whether or not the goals were accomplished and identify any weaknesses/deficiencies.

When evaluating the overall effectiveness of Beaumont ISD's communications and parental/community involvement programs the department should consider the following:

- Are communications, community relations, and parent/community involvement functions structured in the most efficient and effective manner possible to accomplish the mission, goals, and objectives of both the school district and the department?
- Are professionals and specialists in place in sufficient numbers with the appropriate experience and background to fulfill the department's mission?
- Are existing programs adequate in the areas of community relations and volunteer programs, internal and external communications (including media relations and crisis communications)?
- Is department funding adequate to implement an effective complement of public relations and communications programs?

**FIGURE 3–11
WASHOE COUNTY SCHOOL DISTRICT RENO, NEVADA
COMMUNICATIONS AND COMMUNITY INVOLVEMENT EVALUATION TOOL
2004**

EVALUATION TEMPLATE

OBJECTIVE: SCHOOL DISTRICT WILL ALLOCATE AND FUND DISTRICT/SCHOOL SITE PERSONNEL, FACILITIES, TIME, AND OTHER RESOURCES TO SUPPORT PARENT INVOLVEMENT AS IT RELATES TO ACADEMIC ACHIEVEMENT.

POLICY ELEMENTS: (1) COMMUNICATION, (2) PARENTING, (3) STUDENT LEARNING, (4) VOLUNTEERING, (5) DECISION-MAKING AND ADVOCACY, (6) PARENT, SCHOOL AND COMMUNITY COLLABORATION.

GOAL	POLICY	ACTION STEP	ASSIGNED TO	INITIATION DATE	COMPLETION DATE	FUNDING SOURCE	MEASUREMENT
1		Expand opportunities for parents to have two-way communication with Superintendent, School Board, and administrators in order to address questions or concerns and offer ideas about educational issues and parent involvement.					
2		Engage employers in the implementation of the school district Parent Involvement Initiative Strategic Plan to increase parent participation.					
3		<p>Coordinate (with parents, parent groups, School Support Teams, etc.) the evaluation of Parent Involvement by documenting information such as:</p> <ul style="list-style-type: none"> • Number of parent participation hours • Number of individual participants-including a breakout of the types of families • Number of families not involved in district sponsored involvement activities including a breakout of the types of families • % of change in the degree of involvement • % of change in the types of families involved • Increase or decrease in the numbers or hours of participants • Types of participation, including without limitations: <ul style="list-style-type: none"> ◦ Fundraising ◦ Special events ◦ Policy decisions ◦ Curriculum decisions ◦ Districtwide improvement ◦ Staffing ◦ Data ◦ % of academic change seen in children with involved parents as compared to uninvolved parents 					
4		Compile and publish Parent Involvement data in an annual accountability report. Provide this information to parents and staff in a format that is easily and quickly comprehended.					

SOURCE: Washoe County School District, Reno, Nevada, 2004.

**FIGURE 3–12
BEAUMONT ISD
COMMUNICATIONS DEPARTMENT
SAMPLE KEY RESPONSIBILITIES AND GOALS MATRIX
MARCH 2013**

ORGANIZATIONAL UNIT/PROGRAMS	EXAMPLE OF KEY RESPONSIBILITIES	MAJOR GOALS AND QUANTITATIVE MEASURES	GOAL ACCOMPLISHMENTS	DEFICIENCIES**
Special Assistant for Communications	<ul style="list-style-type: none"> Builds effective communications with all Beaumont ISD stakeholders, securing transparency, trust, and community outreach and engagement including staff and students (e.g., Beaumont ISD Annual Student Appreciation Program held around Valentine's Day) Works closely with the superintendent and district leadership to provide information for board meetings and districtwide communications Encourages executive leadership involvement in Beaumont community organizations 	Goal 1 Goal 2 Goal 3 (Note: Establish the goals based on the key responsibilities and programs for the organizational unit.)	(Note: Record the data to show the goal accomplishments and any deficiencies.)	
Communications (Internal and External)	<ul style="list-style-type: none"> Ensures information (internal and external) is accessible through the Beaumont ISD community and disseminated in multiple languages Develops effective media relations Processes and administers public information requests timely and effectively (e.g., public information request software implementation) 	Goal 1 Goal 2 Goal 3		
Education Partnerships	<ul style="list-style-type: none"> Facilitates structured volunteer programs in schools (e.g., Beaumont ISD Parent Involvement Program, individual campus PTA programs and Beaumont ISD Districtwide PTA) Develops and oversees districtwide mentoring, tutorial and community programs Facilitates school-business partnerships that connect classroom learning experiences in various industry areas 	Goal 1 Goal 2 Goal 3		
Graphic Arts/Desktop Publishing	<ul style="list-style-type: none"> Provides graphic arts support to schools and departments districtwide Maintains web-site items such as school board agendas and meeting minutes 	Goal 1 Goal 2 Goal 3		
Reprographic Systems (Print Shop)	<ul style="list-style-type: none"> Produces printed materials designed and developed by the district such as curriculum guides, supplemental curriculum information, promotional displays, brochures, and graduation programs 	Goal 1 Goal 2 Goal 3		
Media Center	<ul style="list-style-type: none"> Provides technical support for teachers and staff desiring to independently produce instructional materials for classrooms and/or projects 	Goal 1 Goal 2 Goal 3		
Beaumont Public Schools Foundation	<ul style="list-style-type: none"> Provides financial support for innovative teaching ideas not funded through school budgets Provides avenues for individuals to contribute to the district to recognize special people and staff by contributing to a fund for grants for teachers and students 	Goal 1 Goal 2 Goal 3		

SOURCE: Legislative Budget Board, School Review Team, March 2013.

- Are ongoing evaluation tools in place to determine the efficiency and cost-effectiveness of community involvement programs and activities?

The district should use the evaluation process to determine which programs are reaching the greatest number of stakeholders and the type of information being disseminated. In addition, the district must report evaluation results and continuously refine and redevelop communications and

community relations initiatives in order to realize improvements. Programs that do not have a significant impact on the community should be eliminated so that staff and funds can be redirected to more worthwhile initiatives.

The district can implement this recommendation with existing resources.

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL	ONE TIME
						5-YEAR (COSTS) SAVINGS	(COSTS) SAVINGS
CHAPTER 3: COMMUNITY INVOLVEMENT							
14. Develop and implement a comprehensive communications and community involvement plan with measurable goals and convene a group of community leaders to work with the district's cabinet to organize effective advisory councils to improve trust, transparency, relationship building, and communication.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
15. Establish a process to improve the administration and responsiveness to public information requests, including fully implementing the district's public information requests software.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
16. Conduct an annual evaluation of the Communications Department's programs and activities to ensure that the department is meeting the needs of the district and community.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL	\$0	\$0	\$0	\$0	\$0	\$0	\$0

CHAPTER 4

FACILITIES MANAGEMENT

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 4. FACILITIES MANAGEMENT

An independent school district's facilities program is responsible for providing safe and clean learning environments. A school district's facilities include campuses, buildings, grounds, athletic facilities, portable buildings, and supplemental facilities such as storage buildings and warehouses. Facilities management includes planning for facilities use, construction of projects, and maintenance of infrastructure (e.g., electrical, plumbing, irrigation, heating and cooling, etc).

Managing facilities is dependent on a district's organizational structure. Larger districts typically have staff dedicated to support facilities management, while smaller districts may have staff with dual roles. For example, staff may be responsible for custodial and grounds-keeping tasks. Facilities planning establishes district priorities, allocates resources and funds, and identifies milestones. Planning is based on student enrollment, campus and building capacity, condition of facilities, curriculum needs, and state regulations. Management of construction and maintenance projects should include contract management, cost control, and a project schedule with defined milestones. Facilities maintenance requires a program for planned maintenance of facilities and equipment, and routine cleaning of facilities to ensure a safe environment for students and staff.

Beaumont Independent School District's (ISD's) facilities include 14 elementary, seven middle schools, three high schools, two alternative education buildings, two Pre-K schools, and various non-instructional buildings including administration buildings, maintenance buildings, and transportation buildings. These facilities house about 19,848 students and 2,860 staff.

The district completed an assessment of its facilities in 2006, which resulted in an estimated \$1 billion being needed for facility improvements. In early 2007, the district's Board of Trustees appointed a diverse committee of citizens to analyze the facilities assessment report and to include it in a proposal for a district bond referendum that would remedy or alleviate the district's problem of dilapidated, aging, unsafe, and inadequate facilities. The 49-member Community Advisory Bond Committee decided its six-point solution plan would make one of its top priorities to eliminate the more than 200 portable buildings housing students across the district. The group recommended new schools as well as an educational

support facility, two performing arts centers, and a host of additions and improvements that ranged from new roofs and parking lots to new lighting and heating, ventilation, and air conditioning (HVAC) systems.

A bond referendum for \$388.6 million was approved by the voters in 2007. Beaumont ISD built 10 new elementary schools and one new middle school as part of the 2007 voter-approved bond referendum. Other buildings include the Carrol A. "Butch" Thomas Educational Support Center, which has a 10,400-seat football and soccer stadium and natatorium and the James F. Jackson Performing Arts Center, which seats 1,000, at Ozen Magnet High School for the Arts. The bond program also included a new auditorium and new field house at West Brook High School, science labs, additional classrooms, the purchase of additional land for future expansion, and more. At the time of the review, four projects were pending completion. The district outsourced the bond program management. The contract with the bond program manager states that their key responsibilities included preparation of the following: scopes of work and budgets, contracts and requests for proposals, and scheduling and estimating. The program manager led the bidding, evaluations and negotiations; management/coordination of design teams; design review; and cost verification/estimating. The program manager also reviewed and coordinated quality assurance, construction management, onsite inspections, payment approvals, warranty tracking, overall contract and document management, and construction and contract close out. The district was responsible for the review and approval of scopes of work, budgets, contracts, requests for proposal, scheduling and estimating, payment approvals, and construction and contract close out. The district was also responsible for participating in bidding, evaluations, negotiations, coordination of design teams, design review, and post occupancy evaluation/warranty tracking. In October 2012, the bond program manager's contract expired and the district engaged another firm to complete the bond program. Until 2012, the former chief business officer served as the district's key liaison for the bond program. At the time of the onsite visit in February 2013, the director of Finance was the district's representative.

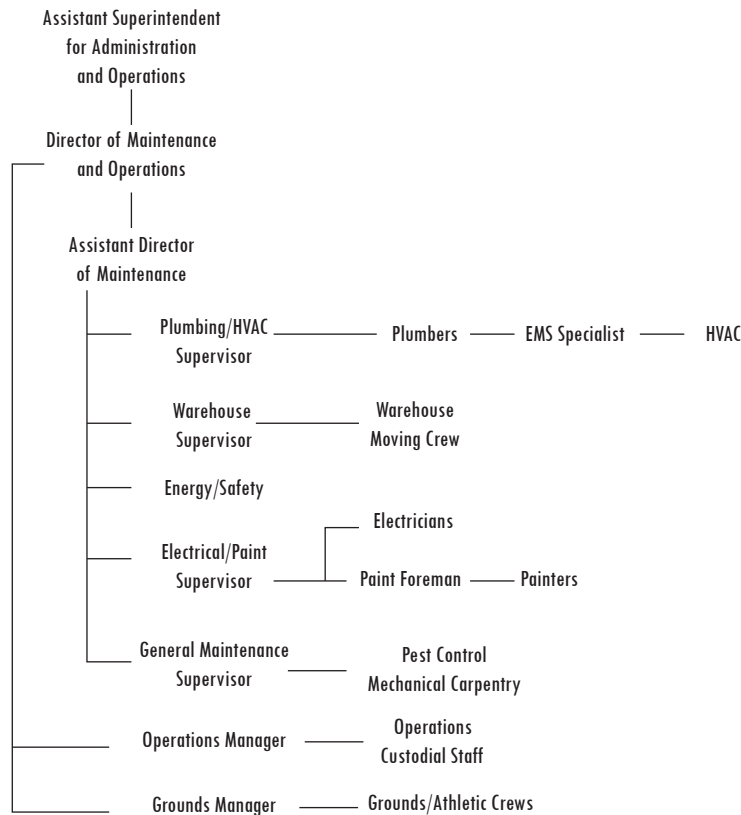
The Maintenance and Operations Department oversees facilities maintenance, custodial, warehousing, energy

management, and ground operations and reports to the assistant superintendent for Administration and Operations effective in January 2013. In prior years, the director of Maintenance reported to the chief business officer. In 2008, a contractor worked with the director of Maintenance to establish the district in the Buckeye Honors Program and go green. The district recognized savings and is committed to using safe and effective maintenance products. **Figure 4-1** shows the department’s organization.

Figure 4-2 shows a summary of new construction and major renovations from fiscal years 2009 to 2012.

Figure 4-3 shows survey results from district and campus staff regarding facilities use and management. At least 60 percent of the respondents agree that there is effective communication from various stakeholders, schools and buildings are clean and maintained, and emergency management is handled promptly.

**FIGURE 4-1
BEAUMONT ISD MAINTENANCE AND OPERATIONS DEPARTMENT ORGANIZATION
SCHOOL YEAR 2012-13**



SOURCE: Beaumont ISD, Maintenance and Operations Department, February 2013.

FIGURE 4-2
BEAUMONT ISD NEW CONSTRUCTION AND MAJOR RENOVATIONS
FISCAL YEARS 2009 TO 2012

PROJECT	TYPE	BOARD APPROVED DATE	CONTRACT AMOUNT AS OF 2/14/2013
Amelia ES	New school	10/18/2012	\$18,433,736
Austin MS-Ph 1	Classroom additions	6/16/2011	\$4,301,749
Austin MS-Ph 2	Cafeteria expansions	5/31/2012	\$837,225
Bingman Pre-K ES Ph 1	Upgrades	10/18/2012	\$6,180,750
Bingman Pre-K ES Ph 2	Roof upgrades	4/21/2011	\$544,574
Blanchette ES	New school	10/18/2012	\$16,028,837
Caldwood ES	New school	11/8/2012	\$17,960,251
Carrol A. "Butch" Thomas Educational Support Center	New stadium	4/19/2012	\$47,181,545
Central HS - Ph 1	Additions	7/30/2009	\$7,846,861
Central HS - Ph 2	Modernizations	5/17/2012 and 12/15/2011	\$1,488,672
Central HS - Ph 3	Roof upgrades	12/15/2011	\$1,067,039
Central HS - Ph 4	Field House	3/5/2012	\$1,531,919
Charlton-Pollard ES (Dunbar/Ogden)	New school	12/20/2012	\$22,492,861
Curtis ES	New school	11/8/2012	\$17,108,251
Dishman ES	New gym	7/26/2012	\$1,750,912
Fehl-Price ES	New school	12/20/2012	\$21,720,620
Field ES (Field-consolidate/French-new)	New school/consolidate	Not bond	\$104,475
Fletcher ES - Ph 1	Maintain	7/30/2009	\$5,708,760
Fletcher ES - Ph 2	Modernizations	4/21/2011	\$550,286
Fletcher ES - Ph 3	Roof upgrades	12/15/2011	\$557,618
Guess ES - Ph 1	Modernizations	12/15/2011	\$408,944
Guess ES - Ph 2	Not provided	Not provided	\$923
Homer Drive ES - Ph 1	Classroom additions	6/16/2011	\$3,498,955
Homer Drive ES - Ph 2	Modernizations	3/17/2011	\$166,447
James Jackson Center for Performing Arts (Ozen HS)	Auditorium	Not provided	\$10,277,876
Jones-Clark ES (Field/French)	New school	12/20/2012	\$21,457,125
King MS - Ph 1	Not provided	Not provided	\$10,760
King MS - Ph 2	Modernizations	2/23/2012	\$574,393
Lucas Pre-K ES - Ph 1	Not provided	Not bond	\$157,882
Lucas Pre-K ES - Ph 2	Roof upgrades	4/21/2011	\$709,523
Marshall MS - Ph 1	Classroom additions	6/16/2011	\$3,552,029
Marshall MS - Ph 2	Modernizations	3/17/2011	\$642,921
Martin ES	New school	10/18/2012	\$20,580,210
Odom Academy MS - Ph 1	Classroom additions	Pending	\$2,222,709
Odom Academy MS - Ph 2	Modernizations	3/15/2012	\$713,212
Odom Academy MS - Ph 3	Roof upgrades	3/15/2012	\$1,445,333
OF Agriculture Farm	Not provided	Not provided	\$496,559

FIGURE 4–2 (CONTINUED)
BEAUMONT ISD NEW CONSTRUCTION AND MAJOR RENOVATIONS
FISCAL YEARS 2009 TO 2012

PROJECT	TYPE	BOARD APPROVED DATE	CONTRACT AMOUNT AS OF 2/14/2013
OF Brown Alternative - Ph 1	Not provided	12/15/2011	\$360,666
OF Brown Alternative - Ph 2	Roof upgrades	12/15/2011	\$174,004
OF Transportation/Milam	Roof upgrades	12/15/2011	\$45,344
Ogden ES	Not provided	Not bond	Not provided
Ozen HS - Ph 1	New auditorium	2/23/12 and 8/16/12	Not provided
Ozen HS - Ph 2	Classroom additions	Pending	\$3,283,194
Ozen HS - Ph 3	Modernizations	9/20/2012	\$3,506,953
Pietzsch-MacArthur ES - Ph 1	Modernizations	4/21/2011	\$179,719
Pietzsch-MacArthur ES - Ph 2	Roof upgrades	12/15/2011	\$15,833
Regina Howell ES	New school	10/18/2012	\$23,540,062
Smith MS	Modernizations (Ph 2)	Not bond	\$3,364
South Park MS	New school	10/18/2012	\$30,818,771
Vincent MS - Ph 1	Classroom additions	6/16/2011	\$4,267,778
Vincent MS - Ph 2	Modernizations	4/21/2011	\$775,131
West Brook HS - Ph 1	Classroom additions	7/30/2009	\$13,844,750
West Brook HS - Ph 2	New auditorium	Pending	\$9,733,817
West Brook HS - Ph 3	Cafeteria expansions	4/19/2012	\$3,407,653
West Brook HS - Ph 4	Roof upgrades	12/15/2011	\$1,982,611
West Brook HS - Ph 5	Field House	Pending	\$2,677,537
Total			\$358,929,929

SOURCE: Beaumont ISD, Bond Program Manager's Database Report, February 2013.

FIGURE 4–3
DISTRICT AND CAMPUS STAFF SURVEY RESULTS FOR BEAUMONT ISD
FEBRUARY 2013

RESPONDENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
Survey Question: "The district effectively solicits input from various stakeholder groups."					
District Staff	22%	43%	21%	10%	4%
Campus Staff	15%	45%	26%	12%	2%
Survey Question: "Schools are clean and buildings are properly maintained."					
District Staff	22%	46%	9%	17%	6%
Campus Staff	15%	50%	8%	18%	9%
Survey Question: "Emergency management is handled promptly."					
District Staff	23%	49%	14%	10%	4%
Campus Staff	16%	50%	17%	12%	5%

SOURCE: Legislative Budget Board, School Review Team District and Campus Survey, February 2013.

FINDINGS

- ◆ The district lacks a comprehensive long-range facility master plan or documented planning process to provide for future needs.
- ◆ The district does not have a formal facilities condition assessment program to effectively assess facility conditions and evaluate the future capital needs of existing facilities.
- ◆ The district does not use the work order system effectively.
- ◆ The district lacks an effective preventive maintenance program.
- ◆ The district does not have comprehensive procedures for maintenance functions.
- ◆ The district lacks a process to manage and monitor warranty issues including warranty records related to its construction program.
- ◆ The district lacks a formal process to regularly conduct cost comparisons and evaluate outsourcing opportunities for maintenance functions.
- ◆ The district has not established a comprehensive energy management program.
- ◆ The district's Maintenance and Operations Department does not use a current staffing allocation method to assign staff.

RECOMMENDATIONS

- ◆ **Recommendation 17: Develop a long-range facility master plan.**
- ◆ **Recommendation 18: Implement a formal facility condition assessment program to confirm and prioritize future capital improvements.**
- ◆ **Recommendation 19: Use the work order system to its capacity.**
- ◆ **Recommendation 20: Develop a process to document preventive maintenance activities and ensure that all activities are completed.**
- ◆ **Recommendation 21: Develop a maintenance and custodial procedures manual.**

- ◆ **Recommendation 22: Develop a process to manage and monitor warranty issues with the construction program including warranty records.**
- ◆ **Recommendation 23: Implement a process to perform regularly scheduled cost-benefit analysis of in-house operations versus contracted services.**
- ◆ **Recommendation 24: Develop a comprehensive energy management program.**
- ◆ **Recommendation 25: Develop staffing guidelines for the Maintenance and Operations Department and align staff within these standards.**

DETAILED FINDINGS

LONG-RANGE PLANNING (REC. 17)

The district lacks a comprehensive long-range facility master plan or documented planning process to provide for future needs. Facility planning constitutes a formal planning process and a long-range facility master plan that serve as a roadmap for future construction and renovation programs. The absence of effective long range planning will limit a district's ability to provide and maintain adequate facilities in the future.

In 2006, Beaumont ISD completed an assessment of its facilities and hired a contractor to develop a facility condition assessment and long-range facility plan. The plan included school capacity ratings, condition analysis, student capacity, and a demographic analysis and student forecasting model to project student enrollment by school and grade over the next five years. In 2007, the board appointed a citizens committee to analyze the 2006 facilities assessment report and to include a proposal for a bond referendum. Each department is required to keep five-year maintenance plans that address the needs for the district. Examples of the plans and the final disposition were requested by the review team but not provided by the district. At the time of the review, there was no formal facility planning process identified and no list maintained of the condition of all facilities.

Effective long-range facilities plans incorporate the following activities:

- Develop and institute a policy and framework for long-range facility planning.
- Create a methodology that is based on assumptions drawn from empirical evidence to provide enrollment

- projections that are reasonably accurate and are used to estimate future needs for sites and facilities.
- Provide the framework and timeline for effective site selection, timely acquisition, and construction start dates.
- Document student capacity and the adequacy of existing facilities for educational purposes.
- Consider the feasibility of alternatives to new construction.
- Document program specifications and requirements to ensure facilities meet building and construction regulations while supporting and enhancing student education.
- Identify sources for architectural services to assist in planning, constructing, and renovating district facilities.
- Prepare a capital-planning budget that balances facilities needs with expenditures, and identifies funding sources.

Figure 4–4 shows required program elements used by many districts to develop a well-documented and comprehensive master planning approach to facilities.

A goal of the 2007 bond program was to eliminate all portable buildings. At the time of this review, 19 portable buildings remain in the district.

Without a long range master plan, a district cannot effectively schedule and budget funds to properly maintain its facilities. A roof replacement or other major renovation needed would require funds to be reallocated and temporary relocation of staff and students until the renovations are completed. The master plan can provide a district with the data necessary to make informed decisions regarding projected needs for the future. A facilities master plan can also address specific needs of a district.

Manor ISD developed a comprehensive, long-range facilities plan (Strategic Planning Study) that has guided the district through multiple successful capital improvement programs. This plan proactively prepared the district for rapid growth. Since 1992, the district has contracted with an educational facility planning and construction program management firm to assist with the district’s long-range facilities planning and capital improvement programs, including development of the plan. The general process the educational facility planning and construction program management firm used for Manor ISD follows:

- review and evaluate the district’s and community members’ needs and desires regarding educational programs and instructional objectives, and build a long-range facilities plan;
- involve a minimum of 40 to 60 community stakeholders from a broad cross-section of community members to assist with the development of facilities plan objectives;

**FIGURE 4–4
SAMPLE LONG-RANGE FACILITY MASTER PLAN ELEMENTS**

PROGRAM ELEMENT	MISSION	RESPONSIBILITIES	PLAN ELEMENTS
Planning	Needs Assessment	Identify current and future needs.	Demographics, facilities survey, boundary, funding, education program, market, staff capability, transportation analysis.
	Scope	Outline required building areas; develop schedules and costs.	Programming, cost estimating, scheduling, cost analysis.
	Strategy	Identify structure.	Facilities project list, master schedule, budget plan, organizational plan, and community involvement plan.
	Public Approval	Implement public relations campaign.	Public and media relations.
Approach	Management Plan	Detail roles, responsibilities and procedures.	Program management plan and systems.
	Program Strategy	Review and refine details.	Detailed delivery strategy.
	Program Guidelines		Educational specifications, design guidelines, Computer Aided Design standards.

SOURCE: Texas Education Agency, Recommended Planning Model for Facilities and Planning, January 2003.

- build consensus with an even broader group of community stakeholders and enable them to develop a plan that reflects school board and communities' self-interest;
- arrange facilities tours within Manor ISD and other districts to review examples of facilities designs; and
- develop and disseminate (direct mail campaign to each Manor community stakeholder) a comprehensive brochure that contains concise collateral materials regarding the capital improvement/bond programs so that informed decisions can be made when necessary.

The initial plan components and periodic updates covered the following:

- Strategic Planning Process;
- Instructional/Learning Committee;
- Growth Committee;
- Campus Profiles;
- Existing Conditions;
- Community Meeting Notes;
- Educational Specification Recommendations;
- Capital Improvement Plans;
- Preliminary Recommendations; and
- Task Force Process.

Beaumont ISD should develop a long-range facility master plan. This plan should include the development of school capacity ratings, condition analysis, and a functional adequacy study for each campus. This study should include interviews with the board, staff, principals, and community groups to document the district's current and future educational, administrative, and support services needs. To develop the master plan, the district should determine the actual student capacity of each school based on its use and the capacity of each school based on future programs. In addition, Beaumont ISD should prepare a demographic analysis as well as a student forecasting model to project student enrollment by school and grade over the next five years. The plan should be presented to the board for approval and implementation, and it should be updated regularly and revised as circumstances require.

In developing a long-range facilities master plan, the district could collaborate with facilities professionals to assist with

critical planning activities. The Texas Association of School Administrators (TASA) offers facility-planning services to Texas school districts that include a detailed study of current facilities and projected building needs as well as demographic analysis and enrollment forecasts. TASA's comprehensive school facility study includes:

- An extensive evaluation of the condition and educational functionality of existing buildings and sites.
- A capacity analysis of all district education facilities, reflecting the district's instructional program.
- An evaluation of each campus and facility to determine its best use, in light of local programs and state staffing and space requirements.
- A determination of technology capabilities within existing facilities.
- Information relative to school facilities conformance to state and federal mandates.
- A series of recommendations and options available to the district to meet current and projected facility needs.
- A 10-year enrollment forecast by grade and by campus for the entire district.

No fiscal impact is assumed for this recommendation until the district determines the scope and method for developing a long-range facility master plan.

FACILITIES CONDITION ASSESSMENT PROGRAM (REC. 18)

The district does not have a formal facilities condition assessment program to effectively assess facility conditions and evaluate the future capital needs of existing facilities. A formal planning process projects the funding needed for short- and long-range capital replacement items such as mechanical/electrical/plumbing systems and roofing systems in the schools. Although Beaumont ISD Maintenance staff developed a list of deferred projects, staff said that there is no follow up discussion to develop an approved deferred maintenance plan. The lists are provided to the director of Maintenance. Based on the available budget, the director prioritizes the projects that can be scheduled for the year. This is ineffective as there is no formal action plan or rejection for each project. The assistant superintendent for Administration and Operations forwards the lists to the superintendent who determines the appropriate time to

share the information with the board. Five-year plans and deferred maintenance documents are tied together in order to proceed with an annual reassessment.

Figure 4-5 shows the Maintenance and Operations Department’s deferred maintenance projects.

**FIGURE 4-5
BEAUMONT ISD MAINTENANCE AND OPERATIONS
DEPARTMENT’S DEFERRED MAINTENANCE PROJECTS**

DEFERRED MAINTENANCE	TIMEFRAME	AMOUNT
Air condition equipment	First Year	\$565,000
Fan coil and air handler replacement	First Year	\$440,000
E.M.S. upgrade (technology)	First Year	\$485,000
Heating equipment	First Year	\$50,000
Replace chilled/hot water pipe insulation	First Year	\$20,000
Replace sewer lines	First Year	\$20,000
Subtotal		\$1,580,000
Replace all T-12 lights to T-8 lighting	One to three years	\$2,381,000
General maintenance: replace carpet, flooring, ceiling, bleacher boards, roofs and other areas	One to three years	\$3,620,000

SOURCE: Beaumont ISD, Maintenance Supervisors, February 2013.

A typical facilities assessment program evaluates exterior, interior, mechanical systems, safety and building code compliance. An effective deferred maintenance plan accounts for all possible major maintenance requirements for the next several years, rather than reacting to problems as they arise.

The most important factor to achieve success in assessing the condition of school facilities is to evaluate needs without bias. There are a multitude of reasons to conduct facility condition assessments (FCAs). Some of the more common outcomes include:

- developing and justifying long-term or short-term capital budgets;
- identifying backlogs of deferred maintenance;
- identifying and prioritizing specific capital project needs;
- independently validating capital improvement project requirements; and
- verifying equitable distribution of capital funds among multiple schools.

United ISD developed an internal facility condition assessment process that used principals and administrators for initial assessment phases on an annual basis. The assessment process included a life-cycle analysis based on a comprehensive equipment inventory to project and forecast the next five years of capital replacements. The district distributed a detailed questionnaire to each principal on an annual basis. Feedback from campus staff was collected in this questionnaire, which was then summarized in a spreadsheet. Equipment life cycles were also used to determine projected replacement timelines. The building deficiency items outlined in the spreadsheet were used as a basis for an onsite evaluation of each campus by architects and engineers. Deficiencies were verified and additional findings were noted. A list of corrective procedures was developed with associated costs. Once the inspections were completed, an existing facilities report was developed and potential projects/maintenance were prioritized. The report included a facilities improvement plan that outlined needed and anticipated campus improvements. Items typically addressed the following issues: compliance with federal, state, and local building codes; compliance with the Americans with Disabilities Act (ADA); identification of needed campus renovations; identification of major repairs needed and material replacements; and identification of needed campus improvements to accommodate the proliferation of technology in the classroom.

Waco ISD also implemented initiatives to improve capital planning and budgeting through the completion of facility condition assessments and initial development of a facilities master plan. The Facility and Maintenance Department developed an improvement and repair plan to meet the growth and technology challenges experienced by the district. The basis of the facility master plan was the FCA report performed by a contracted assessment firm. The FCA report identified several deficiencies and building renewal needs. Some of the deficiencies and needs included life safety concerns, barriers to accessibility, security needs, and ‘antiquated’ mechanical and electrical infrastructure. Immediate and longer-term needs were identified. An architectural firm was hired to take an additional look at the facilities from an architectural perspective in consideration of the FCA to develop a plan of action. Review of the district’s plan indicated that the facilities master plan document was intended to provide an integrated program and a context for action planning and long term funding strategies to deliver the proper facilities when required.

Beaumont ISD should implement a formal facility condition assessment program to confirm and prioritize future capital improvements. The director of Maintenance and supervisors can initiate the process by identifying backlogs of deferred maintenance and identifying and prioritizing capital project needs. The assistant superintendent for Administration and Operations should draft short-term and long-term capital budgets and ensure equitable distribution of funds among multiple schools. If internal resources are not capable or able to accomplish this task, outside resources could be contacted to aid in the comprehensive assessment and program set up.

Since the cost would depend on the scope of services, no fiscal impact is assumed for this recommendation.

WORK ORDER SYSTEM (REC. 19)

The district does not use the work order system effectively. Open and completed work orders are not entered into the work order system in a timely manner, resulting in an unknown work order status, duplicate requests, and a significant backlog of requests pending entry into the system. Only one administrative staff is responsible for entering and updating the work order system. At the time of the review, there was a backlog of work orders that had not been entered into the system. Beaumont ISD implemented the Teamworks Solutions automated work order system to request, prioritize, and track its work orders electronically, yet the district is not using the system to its full capacity and had not trained back up staff to maintain the system.

The lack of enforcement and training prevent staff from using the system to its full capacity. Administrators or head custodians normally would enter the request in the work order system, and the director of Maintenance would assign the requests to the supervisors. Sometimes staff call or email their requests to the director, and these requests may not get entered into the system. Since the status of all work orders is not in the system, the calls and emails could be duplicate requests.

As a result, work orders have not been used effectively to set accurate targets for completion, measure performance, and establish cost-control strategies. Beaumont ISD's director of Maintenance manually prioritizes work orders, using his discretion to route them to maintenance supervisors. There is no formal tracking of the quantity or backlog of work orders or supervisory inspection of completed work orders to ensure that work was properly and timely completed. The review team observed the following:

- There is no process enforced for all work order requests to be entered in the system and to timely close completed work orders in the system.
- There is a backlog of entering open and closed work orders in the system. Some requests are made by phone or email and may not be entered in the system or could be duplicate follow up requests.
- At the time of the review team's onsite visit, there were at least six boxes filled with completed work orders in addition to stacks maintained on a desk in the Maintenance and Operations Department that have not been entered into the work order system.
- The review team requested a report of open and closed work orders, but the Maintenance staff could not run a report with a specific date range. The report that the review team received included work orders since 2004.
- Training is in progress to convert to a new work order system, although the department has not managed the current work order system effectively.

In addition to these observations, the backlog of work orders generates critical problems districtwide. For example, the kitchen staff at West Brook and Oaks campuses said that the hot water goes out two to three times a week, and they have to call maintenance to have something restarted. This is a critical issue for kitchen staff as they are required to have working hot water for their operations. Also, a principal also said that hot water is not consistently available for showers in the gym.

Partial and untimely use of the automated work order system forces staff and users to rely on manual processes that are inefficient, time consuming, and error prone. A work order software program can be an effective tool for managing the maintenance operation and the public's investment in facilities. A software program provides the maintenance director with tools and reports to manage the flow of work and monitor staff performance. These tools and reports can contribute to a more efficient and effective maintenance program. Work order software can also be programmed to produce preventive maintenance work orders on a pre-set schedule. This feature helps to ensure that preventive maintenance work is completed on a timely basis thereby minimizing deferred maintenance.

An effectively used automated work order system by trained, knowledgeable individuals provides users with a convenient

way to submit work order requests and track their progress. Such programs also provide management tools for supervisors and reporting features to help in measuring performance and maintaining accountability. Automated systems provide the following capabilities:

- Establish targets for work order completion times and track success rates;
- Prioritize work orders objectively and efficiently;
- Monitor work order status;
- Track direct labor hours and material costs by school, work order, and staff;
- Quantify more effectively the amount of travel time between district facilities;
- Provide easier access to historical maintenance records for each school; and
- Schedule and automatically generate timely work for preventive maintenance.

The district should use the work order system to its capacity. Beaumont ISD should train additional staff to enter all open and completed work orders in the automated work order system, maintain the system on a timely basis, and require administrators to submit requests electronically. The director of Maintenance should issue a notice to all staff explaining that the work order system must be used to submit their requests and enforce the process. Also, the director should run reports for the current period to determine and confirm the work order status.

The district can implement this recommendation with existing resources.

PREVENTIVE MAINTENANCE (REC. 20)

The district lacks an effective preventive maintenance program. Maintenance staff could not provide records documenting the completion of preventive maintenance activities for the district's facilities. The district has developed preventive maintenance schedules for its general maintenance, paint, electrical, HVAC/plumbing, kitchen operations, and floor care, yet documentation could not be located to confirm the completion of the activities. The director of Maintenance said that the preventive maintenance schedules were established in the work order system to generate a notice of the required maintenance. However, neither hard copy maintenance reports nor support showing that preventive

maintenance results were entered into the work order system were provided to the review team.

Figure 4–6 shows Beaumont ISD's preventive maintenance schedule for its major activities.

No documentation was provided to the review team to demonstrate that preventive maintenance is conducted. The director indicated that the district is in the process of updating the preventive maintenance program as the needs addressed by the recent bond construction program have changed the scope of work required for preventive maintenance.

Facilities maintenance best practices indicate that a widely used strategy to contain maintenance operations costs involves the development of an effective preventive maintenance program. Preventive maintenance provides a planned approach designed to avoid equipment breakdowns and prevent routine problems from escalating into major repairs or possible premature replacement. A preventive maintenance schedule helps to ensure that equipment is properly maintained and supports a regular planned replacement schedule. Preventive maintenance programs contain the following characteristics:

- list of equipment that requires repair;
- inspection and maintenance procedures;
- detailed schedule and the cost of repair;
- timeline schedule for completion of projects; and
- documentation of work performed.

Ysleta ISD initiated the implementation of a preventive maintenance (PM) program. Initial initiatives included inventorying and bar coding maintainable equipment, and identifying and developing associated PM procedures. The Ysleta ISD team identified major equipment and developed the steps and durations involved in maintenance schedules. The team then progressed to drilling down to smaller equipment. Their next steps included associating PM procedures to the equipment to improve the overall maintenance of the buildings and building systems.

Beaumont ISD should develop a process to document preventive maintenance activities and ensure that all activities are completed. The director of Maintenance should develop the preventive maintenance program along with a detailed preventive maintenance schedule for all district maintenance projects and prioritize these projects by building and

FIGURE 4–6
BEAUMONT ISD PREVENTIVE MAINTENANCE SCHEDULE

ACTIVITY TYPE	FREQUENCY
Preventive Maintenance Electrical Activity	Activity Frequency
Check exit lights	Weekly
Check breakers that indicate overheating	Annually
Check for discolored and worn receptacles	Replace as needed
Check switchgear enclosures (secured)	Weekly
Check isolators for damage	Every 3 months
Check service feeders and service drops	Semi-annually
Check and service generators	Every 3 months
Check and repair lights in hallways	Repair as needed
Check and repair classroom lights	Repair as needed
Check exterior lighting (wall packs and canopy)	Weekly, repair as needed
Fire alarm test and inspections	Annually
Fire sprinkler system inspection	Annually
Elevator inspections	Annually
Check parking lots pole lighting	Weekly, repair as needed
Check all scoreboards	Annually
Clean fire alarm system smoke detectors	Semi-annually
Check all interior bleachers	Semi-annually, repair as needed
Check all stadium lights	Annually, repair as needed
Check all softball and baseball lighting	Annually, repair as needed
Check all panels are secure and accessible	Semi-annually
Check for opened boxes (exposed wires)	Weekly
Perform general facility inspections	Annually
Check for broken or removed cover plates	Replace as needed
Preventive Maintenance Activity Kitchen Specialist	Activity Frequency
Clean ice machines	Every 3 months
Clean condenser coils on all refrigeration equipment	Bi-annually
Acid clean boilers, steamers, combination ovens	Annually
Replace water filters	Annually
Clean evaporators on all refrigeration equipment	Annually
Clean water tanks on hot water dispensers	Annually
Clean return air grills in kitchens	Annually
Clean vent-a-hoods	Monthly
Clean grease traps	Every 3 months
Clean grease filters	Annually
Vent hood fire suppression system	Annually
Preventive Maintenance Paint Activity	Activity Frequency
Stripe exterior parking lots	Annually
Pressure wash exterior building, sidewalks and graffiti	As needed

**FIGURE 4–6 (CONTINUED)
BEAUMONT ISD PREVENTIVE MAINTENANCE SCHEDULE**

ACTIVITY TYPE	FREQUENCY
Pressure wash all athletic facilities	Seasonal
Paint interior of facilities	As needed
Paint exterior of facilities	Every 8 years
Perform general facility inspections	Annually
Perform maintenance on pressure washer	Daily
Inspection of facilities for chipping paint	Quarterly
Preventive Maintenance Activity General Maintenance	Activity Frequency
Check roofs, downspouts and gutters	Bi-annually
Inspect playground equipment	Bi-annually
Inspect indoor and outdoor bleachers	Annually
Inspect parking lots	Annually
Inspect flooring	Annually
Perform general facility inspections	Annually by supervisor
Inspect asbestos containing material	Bi-annually
Inspect bathrooms	Annually
Inspect drop ceilings	Annually
Inspect fire extinguishers	Annually
Inspect exterior doors	Annually
Inspect interior doors	Annually
Inspect windows	Annually
Inspect fencing	Annually
Inspect canopies	Annually
Inspect football stadiums	Annually
Inspect baseball stadiums	Annually
Inspect facilities for termites	Annually
Preventive Maintenance Activity HVAC/Plumbing	Activity Frequency
Gas pipe and meter inspection	Annually
Change A/C unit filters	Monthly-Quarterly
Clean chiller condenser coils	Bi-annually
Clean fan coil and air handler evaporator coils	Annually
Lubricate pumps and motors	Every 3 months
Inspect and capacity test chillers	Annually
Check chiller compressor oil and cores	Annually
Check chemical levels in closed loop chilled and hot water piping	Monthly
Test backflow preventers	Annually
Inspect and test boilers	Annually
Natatorium pool ac units	Every 3 months
Dx systems	Annually
Air compressor	Monthly

FIGURE 4–6 (CONTINUED)
BEAUMONT ISD PREVENTIVE MAINTENANCE SCHEDULE

ACTIVITY TYPE	FREQUENCY
Water fountains	Annually
Water heaters	Annually
Energy management replace batteries	Annually
Restroom fixture inspections	Annually
Inspect Lift stations	Monthly
Check floor drains	Monthly

SOURCE: Beaumont ISD, Administration, February 2013.

equipment. The director should use the work order system to maintain preventive maintenance requirements and schedules. Reports should be run monthly showing the preventive maintenance status and results. A timeline for performing preventive maintenance projects should also be clearly established.

The district can implement this recommendation with existing resources.

MAINTENANCE PROCEDURES (REC. 21)

The district does not have comprehensive procedures for maintenance functions. Procedures establish department standards and provide clearly defined operational methods for each craft and the types of projects that should be completed by the maintenance staff. Some of the conditions existing at Beaumont ISD as a result of lack of standards include:

- there is no requirement to maintain completed inspection reports; and
- work orders are closed without supervisory inspection for quality assurance and timeliness.

In the absence of a procedures manual, maintenance and custodial staff must rely on institutional knowledge when making decisions about how to perform their job functions on a daily basis. Staff do not have a guide to ensure consistency in addressing various problems or issues that may occur.

Maintenance procedures include:

- names and locations of vendors from whom the staff can purchase maintenance supplies;
- work order procedures;
- major types of maintenance work and correct procedures (for example, small construction, roof repair, lighting repair, electrical work, minor plumbing, and so forth);

- emergency/crisis situations and procedures; and
- safety procedures.

Custodial procedures include:

- cleaning procedures, including supplies, basic office cleaning, restroom cleaning and sanitation, hard surface floor maintenance (dusting, mopping, stripping, finishing, burnishing, and the like);
- custodial relations with others;
- custodial rights and responsibilities;
- integrated pest management;
- energy management guidelines;
- safety procedures;
- playground inspections;
- facility assessment guidelines;
- head custodian duties and responsibilities;
- recycling and refuse;
- custodial certification; and
- cleaning standards (classrooms, restrooms, gyms, locker rooms, showers, offices, libraries, and other areas).

Grounds management include maintenance of the following:

- courtyards;
- school grounds;
- athletic fields;
- paved surfaces (sidewalks, parking lots, and roads);
- vacant property;

- pest management;
- fertilizers and herbicides;
- sprinkler systems; and
- flower beds.

The Planning Guide for Maintaining School Facilities, sponsored by the National Center for Educational Statistics, states that every maintenance and operations department should have a procedures manual that governs its day-to-day operations. The manual should be readily accessible and written at a level consistent with the reading ability of department members. The maintenance and operations procedures manual should, at a minimum, contain a mission statement, staff policies, purchasing regulations, accountability measures, asbestos procedures, repair standards, vehicle use guidelines, security standards, and work order procedures. Without a procedures manual, a department cannot provide documented guidance to staff to ensure consistency of applied procedures to a given problem. A procedures manual can also be used as a training guide for new staff.

The Maintenance and Operations Department should develop a maintenance and custodial procedures manual. The director of Maintenance should contact a facility planning association and other area school districts to identify models for procedures manuals. Using these models, the director should customize a manual for Beaumont ISD, meet with staff to discuss the contents of the manual and which areas are applicable to each group, and conduct training sessions necessary to implement the procedures.

The district can implement the recommendation with existing resources.

WARRANTY MANAGEMENT (REC. 22)

The district lacks a process to manage and monitor warranty issues including warranty records related to its construction program. Maintenance staff said that although they reported repairs/replacements needed before the expiration of the standard one-year warranty, sometimes the requested services were not completed before the warranty expired.

Until January 2013, the Maintenance and Operations Department reported to the district's chief business officer (CBO). The district's CBO administered facility construction and renovation projects while maintenance staff's expertise and knowledge was used primarily at project close-out to

approve the punch list, which identifies and corrects existing and potential malfunctions in equipment, component parts, equipment installations, construction flaws, and other consequences of contractor performance that affect maintenance operations. According to maintenance staff, there was no process enforced to ensure that bond program warranty issues were resolved on a timely basis and responsibility for warranty records was transferred to maintenance. It is unclear who has the responsibility for maintaining the warranty records. Examples of emails and documents showing that maintenance staff requested repairs before the warranty expiring were requested by the review team but have not been provided by the district. The district has not clearly defined the roles and responsibilities related to warranty maintenance of the multiple positions involved throughout the construction process.

Although malfunctions sometimes occur during building construction, without the involvement of maintenance staff, effective quality control may be challenging to monitor. Excluding the timely involvement of maintenance staff to directly observe the construction, equipment, and installation before the district takes occupancy of new buildings may result in additional unresolved issues.

The review team surveyed Beaumont ISD's peer districts related to construction management and maintaining warranty records. Peer districts are school districts similar to Beaumont ISD that are used for comparison purposes. Most peer districts indicated that the facilities and maintenance departments have some role in the management of warranty records.

The district should develop a process to manage and monitor warranty issues with the construction program including warranty records. The assistant superintendent for Administration and Operations and the director of Maintenance should meet with the various stakeholders involved in the construction process to define roles and responsibilities. The district should develop and enforce procedures to ensure that warranty issues are timely resolved and warranty records are complete, and identify each staff's responsibility in this effort. Maintenance supervisors should be given authority to directly communicate with vendors regarding warranty issues, copy the director on all correspondence, and notify the assistant superintendent if resolution is not made to determine what needs to occur to resolve any issues. Maintenance staff should review all project files including warranty files and as-built documentation for

completeness and ensure that all records are properly maintained and safeguarded.

The district can implement this recommendation with existing resources.

COST-BENEFIT ANALYSIS OF IN-HOUSE SERVICES (REC. 23)

The district lacks a formal process to regularly conduct cost comparisons and evaluate outsourcing opportunities for maintenance functions. Beaumont ISD does not perform cost-benefit analysis to evaluate the relative value of in-house operations versus contracted services for custodial, maintenance, and grounds operations. Thus the district cannot quantify the benefits of keeping operations in-house and confirm their relative cost-effectiveness. The Maintenance and Operations Department incurred more than \$500,000 for overtime in school year 2011–12.

Maintenance staff indicated that they use staff evaluations and work order reports to evaluate the department's performance compared to goals. A sample of staff evaluations reviews were over two years old, and work order reports are not current or effective to use in evaluating the department.

Contracted services may be effective under the right conditions that include regular performance of cost-benefit analyses, contract language that establishes performance measures, vendors that take a sense of ownership of the buildings, and regularly conducted vendor evaluations. In these instances, school districts may save the cost of direct labor, fringe benefits, supply and storage cost, and equipment cost while receiving comparable service. Advantages of outsourcing additional facility services may include:

- Improved Quality of Service
 - Expanded services without additional hiring
 - Greater access to skilled staff
 - Peak demand flexibility
 - Higher productivity
 - Access to new technologies
 - Strength of competitive market
- Reduced Costs
 - Reduced cost (anticipated reduction of overhead, salaries and benefits, administrative and accounting costs, etc.)
 - Reduced capital investment (equipment, supplies)

- Transportation costs across large geographic area

Some school districts do not maintain an in-house maintenance department. Instead, these districts contract with local vendors to provide maintenance services while controlling costs. These districts may have established contracts for heating, ventilation and air conditioning (HVAC) maintenance, facility maintenance, and pest control. The districts review contracts annually to determine if the contracted services can be performed more cost effectively in-house. These districts have evaluated who can produce these services more efficiently and for less cost. The result has been maintenance contracts that provide the districts with services at a reasonable price without increasing district staff or training budgets.

Beaumont ISD should implement a process to perform regularly scheduled cost-benefit analysis of in-house operations versus contracted services. The district should perform the analysis of operational areas, such as custodial operations for nightly cleaning, periodic grounds operations, and maintenance operations. In order to keep the cost of the district's maintenance operations as low as possible, an annual or bi-annual review of services should be conducted to determine if outsourcing operations is more cost effective. The assistant superintendent for Administration and Operations can evaluate reputable service providers who might provide services more efficiently and for less cost. The assistant superintendent and director should review all contracts annually to determine if contracted services can be performed more cost effectively in-house or outsourced. These ongoing evaluations should be documented and available to the school board and the public for review. If the service is contracted or outsourced, periodic written follow-up and analyses should be made to confirm the effectiveness of the service and to verify that any anticipated cost savings have actually been achieved.

The district can implement the recommendation with existing resources.

ENERGY MANAGEMENT (REC. 24)

The district has not established a comprehensive energy management program. After the position of energy management coordinator was filled in 2012, the new coordinator developed Excel spreadsheets to track monthly costs districtwide. The coordinator had to contact utility entities and gather utility bills to develop a database to track and monitor the trends in utility costs.

Figure 4–7 shows Beaumont ISD’s energy costs for fiscal years 2009 to 2012, which shows a significant spike in fiscal 2011.

According to the district, the coordinator has begun implementing methods to increase energy cost reductions and obtained credits for excess utility charges. Beaumont ISD found improper charges on some utility bills such as improper sales tax charges and improper billing for a sewer component for water used only for irrigation purposes. As a result of research and follow up with the utility companies, the district received refunds or credits.

In addition, Beaumont ISD implemented a districtwide conservation plan to reduce energy costs during the winter break in December 2012. The electric bill for the cycle that covered the last winter break was approximately \$450,000. The plan generated savings of approximately \$75,000 in electrical costs as follows:

1. Reducing plug load by:
 - a. Shutting down and unplugging all personal computers, monitors and printers.
 - b. Unplugging all personal appliances (personal refrigerators alone across the district consume \$650 every week).
 - c. Unplugging vending machines.
 - d. Unplugging television monitors in classrooms and common areas.
 - e. Turning off and unplugging office equipment.
2. Setting all buildings with controls to *unoccupied* status. This reduced lighting to emergency or night levels.
3. Setting HVAC set points to freeze protection levels only.

4. Requiring all outside agencies that use Beaumont ISD buildings to plan their schedules around the break.
5. Requiring any variations from the plan to be authorized by the principal. The variation was reviewed at a later date for necessity and value.

Also, Beaumont ISD participated in the Energy Texas Score Program in 2011, which is an energy benchmarking study that analyzes the district’s current performance and compares it against the district’s previous benchmarking study. Benchmarking the energy performance of schools over multiple years helps to identify where to focus energy efficiency efforts. The study compares Beaumont ISD’s schools’ energy performance against each other and against regional and national databases.

The district’s energy management coordinator maintains the air conditioning and lighting controls. Different systems are used throughout the district. Some facilities have fully automated controls while some are partially automated and others are manually operated. Although the district has many components in place for effective energy management, the lack of a comprehensive program does not give the district the full benefits of these efforts.

Texas Education Code Section 44.902 was amended in June 2009 to require school districts to develop long-range energy plans to reduce energy use by 5 percent beginning in fiscal year 2008 and consume electricity in subsequent fiscal years in accordance with the district’s energy plan.

The Texas State Energy Conservation Office (SECO) provides several programs and resources that the district can use to develop an energy management program to promote energy usage awareness throughout the district. SECO’s Schools/Local Government Energy Program has helped more than 3,500 schools and other units of local government set up and maintain effective energy-efficiency programs. SECO provides facility preliminary energy assessments, energy management training workshops, technical support

**FIGURE 4–7
BEAUMONT ISD ENERGY COSTS BY TYPE AND YEAR
FISCAL YEARS 2009 TO 2012**

TYPE	2009	2010	2011	2012
Electric	\$4,856,514	\$4,508,633	\$5,254,110	\$4,981,784
Gas	\$677,472	\$601,389	\$639,305	\$797,729
Water	\$288,022	\$343,527	\$577,461	\$447,472
Total	\$5,822,008	\$5,453,549	\$6,470,876	\$6,226,985

SOURCE: Beaumont ISD, Budget Supervisor, March 2013.

in designing new facilities, and onsite training for student energy awareness projects.

SECO provides Texas school districts with the Energy Education Curriculum Program at no cost to the school district. The Energy Education Curriculum program promotes energy conservation and efficiency through education. SECO's Energy Education Curriculum Program's goal is to increase Texas teachers' awareness of alternative energy in their communities and to improve their understanding of the nature and extent of energy and its resources, energy conservation and efficiency, the economic and environmental effects of energy use, and alternative energy technologies.

The Texas Energy Partnership (TEP), consisting of SECO, the U.S. Department of Energy's Rebuild America Program and ENERGY STAR®, was formed to help the counties and cities. The TEP holds workshops on energy-efficient building technologies, energy management and other energy issues, and has developed a website for affected political subdivisions to report their energy savings data and to access information on benchmarking, best practices for energy efficient buildings, and green building techniques.

SECO also provides school districts with an Energy Efficiency Partnership Program; this project provides personalized onsite technical assistance to public schools that includes:

- Analysis of utility bills and other building information to determine energy and cost utilization indices of facilities;
- Recommended maintenance procedures and capital energy retrofits;
- Design and monitoring of customized procedures to control the run times of energy-using systems;
- Informal onsite training for building operators and maintenance staff;
- Follow-up visits to assist with the implementation of the recommendations and to determine savings associated with the project;
- Development of an overall energy management policy; and
- Assistance with the development of guidelines for efficiency levels of future equipment purchases.

Beaumont ISD's Maintenance and Operations Department should develop a comprehensive energy management

program. The district has established the foundation for energy conservation with board Policy CL (LOCAL) which states:

“The District believes that every effort should be made to conserve energy and natural resources. The District believes that this commitment will be beneficial to District students and taxpayers in prudent financial management and the saving of energy.

Conservation is the joint responsibility of Trustees, administrators, teachers, students, and support personnel. Cooperation shall be expected at all levels.”

SECO recommends additional best practices elements for an energy management program that include:

- Mission Statement—Defines broad environmental and management objectives. Also, establishes support by senior administrators.
- Energy Consumption Monitoring and Communications—Organizes on-going monitoring and distribution of facility-specific energy bills.
- Energy Savings or Consumption Targets—Documents reasonable achievable savings targets for annual energy consumption/costs.
- Staff Responsibilities and Training—Documents energy related tasks for custodial, maintenance and administrative staff.
- Staff or School Incentives/Recognition—Formal or informal staff recognition for shared energy savings.
- Energy Program Communications—Create internal and external progress reports to provide visibility.
- Building Energy Assessments/Audits—Identifies poorly performing schools and likely opportunities.
- Building Operating Guidelines—Provides guidance for vacation shutdown, temperature control, etc.
- Purchasing and Procurement Guidelines—Establishes efficiency standards for replacement equipment.
- Schedule for Program Planning/Revision—Documents the need for on-going program oversight.

The district should develop a comprehensive energy management program. The Maintenance and Operations Department should educate the district on energy saving techniques and establish an energy conscious environment and promote the energy management program. The assistant

superintendent for Administration and Operations should develop the mission statement and specific energy conservation and building management guidelines. The energy management coordinator should develop an energy conservation and management plan focused on energy reduction without additional major capital investments, and identify the buildings which are least efficient based on the performance of all buildings at peak periods during the day. The coordinator should monitor energy costs by building. The coordinator might also issue a monthly energy conservation newsletter to inform all staff on the results of their conservation efforts using graphs or a score card. The district should develop methods to encourage and involve students in energy conservation as well.

The district can implement the recommendation with existing resources.

STAFF ALLOCATION (REC. 25)

The district's Maintenance and Operations Department does not use a current staffing allocation method to assign staff. Previously, the district used custodial staffing guidelines based on the 1995 Texas School Performance Review (TSPR) of Beaumont ISD. The district did not provide documentation to demonstrate the methods for determining staffing levels for maintenance and grounds staff.

The Maintenance and Operations Department is led by a director and assistant director with seven direct reports (operations manager, plumbing/HVAC supervisor, warehouse supervisor, energy management coordinator, electrical/paint supervisor, general maintenance supervisor, and grounds manager) and four administrative staff. The department is responsible for maintaining facilities and grounds, preventive maintenance, and warehousing. Maintenance work is mainly assigned through work orders. The director provides work orders to the supervisors who assign staff to complete the requests.

Five electricians, one store room operator/electrician, and 14 painters report to the electrical/paint supervisor; nine staff report to the warehouse supervisor; 17 general maintenance staff including roofers, locksmiths, welders, and a mechanic report to the general maintenance supervisor; four plumbers, seven HVAC staff, two kitchen specialists, and one energy management specialist report to the plumbing/HVAC supervisor; and 20 grounds staff and one mechanic report to the grounds manager. The energy management specialist and HVAC staff are responsible for monitoring and controlling air conditioning and lighting systems, the installation and

maintenance of all energy management systems and repair and maintenance of pneumatic and electrical control systems, and preventive maintenance.

The grounds staff consists of two four-man crews and one three-man crew who work on a nine-day rotation cycle to each campus and a mechanic to maintain their machines. The staff maintains 42 locations, which includes mowing grass, cutting trees, applying asphalt, and conducting the herbicide program during spring break and the Christmas holidays. The staff maintains over 60 acres of donated property in addition to district property.

Nine staff maintain the athletic facilities grounds; three of these staff maintain the Carrol A. "Butch" Thomas Educational Support Center. Six staff maintain the baseball and soccer fields and other athletic areas; two athletics grounds staff are assigned to each high school. Two tractor drivers also work in zones; one works in the south and north area and the other works the west end. The tractor drivers work together to maintain about 19 acres of vacant lots and other large projects, such as the grounds at the Carrol A. "Butch" Thomas Educational Support Center.

The custodial staff report to the operations manager and maintain 28 school campuses and other district buildings. The 208 custodial staff include head custodians, assistant custodians, and sweepers assigned to specific schools plus one laundryman. The head custodian reports administratively to the school principal. The assistant custodian reports to the head custodian and maintains the cafeteria, gym, front entrance, litter on campus grounds, hallways, faculty lounge, restrooms, and replaces light bulbs, monitors supplies inventory, and ensures the building is locked after the night shift. Sweepers maintain the classrooms, cafeteria, restrooms and litter on campus grounds. Various shifts worked include 6:00 AM to 3:00 PM, 10:30 AM to 7:30 PM, 11:30 AM to 8:00 PM, and 2:00 PM to 10:00 PM.

The review team compared maintenance and custodial staffing levels to selected peer districts. **Figure 4-8** shows the district's maintenance staffing compared to the peers.

STAFFING LEVELS – MAINTENANCE

The district did not provide the review team with any written staffing guidelines for decision-making for maintenance and grounds staffing levels. The director of Maintenance indicated that current maintenance and grounds staffing levels are determined by review of the number of work orders, planned renovations and repairs, and discussions with the department's

FIGURE 4–8
MAINTENANCE STAFFING COMPARISONS FOR BEAUMONT ISD AND PEER DISTRICTS

VARIABLE	BEAUMONT ISD	GALENA PARK ISD	JUDSON ISD	TYLER ISD	PEER AVERAGE WITHOUT BEAUMONT ISD
2011–12 Enrollment	19,848	21,780	22,460	18,336	
Total Number of Schools (including alternative education)	28	24	29	28	
Management (# Director/Asst. Director)	8	10	5	7	
Administrative and Clerical	4	5	2	5	
General Maintenance/Craftsmen*	10.5	3	1		
Painters	14	3	3	1	
Carpenters and Helpers*		5	7	3	
Plumbers	4	2	3	2	
Preventive Maintenance Techs		5	3	5	
Electronics Technician		3	1	1	
Store Room Operator	1	2	2	1	
Roofers*	2	0		2	
HVAC Technicians and Kitchen Specialists	9		3	4	
Locksmiths*	2	2	1		
Electricians	5	4	4	3	
Welders*	1.5	1	1	1	
Mechanics*	1	0	1		
Energy Managers/Coordinator	1	1	2	1	
Pest Control			1	1	
EMS Specialists	1				
Apprentices				9	
Other: Data processor, procurement, fire alarms			3		
Utility Maintenance				5	
Total Facilities-Related Positions	64	46	43	51	
Ratio of Maintenance Staff to Schools	2.3	1.9	1.5	1.8	1.7
Grounds staff	20	36	19	Not provided	
Acres of Ground	866	456	893	595.5	
Ratio of Grounds Staff to Acres	43	13	47	n/a	
Custodians**	208	144	160	140	
Bldg. Square Feet to Clean	3,895,615	3,708,900	3,825,600	3,000,000	
Sq. Feet per Custodian	18,729	25,756	23,910	21,429	23,698

NOTES:

*For Beaumont ISD, the count is for multiple positions in general maintenance.

**Does not include laundryman.

SOURCE: Beaumont ISD, Maintenance Staff, Legislative Budget Board, School Review Team Peer District Surveys, March 2013.

supervisors. The director reviewed staffing levels with the former superintendent at different times over the past 12 years, and the full-time staffing levels were deemed adequate and few changes were made.

Beaumont ISD maintains approximately 3,895,615 square feet of facilities with 64 full-time equivalent (FTE) maintenance staff. The district's ratio of maintenance staff to building area maintained per FTE (staff: square foot) is

1:60,869. The standard published in the American School and University Maintenance and Operations Cost Study (April 2009) is 1:92,074. Thus, Beaumont ISD's ratio of maintenance staff to building area maintained per FTE exceeds the staffing guidelines and the average of the peer districts.

Published staffing guidelines provide a good start for determining the appropriate number of FTEs; however, they may not take into account the desired level of service or other, more specific needs that may exist. The Association of Physical Plant Administrators published service level guides in 2002 that provide a benchmark for service and performance. Level of service may vary from facility to facility according to the associated mission and characteristics of each facility.

STAFFING LEVELS – GROUNDS

Beaumont ISD maintains approximately 866 acres of land with 20 FTEs. The district's ratio of grounds staff to acre maintained per FTE (staff:acre) is 1:43. The standard published in the American School and University Maintenance and Operations Cost Study (April 2008) is 1:45. Thus, staffing guidelines and comparison with the peer districts indicate that the grounds staff level is close to the projected range.

STAFFING LEVELS – CUSTODIAL

Beaumont ISD's method to determine the custodial staffing needs is based on the 1995 TSPR report of the district. The report recommended using the minimum 18,000 square feet (1995 industry standard range was 18,000-22,000 square feet per custodian) depending on the age and condition of the building. In 2006, the custodial staffing calculation was based on a standard 20,000 square feet applied to each of the 13 middle and high schools and a standard 15,000 square feet applied to each of the 22 elementary schools, resulting in an average of 16,857 square feet used to calculate the custodial staffing needs. Beaumont ISD administration provided custodial allocation instructions to the director as follows: five custodians per elementary school, six per middle school, and 16 per high school. The overall average is approximately 18,000 square feet, however, the staff allocation to each school may sometimes be less than or exceed the 18,000 square feet.

In 2002, the Association of Physical Plant Administrators (APPA) published findings to establish custodial staffing guidelines for educational facilities. Based on the guidelines

published by APPA, custodians should clean approximately 21,000 square feet per day to establish a school at "Level 2", the APPA standard for "Ordinary Tidiness." A building cleaned at "Level 2" is considered acceptable for classroom and school space. Industry standards for custodial cleaning range from 21,000 gross square feet per full-time equivalent (GSF/FTE), as per the APPA study, to 32,100 GSF/FTE reported in the American School and University Maintenance & Operations Cost Study (April 2008).

Beaumont ISD should develop staffing guidelines for the Maintenance and Operations Department and align staff within these standards. The district should review industry standards, comparisons to other similar school districts, and other criteria they determine important in developing these guidelines. A comparison of current staffing levels and workloads to benchmark standards may result in a potential for annual savings through more effective planning, allocation, and use of staff.

Regarding custodial operations, if the district uses the 21,000 GSF/FTE per the APPA study, the result would be a need for 186 custodians. Since some campuses may require more cleaning efforts, the district may need to adjust the total number accordingly. Also, the department could reallocate custodians from facilities according to staffing needs.

The fiscal impact assumes a reduction of 22 custodial positions (208 current – 186 estimated) resulting in potential savings of \$410,542 (22 FTE x \$18,661 average salary for staff with three plus years experience who work the 180 day schedule and 248 day schedule) plus insurance benefits of \$88,836 (\$18,661 x 21.64 percent x 22 FTE), for an annual savings of \$499,378 (\$410,542 + \$88,836).

Any reduction of custodial staffing could be phased in over a period of time to allow the district to develop staffing models in school year 2013–14 and utilize attrition and retirement of staff. The fiscal impact assumes that the annual savings begin in school year 2014–15. Beaumont ISD should continually balance staff size with work quality to ensure that district facilities remain clean and well maintained.

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
CHAPTER 4: FACILITIES MANAGEMENT							
17. Develop a long-range facility master plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
18. Implement a formal facility condition assessment program to confirm and prioritize future capital improvements.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
19. Use the work order system to its capacity.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
20. Develop a process to document preventive maintenance activities and ensure that all activities are completed.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
21. Develop a maintenance and custodial procedures manual.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
22. Develop a process to manage and monitor warranty issues with the construction program including warranty records.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
23. Implement a process to perform regularly scheduled cost-benefit analysis of in-house operations versus contracted services.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
24. Develop a comprehensive energy management program.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
25. Develop staffing guidelines for the Maintenance and Operations Department and align staff within these standards.	\$0	\$499,378	\$499,378	\$499,378	\$499,378	\$1,997,512	\$0
TOTAL	\$0	\$499,378	\$499,378	\$499,378	\$499,378	\$1,997,512	\$0

CHAPTER 5

HUMAN RESOURCES MANAGEMENT

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 5. HUMAN RESOURCES MANAGEMENT

To achieve the vision, mission, and goals of an organization, staff with the appropriate skills and training to perform their assigned tasks must be in place. Therefore, it is vital that a district's Human Resources Department consist of staff that are formally trained in human resource management regulations and procedures and that the department has effective and efficient policies, procedures, and business processes to recruit, hire, train, evaluate, and retain staff for the district. Additionally, there are many federal and labor relations reporting and compliance requirements that must be followed.

Districts must offer competitive compensation, benefits, and career path opportunities in order to attract and retain the most qualified staff. Districts must also have written disciplinary procedures in place when staff do not meet expectations or follow established procedures.

Employee stability is a key component of providing students with a quality education. Beaumont Independent School District (ISD) has a low teacher turnover rate at 7.2 percent in school year 2011–12. Seventy-three percent of Beaumont ISD's teachers have six or more years experience with the district and 25 percent of teachers have more than 20 years experience. In school year 2011–12, there were 2,861 employees in the district. The staffing composition was 1,404 teachers, 868 auxiliary staff, 299 educational aides, 196 professional support staff, 69 campus administrators, and 24 central office administrators.

Beaumont ISD's Human Resources Department is staffed with an executive director of Human Resources and six full-time staff. The executive director has been employed by Beaumont ISD for 52 years, 12 of these as the executive director of HR, and each staff member has been with the department for 10 or more years.

Primary activities of the Human Resources Department include recruiting new teachers; posting job vacancies; processing new hire and substitute documents; verifying teacher and administrator certifications; processing placement forms for job transfers, overtime, and additional duties; issuing annual renewal contracts; and conducting informal compensation comparisons with local school districts. A third-party provider scans and electronically maintains personnel files. The Human Resources Department

has 24 hour electronic access to these files to review and print. If a need arises for the original document, the district contacts the provider and the document is mailed to the district. Benefits and insurance administration is a function of the Financial Services Department and is managed by a total of four full-time staff. Employee grievances are handled by the assistant superintendent that is responsible for the grieving employee's department or school.

The district's staffing composition has fluctuated slightly from school year 2008–09 to 2011–12. However, during school year 2011–12 there was a 2 percent reduction in teachers from school year 2010–11. Conversely, auxiliary staff increased by 2 percent from school year 2010–11 to 2011–12. **Figure 5–1** shows the district's staff by category from school year 2008–09 to 2011–12.

FIGURE 5–1
BEAUMONT ISD
STAFF BY CLASSIFICATION
SCHOOL YEAR 2008–09 TO 2011–12

CLASSIFICATION	2008–09	2009–10	2010–11	2011–12
Teachers	49%	50%	51%	49%
Professional Support	7%	7%	7%	7%
Campus Administration	3%	3%	3%	2%
Central Administration	1%	1%	1%	1%
Educational Aides	10%	10%	11%	10%
Auxiliary Staff	31%	30%	28%	30%

NOTE: Percentages may not add to 100 percent due to rounding.
SOURCE: Texas Education Agency, Academic Excellence Indicator System, February 2013.

Figure 5–2 shows the district's staff by category compared to peer districts, the region, and the state in school year 2011–12. Peer districts are districts similar to Beaumont ISD that are used for comparison purposes. Beaumont ISD's staffing mixture of 49 percent teachers is similar to peers and the region while their 30 percent auxiliary staff ratio is the 2nd highest among their peers and higher than the region average of 29 percent and the state average of 27 percent. Beaumont ISD's percentage of aides is 10 percent compared to the state average of 9 percent.

**FIGURE 5–2
BEAUMONT ISD COMPARED TO PEERS, REGION AND STATE
STAFF BY CLASSIFICATION
SCHOOL YEAR 2011–12**

CLASSIFICATION	BEAUMONT ISD	DESOTO ISD	GALENA PARK ISD	JUDSON ISD	TYLER ISD	REGION V	STATE
Teachers	49%	56%	50%	49%	50%	49%	51%
Professional Support	7%	8%	9%	12%	12%	7%	9%
Campus Administration	2%	3%	2%	2%	3%	3%	3%
Central Administration	1%	2%	1%	0.5%	0.5%	1%	1%
Educational Aides	10%	8%	5%	8%	9%	11%	9%
Auxiliary Staff	30%	24%	32%	29%	26%	29%	27%

NOTE: Percentages may not add to 100 due to rounding.
SOURCE: Texas Education Agency, Academic Excellence Indicator System, Region V, and State, February 2013.

Figure 5–3 shows Beaumont ISD’s teacher turnover rate for school years 2008–09 to 2011–12. Beaumont ISD’s teacher turnover rate decreased almost 4 percent between school years 2008–09 and 2011–12. Furthermore, the teacher turnover rate has been lower than the state average for each of these years.

**FIGURE 5–3
BEAUMONT ISD
TEACHER TURNOVER RATE
SCHOOL YEAR 2008–09 TO 2011–12**

YEAR	BEAUMONT ISD TEACHER TURNOVER RATE	STATE TEACHER TURNOVER RATE
2008–09	10.9%	14.7%
2009–10	8.9%	11.8%
2010–11	8.8%	11.9%
2011–12	7.2%	12.6%

SOURCE: Texas Education Agency, Academic Excellence Indicator System, Beaumont ISD, February 2013.

Figure 5–4 shows a comparison of teacher turnover rates for Beaumont ISD, its peers, the region, and the state. Beaumont ISD’s 7.2 percent teacher turnover rate is the lowest among its peers, Region V (12.5 percent), and the state (12.6 percent).

**FIGURE 5–4
BEAUMONT ISD COMPARED TO PEERS, REGION, AND
STATE
TURNOVER RATE
SCHOOL YEAR 2011–12**

DISTRICT	TEACHER TURNOVER RATE
Beaumont ISD	7.2%
DeSoto ISD	10.4%
Galena Park ISD	7.6%
Judson ISD	17.5%
Tyler ISD	15.1%
Region V	12.5%
State	12.6%

SOURCE: Texas Education Agency, Academic Excellence Indicator System, Region V, and State, February 2013.

Figure 5–5 shows a comparison of teacher experience between school years 2008–09 and 2011–12. Seventy-three percent of Beaumont ISD’s teachers had six years or more experience in school year 2011–12. This is an increase of 4 percent from school year 2008–09 when 69 percent of the teachers had 6 years or more experience.

**FIGURE 5–5
BEAUMONT ISD
TEACHER YEARS OF EXPERIENCE
SCHOOL YEARS 2008–09 TO 2011–12**

EXPERIENCE	2008–09	2009–10	2010–11	2011–12
Beginning Teacher	5%	5%	4%	2%
1-5 Years	26%	26%	25%	24%
6-10 Years	19%	19%	20%	20%
11–20 Years	26%	26%	27%	28%
Over 20 Years	24%	24%	24%	25%
Average years teaching experience with the district	10	10	10	11
Turnover Rate	11%	9%	9%	7%

NOTE: Percentages may not add to 100 due to rounding.
SOURCE: Texas Education Agency, Academic Excellence Indicator System, February 2013.

Figure 5–6 shows a comparison of Beaumont ISD teacher experience to their peers, the region, and the state. Fifty-three percent of Beaumont ISD’s teachers have eleven or more years teaching experience. Overall, Beaumont ISD teachers have an average of 14 years experience.

**FIGURE 5–6
BEAUMONT ISD COMPARED TO PEERS, REGION AND STATE
TEACHER YEARS OF EXPERIENCE
SCHOOL YEAR 2011–12**

EXPERIENCE	BEAUMONT ISD	DESOTO ISD	GALENA PARK ISD	JUDSON ISD	TYLER ISD	REGION V	STATE
Beginning Teacher	2%	2%	2%	5%	4%	4%	5%
1-5 Years	24%	39%	33%	38%	31%	24%	29%
6-10 Years	20%	23%	29%	23%	20%	19%	22%
11-20 Years	28%	21%	24%	23%	26%	29%	27%
Over 20 Years	25%	15%	13%	12%	19%	24%	18%
Average Teacher Years of Experience	14	11	11	10	12	13	12

NOTE: Percentages may not add to 100 due to rounding.

SOURCE: Texas Education Agency, Academic Excellence Indicator System, February 2013.

FINDINGS

- ◆ The district lacks a formalized process to determine the impact the various payroll cost drivers have on the immediate and future budget for the district.
- ◆ Beaumont ISD has not established guidelines to control the practice of overtime which has resulted in approximately \$3.3 million in overtime payments to district staff in school year 2011–12.
- ◆ The district lacks a process to review and control the excessive personnel absences, particularly teacher absences which resulted in the district paying approximately \$2.6 million to substitute teachers in school year 2011–12.
- ◆ Beaumont ISD’s compensation levels are not consistent between the various classifications and departments and, as a result, there are pay inequities and employee morale issues.
- ◆ The district has not established sufficient expectations for the leadership and coordination of the Human Resources Department and the functions are handled in multiple areas of the district.
- ◆ The district has not established the Human Resources Department as the coordinator of the Title IX complaint process.
- ◆ The district leadership has not established formal procedures and practices to use when departments and divisions within the district undergo reorganization, and does not include the Human Resources Department in the process to ensure staff are appropriately assigned based on qualifications.
- ◆ The district lacks a procedure or practice to regularly update the district’s job descriptions, resulting in staff being assigned to positions without meeting the qualifications as stated in the job descriptions or not having a job description to match the job titles as presented in the organization chart.
- ◆ The district does not have a comprehensive policy and system in place to ensure that all staff receives an annual performance appraisal within an established timeframe.
- ◆ The district does not have a process to ensure that evidence of staff cleared background checks are reflected in the personnel files.
- ◆ The Human Resources Department has not established a method to ensure that staff consistently adheres to the New Employee Personnel Check List requirements.
- ◆ The Human Resources Department is not involved in the employee grievance process and, as a result, the district lacks an acceptable human resources process to facilitate and coordinate training for staff responsible for handling employee grievances.
- ◆ The district’s Human Resources Department has not established the expectation that all district staff consistently use the online placement form system.

RECOMMENDATIONS

- ◆ **Recommendation 26:** Develop formal procedures to conduct an analysis of the payroll cost drivers each year and establish limits for each driver.
- ◆ **Recommendation 27:** Establish procedures to manage and control the district's overtime practice.
- ◆ **Recommendation 28:** Develop and recommend to the superintendent changes to the district's policy to control the excessive absences.
- ◆ **Recommendation 29:** Initiate a formal classification and compensation study and establish procedures to receive updated studies on a regular basis.
- ◆ **Recommendation 30:** Restructure all human resources functions under the Human Resources Department, with the department reporting directly to the superintendent, and establish stronger education and training expectations for the department's leadership and staff.
- ◆ **Recommendation 31:** Reassign Title IX coordination and administration to the Human Resources Department, and update board Policy DIA (LOCAL) to reflect the reassignment.
- ◆ **Recommendation 32:** Develop procedures to employ when a department or division within the district needs to be reorganized.
- ◆ **Recommendation 33:** Implement procedures and practices to review and update job descriptions on an annual basis and ensure that staff holding positions are functioning under an accurate job description.
- ◆ **Recommendation 34:** Develop and implement procedures to ensure that all staff receive an annual performance appraisal and that the completed appraisal is added to the personnel file.
- ◆ **Recommendation 35:** Establish a complete background check procedure to include maintaining the evidence that background checks were performed and that the results were negative for each employee in the personnel file.
- ◆ **Recommendation 36:** Implement procedures to ensure that all required documentation is included in personnel files and revise the New Employee

Personnel Check list to identify required documents by position type.

- ◆ **Recommendation 37:** Amend board Policy DGBA (LOCAL) and business procedures to include the Human Resources Department in the employee grievance process.
- ◆ **Recommendation 38:** Expand the use of the online system for placement forms and require all schools and departments to complete the form online and route it through the automated workflow system for the appropriate authorizations.

DETAILED FINDINGS

PAYROLL AND STAFFING MANAGEMENT (REC. 26)

The district lacks a formalized process to determine the impact the various payroll cost drivers have on the immediate and future budget for the district. The following are the payroll drivers that the review team identified that contribute to the district's overall payroll expenditures: salaries; bonuses and incentives; overtime; and substitute teachers.

The largest operating expense incurred by school districts is personnel costs. On average, a school district's payroll cost is 75 to 85 percent of its annual operating budget. Beaumont ISD's actual payroll costs have increased 6.8 percent over five years while the number of staff has decreased 1.2 percent during the same period. The district's payroll as a percentage of total expenses was 78 percent in fiscal year 2010, 78 percent for fiscal year 2011, and 81 percent for fiscal year 2012. **Figure 5–7** shows Beaumont ISD's actual payroll expenditures.

Secondly, Beaumont ISD prides itself on treating staff as family and having the highest compensation plans among the surrounding districts. The district budgeted \$1,000,000 for campus incentive payments for school year 2012–13. The district pays the insurance premiums for staff and has two employee incentive plans in addition to the reported pay schedules. The total incentives paid for school year 2011–12 were \$2,272,812, as follows:

- The campus incentive plan rewards campuses when they demonstrate improvement based upon established criteria of staff attendance, student attendance, percentage increase of tests taken, and percentage improvement on test scores. Incentive amounts paid to each employee are based upon the respective target met and annual pay. The campus

**FIGURE 5–7
BEAUMONT ISD
PAYROLL EXPENDITURES GENERAL FUND
FISCAL YEARS 2008 TO 2012**

CATEGORY	FISCAL YEAR 2008 ACTUAL	FISCAL YEAR 2009 ACTUAL	FISCAL YEAR 2010 ACTUAL	FISCAL YEAR 2011 ACTUAL	FISCAL YEAR 2012 ACTUAL	PERCENTAGE CHANGE
Payroll	\$123,058,222	\$126,097,587	\$132,860,845	\$138,063,304	\$131,470,412	6.8%
Total Expenditures	\$151,826,972	\$160,957,921	\$170,575,603	\$176,553,272	\$163,033,104	7.4%
Percentage of Total Expenditures	81.05%	78.34%	77.89%	78.20%	80.64%	N/A
Total Staff	2,895.5	2,862.2	2,869.4	2,823.2	2,860.8	-1.2%

SOURCE: Texas Education Agency, Academic Excellence Indicator System (AEIS), February 2013.

incentives are paid to staff at the end of each school year. For school year 2011–12, the total campus incentives paid were \$1,646,612.

- The holiday incentive plan is paid to each employee in the district in January of each year. The holiday pay incentive per employee in school year 2011–12 was \$200, for a total payment of \$626,200.

Figure 5–8 shows a salary comparison of Beaumont ISD, peer districts, Region V, and the state in school year 2011–12. Without incentives and other compensation, the average Beaumont ISD teacher salary, \$47,926, is the second lowest among its peers, lower than the state average, but higher than Region V (\$45,207). The average campus administrator salary, \$71,832, is in the middle of its peers yet higher than Region V (\$67,510) and the state average (\$70,510). The average central administrator salary is also among the middle of its peers while being higher than Region V and the state average.

The other two payroll cost drivers, including overtime and substitute teachers also impact the district’s school year 2011–12 overall payroll expenditures. The district issued \$3,254,627 (2 percent of total payroll) in overtime payments

in school year 2011–12. The district paid \$2,566,806 to substitute teachers in school year 2011–12.

Without managing and monitoring the payroll cost drivers, the district does not have an idea of the full impact that these practices could have on the district’s budget.

The district’s Human Resources (HR) and Financial Services Departments should develop formal procedures to conduct an analysis of the payroll cost drivers each year and establish limits for each driver. The Financial Services Department should monitor and prepare monthly reports on the payroll cost drivers to ensure that costs are staying within the established limits and appropriate actions can be taken when the drivers are outside of what was anticipated. Conducting the analysis, establishing limits, and regular reporting to the district leadership will enable the district to better control their payroll fluctuations.

The district can implement this recommendation with existing resources.

**FIGURE 5–8
BEAUMONT ISD COMPARED TO PEERS, REGION AND STATE
SALARIES BY CLASSIFICATION
SCHOOL YEAR 2011–12**

CLASSIFICATION	BEAUMONT ISD	DESOTO ISD	GALENA PARK ISD	JUDSON ISD	TYLER ISD	REGION V	STATE
Teachers	\$47,926	\$49,959	\$49,901	\$48,780	\$45,581	\$45,207	\$48,375
Professional Support	\$54,836	\$54,127	\$59,224	\$54,701	\$53,018	\$52,896	\$56,219
Campus Administration	\$71,832	\$72,737	\$73,196	\$69,675	\$69,074	\$67,510	\$70,510
Central Administration	\$93,783	\$78,827	\$96,464	\$104,004	\$109,520	\$88,900	\$89,811

SOURCE: Texas Education Agency, AEIS, February 2013.

OVERTIME (REC. 27)

Beaumont ISD has not established guidelines to control the practice of overtime which has resulted in approximately \$3.3 million in overtime payments to district staff in school year 2011–12.

The district principals and department managers determine if and when there is a need for overtime. Frequently it is the employee that informs the manager that in order to complete their assigned tasks or additional work they will need to work overtime. Verbal approval is given to work the additional time and a placement form is completed once overtime has been incurred. The completed placement forms are submitted to HR for review and forwarding to payroll staff. Staff receive overtime for additional hours worked in their assigned positions. The review team learned during interviews that overtime is encouraged and granted by managers as a means of increasing employee compensation.

The district issued \$3,254,627 (2 percent of total payroll) in overtime payments in school year 2011–12. The transportation and maintenance departments incurred a total of \$1,493,515 (46 percent) of overtime; the police department incurred \$128,863; athletics incurred \$100,799; the two magnet schools incurred a total of \$243,501; and staff in the administration building incurred \$107,484. **Figure 5–9** shows the 10 departments or schools that incurred the highest overtime expenses for school year 2011–12.

**FIGURE 5–9
BEAUMONT ISD
10 DEPARTMENTS OR SCHOOLS WITH THE HIGHEST
OVERTIME EXPENSES
SCHOOL YEAR 2011–12**

LOCATION	TOTAL EXTRA AND OVERTIME	% OF TOTAL EXTRA AND OVERTIME PAID
Pupil Transportation	\$950,445.86	29.2%
Maintenance & Operations	\$543,069.07	16.7%
Central Medical Magnet H.S.	\$131,536.86	4.0%
District Police	\$128,863.24	4.0%
Ozen Magnet H.S.	\$111,964.57	3.4%
Athletics/PE/Health	\$100,799.15	3.1%
West Brook H.S.	\$87,350.72	2.7%
Thomas Center	\$82,419.35	2.5%
Business Administration	\$78,297.76	2.4%
Pietzsch-MacArthur E.S.	\$77,649.77	2.4%

SOURCE: Beaumont ISD, Overtime File, February 2013.

Overtime is separate from stipends that are paid for additional duties such as tutoring and after school programs. A total of 1,090 district staff received overtime payments in school year 2011–12. Four percent of these staff received more than \$15,000 each; seven received more than \$25,000 each. **Figure 5–10** shows the employee overtime by payment range.

**FIGURE 5–10
BEAUMONT ISD
OVERTIME PAYMENT RANGES
SCHOOL YEAR 2011–12**

PAYMENT RANGE	NUMBER OF STAFF	TOTAL PAID	% OF TOTAL NUMBER	% OF TOTAL PAID
\$25,001–\$28,500	7	\$188,010.99	1%	6%
\$20,001–\$25,000	12	\$262,765.57	1%	8%
\$15,001–\$20,000	22	\$376,834.86	2%	12%
\$10,001–\$15,000	50	\$603,422.17	5%	19%
\$5,001–\$10,000	114	\$803,157.14	10%	25%
<\$5,000	885	\$1,020,436.51	81%	31%
Total Staff Receiving ET and OT	1,090	\$3,254,627.24	100%	100%

SOURCE: Beaumont ISD, Overtime File, February 2013.

Due to the lack of overtime monitoring, analysis, and reporting mechanisms, the district is unable to determine whether overtime is actually needed or if the departments do not have the appropriate number of staff.

Corpus Christi ISD was spending nearly \$500,000 annually on overtime. The district analyzed the overtime and determined that overtime costs were often due to the short work year of employees in some positions. Transportation, Facilities and Operations, and Security Services had the highest overtime costs. The district increased the annual number of days worked for certain positions that were incurring significant overtime. For example, the annual number of days for auxiliary staff was increased by one day to 232 days. Corpus Christi ISD’s HR continues to monitor and evaluate how to reduce overtime cost.

Districts that efficiently manage and control overtime expenses establish guidelines to govern the practice. These guidelines may include setting limits on the amount of

overtime that can be incurred in a specific time period, obtaining approval to incur overtime costs above a predetermined allocation, providing the management team with monthly reports of overtime incurred by department and school, and performing analysis of the overtime to determine causes and alternatives. Without these guidelines, districts have a difficult time efficiently managing overtime expenses.

The district's HR and Financial Services Departments should work together to establish procedures to manage and control the district's overtime practice. The Financial Services Department should be responsible for monitoring, analyzing, and reporting overtime to the leadership team and the superintendent since it would be a function of payroll and budgeting. At a minimum, all overtime should be analyzed and reported to the leadership team and the superintendent on a monthly basis and the Board of Trustees on a quarterly basis. These reports should reflect summaries by department, school, and staff. In addition, the HR Department should establish guidelines to control the amount of overtime hours that can be incurred during a specific timeframe. The guidelines at a minimum should include: reasons to grant overtime and maximum number of hours of overtime per staff and department. The district should also consider if implementing a compensation time policy would be appropriate for some positions.

The district should strive to achieve at least a five percent reduction in overtime. Reducing overtime by five percent a year will result in an annual savings of \$162,731 (\$3,254,627 x 5 percent) and a five-year savings of \$813,655 (\$162,731 X 5 years).

EMPLOYEE ABSENCES (REC. 28)

The district lacks a process to review and control the excessive personnel absences, particularly teacher absences which resulted in the district paying approximately \$2.6 million to substitute teachers in school year 2011–12. In addition, the continued practice of allowing excessive absences to occur without consequences could result in a negative impact on student achievement.

While there are specific absence reasons due to the nature of leave types, they typically fall into six categories: 1) personal leave; 2) medical leave; 3) vacation; 4) staff development; 5) workers' compensation; and 6) jury duty. Beaumont ISD teachers inform the designated campus staff when he/she is going to be absent so that a substitute teacher can be obtained. Substitute teachers are contacted and accept jobs

through the automated substitute system within TEAMS. Teacher and employee absences are recorded via the automated time system using the swipe machine. The supervisors or principals are required to approve employee time in and out for each pay period.

The requesting and authorization for various types of leave and absences is explained in the *Beaumont ISD Employee Handbook*. The district's policy governing leaves and absences is board Policy DEC (LOCAL) COMPENSATION AND BENEFITS LEAVES AND ABSENCES. The policy addresses specific types of leaves and absences. It also states the following:

“An employee absent more than five consecutive workdays because of personal illness shall submit, upon return to work, a medical certification of illness and of his or her fitness to return to work. An employee absent more than five consecutive workdays because of illness in the immediate family shall present, upon return to work, medical certification of the family member's illness.”

Each employee medical certification is required to be submitted to payroll. However, according to onsite interviews, this policy is not enforced.

Beaumont ISD offers incentives to staff when their school or functional area meets specific targets; staff attendance is one component of these targets. However, there are exclusions to what is considered an absence. **Figure 5–11** shows the number of teacher absences by school. Overall, district teachers were absent for a total of 24,915 workdays in school year 2011–12 resulting in \$2,566,806 being paid to substitute teachers. West Brook, Central, and Ozen High Schools had the highest number of teacher absence days.

Analyzing the number of days absent by teacher provides an indication as to the potential impact on student performance. In some cases teacher absences resulted in a substitute teacher being in the classroom for most of the school year. **Figure 5–12** shows teacher absence days by range. About 50 percent of total teacher absences were attributed to teachers that were absent 11 or more days, with 11 to 25 days absent being 38.2 percent.

Teacher presence in the classroom is crucial to educating children. When teachers are absent, students do not receive the instruction required for successful outcomes. Additionally, teacher absences have a significant financial impact on the district because substitute teachers must be paid in addition to the teacher's salary. When staff are absent from their

**FIGURE 5–11
BEAUMONT ISD
NUMBER OF TEACHER ABSENCE DAYS BY SCHOOL
SCHOOL YEAR 2011–12**

SCHOOL	NUMBER TEACHER ABSENCE DAYS
West Brook High School	3,642
Central High School	3,209
Ozen High School	2,620
King Middle School	1,093
Vincent Middle School	1,070
Odom Academy	939
Austin Middle School	926
Smith Middle School	877
South Park Middle School	800
Marshall Middle School	791
Charlton-Pollard Elementary	705
Regina Elementary	646
Martin Elementary	643
Pietzsch-Macarthur Elementary	625
Taylor Career Center	611
Blanchette Elementary	557
Fehl-Price Elementary	554
Curtis Elementary	494
Amelia Elementary	485
Homer Drive Elementary	472
Brown Alternative Center	470
Lucas Pre-K	463
Jones-Clark Elementary	395
Fletcher Elementary	387
Caldwood Elementary	339
Southerland School	323
Guess Elementary	302
Dishman Elementary	234
Pathways Learning Center	221
Ogden Adult Education Center	16
Oaks Education Center	5
Harrison School	1
Grand Total	24,915

SOURCE: Beaumont ISD, Human Resources and Financial Services Departments, Teacher Absences, February 2013.

**FIGURE 5–12
BEAUMONT ISD
NUMBER OF TEACHER ABSENCE DAYS BY RANGE
SCHOOL YEAR 2011–12**

DAYS ABSENT	NUMBER OF TEACHERS IN RANGE	PERCENTAGE OF TOTAL
101 or more	11	0.8%
51–100	42	3.1%
26–50	116	8.5%
11–25	522	38.2%
6–10	371	27.1%
1–5	305	22.3%

SOURCE: Beaumont ISD, Human Resources and Financial Services Departments, Teacher Absences, February 2013.

departmental jobs, either the work is not accomplished or is assigned to another employee. This situation places additional burden on the department and other staff.

Districts that monitor and analyze employee absences can identify potential problems in employee behavior or general issues that need to be addressed. Without monitoring employees absences, issues are not identified and problems go unaddressed due to an undisciplined process.

Northside ISD analyzed employee absences and noted that the average annual number of absences per district employee was 17 days. They also noted that there were no procedures for terminating teacher contracts for excessive absences. Northside ISD instituted the following procedures to better monitor absences and take appropriate actions:

- create monthly/annual absenteeism reports by work group utilizing an automated substitute finder system;
- analyze absence patterns by employee groups, departments, and campuses;
- revise policy and procedures to include sanctions for abuse of leave;
- implement new procedures that required that all staff contact their supervisor personally on the third day of an absence even if the automated substitute system was being used;
- require a medical certificate after a given number of days of absence;
- require human resources staff to provided a monthly report to all worksites listing staff who had reached their maximum annual absences and assisted managers by issuing a Memo of Record to File; and

- eliminate the absenteeism incentive program and implemented a buy-back-at-retirement program.

Northside ISD reduced the average annual absenteeism to 13 days per employee after implementing these procedures.

The district’s HR Department should develop and recommend to the superintendent changes to the district’s policy to control the excessive absences. At a minimum, the policy should address appropriate action to be taken with staff that demonstrates a pattern of absences. The district’s HR and Financial Services Departments should collaborate to develop procedures to monitor, analyze and report on employee absences. The payroll supervisor should be responsible for generating an absenteeism report each pay period that is cumulative for the year and also provides comparative historical trends. The reports should include absence by employee, campus, and department over a specified time period to show trends and patterns. The reports should be provided to administration for analysis and then the assistant superintendents should provide a quarterly management report that discusses absenteeism trends along with recommended corrective actions to the superintendent.

Additionally, the district should strive to reduce teacher absences by two percent each year. Reducing teacher absences will save on the cost of substitutes, who were paid \$2,566,806 during fiscal year 2012. A two percent reduction in substitute pay would result in annual savings of \$51,336 (\$2,566,806 X 2 percent) and a five-year savings of \$256,680 (\$51,336 X 5 years).

CLASSIFICATION AND COMPENSATION (REC. 29)

Beaumont ISD’s compensation levels are not consistent between the various classifications and departments and, as a result, there are pay inequities and employee morale issues. Some staff are also performing tasks that are not in their job descriptions, which when considered, may also place them into a different job classification.

The district’s last formal classification and compensation study was performed in 1995. According to the HR Department, the executive director of Human Resources performs an informal study of selected salaries being paid by local school districts each year. Additionally, annual raises are incorporated into the salary schedules and an additional step is added to each salary schedule so that staff do not exceed the maximum pay scales. In addition to salaries, the district also pays 100 percent of employee insurance, and the district provides staff incentives for attendance and student

performance. These additional benefits are not documented on salary schedules to provide staff and the public with total compensation amounts.

The result of adding additional steps each year to salary schedules instead of performing formal classification and compensation studies has led to compensation compression issues. Compression occurs when there are small differences in pay regardless of experience, skills, or seniority. Some Beaumont ISD staff are earning more than their superiors and others are being paid less for positions of similar nature and required skill level. For example, some elementary school assistant principals’ salaries are less than some of the teachers in their respective schools, and the cafeteria supervisors’ salaries are less than supervisors in maintenance or transportation. **Figure 5–13** shows examples of these instances.

**FIGURE 5–13
BEAUMONT ISD
EXAMPLES OF SALARIES
SCHOOL YEAR 2012–13**

TITLE	ANNUAL SALARY	NUMBER OF DAYS PER YEAR
Food Service Child Nutrition Compliance Supervisor*	\$35,399	240
Transportation Training Supervisor*	\$43,500	240
Transportation Route Supervisor	\$41,500	240
Supervisor Electricians and Painters	\$60,384	248
Supervisor General Maintenance	\$48,483	248
Food Service Equipment Maintenance Personnel	\$47,907	248
Painter Foreman	\$40,735	248
Assistant Principal Elementary School - Amelia Elementary School	\$50,128	200
Teacher - Amelia Elementary School (7 teachers)	\$51,130– \$62,344	187

NOTE: Food Service Child Nutrition Compliance Supervisor and the Transportation Training Supervisor are responsible for providing training.

SOURCE: Beaumont ISD, Interviews and Employee Salary File, February 2013.

The Texas Association of School Board’s (TASB) and Texas Association of School Administrators (TASA) publish annual salary survey reports of Texas school districts. The data in these reports help districts recruit, retain, and reward teachers

and other district staff through the development of competitive compensation plans. Beaumont ISD did not participate in the 2011–12 study and has not used the report data to develop competitive salaries for district staff.

Performing class and compensation studies on a regular basis helps districts determine the labor market value for similar jobs in similar environments; ensure that staff are placed in the correct job classification; and ensure that current and future salaries align with the local market.

Kingsville ISD’s personnel department participates in the Texas Association of School Personnel Administrators (TASPA) annual salary surveys to determine the competitiveness of the district’s pay with that offered by its peer districts. These surveys assist the personnel department in evaluating the market and recommending salary adjustments to the superintendent during the annual budget process.

Kerrville ISD also conducts an annual salary and benefit analysis to determine market competitiveness and provide the board with strategies that match compensation with district goals. The Human Resources Department’s survey compares district compensation to several markets including regional schools data, state average pay for similar size districts and other salary information from the Texas Education Agency (TEA). Kerrville ISD also compares the amount schools pay toward employee insurance, uses information from the Kerrville Chamber of Commerce to compare district salaries with community salaries and obtains survey data from the TASB and the TASA salary service. This survey information becomes part of a report that identifies district compensation goals, helping administrators and the board to determine how best to allocate district funds.

Beaumont ISD should initiate a formal classification and compensation study and establish procedures to receive updated studies on a regular basis. TASB provides this service customized to the district through its consulting services. To ensure that classifications remain aligned, the formal classification study should be performed at least every five years. Additionally, the district should participate in the TASB/TASA annual salary surveys to determine competitiveness and use these as a basis of adjusting the annual salaries and compensation packages.

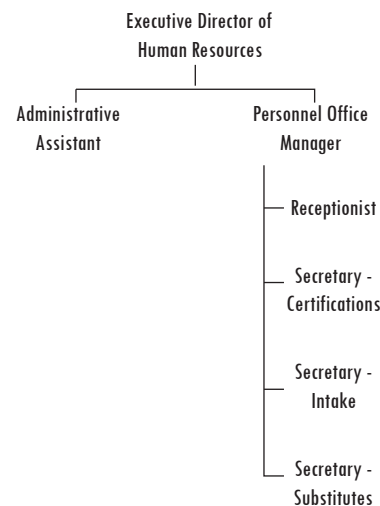
The fiscal impact assumes a one-time cost of \$35,000 for a formal compensation and classification study conducted by an external consulting service. This cost is determined by the district’s student enrollment and number of employees.

HUMAN RESOURCES ORGANIZATION (REC. 30)

The district has not established sufficient expectations for the leadership and coordination of the HR Department and the functions are handled in multiple areas of the district. As a result, the district may be at risk of inconsistency with key HR laws which could expose the district to lawsuits.

HR is responsible for handling sensitive confidential issues, supporting the superintendent and ensuring the hiring of qualified staff. In most school districts the HR Department reports directly to the superintendent. However, Beaumont ISD’s HR Department reports to the superintendent with a dotted-line reporting relationship to the deputy superintendent for Financial Services and Elementary Administration. The dotted-line reporting relationship shows that the deputy superintendent may provide additional oversight and guidance to this position. **Figure 5–14** shows the HR Department organizational structure in school year 2012–13.

**FIGURE 5–14
BEAUMONT ISD
HUMAN RESOURCES DEPARTMENT ORGANIZATION
SCHOOL YEAR 2012–13**



SOURCE: Beaumont ISD, Human Resources Department, Organizational Chart, February 2013.

The Human Resources Department is staffed with the executive director of Human Resources and six additional staff. At the time of onsite visit, the executive director of Human Resources job description did not exist; instead there was a job description for the executive director of Personnel, last revised in June 1998. With the exception of the executive director position, all job titles for current HR staff are either

secretary or office manager. While each of the staff has been with the department for 10 or more years, none have formal education, certifications, or adequate training in human resources management.

Most organizations require human resources staff to have at least a bachelor's degree in Human Resources Management. Typically, in some organizations the HR leader is required to have a Master's Degree. HR assistants are typically required to have a high school diploma. Employers also prefer their HR staff have human resources certifications as issued by the Society of Human Resource Management's (SHRM), Professional in Human Resources (PHR®), and Senior Professional in Human Resources (SPHR). In addition, most HR Departments are customarily structured to allow for career advancement based on staff experience and training. For example, coordinators can advance to specialists and specialists can advance to a generalist. **Figure 5–15** shows a comparison between human resources industry standards for education, experience and training requirements to Beaumont ISD's job descriptions and practices.

Figure 5–15 shows that the district requires a Master's degree for the executive director's position, but not in human resources concentration. No HR experience is required for this position. HR industry standard requires, at a minimum, 60 hours of HR training every 3 year period, but the district has not required this level of training for any of the HR staff. The district's education and experience requirement for the other HR positions meet the industry standard. In the past three years, HR staff training has been on the district's TEAMS system.

Additionally, HR functions are handled in multiple areas of the district without coordination or involvement from the

HR Department. The following are the key HR functions that occur in other district departments:

- Benefits enrollment—two benefits clerks positions in the Financial Services Department are dedicated to assisting employee benefits enrollment and issues.
- Insurance claims—two insurance clerks' positions in the Financial Services Department are dedicated to assisting staff with insurance claims and monitoring workers' compensation claims.
- Employee grievances—each respective assistant superintendent is responsible for handling employee grievances for their staff.
- Title IX Compliance—the assistant superintendent for Technology, Research & Evaluation is responsible for overseeing Title IX compliance and activities.
- Employee performance appraisals—high level training on how to conduct employee performance appraisals is a topic covered in the annual staff development training. Principals or department heads are responsible for conducting performance appraisals. However, the completed appraisals are not provided to HR to include in each employee personnel file. Without maintaining completed performance appraisals in the central personnel files, evidence is not provided that appraisals have been completed and discussed with the employee.

Performing employee benefit and insurance functions outside of HR has created a situation whereby staff in other departments have access to sensitive information such as personal data and employee salaries. This situation has compromised the confidentiality traditionally associated

**FIGURE 5–15
BEAUMONT ISD
HUMAN RESOURCES DEPARTMENT EDUCATION AND TRAINING REQUIREMENTS COMPARED TO INDUSTRY STANDARD**

BEAUMONT ISD HR POSITION	INDUSTRY STANDARD EDUCATION & RELATED EXPERIENCE REQUIREMENTS	BEAUMONT ISD HR JOB DESCRIPTION EDUCATION & EXPERIENCE REQUIREMENT	INDUSTRY STANDARD ANNUAL TRAINING REQUIREMENTS	BEAUMONT ISD ANNUAL HR TRAINING REQUIREMENT
Executive Director	Bachelor's Degree 1–5 years related experience	Master's degree Texas Mid-management or other appropriate certification PDAS Training	60 hours of HR training every 3 year period	None
Personnel Office Manager, Secretary Certification, Secretary Personnel	Bachelor's Degree No related experience	High School Diploma/GED Certification	60 hours of HR training every 3 year period	None

SOURCE: Beaumont ISD, Human Resources Department, Job Descriptions, February 2013; U. S. Department of Labor Occupational Outlook Handbook, 2012–13 Edition.

with human resources processes. During interviews, the review team learned that some staff are aware of inequities because they were able to access this salary information.

The lack of trained and certified staff in human resources disciplines has contributed to personnel functions being more clerical than strategic in nature. The district’s job titles, responsibilities, and expectations demonstrate that Beaumont ISD has not established sufficient expectations for the leadership and coordination of the HR Department and functions. As a result of the clerical processes and multiple HR functions not being handled or monitored by HR, Beaumont ISD may be at risk of inconsistency with human resources-related regulations. In addition, the disjointed structure can lead to inconsistent application of the processes and resolution to HR related issues.

Beaumont ISD should restructure all human resources functions under the Human Resources Department, with the department reporting directly to the superintendent, and establish stronger education and training expectations for the department’s leadership and staff. This includes setting an HR strategy and goals and establishing formal education,

certification and training criteria for all HR positions ensuring that HR staff perform their functions within human resources industry protocols. Additionally, the district should restructure the Human Resources Department to centralize all HR functions with reporting designation directly to the superintendent. The district should establish levels of advancement for all HR positions. Such advancement could range from level I through V which represents the skills, responsibilities, and longevity obtained within the position. There should also be a clearly defined career advancement path within the department. Additionally, the district should require key HR positions such as the executive director, generalist, coordinator, and specialists to have either formal education in human resources, industry certifications, or both. All staff in the department should be required to gain Microsoft Office proficiency and attend at least 20 hours of HR functional training per year. Job descriptions should be updated to reflect the new roles, responsibilities, and requirements. **Figure 5–16** shows a summary of primary responsibilities of the recommended positions, and **Figure 5–17** shows the functional changes.

FIGURE 5–16
BEAUMONT ISD
HUMAN RESOURCES RECOMMENDED POSITIONS
MARCH 2013

HUMAN RESOURCES CURRENT POSITION	HUMAN RESOURCES PROPOSED POSITION	MAJOR RESPONSIBILITIES
Executive Director of Human Resources	Assistant Superintendent for Human Resources (It is recommended in the District Organization Chapter to eliminate the Executive Director of Human Resources position to create the Assistant Superintendent for Human Resources.)	Develop and implement strategic direction of HR that is in alignment with district strategies. Direct and manage district human resources functions to ensure quality management practices and compliance with federal, state, and local regulations and requirements. Implement continuous improvement practices for the HR function and department. Interpret and recommend personnel policies and regulations for the district. Conduct wage and benefit studies to ensure district competitiveness in the market. Facilitate recruitment and staffing activities to ensure the district hires the most qualified and best fit candidates. Provide guidance for disciplinary actions and ensure appropriate records are maintained. Develop and train HR staff on procedures. Facilitate grievance hearings. Serve as Title IX coordinator and administrator.
Administrative Assistant	Administrative Assistant	Provide administrative support to the Executive Director. Answer in-coming calls. Greet office visitors.

FIGURE 5–16 (CONTINUED)
BEAUMONT ISD
HUMAN RESOURCES RECOMMENDED POSITIONS
MARCH 2013

HUMAN RESOURCES CURRENT POSITION	HUMAN RESOURCES PROPOSED POSITION	MAJOR RESPONSIBILITIES
Personnel Office Manager	Human Resources Generalist	Manage employee relations across the district. Provide coaching, advisory, and mediation support to district staff. Oversee daily work of HR staff. Liaison for principals and department heads concerning HR issues. Provide training to assistant superintendents, principals and department heads on HR policies and processes such as interviewing, hiring, and discipline. Facilitate grievance hearings and documentation.
Secretary – Substitutes	Human Resources Coordinator	Facilitate HR training, scheduling, and preparation. Provide substitute training. Manage the substitute information system. Conduct employee exit interviews and facilitate departure. Ensure all district property has been returned and necessary information has been obtained and placed in the personnel file before employee departures.
Receptionist	Employee Performance Specialist	Contact for employee complaints, facilitate resolution, monitor progress, and provide regular summary reports. Manage the employee performance appraisal process for all staff within the district and ensure that performance appraisals are completed and submitted to HR each year.
Secretary – Certifications	Certifications Specialist	Monitor and report on certification status for all positions requiring certification.
Secretary – Intake	Records Specialist	Obtain all documents and create employee files for new hires. Ensure all employee files are current. Maintain and provide employee service records. Ensure all substitutes have provided the district with the required documentation. Maintain accurate and current substitute rosters.
Employee Benefits (Currently in Financial Services)	Employee Benefits Specialist (Reassign to Human Resources)	Assist staff with benefits enrollment and issues. Monitor benefits activities.
Insurance Clerks (Currently in Financial Services)	Insurance Specialist (Reassign to Human Resources)	Assist staff with insurance issues. Assist staff with workers' compensation claims. Monitor workers' compensation claims. Provide management reports on workers' compensation claim activity.

SOURCE: Legislative Budget Board, School Review Team, March 2013.

While current staff have gained the working knowledge of Beaumont ISD HR functions, the district should employ appropriate hiring procedures to ensure that the recommended positions are staffed with the most qualified individuals. The proposed positions are aligned to current tasks being performed in addition to adding some responsibilities that were being performed in other district

departments. **Figure 5–17** shows functional changes where the positions currently performing the task on a full-time basis should be reassigned to HR. This figure also shows functions that should be removed from HR and assigned to another district department.

**FIGURE 5–17
BEAUMONT ISD
CURRENT AND PROPOSED HUMAN RESOURCES FUNCTION DISTRIBUTION
SCHOOL YEAR 2012–13**

HUMAN RESOURCES FUNCTION/ACTIVITY	CURRENT RESPONSIBLE DEPARTMENT	RECOMMENDED RESPONSIBLE DEPARTMENT
Benefits Enrollment	Financial Services Department - Benefits	Human Resources Department
Title IX Compliance/Coordinator	Assistant Superintendent for Technology, Research and Evaluation	Human Resources Department
Grievance Proceedings	Respective assistant superintendents for the area that the employee is assigned	Human Resources Department
Workers' Compensation Claims and Monitoring	Financial Services Department – Insurance Clerks	Human Resources Department
Substitute Placement Forms	Human Resources Department	Financial Services Department – Payroll
Employee Evaluation Monitoring	Respective Schools and Departments	Human Resources Department
Employee Evaluation Training	Staff Development	Human Resources Department
New Hire Interview Guidance	Staff Development, Principals, and Department Heads	Human Resources Department

SOURCE: Legislative Budget Board, School Review Team, Beaumont ISD Interviews and Organization Charts, March 2013.

Since this proposed reorganization is to centralize human resources activities that are distributed throughout the district and align job titles with primary responsibilities, additional positions would not be required. Instead, staff currently performing the functions on a full-time basis in other departments should be reassigned to HR, and tasks such as grievance hearings and Title IX compliance should be assigned to current HR positions.

The fiscal impact assumes that some of the HR staff will obtain human resources certifications and receive annual training. The estimated total one-time cost is \$3,410 for the certifications. The annual cost would be \$2,882 for training as HR does not have a dedicated training budget. In

comparing Beaumont ISD salaries for specialist positions of similar nature to what is being recommended, the salaries are commensurate with current position salaries. Therefore, this fiscal impact does not anticipate salary changes to implement this recommendation (Figure 5–18).

TITLE IX COORDINATION AND ADMINISTRATION (REC. 31)

The district has not established the HR Department as the coordinator of the Title IX complaint process. As a result, HR is not involved in the Title IX process and does not provide training to district leadership, principals, department heads and staff on Title IX process and requirements.

**FIGURE 5–18
FISCAL IMPACT**

ACTIVITY	ONE TIME COST	ANNUAL COST	POSITIONS	TOTAL ONE TIME COST	TOTAL ANNUAL COST
Senior Professional in Human Resources (SPHR®) certification study materials	\$695		1	\$695	
Senior Professional in Human Resources (SPHR®) certification exam fee	\$525		1	\$525	
Professional in Human Resources (PHR®) certification study materials	\$695		2	\$1,390	
Professional in Human Resources (PHR®) certification exam fee	\$400		2	\$800	
Annual human resources conference registration fees		\$660	2		\$1,320
Annual human resources conference travel		\$781	2		\$1,562
Total	N/A	N/A	N/A	\$3,410	\$2,882

SOURCE: Legislative Budget Board, School Review Team, March 2013.

Title IX is a portion of the Education Amendments of 1972, and is frequently referred to as the Equal Opportunity in Education Act. Title IX is the legislation that bans sex discrimination in schools, whether it is in academics or athletics. Title IX states:

“No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving federal financial assistance...”

The Title IX regulation describes the conduct that violates Title IX. Examples of discrimination that is covered under Title IX include sexual harassment, the failure to provide equal opportunity in athletics, and discrimination based on pregnancy. Entities that violate Title IX regulations face large fines, penalties, and public censure.

The district’s board policy establishes the assistant superintendent for Research, Planning and Evaluation (this position title on the organization chart is assistant superintendent for Technology, Research and Evaluation) as the district’s Title IX coordinator. Title IX encompasses complex regulations and requires the handling of sensitive information. The assistant superintendent is designated to receive all Title IX related complaints. However, all Title IX related training is provided to principals by the Professional Development Department during the annual principal’s conference/meeting.

Board Policies DIA (LEGAL) and DIA (LOCAL) EMPLOYEE WELFARE FREEDOM FROM DISCRIMINATION, HARASSMENT, AND RETALIATION establishes the district’s guidance for their Title IX processes. Policy DIA (LOCAL) states:

An employee who believes that he or she has experienced prohibited conduct or believes that another employee has experienced prohibited conduct should immediately report the alleged acts. The employee may report the alleged acts to his or her supervisor or campus principal. Alternatively, the employee may report the alleged acts to the Title IX coordinator, the ADA/Section 504 coordinator, or the Superintendent.

Reports of discrimination based on sex, including sexual harassment, may be directed to the Title IX coordinator.

Title IX coordination and administration activities are traditionally a function of HR Department to ensure compliance with regulations and consistency throughout the district in administering affirmative action and Title IX

policies. Most organizations and businesses designate the chief human resources officer as the Title IX coordinator to provide training and receive Title IX related complaints. Other staff, as designated by the leadership, serves as officers to assist in the investigation process. Without the district’s HR Department involved in this process, the district could be at risk of violating employee rights in other employment areas when handling Title IX complaints.

Beaumont ISD should reassign Title IX coordination and administration to the HR Department, and update board Policy DIA (LOCAL) to reflect the reassignment. The executive director of Human Resources position should be designated as the district’s Title IX coordinator and be responsible for administering Title IX policies, activities, and holding all complaint hearings. Furthermore, annual Title IX training should be provided by HR staff to all district supervisors and principals.

The district can implement this recommendation with existing resources.

DEPARTMENTAL REORGANIZATIONS (REC. 32)

The district leadership has not established formal procedures and practices to use when departments and divisions within the district undergo reorganization, and does not include the HR Department in the process to ensure staff are appropriately assigned based on qualifications. Additionally, HR is not included as a partner in the reorganization or reassignment process to ensure that sound business decisions are made and that staff is placed into positions based on qualifications.

In January 2013, the superintendent reorganized the Financial Services functions of the district. The result of this reorganization is an example of where functions were not aligned, staff not were instructed how changes would impact their position, and staff were reassigned to positions even though they lacked the necessary experience or qualifications. Examples of misalignments of functions and qualifications or experience include:

- Combining the functions of Financial Services and Elementary Administration being under the same leadership. This resulted in the oversight of the financial functions, which includes accounts payable, purchasing, budget, and payroll being managed by a professional without the appropriate financial background.

- The staff previously responsible for employee benefits (insurance) was assigned as the payroll supervisor, but had no experience in processing payroll prior to this assignment.
- The staff previously responsible for payroll (payroll supervisor) was assigned as the accounts payable supervisor, but had no experience in accounts payable.

As a result of HR not being involved in the reorganization process, department reorganizations are not based on aligning functions within divisions, and staff promotions appear to be based on longevity rather than qualifications and performance. This condition has resulted in some staff holding positions for which they have no experience or qualifications. Moreover, some Beaumont ISD divisions have responsibilities that are not aligned with their primary activities and goals.

The district’s HR Department should develop procedures to employ when a department or division within the district needs to be reorganized. These procedures should be submitted to the superintendent for his approval. These procedures should include standard templates to be provided to all staff that have the potential to be impacted and letters informing staff of their new assignments/actions once they have been determined. Additionally, Beaumont ISD’s department reorganization procedures should include that any department or division in the district that is considering reorganization, that a meeting be set with the HR Department to establish the expectations for this process. The expectations should include steps to ensure: proper procedures are followed to avoid potential litigation brought forward by impacted staff; proper alignment of the reorganization with

the primary goals and activities of the district, department and division; proper documentation is developed and maintained; staff receive proper notice; and staff are appropriately placed based upon their qualifications and experience.

The district can implement this recommendation with existing resources.

JOB DESCRIPTIONS (REC. 33)

The district lacks a procedure or practice to regularly update the district’s job descriptions, resulting in staff being assigned to positions without meeting the qualifications as stated in the job descriptions or not having a job description to match the job titles as presented in the organization chart.

The district’s practice is to update job descriptions when a title change is requested and when additional duties are added. However, this practice is inconsistently applied as noted instances where job responsibilities or functions had recently changed yet the job descriptions had not been updated. For example, the January 2013 Financial Services reorganization resulted in only one job description update although almost all of the staff received different positions and tasks. In addition, the Technology Department staff have different titles and job tasks than the roles and duties that they are actually performing. Additionally, when reviewing the job descriptions provided by the district, there was no job description to match the exact job title for several positions on the organization chart. **Figure 5–19** shows examples where the district’s job description title does not match the district’s organizational chart title.

**FIGURE 5–19
BEAUMONT ISD
JOB DESCRIPTION TITLES COMPARED TO ORGANIZATION CHART TITLE
FEBRUARY 2013**

JOB DESCRIPTION TITLE	ORGANIZATION CHART TITLE
Executive Director of Personnel	Executive Director of Human Resources
Deputy Superintendent for Curriculum and Instruction and Elementary Education	Deputy Superintendent for Financial Services and Elementary Administration
Assistant Superintendent Secondary Schools	Assistant Superintendent Curriculum and Instruction and Secondary Administration
Assistant Superintendent for Finance	Chief Business Officer
Assistant Superintendent for Research and Evaluation; Accountability Officer; District Testing Coordinator; Textbook Coordinator; 504 Coordinator; GED Testing Director; Title IX Officer; Grants	Assistant Superintendent Technology, Research and Evaluation

SOURCE: Beaumont ISD, Administration, Job Descriptions and Organization Chart, February 2013.

Job descriptions provide staff with an overview of what their responsibilities are and serve as the foundation for evaluating performance. When staff know what their responsibilities and performance expectations are, they can be held accountable for performance. Annual performance appraisals usually have a component that is based upon tasks outlined in the employee’s job description.

Figure 5–20 shows examples of job descriptions that have not been updated, yet staff performs the functions.

Many employment cases have been lost due to the employer’s lack of updated job descriptions. These judgments often result in significant financial losses to the organization.

Killeen ISD purchased a software program with specialized job descriptions for education, generally found in school districts. The software format included instructions for describing the specific physical requirements for every job to facilitate compliance with the Americans with Disabilities Act. Every job description contained the following elements: job title; department; title of the supervisor to whom the position reports; Fair Labor Standards Act status; summary of the job description; essential duties and responsibilities; supervisory responsibilities; qualifications; education and/or

experience required; language skills necessary; mathematical skills needed; reasoning ability, and; physical demands. The executive director assigned the primary responsibility for updating Killeen ISD job descriptions to a staffing specialist. The staffing specialist distributed copies of the basic job descriptions to staff throughout the district with instructions to review their own descriptions and revise them to accurately reflect the general responsibilities of their position.

Marlin ISD uses TASB’s personnel and legal services to update its job descriptions and employee-related policies and to maintain its policies online. Other Texas school districts use TASB services, which are subscription based, to keep policies, job descriptions and other personnel-related materials up-to-date. Without maintaining updated job descriptions, the district cannot hold staff accountable for the roles and responsibilities of their position.

Beaumont ISD should implement procedures and practices to review and update job descriptions on an annual basis and ensure that staff holding positions are functioning under an accurate job description. HR staff should facilitate the job description update each year by providing every district employee their current job description and asking them to

**FIGURE 5–20
BEAUMONT ISD
JOB DESCRIPTION TITLES COMPARED TO ACTUAL ASSIGNMENT/FUNCTION
FEBRUARY 2013**

JOB DESCRIPTION TITLE	ACTUAL ASSIGNMENT/FUNCTION
Secretary, Executive Director of Personnel	Secretary, Intake
Secretary, Personnel	Secretary, Substitutes
Secretary, Personnel	Receptionist
Secretary, Personnel	Administrative Assistant
Secretary, Purchasing	Clerical in addition to maintaining the vendor master file, tabulating bid evaluations, and approving purchase orders.
Comptroller, Financial Services Department	Comptroller, fixed assets, student activity funds, and cash management.
Comptroller Assistant, Financial Services Department	Former accounts payable (AP) clerk and has the primary function of auditing AP vouchers
Budget Director, Financial Services Department	Budgeting Allocating charges from Print Shop, Media Center, Police Security, Postal, and Transportation Posting cash receipts Comprehensive Annual Financial Report tasks - Sets up files for new year, table of contents, set up new page numbers and print out, sends to print shop, convert files to Adobe, mails out letters and supporting materials, and distributes for website postings. Posting Food Service cash receipts to General Ledger. Performing Food Service monthly bank reconciliation.

SOURCE: Beaumont ISD, Job Descriptions and Staff Interviews, February 2013.

confirm the titles and responsibilities, notate corrections needed, and return a signed copy to HR. Designated staff in HR should then update the respective job description accordingly and place the updated one in the permanent records. This should be conducted in the spring of each year so that staff have adequate time to submit the changes and for HR staff to update the job descriptions prior to the end of each school year.

The district can implement this recommendation with existing resources.

PERFORMANCE APPRAISALS (REC. 34)

The district does not have a comprehensive policy and system in place to ensure that all staff receives an annual performance appraisal within an established timeframe. Furthermore, HR does not monitor the progress of performance appraisals completed each year and does not provide training to supervisors regarding the process.

Each school year the executive director of Human Resources issues a memorandum, to inform principals and department heads that the performance appraisals must be completed. However, there is no requirement to submit the completed appraisals to HR for inclusion in the personnel files, and there are no tracking mechanisms in place to ensure that the performance appraisal has been completed. Performance appraisals are conducted by two methods: the professional teaching staff are evaluated through the Professional Development and Appraisal System (PDAS) that the district uses; non-teaching personnel are to be evaluated using traditional paper-based performance appraisal forms. The district is effectively using technology in the evaluation of the professional teaching staff through the PDAS system. For non-teaching personnel, appraisals are not consistently conducted and documented in personnel files. The district's process of not ensuring performance appraisals are conducted for all professional staff not consistent with board policy.

Board Policy DNB (LEGAL) PERFORMANCE APPRAISAL EVALUATION OF OTHER PROFESSIONAL EMPLOYEES states the following:

The employment policies adopted by the Board must require a written evaluation at annual or more frequent intervals of each superintendent, principal, supervisor, counselor, or other full-time, certified professional employee, and nurse. Education Code 21.203(a).

The District shall appraise each administrator annually using either:

The Commissioner's recommended appraisal process and performance criteria; or

An appraisal process and performance criteria developed by the District in consultation with the District- and campus-level committees and adopted by the Board.

District funds may not be used to pay an administrator who has not been appraised in the preceding 15 months. Education Code 21.354(c), (d).

Board Policy DNB (LOCAL) Performance Appraisal Evaluation of Other Professional Employees has been significantly reduced by Beaumont ISD to two paragraphs; employment decisions and exceptions:

When relevant to the decision, written evaluations of a professional employee's performance, as documented to date, and any other information the administration determines to be appropriate shall be considered in decisions affecting contract status.

Written evaluations and other evaluative information need not be considered prior to a decision to terminate a probationary contract at the end of the contract term.

This policy is not comprehensive as it does not include a definition as to what positions are considered "other professional employees," who is to complete the appraisal, who is to receive the appraisal, and when the appraisals are to be performed.

The Staff Development Department conducts training on how to conduct performance appraisals and is focused on the PDAS system. HR staff do not provide training to supervisors on how to complete the traditional paper based performance appraisals.

Managing employee performance (performance management) is the foundation for organizational effectiveness. To achieve the mission and goals of educating students, districts employ techniques that encourage and motivate staff to perform to their full potential in a manner that also adds value. Effective performance management processes serve a critical function in communicating expectations to staff, provide ongoing feedback and coaching, and in some cases address performance issues. When performance appraisals are not consistently conducted, discussed with the employee, and placed in the personnel file, staff do not have a clear indication of expectations and actual performance, and organizations are not able to

effectively manage the performance management and disciplinary processes.

Annual performance appraisals also serve as a tool to set expectations for the next period and report to the employee on their job performance during the previous period. Appraisals are a means to provide the employee with an opportunity to formally communicate their assessment of how they have performed and what they would like to do to improve. When maintained in personnel files, performance appraisals can provide documentation of performance issues over time that may result in disciplinary action. Without monitoring the performance appraisal process to ensure all staff receive an annual performance appraisal, the district may not be consistent with the board policy.

Tatum ISD conducts annual performance evaluations for paraprofessional and auxiliary personnel. The major responsibilities and duties of job descriptions are the basis for evaluating employee performance. For trades, paraprofessionals, some directors and nonprofessionals, a modified job description doubles as an evaluation instrument. Supervisors assess each assigned duty, judging whether or not performance criteria are being met and adding applicable comments or recommendations. Supervisors then sign and date these records for the employees' personnel files after discussing the results with the evaluated staff member. The superintendent credits this practice with improved communication between administrators and staff. Administrators also use this practice for identifying needs of the individual workers. Once these needs are identified, the administrators develop individual improvement plans or direct staff toward areas of growth.

The district's HR Department should develop and implement procedures to ensure that all staff receive an annual performance appraisal and that the completed appraisal is added to the personnel file. These procedures should include a designated timeframe for when performance appraisals should be completed and returned to the HR Department. HR should also develop and implement a performance appraisal training program that is provided to all supervisors on an annual basis. In order for the performance appraisal process to be effective, the employee and his or her manager should both be provided with information outlining the steps in the performance appraisal process, the timelines, the expected outcomes at each step, and specific follow-up responsibilities. Additionally, board Policy DNB (LOCAL) Performance Appraisal Evaluation of Other Professional Employees, should be revised to include language as to who

is included in the definition of other professionals, who is to perform the appraisals, and when the appraisal is to be performed.

The district can implement this recommendation with existing resources.

BACKGROUND CHECKS (REC. 35)

The district does not have a process to ensure that evidence of staff cleared background checks are reflected in the personnel files.

Regulations and board Policy DBAA (LEGAL) EMPLOYMENT REQUIREMENTS AND RESTRICTIONS/CRIMINAL HISTORY AND CREDIT REPORTS require that background checks be performed for all staff and volunteers who are on district property. Beginning October 1, 2003, new applicants for educator credentials were required to submit fingerprints to the State Board for Educator Certification (SBEC) so that a national criminal background check could be conducted through Department of Public Safety of the State of Texas (DPS) and the Federal Bureau of Investigation (FBI). Until June 2006, the vast majority of these fingerprints had been submitted in the form of the conventional inked and rolled method, that were routed to DPS and the FBI through SBEC. The Fingerprint Applicant Services of Texas (FAST) program was implemented statewide in spring 2006. SBEC began using the FAST on June 7, 2006. DPS has contracted with MorphoTrust USA to provide digital fingerprinting services on their behalf for education staff and volunteers.

The Beaumont ISD hiring process includes a step to require all staff and volunteers to undergo a background check before they can begin work. HR facilitates the fingerprinting of new staff and volunteers by providing a form for the employee to take to the DPS for fingerprinting. TEA sends the district the FAST results for teachers and educational aides. Select HR staff are able to access the DPS website to review the background check report once the individual has completed the process. The new employee personnel check list has a step for background check that is required to be initialed by HR staff once the background check results are reviewed. If the background check report does not identify any issues, the line is signed. If the report shows an issue, the report is printed and provided to the executive director of HR for review and discussion with the potential employee. However, a record of background checks performed is not maintained in the employee personnel files as evidence that the check was completed and that the report showed no issues.

The review team selected 13 personnel files at random to determine compliance with documentation requirements. Of the 13 files, only three contained evidence that a background check had been initiated.

Although Texas Government Code Section 411.097 (d) states that after a certain time period, the criminal history record information obtained by a school district shall be destroyed, the lack of evidence of cleared background checks in personnel files does not provide the district with documented confirmation that checks were performed. Additionally, since the background checks are performed by the DPS contractor (an external agency), Beaumont ISD exercises no control over data retention on the information system that the contractor uses. Consequently, failure to place evidence of the completed background check in personnel files may place the district in jeopardy of being able to demonstrate compliance with regulations. Additionally, without this information on file, the district lacks evidence that they have ensured that all district staff do not have any reported criminal background issues that would risk the safety of the district's students and staff.

The HR Department should establish a complete background check procedure to include maintaining the evidence that background checks were performed and that the results were negative for each employee in the personnel file. Since the Texas Government Code requires that the records be destroyed after a certain time, the HR Department should create a form that shows when and who conducted the background check. This form should also have a place to indicate that the results were clear. The person conducting the check and the executive director of Human Resources should sign this form certifying that the check has been properly conducted and cleared. This form should be maintained in each employee's personnel file. Additionally, the district should also run a monthly report that provides a list of all background checks performed by DPS and save these to a secured location on the network server. This list should contain the name and date that the background check was performed. No other details should be contained on the list.

The district can implement this recommendation with existing resources.

PERSONNEL FILES (REC. 36)

The HR Department has not established a method to ensure that staff consistently adheres to the New Employee Personnel Check List requirements. Additionally, since the same form

is used for all staff, the department does not have a method to determine the required information based on position type (teacher, para-professional, administrator, etc).

Beaumont ISD has a New Employee Personnel Check list (checklist) that identifies the required documents for each employee's personnel file. The checklist includes a place for the employee's signature and the executive director's signature. The checklist is to be completed and included with the required documents in the personnel file. Additionally, documents are required to be on file before an employee can receive their first paycheck. However, there are no procedures to ensure each file is complete before the first paycheck is issued. Instead, it is left up to the intake position to ensure that the documents are obtained.

As a result of the inconsistencies and an outdated checklist, required documentation is frequently not included in the personnel files. In reviewing a sample of 13 randomly selected employee files, the review team noted that many of the documents were not in the files, including copies of driver's licenses, social security cards, birth certificates, and negative tuberculosis (TB) test results. Additionally, two of the files did not contain the checklist, two checklists were not signed by the employee and executive director of Human Resources, and eight of the 13 checklists were signed by HR staff responsible for obtaining the documents instead of the executive director. The following list summarizes the personnel file review results:

- Four of the 13 personnel files reviewed did not contain the checklist;
- Six of the personnel files were missing the completed personnel sheet (different form than the checklist);
- Eight of the personnel files were missing the completed Texas Oath of Office form;
- Five of the personnel files were missing copies of social security cards;
- Five of the personnel files were missing copies of driver's licenses;
- Ten of the personnel files were missing evidence of negative TB test results;
- One file was missing a birth certificate copy, while another file contained an illegible copy;

- Most of the files did not contain performance appraisal copies and 2006 was the last year for those files that did contain one;
- Only three of the personnel files contained evidence of background check fingerprinting being performed; and
- Three of the personnel files contained the I-9 forms which are required by law to be maintained in separate files.

The review team also noted that there is no requirement to include annual performance appraisals and any grievance documentation in personnel files.

The district’s HR Department should implement procedures to ensure that all required documentation is included in personnel files and revise the New Employee Personnel Check list to identify required documents by position type. To ensure that all new employee files contain required documentation, the new employee personnel check list should be updated with a section for all required documentation regardless of the position type or classification. Additional sections should be included that lists required documentation that is specific to each position type or classification. Additionally, a post-employment section should be added to the checklist that lists additional documents that should be maintained in the personnel file such as annual performance appraisals, grievance documentation, termination documents, and exit interview notes. Procedures should be developed to include generating a monthly report that lists new hires. This report should be provided to the executive director of Human Resources along with the associated personnel files for review before filing. Notices should be sent to any employee whose file is incomplete and the procedure of holding paychecks until the file is complete should be enforced.

The district can implement this recommendation with existing resources.

EMPLOYEE GRIEVANCE PROCESS (REC. 37)

The HR Department is not involved in the employee grievance process and, as a result, the district lacks an acceptable HR process to facilitate and coordinate training for staff responsible for handling employee grievances.

Board Policy DGBA (LOCAL) PERSONNEL-
MANAGEMENT RELATIONS EMPLOYEE
COMPLAINTS/GRIEVANCES provides guidance for

Beaumont ISD’s grievance process. According to this policy, level one hearings are with the lowest level administrator; level two hearings are to be held with the appropriate assistant superintendent or designee; level three hearings are with the superintendent; and level four hearings are with the board. However, this policy does not include HR in the process.

The district’s grievance process follows board policy. The employee files the Level I complaint with their immediate supervisor. If this does not resolve the problem to the employee’s satisfaction, they then file a Level II complaint with the assistant superintendent that is responsible for their school or department. The assistant superintendent reviews the documents and holds a hearing with the employee and supervisor, and the hearing documentation remains with them and the employee receives a copy. The district’s practice is that HR is not involved in the process and grievance activity is not reported to the leadership team or HR. Furthermore, HR does not provide training to administrators and assistant superintendents on the grievance process and appropriate recordkeeping or conduct. As a result of not being involved in the process, there is no documentation available or management reporting provided to the superintendent and board as to the number of grievances filed and the results. The lack of HR involvement in training, hearing grievances, and maintaining documentation may expose the district to financial loss in the event that a hearing is not conducted correctly. Furthermore, not maintaining grievance records in employee files may lead to staff being able to repeat offenses without facing disciplinary action. Not tracking and reporting on grievance issues can cause systemic problems to go unresolved.

Districts with effective grievance processes include human resources from inception to resolution. This includes providing training to leadership, principals, supervisors and staff, providing technical assistance during the process, participating in the hearings, and documenting the process. The Houston ISD Employee Relations Department provides guidance to district administrators through the disciplinary and grievance processes and information to all personnel about personnel-related policies and procedures by providing training on the disciplinary and grievance processes to all administrators; technical assistance and review to assist administrators in preparing disciplinary recommendations for legal review and scrutiny; oversight and assistance for the district’s employee grievance process; and reasonable Americans with Disabilities Act Amendments Act (ADAAA)

accommodations and administering and monitoring districtwide ADA compliance programs.

Many HR Departments have the responsibility of tracking, analyzing, and reporting grievances and complaints by the nature of complaint to the leadership team. Analysis is performed on a regular basis such as monthly or quarterly to identify potential trends in nature, complainant, or supervisor. Proactive measures are then taken by the appropriate management member(s) when trends identify safety risks or other issues that need to be addressed. An example of this includes when the number of complaints received for workplace environment will lead to changes being made. A large catalog business received several complaints from workers about the warehouse being hot, so they installed industrial fans and water stations in strategic locations.

Beaumont ISD should amend board Policy DGBA (LOCAL) and business procedures to include the HR Department in the employee grievance process. The HR Department should establish procedures to implement this policy throughout the district. The function of employee grievances should become the responsibility of the HR Department. All level two grievances should be heard by designated HR staff, with the respective assistant superintendent included in the meeting. Grievance documentation should also be required to be maintained in the personnel files. Management reports that provide a summary of the number of grievances, the nature of the grievance, and results should be generated on a monthly or quarterly basis by HR and provided to the superintendent and the board. Additionally, HR should provide annual training to all supervisors on the appropriate manner of handling employee complaints including the grievance process and required documentation.

The district can implement this recommendation with existing resources.

TECHNOLOGY (REC. 38)

The district's HR Department has not established the expectation that all district staff consistently use the online placement form system.

Placement forms are an internally developed document that captures demographic information on the employee, the job assignment and location, assignment start and end dates, job classification, pay rate, number of hours for the assignment, department budget code, and authorization signatures. Beaumont ISD uses placement forms to document personnel

movement between schools, departments, and positions. They are also used to document teacher absences and use of substitutes; request and authorize salary changes; and establish auxiliary staff each year. While some placement forms are completed electronically, most are prepared and routed manually through the authorization process. HR staff complete placement forms on paper and manually input the information into TEAMS, the district's information system. Two different methods are being used due to the fact that HR has not actively pushed for training to be provided to all district schools and departments on the use of the online placement forms. Additionally, according to HR, there are numerous errors on the hard copy placement forms. This requires HR to take additional time to review and correct the errors. Sometimes the placement forms have to be returned to the originator for corrections.

All hourly staff such as transportation, custodial, and food service workers are required to complete a placement form at the start of each school year. The Transportation, Maintenance, and Food Service Departments enter these forms online through the online form system (Liquid Paper). They are then electronically routed through the approval process to HR. All other district placement forms are manually completed and walked or inter-office mailed through the authorization process. Teachers and administrators are allowed to work extra duty for various programs for which they receive additional pay. In order to receive their pay, they must complete a paper placement form and submit an approved form to HR at the start of their supplemental position. Additionally, all teacher absences and their substitutes are documented on paper placement forms and reviewed by HR before the form is submitted to payroll. All salary adjustments are processed on paper placement forms. HR staff review the forms for completeness and accuracy, then write in the authorized pay amount and forward the form to payroll for processing. Three HR staff have some level of involvement in processing placement forms.

Manual processing causes additional HR labor resources that are not being dedicated to performing other tasks. Additionally, the labor intensive process is subject to errors, delays, and loss of paperwork.

The district should expand the use of the online system for placement forms and require all schools and departments to complete the form online and route it through the automated workflow system for the appropriate authorizations. The HR Department should identify the training needs for using this

system and coordinate the appropriate training. Additionally, placement forms for teacher absences and substitute pay should be routed directly to payroll for processing instead of going through HR first. Salary information is incorporated

into the information system payroll module and does not require HR review of the placement form.

The district can implement this recommendation with existing resources.

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION		2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
CHAPTER 5: HUMAN RESOURCES MANAGEMENT								
26.	Develop formal procedures to conduct an analysis of the payroll cost drivers each year and establish limits for each driver.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
27.	Establish procedures to manage and control the district's overtime practice.	\$162,731	\$162,731	\$162,731	\$162,731	\$162,731	\$813,655	\$0
28.	Develop and recommend to the superintendent changes to the district's policy to control the excessive absences.	\$51,336	\$51,336	\$51,336	\$51,336	\$51,336	\$256,680	\$0
29.	Initiate a formal classification and compensation study and establish procedures to receive updated studies on a regular basis.	\$0	\$0	\$0	\$0	\$0	\$0	(\$35,000)
30.	Restructure all human resources functions under the Human Resources Department, with the department reporting directly to the superintendent, and establish stronger education and training expectations for the department's leadership and staff.	(\$2,882)	(\$2,882)	(\$2,882)	(\$2,882)	(\$2,882)	(\$14,410)	(\$3,410)
31.	Reassign Title IX coordination and administration to Human Resources, and update board Policy DIA (LOCAL) to reflect the reassignment.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
32.	Develop procedures to employ when a department or division within the district needs to be reorganized.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
33.	Implement procedures and practices to review and update job descriptions on an annual basis and ensure that staff holding positions are functioning under an accurate job description.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
34.	Develop and implement procedures to ensure that all staff receive an annual performance appraisal and that the completed appraisal is added to the personnel file.	\$0	\$0	\$0	\$0	\$0	\$0	\$0

FISCAL IMPACT (CONTINUED)

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
CHAPTER 5: HUMAN RESOURCES MANAGEMENT							
35. Establish a complete background check procedure to include maintaining the evidence that background checks were performed and that the results were negative for each employee in the personnel file.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
36. Implement procedures to ensure that all required documentation is included in personnel files and revise the New Employee Personnel Checklist to identify required documents by position type.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
37. Amend board Policy DGBA (LOCAL) and business procedures to include the Human Resources Department in the employee grievance process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
38. Expand the use of the online system for placement forms and require all schools and departments to complete the form online and route it through the automated workflow system for the appropriate authorizations.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL	\$211,185	\$211,185	\$211,185	\$211,185	\$211,185	\$1,055,925	(\$38,410)

CHAPTER 6

ASSET AND RISK MANAGEMENT

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 6. ASSET AND RISK MANAGEMENT

An independent school district's asset and risk management function controls costs by ensuring that it is adequately protected against all significant losses with the lowest possible insurance premiums. This protection includes the identification of risks and methods to minimize their impact. Risks can include investments, liabilities, capital assets, and insurance.

Managing assets and risks is dependent on the organizational structure of the district. Larger districts typically have staff dedicated to asset and risk management, while smaller districts assign staff these responsibilities as a secondary assignment. Managing investments includes identifying those with maximum interest earning potential while safeguarding funds and ensuring liquidity to meet fluctuating cash flow demands. Forecasting and managing revenue includes efficient tax collections to allow a district to meet its cash flow needs, earn the highest possible interest, and estimate state and federal funding. Capital asset management should identify a district's property (e.g., buildings, vehicles, equipment, etc.) and protect it from theft and obsolescence. Insurance programs cover employees' health, workers' compensation, and district liability.

Beaumont Independent School District's (ISD) deputy superintendent for Financial Services and Elementary Administration is responsible for the Financial Services Department as well as oversight of the district's general, property, and casualty insurance program. The director of Finance oversees cash and investment management, closing out the bond program, and fixed asset management. The payroll supervisor and a clerk manage the district's workers' compensation program, which is self-insured. The Texas Association of School Boards is the third-party administrator for the district's workers' compensation program.

Cash is the life blood of any school district. It must be managed effectively if the district is to achieve its instructional goals and objectives. The district maintains its operating funds at Bank of America while idle funds are held in Lonestar and TexPool investment accounts. As of January 31, 2013, the district had approximately \$113.8 million in cash and investments on deposit. **Figure 6-1** shows a detail of the district's cash and investment balances as of January 31, 2013.

RBC Capital Markets Finance, Inc. is the district's bond advisor. In November 2007, voters approved the issuance of \$388.6 million of Beaumont ISD Unlimited Tax School Building Bonds for the purpose of acquiring, constructing, renovating, improving, and equipping new and existing school buildings and school facilities. **Figure 6-2** shows an overview of the program budget.

Proceeds from the first installment sold in March 2008 were \$90 million. The second installment totaled \$65 million and was sold in September 2008. A third installment of \$116.57 million was sold in May 2009. Three more installments totaling \$84.3 million were sold in May 2010, and the fifth and final installment of \$31.5 million was sold in May 2011.

The district created separate capital projects fund codes on the general ledger to track proceeds and expenditures and opened separate investment accounts to deposit the monies. The district also created a bond fund spreadsheet as a subsidiary record to track expenditures by bond fund and individual project. The review team obtained and summarized the expenditures from the spreadsheet. The results are shown in **Figure 6-3**.

The district obtains its general, property, and casualty insurance through a variety of insurance carriers. **Figure 6-4** shows an overview of the general, property, and casualty insurance coverage in force at the time of this review.

**FIGURE 6–1
BEAUMONT ISD BANK ACCOUNTS
JANUARY 31, 2013**

DEPOSITORY	ACCOUNT TYPE	PURPOSE	BALANCE 1/31/2013	STATUS 1/31/2013
Bank of America	Consolidation Account	Swept Account Balances	\$2,789	Open
Bank of America	Payroll Checking	Payroll Clearing Account	\$0	Open
Bank of America	Debt Service Checking	Debt Service Transactions	\$1,700	Open
Bank of America	Cafeteria Checking	Cafeteria Clearing Account	\$0	Open
Bank of America	Controlled Disbursement	Clear operating checks	\$0	Open
Lonestar	Investment Account	Investment Funds	\$107,076,157	Open
TexPool	Investment Account	Investment Funds	\$5,844,296	Open
Bank of America	Overnight Sweep	Sweep Account	\$40	Open
Bank of America	High School	Activity Funds	\$465,606	Open
Bank of America	Middle School	Activity Funds	\$156,862	Open
Bank of America	Elementary School	Activity Funds	\$195,257	Open
Bank of America	Lucas Pre-K	Checking Account	\$1,546	Open
Bank of America	Bingman Head Start	Checking Account	\$7,520	Open
Bank of America	Brown Alternative Center	Checking Account	\$1,298	Open
Bank of America	Pathways Learning Center	Checking Account	\$479	Open
Bank of America	Oaks Education Center	Checking Account	\$610	Open
Bank of America	Adult Community Education	Checking Account	\$17,496	Open
Bank of America	Central Office	Checking Account	\$7,000	Open
Bank of America	Deaf CO-OP	Checking Account	\$888	Open
Bank of America	Taylor Career Center	Checking Account	\$35,979	Open
Bank of America	BISD Police Department	Checking Account	\$983	Open
Bank of America	Transportation Center	Checking Account	\$1,398	Open
Total			\$113,817,904	

SOURCE: Beaumont ISD, Financial Services Department, List of Bank Accounts, February 2013.

**FIGURE 6–2
BEAUMONT ISD CONSTRUCTION PROGRAM SUMMARY
FEBRUARY 2013**

DESCRIPTION	AMOUNT
High Schools	\$53,767,758
Middle Schools	42,814,948
Elementary Schools	166,718,942
Other Facilities	1,851,065
Multi-Purpose Facility	29,857,984
Subtotal	295,010,697
Regional Construction Premium	4,572,666
Management and Expenses	11,683,751
Inflation	72,759,006
Bond Fees	1,027,181
Hazardous Material Remediation	3,500,000
Total Program Budget	\$388,553,301

SOURCE: Beaumont ISD, Financial Services Department, Program Summary, February 2013.

FIGURE 6-3
BOND EXPENDITURE BY FUND
JANUARY 2013 (AMOUNTS IN THOUSANDS)

FACILITY	FUND 628	FUND 629	FUND 630	FUND 631	FUND 632	FUND 633	FUND 634	TOTAL EXPENDITURES
Athletic Facility	\$22,749	\$331	\$23,588	\$240	\$28	\$0	\$37	\$46,973
South Park Middle School	\$5,004	\$2	\$21,835	\$0	\$207	\$0	\$4,182	\$31,230
Regina Howell Elementary School	\$9,109	\$12,970	\$1,255	\$337	\$546	\$0	\$95	\$24,312
Martin Elementary School	\$1,640	\$17,122	\$865	\$1,086	\$245	\$0	\$289	\$21,247
Charlton Pollard Elementary School	\$210	\$0	\$3,822	\$0	\$16,075	\$0	\$184	\$20,291
Jones-Clark Elementary	\$183	\$0	\$3,455	\$0	\$15,786	\$0	\$253	\$19,677
Unallocated and Parsons	\$8,879	\$4,005	\$4,129	\$42	\$0	\$0	\$2,558	\$19,613
Amelia Elementary School	\$1,782	\$15,303	\$1,498	\$17	\$175	\$0	\$198	\$18,973
Fehl-Price Elementary School	\$1,043	\$457	\$2,417	\$170	\$651	\$14,006	\$10	\$18,754
Caldwood Elementary School	\$1,365	\$10	\$16,104	\$49	\$179	\$0	\$726	\$18,433
Curtis Elementary School	\$564	\$10	\$13,649	\$169	\$2,419	\$0	\$1,312	\$18,123
Blanchette Elementary School	\$978	\$11,264	\$1,483	\$176	\$199	\$0	\$11	\$14,111
West Brook High School Bal. Of Work	\$7	\$0	\$2,641	\$0	\$4,064	\$0	\$7,128	\$13,840
Ozen Balance of work	\$0	\$0	\$0	\$0	\$9,260	\$0	\$131	\$9,391
West Brook High School Phase 1	\$9,076	\$0	\$205	\$0	\$0	\$0	\$0	\$9,281
Central High School Phase III	\$4,856	\$0	\$2,368	\$536	\$416	\$0	\$193	\$8,369
Ozen High School Auditorium (1750)	\$26	\$9	\$1,298	-\$123	\$2,821	\$0	\$3,354	\$7,385
West Brook High School Auditorium (2600)	\$919	\$0	\$2,414	\$2,777	\$0	\$0	\$350	\$6,460
Bingman/Blanchette Elementary	\$82	\$0	\$0	\$0	\$0	\$0	\$5,616	\$5,698
Austin Middle School	\$3,653	\$9	\$555	\$12	\$38	\$0	\$631	\$4,898
Vincent Middle School	\$2,184	\$0	\$2,188	\$413	\$14	\$0	\$1	\$4,800
Fletcher Elementary School Phase 1	\$3,797	\$0	\$0	\$767	\$0	\$0	\$179	\$4,743
Odom Middle School	\$17	\$5	\$819	\$1,295	\$945	\$0	\$1,197	\$4,278
Marshall Middle School	\$3,262	\$0	\$475	\$221	\$23	\$0	\$0	\$3,981
Homer Drive Elementary School	\$1,456	\$0	\$2,024	\$147	\$4	\$0	\$0	\$3,631
Central High School Phase 1	\$3,045	\$0	\$120	\$442	\$0	\$0	\$0	\$3,607
Bingman Elementary School	\$42	\$1,902	\$803	\$0	\$138	\$0	\$0	\$2,885

FIGURE 6–3 (CONTINUED)
BOND EXPENDITURE BY FUND
JANUARY 2013 (AMOUNTS IN THOUSANDS)

FACILITY	FUND 628	FUND 629	FUND 630	FUND 631	FUND 632	FUND 633	FUND 634	TOTAL EXPENDITURES
Fehl/Price Elementary	\$220	\$0	\$0	\$0	\$1,281	\$0	\$1,317	\$2,818
Lucas Elementary School	\$132	\$406	\$3	\$0	\$1,679	\$0	\$0	\$2,220
Dishman Elementary School	\$0	\$0	\$2,097	\$5	\$16	\$0	\$55	\$2,173
Fletcher Elementary School Phase 1A	\$1,864	\$0	\$138	\$0	\$0	\$0	\$0	\$2,002
Dunbar Elementary School	\$1,179	\$468	\$0	\$33	\$0	\$0	\$98	\$1,778
French Elementary School	\$1,148	\$418	\$142	\$44	\$0	\$0	\$0	\$1,752
King Middle School	\$11	\$0	\$37	\$486	\$0	\$0	\$1	\$535
Brown Alternative	\$17	\$0	\$57	\$443	\$2	\$0	\$1	\$520
Agriculture Farm	\$497	\$0	\$0	\$0	\$0	\$0	\$0	\$497
Guess Elementary School	\$42	\$0	\$353	\$0	\$0	\$0	\$0	\$395
Piezsch–MacArthur Elementary School	\$5	\$0	\$25	\$157	\$0	\$0	\$8	\$195
Lucas/Martin Elementary	\$138	\$0	\$0	\$0	\$0	\$0	\$0	\$138
New School	\$0	\$40	\$8	\$0	\$5	\$0	\$0	\$53
Transportation/Annex	\$0	\$0	\$40	\$0	\$0	\$0	\$0	\$40
Bond Fees	\$0	\$0	\$0	\$12	\$0	\$12	\$0	\$24
Administrative Harrison	\$1	\$0	\$6	\$0	\$0	\$0	\$8	\$15
Transportation/Milam	\$0	\$0	\$0	\$0	\$4	\$0	\$0	\$4
Smith Middle School	\$3	\$0	\$0	\$0	\$0	\$0	\$0	\$3
Total Expenditures	\$91,185	\$64,731	\$112,916	\$9,953	\$57,220	\$14,018	\$30,123	\$380,146

NOTE: Columns may not total due to rounding.

SOURCE: Beaumont ISD, Financial Services Department, Bond Program Expenditure Spreadsheet, February 2013.

FIGURE 6–4
INSURANCE POLICY SCHEDULE
SCHOOL YEAR 2013–14

POLICY	CARRIER	EXPIRATION	ANNUAL PREMIUM
Property and Boiler and Machinery	McGriff, Siebels, and Williams	5/1/2013	\$2,973,702
Workers' Compensation Excess	Texas Association of School Boards (TASB)	4/1/2014	\$322,332
Auto and Bus Fleet General Liability	TASB	9/1/2013	\$212,899
Extra Curricular/Catastrophic Student	Brokerage Store	7/31/2013	\$186,162
School Professional Legal Liability	TASB Risk Management Fund	8/31/13	\$63,023
Employee Assistance Program	Interface EAP of Houston	1/1/2014	\$57,420
Law Enforcement Liability	Lexington	3/1/2014	\$50,331
Crime Policy	Travelers	3/1/2014	\$14,138
Trustee Errors and Omissions	USI/National Union	4/19/2013	\$8,917
National Flood Insurance	Stone Doiron	10/10/2013	\$4,077
Special Events	Evanstone/R.O. Williams	8/15/2013	\$1,678

**FIGURE 6–4 (CONTINUED)
INSURANCE POLICY SCHEDULE
SCHOOL YEAR 2013–14**

POLICY	CARRIER	EXPIRATION	ANNUAL PREMIUM
Commercial General Liability	TASB	5/24/2013	\$641
Hired and non–owned autos–Auto Liability	John Worthan/Mid Continent Casualty	6/20/2013	\$500
Fidelity and Forgery Policy	Zurich	9/1/2014	\$500
Building Contractors	Old Republic/Ins. Concepts	8/22/2013	\$250
Plumbers	Old Republic/Ins. Concepts	8/22/2013	\$100
Workers' Compensation Claims	TASB	4/1/2013	Self-insured
Total General, Property, Casualty Insurance Program			\$3,896,670

SOURCE: Beaumont ISD, Financial Services Department, Insurance Inventory, February 2013.

ACCOMPLISHMENTS

- ◆ Beaumont ISD adopted a novel insurance initiative known as the Rolling Owner Control Insurance Program as part of its bond construction program.
- ◆ Beaumont ISD achieved savings after refunding Series 2008 bonds and has effectively managed its debt since the 2007 bond election.

FINDINGS

- ◆ Beaumont ISD has not developed a reliable process or procedural method to track and reconcile authorized expenses associated with its bond program.
- ◆ Beaumont ISD’s Business and Finance Office Guidelines manual does not require reconciliation of district bank and investment accounts other than student activity funds.
- ◆ Beaumont ISD does not effectively restrict physical access to sensitive areas of the Financial Services Department.
- ◆ Beaumont ISD does not have a districtwide coordinated safety training program designed to minimize workers’ compensation claims.
- ◆ The Financial Services Department does not effectively verify that fixed assets have been tagged after the tags and forms are sent to the schools.
- ◆ Beaumont ISD’s year-end fixed asset inventory process is manual and labor intensive and does not promote the accountability and decision making envisioned by the fixed asset policy.

RECOMMENDATIONS

- ◆ **Recommendation 39: Develop a comprehensive and reliable process, with detailed procedural methods, to record, track, and reconcile authorized investment bond expenses to promote successful financial accountability and transparency.**
- ◆ **Recommendation 40: Add requirements and guidelines for reconciling all district bank and investment accounts to the Business and Finance Office Guidelines manual.**
- ◆ **Recommendation 41: Review the job functions of each individual with authority to print checks and access to the check printing room, vault room, and vault in order to establish protocols for staff that have access to sensitive financial areas.**
- ◆ **Recommendation 42: Appoint a risk manager with responsibility for developing a comprehensive districtwide safety program for all operational and administrative staff.**
- ◆ **Recommendation 43: Require fixed asset custodians to provide evidence that they have placed property tags on fixed and controllable assets within their possession.**
- ◆ **Recommendation 44: Revise fixed asset inventory procedures to fully maximize the features and capabilities of the newly installed asset management system.**

DETAILED ACCOMPLISHMENTS

ROLLING OWNER CONTROL INSURANCE PROGRAM

Beaumont ISD adopted a novel insurance initiative known as the Rolling Owner Control Insurance Program (ROCIP) as part of its bond construction program. A ROCIP protects the district by ensuring that all contractors and subcontractors that participate in the bond construction program are adequately insured.

The district's ROCIP is a single insurance program that insures the project sponsor, enrolled contractors, and enrolled subcontractors of any tier, along with their eligible staff and other designated parties for work performed at the designated project sites. The ROCIP provides the following coverage for enrolled parties whose staff perform actual on-site labor at the project site:

- workers' compensation;
- employers liability;
- general liability;
- products/completed operations; and
- excess liability.

As the sponsor, Beaumont ISD pays the insurance premiums on behalf of all enrolled parties. In exchange, the district ensures that adequate coverage is maintained, which protects the district from unforeseen losses caused by otherwise uninsured or underinsured contractors.

Participation in the ROCIP is mandatory for all contractors and their subcontractors of any tier unless excluded by the district or as outlined in the ROCIP Project Insurance Manual. However, enrollment is not automatic. Work will not be permitted at project sites until the contractor and subcontractor, regardless of tier, is properly enrolled in the ROCIP. An enrolled contractor is one who has properly completed and submitted the necessary forms and other documents as described in the ROCIP Project Insurance Manual.

The insurance terminates on the date of final completion at each designated project site, except for the extended completed operations coverage.

Contractor responsibilities under the ROCIP include the following:

- identifying the cost of insurance in bids;
- enrolling in the ROCIP;

- including ROCIP provisions in all subcontracts as appropriate;
- providing timely evidence of insurance to the ROCIP Administrator;
- notifying the ROCIP Administrator of all subcontracts awarded;
- maintaining and reporting monthly payroll records;
- cooperating with the ROCIP Administrator's requests for information;
- complying with insurance, claim and safety procedures; and
- notifying the ROCIP Administrator immediately of any insurance cancellation or non-renewal (contractor-required insurance).

By instituting the Rolling Owner Control Insurance Program Beaumont ISD has exercised its fiduciary responsibilities in protecting taxpayer and district assets.

BOND REFUNDING AND MANAGEMENT

Beaumont ISD achieved savings after refunding Series 2008 bonds and has effectively managed its debt since the 2007 bond election.

A refunding occurs when new bonds are issued to repay principal and accrued interest on older outstanding bonds. Typically, the interest rate paid on the older bonds is higher than the rate on the new bonds, which results in savings. In November 2012, the district's Board of Trustees adopted a measure to refund a total of \$8.1 million of Unlimited Tax School Building, Series 2008 bonds with \$8 million of Unlimited Tax Refunding Bond, Series 2012. The transaction will reduce total debt service from \$719.6 million to \$718.8 million and save the district a total of \$788,008 over the life of the bond issue.

Beaumont ISD has also achieved high ratings for management of its debt. In January 2013, Fitch, one of the top three bond rating agencies in America, gave the district's bonds an AA underlying rating. "AA" ratings denote expectations of very low default risk. They indicate that the district has a strong capacity for payment of financial commitments. This capacity is not significantly vulnerable to foreseeable events. The district also has received a Standard & Poor's rating of "AAA" and a Moody's Investor Services rating of "Aaa." Standard and Poor's "AAA" rating is its highest and means "extremely

strong capacity to meet financial commitments.” Moody’s rating of Aaa is its highest. Obligations rated Aaa are judged to be of highest quality, with minimal credit risk.

By effectively managing debt obligations, Beaumont ISD has achieved high ratings on its bond issuance which has allowed the district to achieve considerable savings.

DETAILED FINDINGS

BOND PROGRAM EXPENDITURES (REC. 39)

Beaumont ISD has not developed a reliable process or procedural method to track and reconcile authorized expenses associated with its bond program. Without a reliable process, the district’s ability to be transparent may be compromised and may result in the appearance of mismanagement of funds. Further, the district has not authorized a performance audit of bond expenditures to ensure that fiscal accountability and transparency is ensured.

The district account for bond funds is tracked in two ways. First, the comptroller establishes a fund code on the general ledger to track funds for each bond sale. The district creates separate capital projects fund codes in the general ledger to track proceeds and expenditures, and opens separate investment accounts to deposit the monies. The district also

creates a bond fund spreadsheet as a subsidiary record to track expenditures by bond fund and individual project. The comptroller then tracks bond fund receipts and expenditures on a spreadsheet by project as funds are received and expended. Based on an inspection by the review team, the spreadsheet is not well maintained; it contains formula errors, which has caused numerical errors in the spreadsheet.

The second tracking system is performed by the construction program manager. The construction program manager keeps a database of contract amounts, change orders, and expenditures. This process was established to ensure that all expenses and changes that take place during the daily course of construction on the ground is properly recorded and accounted for. However, the comptroller’s schedule was not reconciled to the general ledger, investment statement, or to the construction manager’s database. Therefore, it is not possible to “follow the money” to ensure that it was spent appropriately.

Figure 6–5 shows a sample of community member comments from forums and surveys. Based on these comments, there is a perception that the bond program was mismanaged at best, and there is a feeling that district funds were misappropriated throughout the process.

FIGURE 6–5 COMMUNITY COMMENTS FOR BEAUMONT ISD FEBRUARY 2013

“...\$80 Million out of \$399 Million Bond was built in for inflation—have not gotten an explanation of where money went....”

“...Failed to finish some of the Bond Projects....”

“...Community group in 2006 pushed the Bond (\$388 million) but received no financial information about inflation items totaling \$80M....”

“...There has been a huge mismanagement of tax bond funds....”

“...Need a complete bond audit from top to bottom....”

“...They will not discuss or provide a budget or expense page for the work being done on the school bond....”

“...Check out how the bond money was spent for the Butch athletic complex and other areas that were needed at the WestBrook school are still not completed....”

“...Our school board is not careful with our bond money....”

“...They are doing an extremely poor job managing the bond money.”

“...The bond issue needs to be audited and the payouts to the various contractors looked at closely for overbilling, billing for incomplete jobs and inflated quotes to get paid more....”

“...The Board has also refused an audit of the \$380,000,000 Beaumont ISD bond undertaking. Beaumont ISD administration repeatedly told the public it expected \$10,000,000 left over, but now nothing. Moreover, the stadium was to cost \$40,000,000, but ended up costing about \$50,000,000. This has never been adequately explained? Where's the money? It can not all be attributable to inflation. We need a bond audit....”

SOURCE: Legislative Budget Board, School Review Team, Survey and Onsite Community Forums, February 2013.

In an attempt to “follow the money,” the review team obtained a copy of the bond fund spreadsheet the district maintains to track individual project expenditures (See **Figure 6–3**). The review team summarized the activity by project and fund code and attempted to agree the remaining balances to the total in the General Ledger and the cash balance on the investment account statement.

This analysis was unable to reconcile the totals between the bond fund spreadsheet, the General Ledger, and the investment account statement. Moreover, although requested, the district did not provide a reconciliation of the differences. Since the district has not authorized a performance audit of the bond expenditures there is uncertainty as to whether the bond monies were accounted for properly.

Figure 6–6 shows the results of the attempted reconciliation.

There are many risks associated with a construction program of the magnitude and complexity undertaken by the district. Key risks associated with bond construction projects include the following:

- bond monies used for general fund or other unauthorized purposes;
- significant amounts of money at the district’s disposal;
- high profile activity with intense community scrutiny;

- education, not construction, is the district’s core competency;
- high reliance on outside program managers, architects, engineers, and contractors;
- excessive change orders, project delays, and scope creep that increase costs; and
- non compliance with bond covenants and requirements.

With respect to performance audits, the Government Accountability Office by the Comptroller General of the United States issues Government Auditing Standards commonly known as Generally Accepted Government Auditing Standards (GAGAS). These standards provide a framework for conducting high quality audits with competence, integrity, objectivity, and independence. Section 2.10 of GAGAS defines the purpose of performance audits as:

“audits that provide findings or conclusions based on an evaluation of sufficient, appropriate evidence against criteria. Performance audits provide objective analysis to assist management and those charged with governance and oversight in using the information to improve program performance and operations, reduce costs, facilitate decision making by parties with responsibility to oversee or initiate corrective action, and contribute to public accountability.”

**FIGURE 6–6
BOND FUND RECONCILIATION
AS OF JANUARY 2013
AMOUNTS IN THOUSANDS**

DESCRIPTION	FUND 628	FUND 629	FUND 630	FUND 631	FUND 632	FUND 633	FUND 634	TOTAL ALL FUNDS
Bond Proceeds	\$90,000	\$65,003	\$116,570	\$10,510	\$59,508	\$14,270	\$31,550	\$387,411
Interest Earnings	\$1,826	\$835	\$704	\$21	\$179	\$36	\$68	\$3,669
Total Bond Proceeds	\$91,826	\$65,838	\$117,274	\$10,531	\$59,687	\$14,306	\$31,618	\$391,080
Total Bond Expenditures	\$91,182	\$64,730	\$112,914	\$9,955	\$57,220	\$14,018	\$30,128	\$380,147
Balance Per Spreadsheet	\$644	\$1,108	\$4,360	\$576	\$2,467	\$288	\$1,491	\$10,933
Balance per General Ledger	\$490	\$3,647	\$4,866	\$576	\$2,289	(\$510)	\$1,573	\$12,776
Balance per Lonestar (Actual Cash)	\$490	\$5,090	\$3,418	\$6	\$8,195	\$3,568	\$5,202	\$25,970
Unreconciled Differences:								
Bond Spreadsheet Over\ (Under) General Ledger	\$154	(\$2,539)	(\$507)	(\$0)	\$158	\$798	(\$83)	(\$2,018)
Lonestar Cash Over\ (Under) General Ledger	\$0	\$1,443	(\$1,448)	(\$570)	\$5,906	\$4,078	\$3,629	\$13,039

NOTE: Columns may not total due to rounding.

SOURCE: Legislative Budget Board, School Review Team Analysis, March 2013.

Failure to conduct a post program review and detailed reconciliation of construction expenditures creates a risk that taxpayer dollars could have been wasted or used for unauthorized purposes. Moreover, negative perceptions regarding the handling of the bond program cannot be alleviated without an open, transparent accounting of the bond and construction program.

Beaumont ISD should develop a comprehensive and reliable process, with detailed procedural methods, to record, track, and reconcile authorized bond expenses to promote successful financial accountability and transparency. The district should be proactive in initiating and coordinating this process with its construction managers in the field. The reconciliation process should be performed on a set time frame and any discrepancies should be identified and resolved on a timely basis.

Additionally, Beaumont ISD should consider engaging an independent auditor to conduct a performance audit of its bond and construction program. Performance audit objectives vary widely and can be applied in a variety of different contexts. They include assessments of program effectiveness, economy, and efficiency; internal control; compliance; and prospective analysis. GAGAS describes these objectives as follows:

- **Compliance—**Audit against compliance criteria established by laws, regulations, contract provisions and other requirements.
- **Economy and Efficiency—**Focuses on resource consumption and how organizations acquire, protect and use resources.
- **Effectiveness and Results—**Measures the extent to which a program is achieving its goals.
- **Internal Control—**Assess internal controls to determine if they provide reasonable assurance of achievement of specified goals.
- **Prospective Analysis—**Provides analysis or conclusions about information that is based on assumptions about future events.

No fiscal impact is assumed for this recommendation as the district would first need to determine if it will conduct a performance audit of its bond construction program. If the district decides to conduct a performance audit, the Financial Services Department should identify the additional costs and present it to the superintendent for further discussion.

UNRECONCILED BANK ACCOUNTS (REC. 40)

Beaumont ISD's Business and Finance Office Guidelines manual (the Manual) does not require reconciliation of district bank and investment accounts other than student activity funds.

The manual contains guidelines on a variety of business office processes such as payroll, purchasing, accounts payable, budgeting, fixed assets, and student activity funds. The section on student activity funds contains requirements, guidelines, and forms for preparing bank reconciliations. However, the manual does not contain requirements and instructions for reconciling other district bank and investment accounts and does not contain instructions on how, when, and by whom such accounts are to be reconciled. In addition, the district's TEAMS system has a bank reconciliation component that the district has not implemented because ProLogic, the software vendor, is still developing the module.

As of February 11, 2013, Beaumont ISD had not reconciled its bank accounts since November 2012, and the district provided no evidence that its investment accounts had ever been reconciled. The reason given for the delay in reconciling the bank accounts is that staff was involved in finishing the annual external audit and preparing the Comprehensive Annual Financial Report. However, reconciled bank accounts are an important audit consideration and a critical component of accurate financial statements. These are not valid reasons for not preparing timely bank reconciliations.

Bank reconciliations are a critical internal control to ensure that cash balances are correct and that funds have been spent for intended purposes. Regular, timely bank reconciliations ensure that funds are not misappropriated or recorded incorrectly. Reconciliations also enable organizations to safeguard cash by ensuring that its record of cash receipts, expenditures, and balances agree with the bank's records as the custodian of the organization's cash.

If reconciliations are not performed or are performed incorrectly, the organization cannot be certain that its cash is safeguarded or that its accounting records are accurate. Even relatively short periods during which bank accounts are unreconciled create a risk that transactions might not be readily identified and recorded. Moreover, time sensitive errors might be overlooked and any potential refunds due to banking errors lost during short periods of unreconciled balances.

The following are common benefits organizations receive from timely bank account reconciliations:

- current, accurate financial statements;
- elimination of error backlog;
- identifies general ledger adjustments that may be necessary;
- identifies bank and/or book errors;
- provides baseline for cash flow analysis and control;
- validates cash account balances; and
- uncovers irregularities.

PricewaterhouseCoopers (PwC) is one of the four largest accounting firms in the world. In a white paper entitled: “How to improve account reconciliation activities”, issued by their Global Best Practices team, PwC recommends the following bank reconciliation best practices:

- facilitate faster identification of errors through timely reconciliations;
- investigate large or unusual items and conclude in the body of the reconciliation as to the appropriateness of their accounting treatment;
- reference the journal entry required to record all adjustments;
- establish action plans for reconciling items. A proper reconciliation identifies the reconciling item and the actions that are going to be taken to clear the reconciling item;
- document approval for all account reconciliations. All account reconciliations should be reviewed in conjunction with supporting documentation and approved for completeness and propriety by someone other than the person who performed the reconciliation;
- report to management regularly on account reconciliation status. Measure account reconciliation status and report findings to management on a regular basis, typically monthly; and
- require action plans on delinquent reconciliations. Require the account owner of delinquent reconciliations (e.g., those that exceed 60 days) to prepare a 90-day action plan to remediate the deficiencies.

Beaumont ISD should add requirements and guidelines for reconciling all district bank and investment accounts to the Business and Finance Office Guidelines manual. The district should also establish a practice of reconciling all bank and investment accounts on a predetermined schedule. As a general rule, accounts should be reconciled no later than the 20th of the following month. This is a reasonable timeline given existing bank and cash management technology, which provides 24/7 online access and automated account reconciliation. Moreover, the district’s sweep and clearing accounts should be easier to reconcile since they usually maintain zero balances. Once the TEAMS system is fully developed, this capability should make reconciliations easier thereby encouraging timely preparation.

The district should take immediate steps to incorporate reconciliation requirements in the manual and develop an action plan to reconcile all bank and investment accounts within the recommended timeframe. The district should also implement the best practices recommended by PwC in their account reconciliation white paper and include relevant components in the manual.

The district can implement this recommendation with existing resources.

ACCESS TO CASH VAULT AND CHECK STOCK (REC. 41)

Beaumont ISD does not effectively restrict physical access to sensitive areas of the Financial Services Department. Several staff have check printing rights and access to areas where check stock and cash are stored. Such broad access puts sensitive areas and information at risk of access by unauthorized individuals. Moreover, the more individuals with access to sensitive areas and information, the more difficult it would be to identify the perpetrator if unauthorized access occurred.

Beaumont ISD maintains a check printer, related computer terminal, and blank check stock in a dedicated office in the Financial Services Department. The cash vault is located in a small room inside the payroll office and the separate check printing office is located in the same hallway. Boxes of blank check stock are kept in the small room along with the vault. In addition, several individuals have rights to print checks. **Figure 6–7** shows the staff who have access to these locations and whether such access is deemed appropriate.

Restricted access is a control category closely related to segregation of duties. In a department with proper financial controls, incompatible duties are segregated whenever

**FIGURE 6–7
BEAUMONT ISD ACCESS TO SENSITIVE FINANCIAL AREAS
FEBRUARY 2013**

POSITION	PRINT CHECKS (1)	CHECK PRINTING ROOM (2)	VAULT ROOM (3)	VAULT (4)	ACCESS APPROPRIATE?
Deputy Superintendent for Financial Services and Elementary Administration	√				No
Assistant Systems Manager	√	√			Yes
Systems Clerk	√	√			Yes
Payroll Supervisor	√		√	√	Yes (3 and 4 only)
All Payroll Clerks	√		√		No
Accounts Payable Supervisor	√		√	√	No
Accounts Payable Clerks			√		No
Comptroller (Fixed Assets and Activity Funds)	√		√	√	No
Director of Finance	√		√	√	Yes (3 and 4 only)
Secretary to the Director of Finance			√	√	No
Secretary to the Deputy Superintendent for Financial Services and Elementary Administration		√	√	√	No
Budget Director			√		No
Custodian		√			Yes

SOURCE: Beaumont ISD, Financial Services Department, List of Individuals with Access to Sensitive Financial Areas, February 2013.

possible and physical access to valuable assets and sensitive information are restricted to personnel who have duties that require them to have access. For example, access to warehouse and other inventory is ideally restricted to only those people with responsibility for maintaining inventory. Generally, salespersons do not have access to inventory locations. Unused checks and cash are kept in a locked and secured area and, only individuals with treasury and cash management duties have access to areas where these items are kept.

The Committee of Sponsoring Organizations of the Treadway Commission (COSO) is a joint initiative of five private sector organizations established in the United States. COSO is dedicated to providing leadership to executive management and governance entities on critical aspects of organizational governance, business ethics, internal control, enterprise risk management, fraud, and financial reporting. The commission has established a common internal control model against which companies and organizations may assess their control systems. In the commission’s 2006 publication entitled, “Internal Control over Financial Reporting—Guidance for Smaller Public Companies,” COSO uses the following example of a gold mining company to illustrate the use of preventive and detective controls to safeguard assets:

“A precious metals mining company ...designed three levels of defense against unauthorized access to the gold

inventory. First, as a preventive control, the gold is stored in a vault with dual locks and only the mill manager and production manager each having one of the combinations. Second, also as a preventive control, the vault is secured in a separate room used only to pour and store the gold, with access to the room restricted to the mine manager, production manager, mill manager, and mine security. Third, as a detective control, all gold added to or removed from the vault is weighed and logged, with the log under the control of the mine manager. Further, the gold is weighed and reconciled to the log by an internal auditor on a weekly basis, at the end of each financial reporting period, and before shipment of gold from the mine.”

Beaumont ISD should review the job functions of each individual with authority to print checks and access to the check printing room, vault room, and vault in order to establish protocols for staff that have access to sensitive financial areas. Only those individuals with job functions compatible with these areas should be given access. For example, the payroll and accounts payable supervisors should never have the ability to print checks because they oversee payment functions. There is no need for both the director of Finance and the secretary to have access to the vault room and vault because the payroll supervisor, who reports to the

director of Finance, has access. Although redundancy is important in case one individual is unavailable, the district should reconsider how much redundancy is necessary. It is important for the district to strike a delicate balance between availability of authorized personnel and unnecessary access by too many personnel.

The district can implement this recommendation with existing resources.

WORKERS' COMPENSATION SAFETY TRAINING (REC. 42)

Beaumont ISD does not have a districtwide coordinated safety training program designed to minimize workers' compensation claims. Instead, safety training initiatives are fragmented with some departments conducting a limited amount of training on a narrow range of topics while other units receive little to no training. There is no districtwide, coordinated safety program designed to prevent accidents and avoid workers' compensation claims.

The safety and energy coordinator who works in the Maintenance Department is also the district's safety manager. The safety manager is not a trained risk manager. The safety and energy coordinator position focuses mainly on energy matters. The extent of safety activities for this position includes the following:

- conducts a safety meeting with maintenance personnel every pay day where safety topics are discussed (twice per month);
- presents safety information once a month during the superintendent's cabinet meeting; and
- each August, during the annual superintendent's meeting, provides safety information and presents safety statistics.

The safety and energy coordinator position does not provide or coordinate training for other district employee groups such as teachers, school administrators, cafeteria workers, transportation staff, or other district staff. Although TASB provides detailed workers' compensation claims reports, the coordinator does not receive them and does not analyze loss statistics to design safety initiatives.

Based on a three-year average of fiscal year 2010 through fiscal year 2012, Beaumont ISD's workers' compensation claims per employee are third highest among the peers, while its cost per employee is second highest. While in the middle of the pack in terms of frequency of occurrence, Beaumont ISD's total and three-year average claims are the most expensive of all the peers. Peer districts are districts similar to

Beaumont ISD that are used for comparison purposes. **Figure 6–8** shows Beaumont ISD's workers' compensation claims experience for fiscal years 2010 to 2012 compared to those of peer districts.

The review team analyzed Beaumont ISD's loss reports for fiscal years 2010 to 2012. The loss reports classified claims in three categories: Nature of Injury, Body Part, and Cause of Injury. The review team summarized and reported any category for which there were 25 or more claims over the three-year period.

Within the Nature of Injury category, four injury types, as shown in **Figure 6–9**, made up 67 percent of claims over the three-year period. Strains comprised 56 percent of the injuries during the period.

Within the Body Part category, eight body parts, as shown in **Figure 6–10**, made up 58 percent of claims over the three-year period. Multiple body parts comprised 31 percent of the injuries during the period.

Within the Cause of Injury category, six causes, as shown in **Figure 6–11**, made up 52 percent of claims over the three-year period. Miscellaneous falls, slips, and trips comprised 20 percent of the injuries during the period.

Beaumont ISD's peer districts implement a number of strategies to reduce workers' compensation claims including the following:

- safety training for teachers, maintenance staff, and food service staff;
- “shoes for Crews”-free non-slip shoes and boots for maintenance and food service staff;
- employee wellness program and activities;
- return to work programs;
- online safety training for instructional personnel;
- monthly safety meetings in various manual trades;
- safety incentives;
- safety awareness campaigns throughout the year;
- monthly meetings with supervisors to review and discuss claims;
- investigation and follow-up repairs of facility-caused injuries;
- monthly safety bulletins sent to all staff; and
- targeted safety training to specific groups.

FIGURE 6–8
BEAUMONT ISD AND PEER DISTRICTS WORKERS' COMPENSATION CLAIMS AND COST
FISCAL YEARS 2010 TO 2012

YEAR	NUMBER	INCURRED	EMPLOYEES	CLAIMS/EMP.	COSTS/EMP.
Beaumont ISD					
2012	353	\$725,935	2,860	0.123	\$253.82
2011	400	\$854,293	2,823	0.142	\$302.62
2010	341	\$1,531,783	2,870	0.119	\$533.72
Total	1,094	\$3,112,011	8,553		
Average	365	\$1,037,337	2,851	0.128	\$363.85
Galena Park ISD					
2012	132	\$549,851	2,965	0.045	\$185.45
2011	139	\$452,096	2,955	0.047	\$152.99
2010	142	\$312,104	2,997	0.047	\$104.14
Total	413	\$1,314,051	8,917		
Average	138	\$438,017	2,972	0.046	\$147.38
Desoto ISD					
2012	105	\$195,711	1,154	0.091	\$169.59
2011	102	\$131,653	1,151	0.089	\$114.38
2010	98	\$328,182	1,082	0.091	\$303.31
Total	305	\$655,546	3,387		
Average	102	\$218,515	1,129	0.090	\$193.55
Judson ISD					
2012	392	\$622,998	2,776	0.141	\$224.42
2011	458	\$618,927	2,979	0.154	\$207.76
2010	283	\$518,606	2,931	0.097	\$176.94
Total	1,133	\$1,760,531	8,686		
Average	378	\$586,844	2,895	0.130	\$202.70
Tyler ISD					
2012	308	\$1,219,811	2,489	0.124	\$490.08
2011	322	\$580,227	2,634	0.122	\$220.28
2010	378	\$1,083,727	2,583	0.146	\$419.56
Total	1,008	\$2,883,765	7,706		
Average	336	\$961,255	2,569	0.131	\$374.17

SOURCE: Legislative Budget Board, School Review Team Peer Districts Survey, February 2013; Texas Association of School Boards, Claims Reports for Beaumont ISD and Peer Districts, February 2013.

The TASB Risk Management Fund, of which Beaumont ISD is now a member, offers a wide range of safety resources to help school districts lower their workers' compensation costs. This resource helps districts identify the types and frequency of safety training needed in various functional areas based on recognized district hazards, accident trends, and state-mandated safety and health programs. In addition, there are a variety of resources to assist with the safe prevention and

mitigation of accidents and injuries. They include employee safety handbooks and loss prevention manuals, safety kits, and videos.

Brownsville ISD implemented a safety awareness and training program to reduce the number and severity of workers' compensation claims. The safety awareness and training program educates and familiarizes staff with the district's safety procedures, rules and work practices. New staff receive

FIGURE 6–9
BEAUMONT ISD WORKERS' COMPENSATION CLAIMS BY NATURE OF INJURY
FISCAL YEARS 2010 TO 2012

NATURE OF INJURY	2010	2011	2012	GRAND TOTAL	PERCENTAGE
Multiple Injury	10	17	26	53	5%
Strain	42	302	269	613	56%
Contusion	10	24	7	41	4%
Lacerations	0	16	14	30	3%
Subtotal	62	359	316	737	
Grand Total	341	400	353	1,094	100%
Percentage	18%	90%	90%	67%	

NOTE: Percentage may not add to the percent shown due to rounding.

SOURCE: Beaumont ISD's Workers' Compensation Claims Report, Legislative Budget Board, School Review Team Analysis, March 2013.

FIGURE 6–10
BEAUMONT ISD WORKERS' COMPENSATION CLAIMS BY BODY PART
FISCAL YEARS 2010 TO 2012

BODY PART	2010	2011	2012	GRAND TOTAL	PERCENTAGE
Multiple Body Parts	33	169	142	344	31%
Lower Back, Lumbar, Lumbo–Sacral	10	16	17	43	4%
Knee	13	28	33	74	7%
Lower Arm	3	14	19	36	3%
Finger(s)	1	21	19	41	4%
Hand	2	30	14	46	4%
Foot	1	11	13	25	2%
Soft Tissue Head		9	16	25	2%
Subtotal	63	298	273	634	
Grand Total	341	400	353	1,094	100%
Percentage	18%	75%	77%	58%	

NOTE: Percentage may not add to the percent shown due to rounding.

SOURCE: Beaumont ISD's Workers' Compensation Claims Report, Legislative Budget Board, School Review Team Analysis, March 2013.

FIGURE 6–11
BEAUMONT ISD WORKERS' COMPENSATION CLAIMS BY CAUSE OF INJURY
FISCAL YEARS 2010 TO 2012

CAUSE OF INJURY	2010	2011	2012	GRAND TOTAL	PERCENTAGE
Fall/Slip From Grease/Liquid	5	15	28	48	4%
Fall/Slip/Trip: Miscellaneous	3	111	103	217	20%
Strain/Injury: Lifting	17	16	11	44	4%
Struck/Injured: Miscellaneous	7	96	61	164	15%
Strain/Injury: Miscellaneous	4	30	32	66	6%
Strike/Step Stationary Obj.	2	14	18	34	3%
Subtotal	38	282	253	573	
Grand Total	341	400	353	1,094	100%
Percentage	11%	71%	72%	52%	

NOTE: Percentage may not add to the percent shown due to rounding.

SOURCE: Beaumont ISD's Workers' Compensation Claims Report, Legislative Budget Board, School Review Team Analysis, March 2013.

information on safety during orientation to the district. The packet of information provided to new staff includes the district's safety policy statement; the employee's safety responsibilities; the basic safety rules; and employee rights and responsibilities under Texas Workers' Compensation laws.

Safety training has been shown to reduce or avoid workers' compensation claims. The lack of safety awareness creates an environment in which preventable work-related accidents could occur and increase workers' compensation insurance costs.

The superintendent, in consultation with the director of Maintenance and the director of Finance, should appoint a risk manager with responsibility for developing a comprehensive districtwide safety program for all operational and administrative staff. The current responsibilities of the safety and energy coordinator position should be considered as a component of this recommendation in order to clearly define roles and maximize effectiveness and expectations of each position. The risk manager should consider seeking the assistance of an outside resource to help develop a comprehensive districtwide safety training program designed to promote safety awareness throughout the district. The individual should also obtain safety awareness education and training materials and disseminate the information throughout the district as part of the initiative. This position could still be part of the Maintenance and Operations Department; however, it should take on a larger, more visible role. The responsibilities of the position include the following tasks:

- Confer with an outside risk/safety specialist to design a comprehensive safety program for Beaumont ISD.
- Use school district loss reports to identify the nature, frequency, and types of injuries that are occurring and among which employee groups and design targeted safety training programs and initiatives to reduce workers' compensation claims.
- Conduct regularly scheduled training among all employee groups.
- Disseminate safety literature among staff and post safety messages in conspicuous places where employees gather.
- Request assistance in developing and administering a back-to-work program for staff returning to work after a worker's compensation claim.

- Inspect workplaces periodically to assure safe and healthful conditions for staff.
- Prepare appropriate notices for management to issue for abatement of any identified hazards.
- Assist by investigating accidents and developing measures to prevent recurrences.
- Examine current safety practices and develop benchmarks to evaluate performance.

A comprehensive safety awareness training program could help the district avoid a catastrophic claim that could significantly increase workers' compensation costs. Assistance in developing such a program can be obtained from an outside resource at no cost to the district. However, it could pay huge dividends if costly accidents are prevented due to district staff being more safety conscious and aware of how to avoid costly injuries.

This recommendation can be implemented with existing resources if risk management duties are assigned to an existing district employee capable of acting in this capacity. However, once an individual is selected and begins to design cost-effective programs, the district should establish a goal to reduce workers' compensation claims by at least 10 percent. Using the past three-year average as a base, the achievement of this goal would have an annual fiscal impact of approximately \$103,734. This amount was determined as 10 percent of the three-year average of workers' compensation costs from **Figure 6-8** ($1,037,337 \times .10 = \$103,734$). Assuming that it would take at least half the year for training initiatives to take effect, only \$51,867 ($\$103,734 \times .50$) of savings would occur the first year of implementation. The five-year savings is \$466,803 ($\$51,867 + (\$103,734 \times 4)$).

FIXED ASSET TAGS (REC. 43)

The Financial Services Department does not effectively verify that fixed assets have been tagged after the tags and forms are sent to the schools. With no verification mechanism in place, the Financial Services Department cannot be certain that the assets were actually tagged. As a result, assets could remain unidentified until a physical inventory is taken. Even then, it could be difficult to identify the asset or trace it back to the district's fixed asset records.

The Texas Education Agency (TEA) defines fixed assets as purchased or donated items that are tangible in nature, have a useful life longer than one year, have a unit value of \$5,000 or more and may be reasonably identified and controlled

through a physical inventory system. The TEA’s Financial Accountability System Resource Guide requires assets costing \$5,000 or more to be recorded in the Fixed–Asset Group of Accounts. Items costing less than \$5,000 are recorded as an operating expense of the appropriate fund under TEA guidelines.

These guidelines also allow school districts to establish lower thresholds, for control and accountability purposes, for equipment costing less than \$5,000 such as computer and audiovisual equipment costing less than \$5,000. Beaumont ISD tags assets with a cost of \$500 or more. Their fixed asset policy states, “All requisitions for fixed assets (\$500 and higher) submitted to the Purchasing Department must be accompanied by a completed Equipment Information Form. This information is needed to issue the asset tag.”

Beaumont ISD is in the process of implementing the fixed asset module of the TEAMS system. The district provided the review team with a database of all the district’s assets that will be uploaded into the new fixed assets module once it is completed. The review team analyzed the fixed asset database noting that 80 percent of the items in the database are in the \$501–\$5,000 dollar range. In total, these items comprise \$17.2 million, or 3 percent of total asset value. This is a significant amount of asset value even though it represents a small percentage of total asset value. The percentage of asset value is lowered by high dollar items in the database. The above \$100,000 category comprises 86 percent of asset value and includes land and buildings. This analysis is shown in **Figure 6–12**.

To test the integrity of Beaumont ISD’s fixed asset tagging procedures, the review team conducted tests of physical existence and recorded accountability. To test physical

existence, the review team selected a random sample of 20 items from the fixed assets database and attempted to locate the assets in the district. To test recorded accountability, the review team identified 10 assets in the district and attempted to trace them to the fixed assets database to determine if they had been recorded.

Of the 20 items tested in the physical existence test, 12 could not be located. This represents an error rate of 60 percent. Of the 10 items tested in the recorded accountability test, one item did not have a tag and two could not be located in the fixed assets database. This represents an error rate of 30 percent. **Figures 6–13** and **6–14** show results of these tests.

Some organizations use certification statements to encourage compliance with internal policies and procedures. For example, the Houston Community College requires staff to sign a certification statement before shredding documents. The statement requires the individual receiving the documents to not only sign the form, but to also certify that they were in fact received for destruction. **Figure 6–15** shows an example of the required certification used by Houston Community College, which is at the bottom of the form.

A similar system of accountability could be employed by Beaumont ISD to encourage greater accuracy in the tagging of fixed assets. Beaumont ISD’s fixed asset policy states: “It is the responsibility of the ordering department to attach the asset tag to the asset and to complete the Equipment Addition form. The completed Equipment Addition form must be returned to the Fixed Asset department for the item to be entered into the inventory system.”

Beaumont ISD should require fixed asset custodians to provide evidence that they have placed property tags on fixed and controllable assets within their possession. Persons who

**FIGURE 6–12
BEAUMONT ISD ANALYSIS OF FIXED ASSET DATABASE
FEBRUARY 2013**

RANGE	NUMBER OF ASSETS	PERCENTAGE OF ASSET NUMBER	ASSET VALUE	PERCENTAGE OF ASSET VALUE
<\$500	274	2%	\$63,695	<1%
\$501–\$1,000	7,691	45%	5,526,989	1%
\$1,001–\$5,000	5,950	35%	11,716,577	2%
\$5,001–\$10,000	794	5%	5,676,602	1%
\$10,001–\$25,000	741	4%	12,246,574	2%
\$25,001–\$100,000	885	5%	46,075,240	8%
>\$100,000	576	3%	494,775,882	86%
Total	16,911	100%	\$576,081,559	100%

SOURCE: Beaumont ISD, Fixed Asset Database, Legislative Budget Board, School Review Team Analysis, March 2013.

**FIGURE 6–13
BEAUMONT ISD TEST OF RECORDED ACCOUNTABILITY
(PHYSICAL LOCATION TO ASSET RECORD)
FEBRUARY 2013**

DESCRIPTION	COUNT	PERCENT
No tag	1	10%
Not on database	2	20%
Found in database	7	70%
Total	10	100%

SOURCE: Legislative Budget Board, School Review Team, Recorded Accountability Test, February 2013.

**FIGURE 6–14
BEAUMONT ISD TEST OF PHYSICAL EXISTENCE (ASSET
RECORD TO PHYSICAL LOCATION)
FEBRUARY 2013**

DESCRIPTION	COUNT	PERCENTAGE
Located the asset	4	20%
Did not locate the asset	12	60%
No tag on asset	1	5%
Custodian of Record unavailable to verify asset's existence	2	10%
Custodian of Record testified to possession	1	5%
Total	20	100%

SOURCE: Legislative Budget Board, School Review Team, Asset Test, February 2013.

are responsible for affixing tags to assets should sign a certification saying that it was in fact done. The director of Finance should direct the comptroller to add the certification statement as a required step in tagging assets and inform all parties that it must be signed.

The district can implement this recommendation with existing resources.

FIXED ASSET INVENTORY (REC. 44)

Beaumont ISD’s year-end fixed asset inventory process is manual and labor intensive and does not promote the accountability and decision making envisioned by the fixed asset policy. The district’s fixed asset policy states that “accounting records for fixed assets and fixed asset transactions shall be maintained in such a manner as to provide information to promote sound fiscal management, to assess management accountability, and to assist interested parties with decision making about the district’s management of fixed assets.” The district has allocated a lot of effort and resources to safeguard its assets with minimal results that can be readily verified. There is a fixed asset clerk responsible for fixed asset accountability. The fixed asset clerk is also responsible for tracking student activity funds. However, as indicated in the review team’s physical existence and recorded accountability testing, the district’s system for recording and tracking fixed assets and inventory is not being managed in a way that promotes accountability, safeguarding, and informed decision making.

The district’s fixed asset procedures outline their purpose as: “to provide guidance for the safeguarding, stewardship, efficiency and effectiveness of use, and accountability of school district resources invested in fixed assets.” The manual covers definitions, general responsibilities, acquisition, donated assets, utilization, transfer, disposal, loss reporting, and annual inventory procedures.

Each year, the fixed asset clerk in the Financial Services Department prepares a listing of all capital assets for each location in the district. The listing includes the description, asset tag number, serial number, date of purchase, cost, room assigned, and other information. The listing is distributed to the responsible person at each location. Each campus/department is responsible for completing the annual inventory of items housed at the campus or department.

**FIGURE 6–15
HOUSTON COMMUNITY COLLEGE
DOCUMENT DESTRUCTION CERTIFICATION**

<i>Disposal Center Certification</i>											
The records listed above were received for shredding at the Harris County Recycling Center on											
						By					
Date							Name				

SOURCE: Houston Community College Document Destruction Form, February 2013.

The following inventory instructions to the responsible person were included with the inventory listing for the fiscal year 2012 inventory:

- put a checkmark on printout if the item is in your area;
- line through, if the item is not in your area (if you know where the item went, please write that information);
- write in any equipment in your area not shown on the printout; and
- sign/return to your principal by May 4, 2012.

After the responsible person makes hand-written checkmarks and notations on the printout indicating the location of the assets, the printout is returned to the district office for review and tabulation by the fixed assets clerk. **Figure 6-16** is an

example of a printout showing how individual assets were checked off or lined through depending on whether or not they were found at the location.

After receiving hundreds of fixed asset printouts, the fixed assets clerk completes the Fixed Asset Inventory Changes form by hand. An example of a completed Fixed Asset Inventory Changes form is shown in **Figure 6-17**, which illustrates the tediousness of the work involved.

The Texas Comptroller of Public Accounts established fixed asset best practices to assist local governments with setting up an effective and efficient fixed assets management system. These best practices represent a comprehensive solution to deficient fixed assets management systems and suggest steps to develop and maintain an effective system. Successful, effective systems contain these elements, which contemplate a “fresh start” and require the involvement of key individuals

FIGURE 6-16
BEAUMONT ISD FIXED ASSET PRINTOUT
FEBRUARY 2013

Print Shop

LT

ASSET NUMBER	DESCRIPTION	SERIAL NUMBER	BLDG	ROOM	DATE	PURCHASE ORDER	QTY	TOTAL COST
322912 PA	WIND STANDARD FAN 5		0001	112	8/31/94		1	5196.00 ✓
344024 PA	SYSTEM, GAMMA MONI-SAF DRINK		0001	112	8/31/94		1	3495.00
344024 PA	SYSTEM, GAMMA MONI-SAF DRINK		0001	112	8/31/94		1	3495.00 ✓
344025 PA	TAPER, STANDARD SPIRE II		0001	112	8/31/94		1	891.00 ✓
371244 PA	REBUS DOOR/IN CHGR	NO SERIAL NUMBER	0001	112	8/31/94		1	1000.00 ✓
376619 PA	LIVING AIR FILTERS	744262	0001	112	7/01/99	44877	1	589.00 ✓
376620 PA	LIVING AIR FILTERS	714155	0001	112	7/01/99	44877	1	589.00 ✓
376621 PA	AIR FILTERS	51260164	0001	112	11/13/00	44817	1	1000.25 ✓
401797 PA	LIVING AIR FILTERS		0001	112	8/31/01		1	589.00 ✓
401850 PA	JANITOR BISS LAPTOP		0001	112	5/04/02	79843 PO	1	1022.00 ✓
401851 PA	SHARP WALK MACHINE 1246 W	AN17	0001	112	8/31/03	221449 PO	1	2673.48 ✓
407554 PA	HP MC1220 COMPAG BUSINESS NOTEBOOK COMPUTER		0001	112	8/05/07	144107 PO	1	1448.00 ✓
407555 PA	HP MC1220 COMPAG BUSINESS NOTEBOOK COMPUTER		0001	112	8/31/08	203945 PO	1	1448.00
407556 PA	HP MC1220 COMPAG BUSINESS NOTEBOOK COMPUTER		0001	112	8/31/08	203945 PO	1	1448.00
408337 PA	TRIMMY PROGRAMABLE CUTTER 5510EP 621764		0001	112	8/30/08	145710 PO	1	10699.00 ✓
TOTAL BY LOCATION 112							14	41194.73
GRAND TOTAL								41194.73

**** END OF REPORT ****

2nd Request
Highlighted items only

Inventory Instructions

1. ✓ Put a checkmark on printout if the item is in your area
2. Line through, if the item is not in your area (if you know where item went, please write that information)
3. Write-in any equipment in your area not shown on the printout
4. Sign/return to your Principal by *Fixed Assets ASAP* **May 4, 2012**

SOURCE: Beaumont ISD, Financial Services Department, Fixed Asset Printout, February 2013.

FIGURE 6-17
BEAUMONT ISD FIXED ASSET CHANGE FORM
MAY 2012

Retirement date - 05-25-12

Fixed Asset Inventory Changes 2012										
Loc	Rm #	Asset #	Asset Description	Cat #	Cost	Del	Rm Change	Loc Change	New Loc	New Room
827	SHOP	880411	Triple X washer	430	9263.75			✓	Truhan - N. ANNA	000
827	VEH	880418	T-10	753	22,271			✓	"	
827	VEH	214948	T-1	753	10,435			✓	"	
126	A-104	879450	Waterford Software	313	12,183.88	✓				
126	A-107	878361	Wed 1 Lab Software	313	8,390	✓				
128	LIB	406904	IBM Video Cart	331	21,968	✓	AB		campus sups NEW 2011-d	12,783.88*
128	TEMP	410326	Dell Dual Rack	321	7,626.40	✓	IDE		campus sups NOT STORE	13,390.00 +
128	1	411189	VA Request	179	7,135.71	✓	WKR			12,512.00 +
128	242	881515	52 unit shelving	257	33,696	✓	1209			6,150.00 +
130	TEMP	410014	Research Cabinet	539	5,100	✓	SAFE			7,175.00 +
130	1	412777	VA Request	331	7,857.71	✓	WKR			7,175.00 +
130	GROUND	880728	Rhinco Flat Mower	741	5,000	✓		✓	513 FIND LOC	75,000.00 +
										7,530.00 +
513	VEH	304096	M-90	753	11,948	✓				56,500.00 +
513	VEH	223267	M-79	753	10,061.72	✓				8,355.16 +
513	VEH	30967	M-20	753	9,537	✓				11,900.00 +
513	GROUND	879283	D-4	767	12,562	✓				5,081.96 +
513	GROUND	403632	Mower	741	6,150	✓				5,850.00 +
513	"	879882	"	741	7,175	✓				21,958.00 +
513	"	879873	"	741	7,175	✓				5,000.00 +
513	AVAC	220484	Trailer Port Cooler	767	75,000	✓				5,936.00 +
530	BUS	880041	BUS #370	751	85,299					11,705.89 +
501	192	407841	Track Timing System	331	7585			✓	915	5,300.00 +
501	109	295263	Hardware		7590	✓				5,000.00 +
501	119	799922	SWEST SYSTEM		56,500	✓				34,222.00 +
501	100	297847	IBM Printer		8966.16	✓				35,387.00 +
501	170	403529	Pa. Asset Shop		11,900	✓				021
										354,632.89 *
501	136	401179	Apple Comp							
501	204	316015	Printer							
501	204	248451	Printer Supply							

Loc. Transfers 5-27-12

SOURCE: Beaumont ISD, Financial Services Department, Fixed Asset Change Form, February 2013.

throughout the district. **Figure 6-18** shows these best practices.

Although Beaumont ISD is practicing some of the fixed asset best practices, technology is not being leveraged to eliminate the laborious nature of the tasks involved in maintaining fixed assets. For example, the district does not use bar coding and scanning technology. However, the fixed assets systems module that the district is in the process of implementing will have bar-coding and scanning capability.

The district should revise its fixed asset inventory procedures to fully maximize the features and capabilities of the newly installed asset management system. Moreover, the district should maintain its fixed assets based on best practices to ensure that they are properly identified, monitored, and safeguarded, and that a physical inventory of fixed assets is conducted efficiently and effectively.

The district can implement this recommendation with existing resources.

FIGURE 6–18
FIXED ASSET BEST PRACTICES
MAY 1999

Preliminary Steps	<p>Identify individuals in the district who will have key fixed asset responsibilities and establish the nature of such responsibilities.</p> <p>Devise policies and procedures governing capitalization thresholds, inventory, accounting, employee accountability, transfers, disposals, surplus and obsolescence, and asset sale and disposition.</p> <p>Determine district fixed asset information needs and constraints.</p> <p>Determine the hardware and software necessary to effectively manage the system.</p>
Creating the Fixed Asset Management System	<p>Adopt a proposal setting up the fixed asset system including adoption of formal policies and procedures.</p> <p>Create positions and job descriptions for those with fixed asset responsibilities.</p> <p>Determine the design of the fixed asset inventory database and develop standard forms to match the format of computerized records.</p> <p>Provide training as necessary.</p> <p>Identify specific assets below the capitalization threshold that should be tracked for information purposes and safeguarding.</p> <p>Budget the amount necessary to operate the fixed assets management system adequately.</p>
Implementing the Fixed Asset Management System	<p>Inform all departments of the requirements, policies, and procedures of the fixed assets system.</p> <p>Ensure that assets to be tracked on the system have been identified and tagged.</p> <p>Enter information into the fixed assets database.</p> <p>Assign appropriate values to the assets in the database.</p> <p>Establish location codes and custodial responsibility for fixed assets.</p>
Maintaining the Fixed Asset Management System	<p>Enter all inventory information into the automated fixed asset system as fixed assets are received.</p> <p>Assign tag numbers, location codes, and responsibility to assets as they are received.</p> <p>Monitor the movement of all fixed assets using appropriate forms approved by designated district personnel.</p> <p>Conduct periodic inventories and determine the condition of all assets.</p> <p>Generate appropriate reports noting any change in status of assets including changes in condition, location, and deletions.</p> <p>Reconcile the physical inventory to the accounting records, account for discrepancies, and adjust inventory records.</p> <p>Use information from the system to support insurance coverage, budget requests, and asset replacements and upgrades.</p>

SOURCE: Texas Comptroller Publication “Getting a Fix on Fixed Assets,” City and County Financial Management, May 1999 Vol. 15 Issue 2, Publication of the Texas Comptroller of Public Accounts.

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL	ONE TIME
						5-YEAR (COSTS) SAVINGS	(COSTS) SAVINGS
CHAPTER 6: ASSET AND RISK MANAGEMENT							
39. Develop a comprehensive and reliable process, with detailed procedural methods, to record, track, and reconcile authorized investment bond expenses to promote successful financial accountability and transparency.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
40. Add requirements and guidelines for reconciling all district bank and investment accounts to the Business and Finance Office Guidelines manual.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
41. Review the job functions of each individual with the authority to print checks and establish protocols for staff that have access to sensitive financial areas.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
42. Appoint a risk manager with responsibility for developing a comprehensive districtwide safety program for all operational and administrative staff	\$51,867	\$103,734	\$103,734	\$103,734	\$103,734	\$466,803	\$0
43. Require fixed asset custodians to provide evidence that they have placed property tags on fixed and controllable assets within their possession.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
44. Revise fixed asset inventory procedures to fully maximize the features and capabilities of the newly installed asset management system.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL	\$51,867	\$103,734	\$103,734	\$103,734	\$103,734	\$466,803	\$0

CHAPTER 7

FINANCIAL MANAGEMENT

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 7. FINANCIAL MANAGEMENT

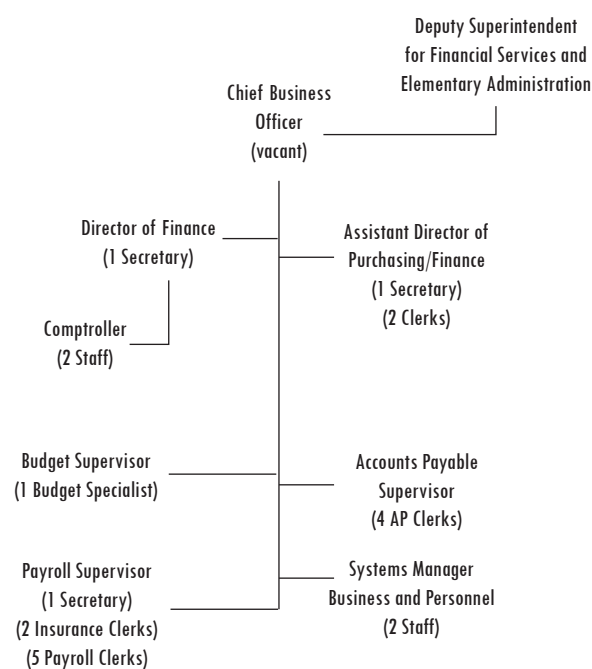
An independent school district's financial management function administers a district's financial resources and plans for its priorities. Administration may include budget preparation, accounting and payroll, administrative technology, tax appraisal and collection, and auditing. Planning may include aligning a district's budget with its district and campus priorities, allocating resources, and developing a schedule with milestones.

Financial management is dependent on a district's organizational structure. Larger districts typically have staff dedicated to financial functions, while smaller districts have staff with multiple responsibilities. Budget preparation and administration are critical to overall district operations. It includes budget development, and adoption; oversight of expenditure of funds; and involvement of campus and community stakeholders in the budget process. Managing accounting and payroll include developing internal controls and safeguards; reporting of account balances; and scheduling disbursements to maximize funds. Management of this area includes segregation of duties, use of school administration software systems, and providing staff training. Texas state law requires all school districts to have an external auditor review the district's compliance with established standards and practices. The audit provides an annual financial and compliance report; an examination of the expenditure of federal funds; and a report to management on internal accounting controls.

Beaumont ISD's business functions are under the supervision and oversight of the deputy superintendent for Financial Services and Elementary Administration. The deputy superintendent has one direct report with the Financial Services Department: the chief business officer, whose position is vacant. Due to the vacancy, all of the positions that report to the chief business officer position report to the deputy. Other staff who report to the deputy superintendent are in academic and other administrative areas. **Figure 7-1** presents the organization of the Financial Services Department.

The Financial Integrity Rating System of Texas (School FIRST) is authorized by Texas Administrative Code, Title 19 Section 109.1001. Its purpose is to ensure that school districts and open-enrollment charter schools are held accountable for the quality of their financial management

FIGURE 7-1
BEAUMONT ISD
FINANCIAL SERVICES DEPARTMENT ORGANIZATION
SCHOOL YEAR 2012-13



SOURCE: Beaumont ISD, Financial Services Department, Organization Chart, February 2013.

practices and achieve improved performance in the management of their financial resources. The system is designed to encourage Texas public schools to manage their financial resources better in order to provide the maximum allocation possible for direct instructional purposes.

The rating system is based on 20 indicators of financial health and accountability in five areas: critical indicators, fiscal responsibility, budgeting indicators, staff indicators, and cash management indicators. The questions are designed such that "No" answers indicate financial management weaknesses. **Figure 7-2** shows an overview of the scoring system.

Beaumont ISD received Superior Achievement ratings in four of the five years between fiscal years 2007-08 and 2011-12. In fiscal year 2009-10, the district received an Above Standard Achievement rating.

The Texas State Comptroller's Financial Allocation Study for Texas (FAST) examines the academic progress and spending

**FIGURE 7-2
TEXAS EDUCATION AGENCY
FINANCIAL INTEGRITY RATING SYSTEM OF TEXAS
AUGUST 2012**

RATING	SCORE
Superior Achievement	64–70
Above Standard Achievement	58–63
Standard Achievement	52–57
Substandard Achievement	<52

SOURCE: Texas Education Agency, Financial Integrity Rating System of Texas, August 2012.

of Texas school districts. The rating is designed to measure how well school districts in the state translate spending into academic progress. Each district and campus is assigned a FAST rating of one to five stars, indicating its success in combining cost-effective spending with the achievement of measurable student academic progress.

With a 2.5 rating for fiscal year 2012, Beaumont ISD was in a three-way tie with its peer districts. While Galena Park ISD received 5.0, the highest rating, Desoto ISD received a rating of 4.5, and Beaumont ISD, Tyler ISD, and Judson ISD received ratings of 2.5.

During fiscal year 2012, Beaumont ISD collected revenues of \$154 million from local, state, and federal sources.

Beaumont ISD receives approximately 65 cents of each dollar from local sources, mainly property taxes, 34 cents from the state funding formula, and 1% from federal funds.

During the Eighty-second Legislature, Regular Session, 2011, Texas school districts were faced with significant reductions in education funding, reducing school district funding by \$4 billion as they sought to balance the state’s budget. In fiscal year 2012, Beaumont ISD’s state revenues declined 24 percent, the largest percentage decline in five years.

Between fiscal years 2008 to 2012, Beaumont ISD operated below its final budget during each of the five years. However, during fiscal year 2012, Beaumont ISD dipped into its fund balance for the first time over the five-year period by spending approximately \$12 million more than it received in revenue.

Figures 7-3 through 7-7 shows an overview of the district’s finances over the past five fiscal years.

Beaumont ISD plans a balanced budget for fiscal year 2013 with revenues and expenditures of \$160.6 million. With student enrollment of 19,848, the budget translates into \$8,092 per student. Figure 7-7 shows an overview of the district’s fiscal year 2013 General Fund budget.

**FIGURE 7-3
BEAUMONT ISD REVENUE BY SOURCE
FISCAL YEARS 2008 TO 2012**

YEAR	LOCAL	STATE	FEDERAL	TOTAL
2012	\$101,011,076	\$51,679,207	\$1,347,386	\$154,037,669
2011	\$108,556,583	\$67,625,257	\$1,957,917	\$178,139,757
2010	\$116,209,604	\$51,238,228	\$1,697,299	\$169,145,131
2009	\$112,905,485	\$49,249,784	\$1,538,495	\$163,693,764
2008	\$93,673,632	\$55,205,488	\$1,414,616	\$150,293,736

SOURCE: Beaumont ISD, Financial Services Department, Comprehensive Annual Financial Reports, February 2013.

**FIGURE 7-4
BEAUMONT ISD PERCENTAGE OF REVENUE BY SOURCE
FISCAL YEARS 2008 TO 2012**

YEAR	LOCAL	STATE	FEDERAL	TOTAL
2012	66%	34%	1%	100%
2011	61%	38%	1%	100%
2010	69%	30%	1%	100%
2009	69%	30%	1%	100%
2008	62%	37%	1%	100%

SOURCE: Beaumont ISD, Financial Services Department, Comprehensive Annual Financial Reports, February 2013.

**FIGURE 7–5
BEAUMONT ISD PERCENTAGE CHANGE IN REVENUE BY SOURCE
FISCAL YEARS 2008 TO 2012**

YEAR	LOCAL	STATE	FEDERAL
2012	-7%	-24%	-31%
2011	-7%	32%	15%
2010	3%	4%	10%
2009	21%	-11%	9%
2008	-17%	53%	7%

SOURCE: Beaumont ISD, Financial Services Department, Comprehensive Annual Financial Reports, February 2013.

**FIGURE 7–6
BEAUMONT ISD ACTUAL EXPENDITURES COMPARED TO FINAL BUDGET
FISCAL YEARS 2008 TO 2012**

FISCAL YEAR	FINAL BUDGET	ACTUAL EXPENDITURES	PERCENTAGE VARIANCE OVER\ (UNDER) BUDGET	INCREASE\ (DECREASE) IN FUND BALANCE
2012	\$166,655,134	\$163,822,633	-2%	(\$12,013,561)
2011	\$178,149,616	\$171,620,925	-4%	\$1,501,810
2010	\$172,452,791	\$165,253,364	-4%	\$6,951,804
2009	\$196,763,574	\$161,001,237	-18%	\$1,375,463
2008	\$157,962,652	\$151,874,244	-4%	\$824,231

NOTE: Actual Expenditures represents expenditures before operating transfers and prior period adjustments.

SOURCE: Beaumont ISD, Financial Services Department, Comprehensive Annual Financial Reports, February 2013.

**FIGURE 7–7
BEAUMONT ISD GENERAL FUND BUDGET
FISCAL YEAR 2013**

SOURCE	FISCAL YEAR 2013
Local	\$115,011,232
State	43,957,477
Federal	1,650,000
Total Revenue	\$160,618,709
Expenditures by Object	
Payroll Costs	\$133,241,830
Professional Services	12,655,476
Supplies and Materials	6,850,546
Other Operating Costs	6,410,182
Debt Service	163,105
Capital Outlay	1,298,570
Total Expenditures	\$160,619,709
Spending per Student	\$8,092

SOURCE: Beaumont ISD, Financial Services Department, General Fund Budget, February 2013.

FINDINGS

- ◆ The superintendent has not established the expectation that the leader to oversee the district’s more than \$160.6 million budget have any financial related experience, background or qualifications in auditing, accounting, or other financial disciplines.
- ◆ The accounts payable department does not validate labor charges on cost-plus contracts and also does not obtain sufficient evidence from vendors to support material costs prior to invoice payment.
- ◆ Beaumont ISD’s budget process is not efficient and limits school principals and department heads’ involvement by not allowing them to transfer budget funds without approval from the budget department.
- ◆ The district does not effectively communicate its budget to educate and provide district stakeholders with deeper insight into the district’s operations and priorities.
- ◆ Beaumont ISD has not established a policy to monitor and control its General Fund balance.
- ◆ The budget supervisor does not have sufficient involvement in the grant proposal process to ensure

- appropriate budgeting for items needed to implement the grant.
- ◆ Beaumont ISD has not strategically developed a campaign to encourage all staff to take advantage of direct deposit.
 - ◆ Beaumont ISD does not require all staff to use the payroll swipe card system to efficiently track staff time.
 - ◆ The district lacks adequate procedures for cash handling during school fundraising events where products are sold.
 - ◆ Beaumont ISD does not require all of the campus bookkeepers to use the systems and tools that are standard in the district for tracking student activity funds.

RECOMMENDATIONS

- ◆ **Recommendation 45: Require that the Financial Services Department leader meets the minimum qualifications for this position.**
- ◆ **Recommendation 46: Implement a procedure and practice to validate the invoices from all cost plus contractors and require the contractors to submit supporting documentation for all labor and materials costs associated with the invoice.**
- ◆ **Recommendation 47: Establish a practice that allows principals and department heads greater involvement in the budget development and control process.**
- ◆ **Recommendation 48: Improve the content, format, and presentation of the district's published budget document and use Association of School Business Officials and Government Finance Officers Association standards as a guide.**
- ◆ **Recommendation 49: Establish a policy to protect the district's fund balance and ensure that it remains adequate for unforeseen future events.**
- ◆ **Recommendation 50: Implement a procedure and practice to require cooperation between the budget supervisor and campus staff who identify grant opportunities, initiate grant proposals, and manage grant programs.**

- ◆ **Recommendation 51: Organize a campaign to promote the benefits of direct deposit to existing staff in order to increase participation in the district's direct deposit program.**
- ◆ **Recommendation 52: Fully implement the automated timekeeping system and require all staff to swipe in and out to ensure accurate accounting and tracking of payroll.**
- ◆ **Recommendation 53: Revise student activity fundraising procedures to require reconciliation of product sales inventory to cash collected.**
- ◆ **Recommendation 54: Prohibit the use of manual accounting methods, and require that all bookkeepers use the automated accounting software chosen by the district.**

DETAILED FINDINGS

DEPARTMENTAL LEADERSHIP (REC. 45)

The superintendent has not established the expectation that the leader to oversee the district's more than \$160.6 million budget have any financial related experience, background or qualifications in auditing, accounting, or other financial disciplines. Without this leadership, the Financial Services Department's visibility and perceived significance within Beaumont ISD may be impaired. As a result, critical business policies, procedures, and practices may not be adhered to, leading to poor financial management.

As shown in **Figure 7-1**, Beaumont ISD's Financial Services Department is lead by the deputy superintendent for Financial Services and Elementary Administration, with a direct report of the unfilled chief business officer (CBO) and reports directly to the superintendent. Since fiscal year 2008, the district has had four financial executives leading the Financial Services Department. **Figure 7-8** shows the history of the department's leadership and the related financial background and experience. This figure shows that all former leaders of the Financial Services Department had an accounting or finance-related background or experience. Although these leaders were not certified public accountants, all previous Financial Services Department leaders had training as a financial professional. Financial leadership with this skill set is lacking in the district. Finance and accounting credentials and experience are critical for the primary financial executive in a school district, particularly one of Beaumont ISD's size and complexity.

**FIGURE 7–8
BEAUMONT ISD HISTORY OF FINANCIAL DEPARTMENT LEADERSHIP
FISCAL YEARS 2008 TO 2013**

TITLE	TENURE AS CBO	RELATED FINANCIAL BACKGROUND/ EXPERIENCE	CERTIFIED PUBLIC ACCOUNTANT
Chief Financial Officer	5 Years	Yes	No
Chief Business Officer	2 Years	Yes	No
Director of Finance/Interim Chief Business Officer	3 Months	Yes	No
Deputy Superintendent Financial Service and Elementary Administration	3 Months	No	No

SOURCE: Beaumont ISD, Financial Services Department, February 2013.

Figure 7–9 shows the comparison of financial leadership of Beaumont ISD and peer districts selected for this review. Two of the chief financial officers among the peer districts are certified public accountants (CPAs) and two are not. The chief financial officer for Galena Park ISD oversees a budget of \$170.8 million, the highest among the peers, and the individual is a CPA. Tyler ISD has a budget of \$125.8 million, the fourth largest among the comparison group, and its chief financial officer is a CPA. Beaumont ISD has the second largest budget among the peers, yet the financial leadership is not required to possess a CPA or have a finance background.

**FIGURE 7–9
BEAUMONT ISD FINANCIAL LEADERSHIP
COMPARED TO PEERS
FEBRUARY 2013**

DISTRICT	FISCAL YEAR 2013 GENERAL FUND BUDGET	CPA
Galena Park ISD	\$170,824,553	Yes
Beaumont ISD	\$160,619,709	No
Judson ISD	\$155,638,249	No
Tyler ISD	\$125,758,317	Yes
DeSoto ISD	\$79,661,973	No

NOTE: Peer districts include DeSoto ISD, Galena Park ISD, Judson ISD, and Tyler ISD.
SOURCES: Texas Education Agency, Academic Excellence Indicator System (AEIS); Beaumont ISD, Financial Services Department February 2013; Legislative Budget Board, School Review Team, Peer District Survey, March 2013.

The job description for the CBO position, obtained from the Human Resources Department, establishes the minimum requirements, which includes a bachelor’s degree in accounting or business related field. The job description states that a CPA is preferred for this position. The importance of qualified financial leadership cannot be underemphasized, particularly in the challenging environment in which the

district operates. Beaumont ISD is facing finance and accounting related challenges that without the knowledge, skills, expertise, and vision of a trained financial professional may be difficult to manage. These challenges include providing an effective training program for individuals who work in the Financial Services Department. Without an effective training program, staff may not possess the knowledge, skills, and abilities to perform their jobs effectively. In focus groups with payroll and accounts payable clerks and various interviews with Financial Services Department staff, training was cited as lacking. The specific areas of training identified as lacking included the areas of budget management, student activity fund accounting, and fixed assets inventory. In addition, it was noted during examination of certificates related to required investment officer training that the documentation procedures lacked verifiable data.

Another challenge is ensuring that accounts payable and payroll supervisors have and use the tools needed to effectively perform their duties. The district’s accounts payable and payroll supervisors do not use management reports and statistical data effectively to manage their area of responsibility. Without knowledgeable leadership, the Financial Services Department may not be operating at peak efficiency and may not be effective in achieving its objectives.

Further challenges include establishing and enforcing sound policy and good business practices. Review team interviews indicate from financial staff that a culture exists whereby sound business policy and practices are waived for staff and vendors who complain loudly and to the correct district authority. Waiving district policy may be necessary in some rare circumstances. However, waiving such policies to show favoritism or in the face of intense political pressure not only weakens the system of internal controls but also undermines confidence in the policy and in district leadership.

Ensuring effective internal controls is another challenge this department faces. During an onsite focus group meeting, payroll clerks indicated that they were unable to access and change their own pay rates. After the focus group, members of the review team observed while the payroll clerks found that they were able to access and change their own pay rate. The review team did not determine whether staff would be able to generate a payroll check once the rate was changed.

A management letter comment made by the district's auditors in connection with their audit of the fiscal year 2012 financial statements demonstrate the lack of qualified financial leadership in the district. The auditors wrote:

“During our audit process, we observed and documented instances that demand the need for the Finance Department to revisit their standard operating procedures. Due to the recent employee turnover and the new TEAMS software, we believe now is the time to review, rewrite, and establish new procedures to produce reliable and accurate reports for internal and external use.”

The auditors also noted specific issues with payroll and made the following recommendation:

“We recommend that Management set the tone for the District's payroll process to be consistently applied by all staff to insure [sic] that payroll is processed timely, accurately and in compliance with Internal Revenue Service rules and regulations....”

To illustrate a best practice, Clear Creek ISD meets complex accounting, regulatory, and fiduciary requirements by having credentialed accounting staff. The deputy superintendent of Business and Support Services is certified by the Texas Association of School Business Officials as a Registered School Business Official (RSBO) and a Registered Texas School Business Administrator (RTSBA). The Texas Association of School Business Officials (TASBO) confers these designations upon individuals who have met certain general, educational, experience, course and application requirements. Individuals who receive these designations demonstrate that they have attained a level of professional competence in school district operations.

Clear Creek ISD's director of Financial Services and the accountant responsible for accounts payable, cash, and investments are CPAs. In Texas, candidates for the CPA designation must meet educational and experience requirements. Most states require CPAs to maintain their

knowledge and competency through specified hours of annual continuing education.

The superintendent should require that the Financial Services Department leader meets the minimum qualifications for this position. (It is recommended in the District Organization Chapter that Beaumont ISD eliminate the deputy superintendent for Financial Services and Elementary Administration position and rename the CBO to the chief financial officer (CFO) and realign the Financial Services functions appropriately under this position). The Financial Services Department leader should have school district business, finance, and accounting experience along with the following minimum qualifications:

- Bachelors in Accounting, Business, or a related field;
- Certified Public Accountant (preferred);
- Five years school district experience in finance and accounting related areas;
- Familiarity with Governmental Accounting and Auditing Standards
- Familiarity with TEA's Financial Accountability System Resource Guide; and
- Understanding of budgeting, reporting, planning, evaluating, staffing, negotiating, coordinating, and communicating in a school district environment.

The position should be able to manage the district's resources prudently and have a thorough knowledge of the legal and regulatory environment in which the district operates. As a member of the superintendent's cabinet, the position should possess the professional skills to be able to interact with peers, share ideas effectively, and craft creative solutions to the district's fiscal and operational challenges.

Specific skills related to the position include the ability to manage cash flow to maximize return on investments (even during periods of low rates of return); manage the timing of expenditures efficiently; monitor budgeted expenditures; identify potential savings through analysis of district operations; identify and implement strategies to manage business processes such as the procure to pay cycle, payroll, bond indebtedness, fixed assets, student activity funds, auditing, and reporting.

To address the immediate financial challenges, the district should ensure that the Financial Services Department establishes procedures and practices to: enforce the use of the

proper management reporting tools, ensure effective internal controls, and implement and document appropriate training programs for staff. In addition, the superintendent should ensure that the department is empowered to establish and enforce sound business practices.

The Financial Services Department leader should report directly to the superintendent to provide the position high visibility within Beaumont ISD and enable this position to recommend, implement, and administer financial and accounting policies throughout the district. It will also enable strong advocacy for the Financial Services Department to strengthen the department’s position and role as a partner in the district’s success and a strict enforcer of district policy.

The district can implement this recommendation with existing resources.

COST-PLUS CONTRACTS (REC. 46)

The accounts payable department does not validate labor charges on cost-plus contracts and also does not obtain sufficient evidence from vendors to support material costs prior to invoice payment. Moreover, some vendors with cost-plus contracts are not required to submit any documentation to support their invoices. As a result, cost-plus contracts are not being sufficiently validated before payment is made. These weaknesses in the accounts payable verification process

expose the district to risks of loss from financial impropriety, monetary misconduct, and fraud.

A cost-plus contract exists when the contractor is paid for all allowable expenses plus an additional amount as profit. Cost-plus contracts differ from fixed price contracts in that fixed price contract amounts are fixed regardless of incurred expenses. There is less incentive to validate expenses incurred on fixed price contracts because the total that will be paid is negotiated up front, and the contractor is limited to the fixed contract price. However, under cost-plus contracts, a significant weakness exists in the system if there is a lack of validation of the amounts charged by the contractor to the amounts that were actually incurred. In fact, one of the disadvantages of cost-plus contracts is the additional oversight and administration required. Buyers must ensure that only permissible costs are paid and that the contractor is controlling their expenses since there is less incentive to be efficient and cost conscious.

During the period from 9/1/2011 through 2/14/2013, the district paid \$4.3 million under cost-plus contracts. The district provided the review team with a list of 20 cost-plus contracts as of February 2013. The review team noted that 10 vendors are required to provide supporting documentation to receive payment and the other 10 are not required to do so. **Figure 7–10** lists the vendors and their documentation requirements as of February 2013.

**FIGURE 7–10
BEAUMONT ISD COST-PLUS CONTRACTS
SEPTEMBER 2011 TO FEBRUARY 2013**

SERVICE DESCRIPTION	SUPPORTING DOCUMENTATION REQUIRED?
Asbestos Consulting And Air Monitoring Services	No
Term Contract For Air Conditioning Water Treatment And Service Program	No
Term Contract For Repair Of Cleaning Equipment	Yes
Term Contract For Aluminum Walkways Covers	No
Term Contract For Repair, Inspection Service And Installation Of Alarm Systems	Yes
Term Contract For Repair And Services Of HVAC Equipment	Yes
Term Contract For Repair And Services Of Plumbing Systems	Yes
Term Contract For Installation Of Suspended Ceiling	No
Term Contract For Body Work And Refinishing Services	No
Term Contract For Glass Replacement	No
Term Contract For Hourly Carpentry & Masonry	No
Term Contract For Replacement Of Architectural Sheet Metal & Related Duct Work	Yes
Term Contract For Hot & Chilled Water Systems	Yes

FIGURE 7–10 (CONTINUED)
BEAUMONT ISD COST-PLUS CONTRACTS
SEPTEMBER 2011 TO FEBRUARY 2013

SERVICE DESCRIPTION	SUPPORTING DOCUMENTATION REQUIRED?
Term Contract For Tractor Maintenance & Mechanical	No
Term Contract For Electrical Systems Repair, Installation And Maintenance Services	Yes
Term Contract For Asbestos Abatement Various Material	No
Term Contract For Fencing Services	Yes
Term Contract For HVAC Air Side Cleaning	No
Term Contract For Excavation Services For Utility Repair	Yes
Term Contract For Preventative Maintenance & Services	Yes

SOURCE: Beaumont ISD, Financial Services Department, Purchasing, February 2013.

In recent years, a local contractor was accused of defrauding the district through electrical contracts. The contractor was not convicted in the case, and all indictments were dropped pursuant to a plea bargain in which the contractor admitted to lesser charges and agreed to forfeit funds in a personal annuity. The district has taken the position that the contractor did Beaumont ISD no harm and continues to do business with the contractor under a cost-plus contract arrangement. However, the district has not sufficiently addressed deficiencies in how labor and material charges are validated on cost-plus contracts before invoices are paid.

Members of the review team examined several invoices for work performed under cost plus contracts in which the vendor was paid for the cost of labor and materials plus a 10 percent markup. During interviews with the accounts payable clerk responsible for paying the vendor’s invoices and examination of payment vouchers, the review team noted that payment was made on the basis of the signature of a Maintenance Department supervisor to indicate that the work was performed, and the signature of the previous director of Finance, to indicate that the invoice was mathematically correct.

Signatures alone are insufficient documentation for cost-plus contracts. For the invoices examined, there was no support for labor charges. Material charges were supported by vendor quotes rather than actual proof of the contractor’s cost. The Accounts Payable staff paid the invoices despite the fact that they were not sufficiently supported.

Although documentation supporting material charges accompanied the invoice, there is no supporting documentation supporting labor charges. Therefore, the accounts payable clerk was unable to independently validate

labor charges and relied solely on the signature of Financial Services and Maintenance Department staff. **Figure 7–11** shows an example of one of the invoices examined by the review team. This figure shows the authorizing signatures of the director of Finance and the maintenance supervisor. It also shows unsupported labor charges of \$2,160.00 and insufficiently supported material charges of \$1,477.50. **Figure 7–12** shows an example of the insufficient support provided for materials cost. It is insufficient because it is from a catalog. It is not an actual invoice evidencing that the materials were purchased, and it does not provide proof of payment.

The U.S. Federal Government’s Office of Federal Procurement Policy (OFPP) in the Office of Management and Budget plays a central role in shaping the policies and practices federal agencies use to acquire the goods and services they need to carry out their responsibilities. OFPP was established by Congress in 1974 to provide overall direction for government-wide procurement policies, regulations, and procedures and to promote economy, efficiency, and effectiveness in acquisition processes.

In October 1994, the OFPP published, “*A guide to Best Practices for Contract Administration*”, which outlines best practices in contract administration. The following best practices relate to voucher processing and payment:

- Review the first voucher in detail with the contractor so far as format and level of detail makes the second and subsequent vouchers easier to review and process.
- Check the mathematical accuracy of the voucher to avoid any overpayment to the contractor.

**FIGURE 7-12
BEAUMONT ISD SUPPORT FOR MATERIALS COST
FEBRUARY 2013**

**INSUFFICIENT EVIDENCE OF
CONTRACTOR'S COSTS**

**PRICES FROM AN ONLINE
CATALOG**

Sign In | New Cus
Catalog | Find a Br

PRODUCTS

RESOURCES

SERVICES

WORLDWIDE

REPAIR PARTS

Enter keyword or part numb

LUMAPRO HID Core/Coil Ballast Kit, 1500Lamp Watts

Lighting > Ballasts > HID Ballasts

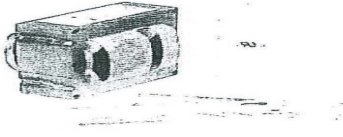
| Write a Review | Read all Reviews | Read all Ask & Answer

HID Ballast, Probe Start Ballast Type, Metal Halide Lamp Type, 1500 Lamp Watts, 120/208/240/277 Input Voltage, Number of Lamps @ 208V, 6.8 Operating Amps @ 240V, 6 Operating Amps @ 277V, Insulation Class H, Thermal Protection No. Length 6 In., Width 5-5/16 In., Height 4-1/4 In., Includes Capacitor, Core and Coil, Mounting Bracket and Hardware

Grainger Item #	4CRJ4
Price (ea.)	\$246.25
Brand	LUMAPRO
Mfr. Model #	4CRJ4
UNSPSC #	39111801
Ship Qty.	1
Sell Qty. (Will-Call)	1
Ship Weight (lbs.)	31.28
Availability	Ready to Ship
Catalog Page No.	622
Country of Origin (Country of Origin is subject to change.)	China

Qty.

Add Grainger TripleGuard® repair & replacement coverage for \$55.95 each.



Enlarge Image

Price shown may not reflect your price. Sign in or register.

When can I get it? Use your ZIP code to estimate availability.

Qty: ZIP code: 77701

Tech Specs	Additional Information	Compliance & Restrictions	MSDS	Required Accessories	Optional Accessories	Alternate Products	Repair Parts
Item		HID Ballast					
Ballast Type		Probe Start					
Lamp Type		Metal Halide					
Lamp Watts		1500					
Input Voltage		120/208/240/277					
Number of Lamps		1					
ANSI Code		M48					
Input Watts		1602					
Min. Starting Temp.		-20 Degrees F					
Hz		60					
Operating Amps @ 120V		13.7					
Operating Amps @ 208V		7.7					
Operating Amps @ 240V		6.8					

SOURCE: Beaumont ISD, Financial Services Department, Accounts Payable Voucher, February 2013.

- Perform more in-depth review of vouchers under cost reimbursement contracts to ensure that costs are not being incurred prematurely and relate to progress under the contract.
- Compare the contractor's billing rates against the contract rates to ensure that indirect costs are being billed properly.
- Review the contractor's time cards, sign-in-sheets, and overtime records to help assess the reasonableness of direct labor costs.
- Include detailed billing instructions in the contract to provide information to the contractor on how to complete vouchers and invoices properly. The instructions could provide samples of how a voucher should be prepared and submitted for payment.

Beaumont ISD should implement a procedure and practice to validate the invoices from all cost-plus contractors and require the contractors to submit supporting documentation for all labor and materials costs associated with the invoice. The contractor should not only provide support for the price

but also proof of payment related to materials. As the last line of defense against unauthorized payments, the Accounts Payable staff should be provided with this information before establishing payment. Accounts Payable staff should not rely solely on the signature of a district employee without corroborating evidence. Such evidence includes timesheets signed by the district employee who oversaw the work, and proof of payment for material charges. The district should also implement contracting best practices recommended by the OFPP.

Since the time of onsite visit, the district has hired an onsite administrator for school year 2013-14 to monitor contracts. As part of overseeing the work of the contract administrator, the district should ensure that best practices are followed and that all labor and materials expenses are documented, validated, and approved.

The district can implement this recommendation with existing resources.

SITE-BASED BUDGETING (REC. 47)

Beaumont ISD’s budget process is not efficient and limits school principals and department heads’ involvement by not allowing them to transfer budget funds without approval from the budget department. This practice does not encourage site-based budgeting.

The district’s budget development process begins in January with a board retreat followed by meetings with the superintendent regarding goals and budget assumptions. In February, the budget supervisor prepares budget packets and instructions for distribution to the campuses and departments. **Figure 7–13** shows that at the campus level, the non-salary budget is built based on per student allocations. Allocations for fiscal year 2013 remain unchanged from the prior year.

**FIGURE 7–13
BEAUMONT ISD NON-SALARY BUDGET ALLOCATIONS
FISCAL YEAR 2013**

DESCRIPTION	HIGH SCHOOL	MIDDLE SCHOOL	ELEMENTARY SCHOOL
Per Pupil Allocation	\$52.20	\$35.10	\$30.60
Travel Allocation	\$10.80	\$6.30	\$4.50
State Compensatory Allocation*	\$224.64	\$224.64	\$224.64
High School Allotment	\$275.00		

*If the free and reduced lunch count is >=75%, the allocation is total school enrollment x the allocation amount; if not the allocation is the free and reduced pupil count x the allocation amount.

SOURCE: Beaumont ISD, Financial Services Department, Summary of Rates for School Allocations, February 2013.

Each campus receives a copy of the previous year’s line item budget showing the prior year adopted budget, budget changes, amended budget, transactions, encumbrances, remaining balance, and proposed budget. The Financial Services Department provides each principal with the allotment for their campus and the principal makes the decision of how the funds will be used. This practice provides principals with some control over how their campus budgets are allocated; however, they have no involvement in the determination of the allocation amounts, which remain the same each year.

Departmental budgets are developed from what the department received in the prior year. During the year, if more funds are required, a budget amendment must be initiated. Departments are told that if they need additional funds to put it in writing to the superintendent who would assign the requests to the assistant superintendents for review

with instructions that if the request is worthy, to prepare an amendment for board consideration. Consequently, while departments have no input into the budget development process, campuses have very little input. At least campuses receive a budget development package; departments do not. Departments work from the same budget received the prior year.

Allowing budget managers only limited involvement prevents those most familiar with day-to-day operations from having valuable input into the budget process. This lack of involvement could lead to apathy in budget administration as well as increased budget amendments resulting from poor budget planning.

During fiscal years 2011 and 2012, there were 1,743 and 1,634 budget amendments, respectively, districtwide. Through February 13, 2013 of fiscal year 2013, there were 563 amendments, which when annualized through August 31, 2013 total 1,228.

District and campus survey results show that slightly more than half of district and campus staff believe that site-based budgeting is used effectively. Roughly 4 percent more campus staff than district staff disagree that site-based budgeting is used effectively (13 percent versus 17 percent).

When asked if funds are allocated fairly, 48 percent of district staff disagreed compared to 40 percent of campus staff. Approximately 19 percent of district staff disagreed with the statement compared to almost 25 percent of campus staff. **Figures 7–14** and **7–15** show an overview of these survey results. For both statements roughly one third of respondents had no opinion indicating either apathy or lack of knowledge and involvement in the budget process.

According to the Texas Education Agency’s *Financial Accountability System Resource Guide (FASRG)*, site-based budgeting empowers principals to be the chief executive officer of their campus. However, once principals allocate their funds, they are not allowed to input their budget into the system. They also cannot move funds from one object code to another when a budget transfer is necessary without final approval from the Financial Services Department. This is an unnecessary requirement.

Effective districts allow principals and department heads more involvement in the budget process which promotes the concept of site-based budgeting. Lack of participation and authority encourages feelings of isolation rather than involvement and inclusion. Moreover, TEA encourages this

**FIGURE 7–14
BEAUMONT ISD DISTRICT STAFF SURVEY
FEBRUARY 2013**

SURVEY QUESTION	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
Site-based budgeting is used effectively.	14.5%	38.4%	33.8%	9.2%	4.1%
Funds are allocated fairly.	12.8%	35.3%	33.1%	14.0%	4.8%

SOURCE: Legislative Budget Board, School Review Team District Staff Survey, February 2013.

**FIGURE 7–15
BEAUMONT ISD CAMPUS STAFF SURVEY
FEBRUARY 2013**

SURVEY QUESTION	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
Site-based budgeting is used effectively.	9.8%	41.2%	32.1%	13.0%	3.9%
Funds are allocated fairly.	9.5%	30.8%	35.1%	19.2.0%	5.3%

SOURCE: Legislative Budget Board, School Review Team Campus Staff Survey, February 2013.

practice. Section 5.3.4 of TEA’s *FASRG* entitled, “Budget Amendments” states:

“Campus budget managers may be granted the authority (at the discretion of the school district board) to move budgeted funds from one expenditure object to another within a function. For example, a principal may transfer budgeted funds from Supplies and Materials (Object 6300) to Other Operating Costs (Object 6400) within Instruction (Function 11) without formal board approval.”

To improve budget and purchasing accountability at the school level, Kingsville ISD gave each school online access to its budget line items in the district’s financial system. The online access allows principals to monitor their budgets more effectively by generating their own budget-to-actual reports whenever they want. This also saves Financial Services Department staff time previously used in generating and issuing monthly reports.

Beaumont ISD should establish a practice that allows principals and department heads greater involvement in the budget development and control process. After budget adoption, they should be allowed to enter their budgets into the system and make their own budget transfers rather than relying on the Financial Services Department. Allowing principals and department heads the authority to make their own budget transfers enhances their status as a budget manager and allows for more efficient use of financial staff resources.

The district can implement this recommendation with existing resources.

BUDGET PRESENTATION (REC. 48)

The district does not effectively communicate its budget to educate and provide district stakeholders with deeper insight into the district’s operations and priorities. The district is missing an opportunity to use its budget document as a communications tool and enhanced financial plan. Beaumont ISD’s budget presentation lacks additional information about how it was developed, the inner workings of the district, and how it links to the district’s strategic plan. Although the published budget that is posted on the district’s website meets basic legal requirements, it is not sufficient as a communications tool to educate the district’s stakeholders.

Parent survey results indicate the need for better communication of district financial information. When asked if the district’s financial reports are easy to read and understand, 59 percent of parents disagreed or strongly disagreed. When asked if financial reports are readily available to parents and community members, 58 percent of parents disagreed or strongly disagreed. Nearly 20 percent had no opinion to both questions. **Figure 7–16** shows these survey results.

A budget can be more than just a financial plan. A budget can have additional purposes such as a communications device, a policy document, and a financial plan. In fact, budgets are most useful and effective when used as a means for both the district staff and the community at-large to understand the inner workings of the district. The district has an opportunity to “tell its story” when the budget communicates what is behind and beyond the numbers.

Since 1906, the Government Finance Officers Association (GFOA) has existed to enhance and promote the professional

**FIGURE 7–16
BEAUMONT ISD PARENT SURVEY
FEBRUARY 2013**

SURVEY QUESTION	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The district’s financial reports are easy to read and understand.	6.5%	15.3%	19.2%	17.0%	42.0%
The district’s financial reports are readily available to parents and community members	7.3%	16.2%	18.3%	16.6%	41.6%

SOURCE: Legislative Budget Board, School Review Team, Beaumont ISD Parent Survey, February 2013.

management of governments for the public benefit by identifying and developing financial policies and best practices and promoting their use through education, training, facilitation of member networking, and leadership. The GFOA offers several awards for excellence in financial reporting.

While the district has achieved GFOA Certificate of Achievement for Excellence in Financial Reporting through its Comprehensive Annual Financial Reporting Program for 17 years, it has never applied for the GFOA’s Distinguished Budget Presentation Award.

The Association of School Business Officials (ASBO) is another organization that promotes excellence in the form, content, and presentation of budget documents through budget award programs. The primary difference between the ASBO and the GFOA programs is that ASBO’s program is specifically designed for school districts, whereas GFOA’s program is designed for any governmental entity. These programs establish a number of criteria for exemplary budget documents and provide certification awards to governmental entities whose budget documents meet the criteria. Many school districts across the country use the criteria to apply for the award, but some use it merely to improve their budget document’s content, format, and presentation. **Figure 7–17** shows selected samples of criteria from ASBO’s meritorious budget awards program.

Beaumont ISD should improve the content, format, and presentation of the district’s published budget document and use ASBO and GFOA standards as a guide. Financial data should be clarified using charts, tables, written analysis, and executive level summaries. Color contrasts, graphics, and texture could also be used to make the document more visually appealing. The goal is to produce a budget document that serves as a communications device and policy document as well as a financial plan.

The district can implement this recommendation with existing resources.

**FIGURE 7–17
ASSOCIATION OF SCHOOL BUSINESS OFFICIALS
MERITORIOUS BUDGET AWARDS PROGRAM CRITERIA
FEBRUARY 2013**

Introductory Section

- Contains an Executive Summary that tells the budget story in narrative, numeric, and graphic form.
- Includes a listing of board members and first-level administrative staff.

Organizational Section

- Provides detailed demographic information about the district including level of education provided, geographic area served, and number of schools and students.
- Presents an organizational chart, mission statement, and goals and objectives.
- Provides a discussion of forces that drive the budget process, such as policies and regulations.

Financial Section

- Describes extent to which capital spending affects current and future operating budgets.
- Includes data on current debt obligations and describes the relationship between current debt levels and legal debt limits.

Information Section

- Explains underlying assumptions for each major revenue estimate.
- Discusses significant trends in major revenue categories.
- Presents assessed and market property values.
- Presents property tax and collection rates.
- Provides performance measures for three years.
- Presents student enrollment and staff information.

SOURCE: Association of School Business Officials Meritorious Budget Awards Program Criteria Location Checklist, February 2013.

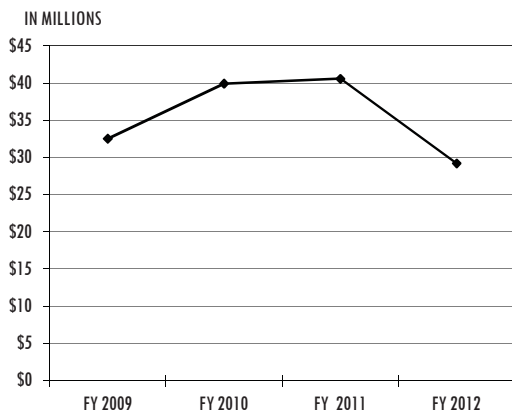
FUND BALANCE (REC. 49)

Beaumont ISD has not established a policy to monitor and control its General Fund balance. A fund balance is like a savings account or “rainy day fund.” It represents resources the district holds in reserve to weather financial storms. Without such a policy, the reserves in the General Fund, from which the district supports daily operations, could drop

below sufficient levels thereby endangering adequate protection against unexpected increases in normal operating costs or unforeseen financial crises. The General Fund balance is critical because the General Fund is the primary fund through which most school district functions are financed. Moreover, most state aid and local property tax revenue is recorded in the General Fund.

Since fiscal year 2009, Beaumont ISD’s unassigned fund balance has declined by 13 percent or \$4.2 million. **Figure 7–18** shows a trend line of Beaumont ISD’s unassigned fund balance since fiscal year 2009 and shows that the district’s fund balance has declined over the past two fiscal years. Prior to implementation of Governmental Accounting Standards Board (GASB) 54 in fiscal year 2011, the unassigned fund balance was referred to as the undesignated, unreserved fund balance.

FIGURE 7–18
BEAUMONT ISD UNASSIGNED FUND BALANCE
FISCAL YEARS 2009 TO 2012



SOURCE: Beaumont ISD, Financial Services Department, Comprehensive Annual Financial Reports, February 2013.

In 2009, the GASB issued GASB Statement No. 54, *Fund Balance Reporting and Governmental Fund Type Definitions*, which replaces the traditional categories of reserved and unreserved fund balance with five new categories: (1) nonspendable; (2) restricted; (3) committed; (4) assigned; and (5) unassigned. School districts implemented GASB 54 beginning with school year 2010–11. The unassigned fund balance is what is left over after the previous four classifications in the general fund have been made. It may be used for any legal purpose.

Prudent financial management requires accumulating unassigned fund balance in the General Fund in an amount

sufficient to cover a reasonable portion of normal operating expenditures. In 2009, the GFOA published a best practice regarding the appropriate level at which local governments must maintain their fund balance. According to the GFOA, governments must maintain, in the General Fund, an unassigned fund balance of at least two months of expenditures. Beaumont ISD meets the GFOA standard, and the district’s fund balance is 18.2 percent of budgeted expenditures, which is second highest among the peer districts selected for comparison, as shown in **Figure 7–19**.

The Government Finance Officers Association (GFOA) also recommends that the governing bodies of governments establish a formal policy on the level of unrestricted fund balance that should be maintained in the general fund. The GFOA recommends that the policy be flexible enough to allow for increases and decreases necessary to comply with the policy based on circumstances. The GFOA’s best practice states the following:

“Such a guideline should be set by the appropriate policy body and should provide both a temporal framework and specific plans for increasing or decreasing the level of unrestricted fund balance, if it is inconsistent with that policy. The adequacy of unrestricted fund balance in the general fund should be assessed based upon a government’s own specific circumstances. Nevertheless, GFOA recommends, at a minimum, that general-purpose governments, regardless of size, maintain unrestricted fund balance in their general fund of no less than two months of regular general fund operating revenues or regular general fund operating expenditures.”

Beaumont ISD’s Board of Trustees should establish a policy to protect the district’s fund balance and ensure that it remains adequate for unforeseen future events. Beaumont ISD should identify an acceptable level of unassigned fund balance and seek to maintain it. The fund balance policy should be used in the district’s planning efforts and should be flexible enough to increase or decrease in any given year. For example, it may be necessary in a given year for the fund balance to fall below the level established in policy. However, the district must endeavor to make up any deficits in future years to maintain the level established in the fund balance policy.

The GFOA recommends that governments consider the following factors when establishing a fund balance policy:

- The predictability of its revenues and the volatility of its expenditures (i.e., higher levels of unrestricted fund balance may be needed if significant revenue

**FIGURE 7–19
BEAUMONT ISD UNASSIGNED FUND BALANCE COMPARED TO PEERS
FISCAL YEAR 2013**

DISTRICT NAME	UNASSIGNED GENERAL FUND BALANCE 8/31/2012	2012-13 BUDGETED EXPENDITURES	PERCENT OF BUDGETED EXPENDITURES	MONTHS EXPENDITURES
Judson ISD	\$38,965,660	\$155,638,249	25.0%	2
Beaumont ISD	\$29,204,679	\$160,619,709	18.2%	2
Tyler ISD	\$21,294,181	\$125,758,317	16.9%	2
Galena Park ISD	\$22,881,292	\$170,824,553	13.4%	1
Desoto ISD	\$4,653,151	\$79,661,973	5.8%	1

NOTE: Peer districts include DeSoto ISD, Galena Park ISD, Judson ISD, and Tyler ISD. Judson ISD's year end is June 30.
SOURCE: Beaumont ISD and Peer districts, Comprehensive Annual Financial Reports, February 2013

sources are subject to unpredictable fluctuations or if operating expenditures are highly volatile);

- The perceived exposure to significant one-time outlays (e.g., disasters, immediate capital needs, state budget cuts);
- The potential drain upon general fund resources from other funds as well as the availability of resources in other funds (i.e., deficits in other funds may require that a higher level of unrestricted fund balance be maintained in the general fund just as the availability of resources in other funds may reduce the amount of unrestricted fund balance needed in the general fund);
- Liquidity (i.e., a disparity between when financial resources actually become available to make payments and the average maturity of related liabilities may require that a higher level of resources be maintained); and
- Commitments and assignments (i.e., governments may wish to maintain higher levels of unrestricted fund balance to compensate for any portion of unrestricted fund balance already committed or assigned by the government for a specific purpose).

This recommendation can be accomplished with existing resources.

GRANT MANAGEMENT (REC. 50)

The budget supervisor does not have sufficient involvement in the grant proposal process to ensure appropriate budgeting for items needed to implement the grant. As a result, campus staff, who are responsible for initiating and developing grant proposals, may not properly budget for a specific item or may do so improperly. If the budget staff does not have an

opportunity to review grant proposal budgets before they are submitted to granting agencies, the approved grant may lack funds necessary to carry out the program because they were budgeted incorrectly. In some instances, funds may have to be provided from another source because they were not budgeted in the original grant proposal. The district's grants have both programmatic and accounting requirements with which the district must comply. If budget and grant development staff do not work together like "hand in glove," the district may be out of compliance with grant requirements and thereby exposed legally, financially, and programmatically.

In addition to developing, monitoring, and reporting the district's budget, the Financial Services Department performs financial, accounting, and reporting tasks related to the district's grants. The district has a program evaluator and a grant writer whose responsibility is to apply for grants. Campus staff identify grant opportunities and are the principal investigators. Their job as principal investigator is to assist with proposal development and manage the grant program. The grant writers prepare the application, forward it to the superintendent for approval, and submit it to the granting agency by the deadline. Once the grant is awarded, the Financial Services Department receives a copy of the Notice of Grant Award (NOGA) and sets up the budget and related account codes in the financial system. In general, the budget staff focuses on accounting requirements while the principal investigators focus on programmatic concerns. **Figure 7–20** shows an overview of the district's grants as of February 2013.

The budget supervisor and the program evaluator cited instances where budgets were not properly established during the proposal phase. Campus staff later found that they could not expend the money in the manner desired because it had not been properly budgeted. The following are examples of issues caused by this disconnect:

**FIGURE 7–20
BEAUMONT ISD GRANT SUMMARY
SCHOOL YEAR 2012–13**

TYPE	NUMBER	AMOUNT	PERCENT
Federal	26	\$37,828,036	92%
State	10	\$1,719,689	4%
Local	14	\$1,812,659	4%
Total	50	\$41,360,384	100%

SOURCE: Beaumont ISD, Financial Services Department, Special Revenue Grants Schedule, February 2013.

- A grant had been approved for funding, but the district was unaware that the Texas Education Agency (TEA) was holding the grant pending negotiations.
- Campus staff used their general fund budget to attend a workshop and attempted to reimburse the expenditure from grant funds. However, the grant did not allow for travel costs.
- Capital expenditures were approved in the grant for items with a unit cost of \$5,000 or more. The application submitted listed capital items based on aggregate costs of \$5,000 per category. None of the items in the category had a unit cost of \$5,000 or more; the items should have been classified as supplies and materials.
- The grant allowed for payroll costs; however, district staff failed to include benefits in the budget.

Grant administration involves three phases of activities: (1) pre-award activities; (2) post-award activities; and (3) close-out activities. During each phase, it is critical that all programmatic and accounting requirements are met, and it is critical for those responsible for these activities to work together to meet them. The district’s Business and Finance Office Guidelines manual (the Manual) states the following requirement, which is not being strictly enforced:

“With the help of the Budget Office, grant project managers and other staff responsible for each of these special revenue funds are responsible for preparing the budgets for the fund, including revenue and salary & benefit costs. Budget preparation for these funds should take place during the normal budget process or as soon thereafter as possible.”

Navasota ISD discovered the benefits of cooperation between grant financial and programmatic staff. In addition to receiving grants, the grant coordinator tracked funds with a detailed spreadsheet that was sent to the business manager.

The spreadsheet showed the amount of monies that could be used for equipment, software, and staff. The staff portion of the spreadsheet depicted amounts by month, which assisted the district in ensuring that the salaries were not considered recurring funds. This critical step of cooperation helped Navasota ISD avoid budget shortfalls since teaching staff were under contracts and were not necessarily notified when sources and terms of grant funds for their positions ended. Navasota ISD captured two best practices by actively pursuing grants and tracking specific details for the business manager to ensure ongoing contracts were using the appropriate funds, especially as grant funds expired. Cooperation between grant financial and program staff prevented Navasota ISD from spending operational funds on grant-related expenditures.

Beaumont ISD should implement a procedure and practice to require cooperation between the budget supervisor and campus staff who identify grant opportunities, initiate grant proposals, and manage grant programs. The budget supervisor should meet with campus staff to review the stipulations of the Business and Finance Office Guidelines manual, which requires cooperation. Campus staff should ensure that the budget supervisor has an opportunity to review all budgets before the application is approved by the superintendent. The superintendent should require the budget supervisor to review the proposed grant budget as a condition of approval.

The district can implement this recommendation with existing resources.

DIRECT DEPOSIT (REC. 51)

Beaumont ISD has not strategically developed a campaign to encourage all staff to take advantage of direct deposit. Direct deposit of an employee’s paycheck is a benefit to the employee and the employer. Employees benefit from direct deposit because it saves time, eliminates trips to the bank, check fraud and check cashing fees. Payroll deposits are made even if an employee is absent from work. Many organizations use payroll direct deposit as a means to cut costs, expedite the payroll process, and provide a convenience to staff.

Staff do not participate in direct deposit for a variety of reasons. Staff may not understand the benefits of direct deposit or trust the process so many districts use surveys as an effective tool in helping the district understand why staff do not favor direct deposit. Using survey results, the districts then focus marketing efforts toward specific employee attitudes and populations. For example, when survey results

show that most staff do not use direct deposit because they do not trust the process, then the security of electronic transactions are emphasized in promotional materials.

Beaumont ISD has an overall direct deposit participation rate of approximately 80 percent. **Figure 7–21** shows that Beaumont ISD has the second lowest direct deposit participation rate when compared to peer districts.

**FIGURE 7–21
BEAUMONT ISD DIRECT DEPOSIT PARTICIPATION
COMPARED TO PEERS
MARCH 2013**

DISTRICT	DIRECT DEPOSIT PARTICIPATION
Judson	89.0%
Galena Park	89.0%
Tyler	86.8%
Beaumont	79.7%
Desoto	76.8%

SOURCE: Legislative Budget Board, Review Team Peer District Survey, Beaumont ISD, Financial Services Department, March 2013.

Some employers offer a payroll debit card system as a direct deposit option. Instead of a bank account, staff use payroll debit cards at an automated teller machine to obtain their cash directly, or they use it like a debit card. A variation of the debit card allows the employer to establish a central funds pool; the employee is set up with an individual account number upon enrollment; the employer funds the account each pay period and the employee uses the payroll debit card to retrieve payroll funds from the central funds pool. The employer benefits include reduced paper handling and printing costs, lower stop payment fees for lost or stolen checks, fewer manual checks, and enhanced efficiency within payroll. Best practices throughout the industry have shown that electronic processing is more cost effective than manual paper processing.

Beaumont ISD should organize a campaign to promote the benefits of direct deposit to existing staff in order to increase participation in the district’s direct deposit program. Promotion efforts might include paycheck stuffers, newsletters, campus flyers, and a direct deposit week. During this week, staff who have direct deposit and understand its benefits may be asked to wear badges that read “Ask Me About Direct Deposit” or “Ask Me Why I Use Direct Deposit.” Flyers promoting the benefits of the program should be posted at strategic locations on campuses and other district facilities. Areas could be set up where

refreshments are served and where staff could sign up for direct deposit or obtain more information about the program. The district should also post information on its website, including the advantages of direct deposit, requesting direct deposit, changing direct deposit, and stopping direct deposit. Moreover, staff should be able to sign up for direct deposit on the district’s Intranet.

The district should also develop a policy that offers an option to use payroll debit cards for new staff and those staff without a checking account. The payroll staff should work with the Human Resources department to develop and implement strategies to promote direct deposit among new hires. In addition, the district should research the feasibility of incorporating payroll debit cards as a payroll payment option.

The district can implement this recommendation with existing resources.

TIMEKEEPING SYSTEM (REC. 52)

Beaumont ISD does not require all staff to use the payroll swipe card system to efficiently track staff time. As a result, the system is not being used to its full capacity and payroll clerks must perform additional work for staff who still use timesheets. This practice is inefficient, time consuming and subject to payroll errors.

The swipe card system is designed to eliminate much of the paperwork and manual effort involved with collecting information from timesheets and leave forms. The system requires individuals to swipe their identification card upon entering and leaving the facility. Most staff use the swipe system exclusively. However, in certain instances, such as when an employee receives extra duty pay, a combination of the automated and manual timesheet system is used. Approximately 6 percent, or 173 district staff, do not use the swipe system. **Figure 7–22** shows a summary of non-swiping staff by labor category.

The automated timekeeping system ensures that time does not overlap. The use of dual systems creates a risk that staff could record the same time interval in each system, leading to overpayment. **Figures 7–23** through **7–25** show an example of what could happen when multiple timekeeping systems are used.

Figure 7–23 shows an employee’s swipe times on days that hours were duplicated. The ACE payroll timesheet in **Figure 7–24** shows only the total of hours for staff instead of the clocked time in and out. Only the total number of hours is

**FIGURE 7–22
BEAUMONT ISD NON-SWIPING STAFF
SCHOOL YEAR 2012–13**

TITLE	STAFF
Part time Officers	34
Custodian Substitutes	52
School Bus Aides	38
Special Education Bus Monitors	6
Part-time Paraprofessionals	30
Part-time moving crew	12
Part-time textbook workers	1
Non-Swiping Staff	173
Total Staff	2,861

SOURCE: Beaumont ISD, Financial Services Department, Payroll, February 2013.

noted. **Figure 7–25** shows that the staff was paid for seven supplemental hours worked.

The only assurance the payroll clerk has that time has not been double counted is they know the ACE tutorial program occurs after school once the employee is off their normal assignment. In other circumstances, it is possible, under the dual system, for time to overlap and be double counted.

The district should fully implement the automated timekeeping system and require all staff to swipe in and out to ensure accurate accounting and tracking of payroll. Staff who use other methods should be identified, and a plan should be developed to transition such staff to the automated system. The plan should include a definite timeline and training to teach staff how to use the system. The plan should also include what forms will be necessary to report exceptions to the normal work schedule. The forms should be used as supplemental information to support the hours charged rather than as timesheets since duplicate time records create the risk of duplicate time charges.

The district can implement this recommendation with existing resources.

CASH HANDLING (REC. 53)

The district lacks adequate procedures for cash handling during school fundraising events where products are sold. Although Beaumont ISD’s cash handling procedures require that receipts be issued and accounted for whenever possible, they do not require or provide forms for reconciliation of product inventory. Control weaknesses in this area create a risk that campus and student activity funds might be

**FIGURE 7–23
BEAUMONT ISD EMPLOYEE’S SWIPED TIMECARD
FEBRUARY 2013**

2/13/13 Employee Search

Search Criteria: Employee ID: [Redacted] Start Date: 12-31-2012 End Date: 01-20-2013 My Status: All

Date	In	Out	In	Out	TC	PR	Abs	Accounted For	Sch	My Approval	Approval Status
12-31-2012	--	--	--	--	00:00	00:00	00:00	00:00	08:00	A	A
01-01-2013	--	--	--	--	00:00	00:00	00:00	00:00	08:00	A	A
01-02-2013	--	--	--	--	00:00	00:00	00:00	00:00	08:00	A	A
01-03-2013	--	--	--	--	00:00	00:00	00:00	00:00	08:00	A	A
01-04-2013	--	--	--	--	00:00	00:00	00:00	00:00	08:00	A	A
1/7/2013	--	07:25a E	--	03:44p E	07:49	07:50	00:00	07:50	08:00	A	A
01-08-2013	--	M07:15a E	--	M04:43p E	08:58	08:55	00:00	08:55	08:00	A	A
01-09-2013	--	M07:15a E	--	M03:58p E	08:43	08:40	00:00	08:40	08:00	A	A
01-10-2013	--	M07:15a E	--	M04:10p E	08:25	08:25	00:00	08:25	08:00	A	A
01-11-2013	--	07:15a E	--	03:58p E	08:13	08:10	00:00	08:10	08:00	A	A
01-14-2013	--	07:15a E	--	M04:44p E	08:59	09:00	00:00	09:00	08:00	A	A
01-15-2013	--	07:33a E	--	04:59p E	08:56	08:55	00:00	08:55	08:00	A	A
01-16-2013	--	07:29a E	--	06:18p E	10:19	10:20	00:00	10:20	08:00	A	A
01-17-2013	--	07:36a E	--	05:03p E	08:57	08:55	00:00	08:55	08:00	A	A
01-18-2013	--	07:31a E	--	04:24p E	08:23	08:20	00:00	08:20	08:00	A	A

Shows employee swipe times on days time was duplicated

SOURCE: Beaumont ISD, Financial Services Department, Payroll, February 2013.

**FIGURE 7-24
BEAUMONT ISD
EMPLOYEE'S ACE MANUAL TIMESHEET
FEBRUARY 2013**

SOURCE: Beaumont ISD, Financial Services Department, Payroll, February 2013.

**FIGURE 7-25
BEAUMONT ISD SUPPLEMENTAL ACE PAYROLL FROM
MANUAL TIMESHEET
FEBRUARY 2013**

ACE PAYROLL FEBRUARY 8, 2013			
ELEMENTARY PAYROLL			
TEACHERS	Hrs	Rate	Amount
1735870	11.25	\$25.00	\$281.25
14	\$12.85	\$179.80	\$251.11
3221870	15	\$12.15	\$182.25
322864	15	\$12.85	\$192.75
1933066	12	\$12.85	\$154.20
1162980	3	\$25.00	\$75.00
1749852	6	\$12.85	\$77.10
3222176	12	\$12.85	\$154.20
3185047	8	\$12.85	\$102.80
4.5	\$12.85	\$57.83	
1985375	4	\$25.00	\$100.00
3.5	\$12.15	\$42.53	
3222845	4	\$12.15	\$48.60
14	\$12.85	\$48.60	
			\$1,697.00
Hrs	Rate	Amount	
3250779	15.5	\$8.25	\$127.88
5.5	\$8.25	\$45.38	
3222096	9.25	\$8.25	\$76.31
3228607	21	\$8.25	\$173.25
1818457	20	\$8.25	\$165.00
7	\$8.25	\$57.75	
			\$645.56

SOURCE: Beaumont ISD, Financial Services Department, Payroll, February 2013.

misappropriated or stolen before the deposit reaches the bank account.

The review team visited three high schools, one middle school, and one elementary school to discuss student activity fundraisers. Review team interviews indicate that campus bookkeepers receive cash from student club sponsors that has been solicited through fundraisers. Depending on the nature of the fundraiser, the sponsor presents receipts, ticket stubs, sales orders, or other documentation to the bookkeeper and balances this documentation with the cash submitted. However, some fundraisers, such as candy and tee-shirt sales are not receipted. If they are receipted, there is no reconciliation performed of product sales and inventory to cash. In these instances, the sponsor submits only the cash and a cash summary report. The bookkeeper has no way of knowing if all monies have been submitted when there is no documentation against which to reconcile the cash. Each of the bookkeepers interviewed acknowledged this weakness in cash collection procedures for fundraisers in which a product is sold and there are no sales orders or inventory records against which to reconcile.

Neither the student activity fund manual nor a district publication entitled, "A Teacher's Guide to Fundraising" adequately addressed the issue of product sales and inventory reconciliations. Section 4.2.3 of the *Student Activity Fund Procedures Manual* requires completion of form SAF-103-Tabulation of Moneys Collected from Students for small, multiple collections including candy sales. However, it does not require a reconciliation of product sales, inventory, and

cash collected. The section of the teacher’s fundraising guide entitled, “Collecting and Receipting Money,” states, “All money collected must be accounted for by an official Beaumont ISD receipt. Receipts verify the amount of money collected and the amount of product sold.” Although product sales are mentioned, the procedure does not require a reconciliation of product inventory, sales, and cash collected.

Figure 7–26 shows that during fiscal year 2012, campuses collected and deposited more than \$2.3 million into student activity funds.

La Vega ISD addressed the issue of weak fundraising controls by updating its *Student Activity Fund Guidelines and Procedures* manual. A new section in the manual entitled, “Fundraising” requires the following procedures:

- Principals must pre-approve all fundraising events.
- Sponsors are responsible for keeping accurate records of items purchased for resale and subsequent sales.
- The Fundraising Approval/Financial Recap form must be used to document the pre-approval and accounting requirements.

Also, La Vega ISD’s financial staff conducts a seminar to train campus principals on the new fundraising procedures and forms. Students must now submit a proposal for approval before every fundraising event. The proposal allows the principal to establish the type of fundraiser, beginning and ending dates, who will be doing the selling, description of the products to be sold, purpose of the proceeds, a projection of receipts and disbursements, and other pertinent information.

Beaumont ISD should revise its student activity fundraising procedures to require reconciliation of product sales inventory to cash collected. Forms should be provided to facilitate the reconciliation, and school bookkeepers and club sponsors should be trained on how to maintain product inventory and complete the form before cash is submitted for

deposit. This new procedure will ensure that all cash is collected and reconciled for fundraisers where products are sold, and where receipts or sales orders are not used.

The district can implement this recommendation with existing resources.

STUDENT ACTIVITY FUNDS (REC. 54)

Beaumont ISD does not require all of the campus bookkeepers to use the systems and tools that are standard in the district for tracking student activity funds. **Figure 7–27** shows that eight Beaumont ISD bookkeepers continue to use manual, antiquated accounting methods, while others use accounting software known as EPES to print checks, account for transactions, and reconcile the bank account.

Not using district software resources to perform accounting functions is inefficient and wasteful when more efficient alternatives are available.

Figure 7–28 shows an example of handwritten entries of transactions in a manual ledger maintained at one of the district’s schools. Not only is this method outdated and inefficient, it is also error prone.

Review team interviews indicate that some bookkeepers prefer recording transactions by hand because they are not as comfortable using a computer. Another bookkeeper writes checks by hand because the checks will not line up correctly in the printer. All bookkeepers use the same printing method, yet no other bookkeeper the review team interviewed reported a problem with the checks lining up in the computer. Without all bookkeepers to using the same system and processing transactions in the same manner results in the lack of standardization, which reduces transparency, uniformity, and efficiency.

Waco ISD requires that each campus use automated software because it creates uniformity of accounting for each campus’ activity funds. There is potential for online access so that district office staff can view reports. The commonly used

**FIGURE 7–26
BEAUMONT ISD CASH ANALYSIS – STUDENT ACTIVITY FUNDS
FISCAL YEAR 2012**

CATEGORY	BALANCE 8/31/2011	RECEIPTS	DISBURSEMENTS	BALANCE 8/31/2012
Elementary	\$143,093	\$504,368	\$474,854	\$172,607
High School	\$398,570	\$1,331,827	\$1,345,113	\$385,284
Middle School	\$186,176	\$492,634	\$463,830	\$214,980
Grand Total	\$727,839	\$2,328,829	\$2,283,797	\$772,871

SOURCE: Beaumont ISD, Financial Services Department, Student Activity Funds, February 2013.

FIGURE 7–27
BEAUMONT ISD BOOKKEEPING SYSTEMS-ACTIVITY
FUNDS
FEBRUARY 2013

DESCRIPTION	SYSTEM
Amelia Elementary	EPES
Austin Middle School	EPES
Bingman Pre-K	EPES
Blanchette Elementary	EPES
Central High School	EPES
Central Office	EPES
Chartlon-Pollard	EPES
Curtis Elementary	EPES
Deaf Coop (Annex)	EPES
Dishman Elementary	EPES
Fehl-Price	EPES
Fletcher Elementary	EPES
Guess Elementary	EPES
Homer Elementary	EPES
Jones-Clark	EPES
King Middle School	EPES
Lucas Pre-K	EPES
Martin Elementary	EPES
Marshall Middle School	EPES
Odom Academy	EPES
Ozen High School	EPES
Smith Middle School	EPES
South Park Middle School	EPES
Taylor Career Center	EPES
Vincent Middle School	EPES
West Brook High School	EPES
Adult Education	Manual
Brown Center	Manual
Caldwood Elementary	Manual
Oaks Education Center	Manual
Pathways Learning Center	Manual
Pietzsch (has license)	Manual
Regina-Howell Elementary.	Manual
Transportation	Manual

SOURCE: Beaumont ISD, Financial Services Department, February 2013.

software is inexpensive to operate and maintain, and is easy to learn.

The district's Financial Services Department should prohibit the use of manual accounting methods, and require that all bookkeepers use the automated accounting software chosen by the district. Moreover, the superintendent should instruct the comptroller to develop a training program tailored to the bookkeepers who are still using outdated methods. The comptroller should assign an EPES user to each of the eight bookkeepers to coach them on the system until they are familiar with the program and are comfortable in an automated environment.

The district can implement this recommendation with existing resources.

**FIGURE 7-28
BEAUMONT ISD MANUAL LEDGER PAGE
FEBRUARY 2013**

FUND ACCOUNT LEDGER

COUNT NAME General Ledger FUND NO. _____

ONBOR _____ PAGE 5

DATE	NUM	PAID TO / RECEIVED FROM	ISSD	DATE	RECEIPTS	DISBURSEMENTS	BALANCE
		Balance Forward					16 659 40
1/23	6	Frankie's Italian Grill		1-10-13		50 00	16 009 40
1/24	1	Haughton Mifflin Hancock		1-11-13		657 90	15 351 50
1/25	1	Sam's Club		1-12-13		78 44	15 273 06
1/26	1	Sam's Club		1-14-13		70 85	15 202 21
1/27	2	Lydia Bohlsen		1-15-13		49 22	15 152 99
1/28	5	Barnes & Noble		1-15-13		236 14	14 916 85
1/29	5	Argo's		1-15-13		30 00	14 886 85
1/30	1	Jones-Clark Elem		1-16-13		83 00	14 803 85
688346	1	Deposit	JC	1-18-13	382 00		15 185 85
688347	2	Deposit	JC	1-18-13	46 16		15 232 01
1/31	1	Sam's Club		1-18-13		297 48	14 934 53
688346	1	Deposit	JC	1-23-13	665 67		15 599 20
688354	1	Deposit	JC	1-23-13			15 599 20
1/32	2	Amy Dwyer		1-23-13		36 94	15 562 26
1/33	1	Main Dining Hall Lamer		1-23-13		670 00	14 891 26
688353	1	Deposit	JC	1-24-13	3 830 36		18 721 62
1/34	2	ATM Sportsweat		1-24-13		524 00	18 197 62
1/35	5	Walmart		1-25-13		101 98	18 095 64
688354	2	Deposit	JC	1-28-13	143 00		18 238 64

Safeguard

SOURCE: Beaumont ISD, Campus Bookkeeper, Manual Ledger, February 2013.

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
CHAPTER 7: FINANCIAL MANAGEMENT							
45. Require that the Financial Services Department leader meets the minimum qualifications for this position.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
46. Implement a procedure and practice to validate the invoices from all cost plus contractors and require the contractors to submit supporting documentation for all labor and materials costs associated with the invoice.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
47. Establish a practice that allows principals and department heads greater involvement in the budget development and control process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
48. Improve the content, format, and presentation of the district's published budget document and use ASBO and GFOA standards as a guide.	\$0	\$0	\$0	\$0	\$0	\$0	\$0

FISCAL IMPACT (CONTINUED)

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
CHAPTER 7: FINANCIAL MANAGEMENT							
49. Establish a policy to protect the district's fund balance and ensure that it remains adequate for unforeseen future events.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
50. Implement a procedure and practice to require cooperation between the budget supervisor and campus staff who identify grant opportunities, initiate grant proposals, and manage grant programs.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
51. Organize a campaign to promote the benefits of direct deposit to existing staff in order to increase participation in the district's direct deposit program.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
52. Fully implement the automated timekeeping system and require all staff to swipe in and out to ensure accurate accounting and tracking of payroll.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
53. Revise student activity fundraising procedures to require reconciliation of product sales inventory to cash collected.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
54. Prohibit the use of manual accounting methods, and require that all bookkeepers use the automated accounting software chosen by the district.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL	\$0	\$0	\$0	\$0	\$0	\$0	\$0

CHAPTER 8

PURCHASING

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 8. PURCHASING

School districts in Texas are required to follow federal and state laws and procedures applicable to purchasing. The purpose of competitive bidding requirements found in the Texas Education Code (TEC), Section 44.031, is to stimulate competition, prevent favoritism, and secure the best goods and services needed for district operations at the lowest possible price. The Texas Education Agency (TEA) developed a comprehensive purchasing module in the Financial Accountability System Resource Guide (FASRG), which is available as a resource for district purchasing.

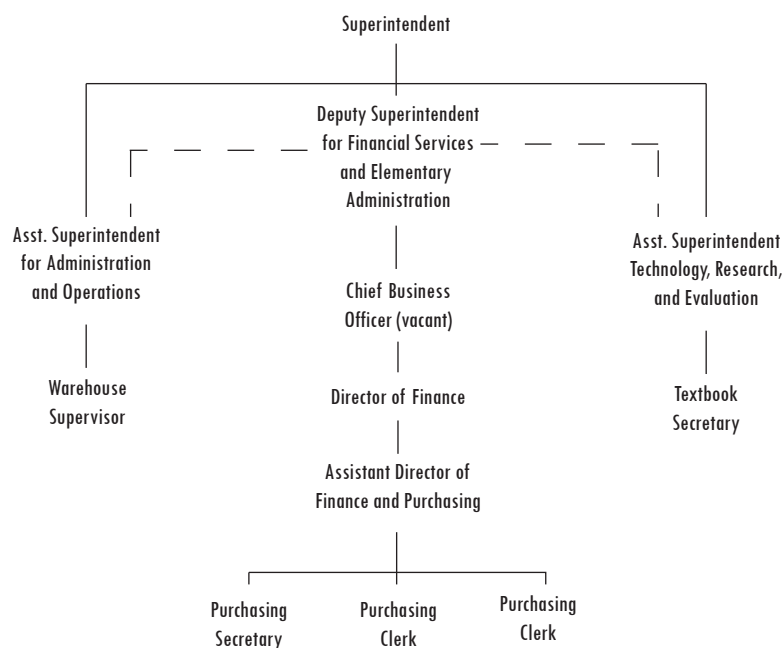
Organizationally, the Beaumont Independent School District (ISD) Purchasing Department is part of the Financial Services Department and is led by the assistant director of Purchasing/Finance who has over 20 years of purchasing experience in public sector entities. The assistant director of Purchasing/Finance is supported by two clerks and a secretary. The staffs' tenure with the Purchasing Department ranges from two to four years. **Figure 8–1** shows the purchasing, warehousing, and textbook organizational structure.

The Purchasing Department is responsible for procuring most of the district's goods and services. However, the department is not involved in purchasing textbooks and has a limited role in purchases related to bond construction projects. The district's textbook secretary purchases textbooks, and the director of Finance oversees bond construction project purchases.

The Purchasing Department has written procurement procedures and standard forms that are posted online for its staff, and other district staff, and vendors. The procedures are aligned with TEC, Section 44.031, requirements and have been in effect since 2009. Request for Quotation forms and New Vendor Applications are available online.

The district participates in numerous interlocal and cooperative agreements, including State of Texas Co-Op Purchasing, Council on Competitive Government Contracts, Houston Area Galveston Council, Texas Association of School Boards, The Cooperative Purchasing Network, Harris County Department of Education, TIPS/TAPS Cooperative

FIGURE 8–1
BEAUMONT ISD PURCHASING DEPARTMENT, WAREHOUSE, AND TEXTBOOK ORGANIZATION
SCHOOL YEAR 2012–13



SOURCE: Beaumont ISD, Financial Services Department, Organizational Chart, February 2013.

Purchasing, and Region 5 Southeast Texas Purchasing Region Cooperative. Vendor databases and catalogs are maintained on the district's website for campus users to identify and price needed resources.

The district uses the purchasing module within the district's accounting information system, to process purchase requisitions, issue purchase orders, and acknowledge receipt of goods. Each campus has a financial secretary, who in most cases is the principal's secretary. This position is responsible for initiating purchase requisitions and subsequently recording goods received in the accounting information system based on direction from authorized department staff.

The financial secretaries use the automated procurement module to initiate a purchase requisition and track the workflow. They enter information such as product type, quantity, vendor information, delivery details, and quotes as required. The requisition is electronically routed to the campus principal for approval and subsequently to the assigned assistant superintendent for required approval. Upon final approval, the requisition and supporting documentation is routed to the Purchasing Department to issue a purchase order. This workflow system provides real-time information regarding the requests, authorizations, and processing time to district staff.

The Purchasing Department manages the bid process for goods and services that are competitively bid. The department obtains specifications for the desired products, services, timing, and vendor requirements from the department user group requesting goods and services. The Purchasing Department issues the bid request and manages the subsequent receipt, tabulation, acceptance, and rejection notifications and issues the purchase order. The department user group evaluates the bid proposals received against the pre-defined bid criteria and recommends the vendor providing the best value for the district to the director of Finance to present for the approval of the Board of Trustees.

The procurement process for bond construction projects is somewhat different from the purchasing of other goods and services as the district outsourced this function to a construction management firm. Additionally since 2007, multiple changes have occurred in the personnel administering the bond construction projects. Three different individuals have held the chief business officer (CBO) position since November 2007. The position is now vacant and the director of Finance is responsible for overseeing the financial aspects of bond construction projects.

In November 2007, the district issued \$388.6 million in bonds for the construction and renovation of school buildings and facilities. The district engaged a third-party bond program manager to oversee all phases of the construction project. In accordance with the program management agreement, the bond program manager's responsibilities included, but were not limited to, developing the scope of work, budgets, and request for proposals; bidding, evaluations and negotiations; construction management; verification and coordination of payment applications; construction and contract close out; and contract and document management. In October 2012, the bond project manager resigned and the district engaged a different firm to close out the bond program.

In the absence of a CBO, the director of Finance is the district's representative for the bond program. The director of Finance reviews the scope of work, budgets, contracts, requests for proposals, and value engineering, as prepared by the bond program manager. A committee consisting of the bond program manager, the architect, and district representatives evaluate construction project bids based on specific criteria. Upon evaluation, the director of Finance submits the committee's recommended bidder to the Board of Trustees for approval.

Purchase orders are subsequently issued based on board approval. The responsibilities of the director of Finance include approving the contractors' submitted payment applications.

The district issued 1,805 blanket purchase orders in fiscal year 2012. Blanket purchase orders are authorized for specific vendors/suppliers/businesses for a specified time frame and are not to exceed a specified dollar amount. They are used to expedite the ordering process during the normal course of business and are also used to mitigate disruptions to the purchasing process during an emergency.

The Purchasing Department uses standard purchase order templates containing contractual terms and conditions that the district's legal counsel reviewed. The district's legal counsel reviews complex transactions, such as construction contracts, prior to executing the transaction.

The Purchasing Department is responsible for maintaining the vendor master file (VMF). A vendor request form is posted online for new vendors to apply to be added to the district's VMF. The district has two categories of vendors: vendors and approved vendors. Approved vendors must be authorized by the board. Beaumont ISD's transfer of the

VMF from the previous system to the new purchasing module was completed in September 2011.

The district maintains three warehouses with three unique purposes. The warehouse activities, which include receiving, inventory storage, and deliveries are performed by a supervisor, two managers, and seven other employees. The main warehouse, located at 1650 Caldwell, is a facility with approximately 10,000 square feet. The main warehouse centrally receives and stores maintenance and custodial supplies for the district. The total value of inventory in this warehouse as of August 31, 2012 was \$926,300.

The Pope Street warehouse is located at 1900 Pope Street. This warehouse stores equipment for outdoor events in addition to the district's aged furniture and equipment.

The former Price Elementary School (Price) was converted to a storage facility during the construction phase of the 2007 bond program. The Price warehouse is a 52,000 square-foot facility located at 3350 Waverly Street. The Price warehouse stores the surplus furniture, equipment, computers, and other miscellaneous items used in the old school buildings that were replaced or refurbished using proceeds received from the bond construction program. The warehouse staff is organizing the stored materials by general category (desks, filing cabinets, computers, etc.). The district indicated that during the summer of 2013 the warehouse staff is going to complete a physical inventory of the Price warehouse and the district is then planning to engage a local auction company to assist with the auction and disposal of the inventoried items. The district's target date to auction and remove all items from the Price warehouse is September 1, 2013.

The assistant superintendent of Technology, Research, and Evaluation centrally coordinates the management of textbooks and other instructional materials for the district. Operationally, the textbook secretary is responsible for district-level textbook inventory management including placing orders, as well as receiving, distributing, and recording textbook activities. The textbook secretary is supported by two warehouse staff. Beaumont ISD uses an automated textbook inventory control system to track the district's textbook inventory at the campus level.

Textbooks are received and stored at the 10,000 square-foot textbook warehouse located at 950 West Virginia Street. When textbooks are assigned to specific campuses, the textbook secretary creates barcodes to identify the books by campus. Warehouse staff then affixes the barcodes to the textbooks and delivers the allotted amount to the specific

campuses. Unallocated textbooks are stored in the textbook warehouse.

Each campus has a textbook coordinator who is responsible for maintaining, securing, and storing the assigned textbook inventory for their respective campuses. Campus textbook coordinators conduct a physical count at the end of the school year using the system generated inventory listing provided by the textbook secretary. Upon completion of the physical inventory count, the last page of the inventory listing is returned to the district textbook secretary for confirmation and reconciliation.

FINDINGS

- ◆ The district has not ensured that all staff consistently follow purchasing procedures and practices, which may potentially put the district at risk of not complying with state laws.
- ◆ The district does not have adequate controls for contract management and could be exposed to unfavorable agreements and is at risk of financial or reputational loss.
- ◆ The district does not have procedures requiring periodic reviews of the vendor master file to inactivate and/or purge dormant or duplicate vendors.
- ◆ The district has not implemented procedures to ensure the inventory system accurately reflects the main warehouse's inventory valuations and the physical inventory on hand.
- ◆ The district lacks written textbook management procedures and practices to ensure the physical inventory on hand is accurately reflected in the inventory system.
- ◆ The district's textbook coordination process does not adequately manage the newly implemented Instructional Materials Allotment.

RECOMMENDATIONS

- ◆ **Recommendation 55: Enforce purchasing procedures to ensure that all purchases are conducted in accordance with district and state purchasing requirements.**
- ◆ **Recommendation 56: Develop and implement a formal contract management process with written procedures and practices to identify all district**

contracts, centrally capture and monitor contract requirements, and evaluate vendor performance.

- ◆ **Recommendation 57: Develop a process for maintaining an accurate vendor master file and eliminate unnecessary duplicate vendor records.**
- ◆ **Recommendation 58: Develop a methodology and procedures to identify and record the unit of inventory and related price, and reconcile the inventory system listing to the physical inventory on hand.**
- ◆ **Recommendation 59: Develop written procedures and practices for textbook management.**
- ◆ **Recommendation 60: Centralize the procurement of textbooks and instructional materials within the Purchasing Department.**

DETAILED FINDINGS

ADHERENCE TO PURCHASING PROCEDURES (REC. 55)

The district has not ensured that all staff consistently follow purchasing procedures and practices, which may potentially put the district at risk of not complying with state laws. The Purchasing Department has comprehensive written procedures replete with applicable legal references and forms on the district website.

Purchase orders exceeding required thresholds are not consistently supported with formal quotes as required by district policy, nor do all purchases exceeding \$50,000 individually or in the aggregate for each 12-month period go through the bid and board approval process as required by state law. In addition, some goods and services are negotiated and procured outside the purchasing process and subsequently paid for by submitting the invoice and a check request to the Accounts Payable Department.

The district's purchasing procedures require the approval of the Board of Trustees for purchases of \$50,000 or more. Pursuant to TEC, Section 44.031, all school district contracts for the purchase of goods and services, except contracts for the purchase of produce or vehicle fuel, valued at \$50,000 or more in the aggregate for each 12-month period shall be made by one of the following methods that provide the best value for the district:

- competitive bidding for services other than construction services;

- competitive sealed proposals for services other than construction services;
- a request for proposals for services other than construction services;
- an interlocal contract;
- a method provided by the Texas Government Code, Chapter 2267, for construction services;
- the reverse auction procedure as defined by the Texas Government Code, Section 2155.062(d); or
- the formation of a political subdivision corporation under the Texas Local Government Code, Section 304.001.

Based on a sample of selected transactions, the review team identified instances when the district's purchasing procedures were not followed consistently. For example, Beaumont ISD issued a purchase order for \$75,000 in September 2012 to an air conditioning and refrigeration service provider for services that were not competitively bid or board approved. This transaction exceeded the \$50,000 threshold, but was not and should have been obtained in accordance with TEC, Section 44.031.

Beaumont ISD's purchasing procedures states that electronic purchase orders are required for all purchases over \$100. The review team randomly selected 15 check disbursements to review compliance with purchasing procedures and regulations. The review team noted that purchase orders were not used to obtain services from two vendors in this sample. The district acquired vendor services without completing a purchase order, requesting a quote, or receiving bids. In this instance, the district paid a learning rehabilitation service provider \$195,011 between September 1, 2011 and February 14, 2013 while issuing one purchase order for \$300 to this vendor.

The quotation threshold stipulated in the district's purchasing procedures requires all orders over \$1,000 that are not bid to have three formal quotes attached to the order before it can be processed or a clear description of the goods needed so that the Purchasing Department can obtain the quotes. The review team noted that purchase orders were issued to an athletic supplier, an air conditioning and refrigeration service provider, and an instructional materials vendor for \$2,216, \$6,927, and \$49,000 respectively. The items were not released for bid, and the purchase requisitions were not accompanied with the information required by the procedure.

As a result of acquiring goods and services outside the purchasing system, the district is not accurately capturing the amount vendors spend by category. This practice marginalizes the effectiveness of monitoring processes to evaluate potential cost savings obtained through the bid process and the district may not receive the best value for the goods and services. The district may also be at risk when vendors are not under contract. Finally, the district may not be in compliance with state laws when goods and services valued at \$50,000 or more in the aggregate for each 12-month period are not procured in accordance with TEC, Section 44.031.

The intent of district procedures and processes is to provide some reasonable assurance that organizational objectives will be achieved. They serve as management tools to mitigate risk and ensure compliance with laws and regulations. Additionally, procedures and practices are used to improve the efficiency and effectiveness of operations and safeguard assets. Easily accessible, written purchasing procedures and practices are effective tools for promoting internal controls and training personnel on district and state procurement requirements, processes, and guidelines. However, procedures and practices can only produce the desired results if they are adhered to across the organization and if they are consistently enforced by the process owners.

The district should enforce purchasing procedures to ensure that all purchases are conducted in accordance with district and state purchasing requirements. The superintendent should require that all transactions adhere to the district's purchasing procedures and practices. The Purchasing Department should reject purchase requisitions that do not conform to the requirements and invoices over \$100 that are submitted for check requests without a purchase order should be rejected for payment by the Accounts Payable Department.

This recommendation can be accomplished with existing resources.

CONTRACT MANAGEMENT AND OVERSIGHT (REC. 56)

The district does not have adequate controls for contract management and could be exposed to unfavorable agreements and is at risk of financial or reputational loss. The district does not have a formal contract management process with written procedures and practices for centralized oversight of all contracts and vendor performance.

For goods and services procured through the bid process, the assistant director of Finance/Purchasing reviews the purchasing contract table for bid items to identify the

expiring bid contracts. This table lists the Invitation for Bid number, the services, the renewal period, and expiration date. At the time of renewal, the assistant director of Finance/Purchasing reviews the governing documents to determine insurance requirements and covenants associated with the agreement. However, contract requirements for the known agreements are not monitored during the life of the transactions.

Review team observations indicate that some goods and services are procured outside of the Purchasing Department and the respective agreements were not on file with Purchasing Department. As a result, the district does not maintain a comprehensive working list of contracts, which makes it difficult to determine the number, nature, and status of contracts within the district.

Agreements are also not consistently documented for existing vendors that perform additional services outside their initially contracted scope of work. For example, the district did not issue a separate contract covering the renovation and repair projects caused by Hurricane Ike in 2008. The district paid \$4 million to an electrician who was under an existing general maintenance and repairs contract. During the review team's onsite visit, the district also did not have a documented agreement with the firm who succeeded the bond program manager in October 2012. The successor firm previously provided supporting services related to the district's bond project.

Additionally, the district does not have a formal performance evaluation process to assess a vendor's contract performance. The documented justifications for contract renewals consist of the original bids received and a standard sentence stating that the user recommends the vendor's renewal contract be approved.

Within established industry best practices, as outlined in TEA's Financial Accountability System Resource Guide (FASRG), a properly completed vendor evaluation form provides evidence that contract terms are being monitored, appropriate records are maintained, vendor performance is being evaluated, contracts are managed for close-out, and contract results are evaluated.

Section 3.2.2.5 of the FASRG states that a system for the evaluation of vendors and their performance is important to support an effective purchasing function. The following are factors to consider for inclusion in the evaluation:

- timeliness of deliveries;

- service availability;
- completeness and accuracy of order; and
- quality of products or services received.

The FASRG goes on to state that whenever a problem occurs with a vendor, it is important to document the problem noting the date with an accurate description of the problem. This record of information about vendor performance is very important in the evaluation of the vendor.

Contract management ensures that a vendor fulfills all legal obligations and delivers acceptable and expected service. Effective contracts include measures that establish adequate performance such as task completion dates, vendor payments and penalties, and specific standards about exactly what constitutes adequate performance. Contract management requires a clearly identified scope of work, terms of the contract, performance criteria and measurements, and any special provisions. School districts and other governmental entities have developed contract management procedures and practices to ensure the contracting processes are efficient and effective; to avoid legal, ethical, and conflict of interest problems; to include measurable performance standards; and to evaluate existing procedure standards.

The district should develop and implement a formal contract management process with written procedures and practices to identify all district contracts, centrally capture and monitor contract requirements, and evaluate vendor performance. To accomplish this, contract details including effective and expiration dates, parties to the agreement, and vendor and district covenants should be captured and actively managed to ensure compliance and mitigate the district's exposure to risk. Additionally, the district should identify all contracts and agreements made outside the Purchasing Department and include them in the contract management process. Also, whenever a problem occurs with a vendor, the district should contact the vendor immediately and keep a record of all communications including the dates and topic of discussion.

This recommendation can be accomplished with existing resources.

VENDOR MASTER FILE CONTROLS (REC. 57)

The district does not have procedures requiring periodic reviews of the vendor master file (VMF) to inactivate and/or purge dormant or duplicate vendors. A VMF is a collection of database records that includes information about each

vendor, including names, addresses and contacts. At the time of the review team's onsite visit, the district's VMF contained 7,113 active vendor records. This was a result of the conversion from the district's previous accounting information system, to the current accounting information system in September 2011. The VMF also included 908 vendors with duplicate records. The additional duplications of vendors are a result of inconsistent naming conventions used in the name and address fields of the VMF.

VMFs are an integral component of purchasing and accounts payable internal controls. Well maintained records help prevent internal control failures, inefficiencies, and inaccurate management reports. For example, the accounting information system "Activity by Vendor" report is a tool to find duplicate vendor records. This is especially useful in identifying duplicate vendors that have been paid over \$50,000 by the district as such expenditures are required to be competitively bid. As an illustration, the Activity by Vendor report indicated that the district paid one vendor \$55,053. The district paid Cambium Education \$49,000 and Cambium Learning, Inc. \$6,053, however the Activity by Vendor report determined that this was actually one vendor with multiple names entered into the VMF. Misappropriation of assets could occur when multiple vendor names and addresses are used for the same vendor. This could result in invoices being paid multiple times to the same vendor under different records in the VMF.

Figure 8-2 shows the best practice controls that districts use to maintain accurate VMF.

The district should develop a process for maintaining an accurate VMF and eliminate unnecessary duplicate vendor records. As a part of this process, the district should establish controls for the VMF and consider the best practice shown in **Figure 8-2**. Beaumont ISD should initially work with vendors to consolidate multiple remittance addresses.

This recommendation can be accomplished with existing resources.

WAREHOUSE INVENTORY CONTROLS (REC. 58)

The district has not implemented procedures to ensure the inventory system accurately reflects the main warehouse's inventory valuations and the physical inventory on hand. The inventory listing maintained in the district's inventory control system is misstated in both valuation and quantity on hand. It also does not accurately reflect the actual inventory stored in the warehouse. There are no procedures to record

**FIGURE 8–2
CONTROLS FOR THE VENDOR MASTER FILE
FEBRUARY 2013**

CONTROL	DETAILS
Determine when multiple vendor records will be allowed.	Districts establish when multiple vendor records are allowed. Ideally, each vendor would appear in the vendor master file only once. In practice, multiple records for the same vendor may be required if the system does allow for multiple attributes within unique vendor records. Separate attributes for the same vendor may be necessary when there are differences in remit-to addresses, discount terms, or transactional tax treatments. This saves both the district and the vendor time and money.
Manage One-Time Vendor Accounts Separately.	Districts develop procedures to ensure that vendor master records for limited-use vendors are identified and minimum transaction counts (i.e., five annual transactions) and spending thresholds are established. Vendors not meeting these thresholds are processed as one-time vendors.
Apply Consistent Naming Conventions.	Districts ensure all vendor records use the same naming convention for spelling the full name, address, vendor number, and other identifying information.
Maintain Systems and Procedures on a Regular Basis.	Districts evaluate the vendor master records regularly and purge inactive and duplicate vendors. Annually, districts review VMF's for inactive accounts, duplicate and incomplete records, file format errors, one time vendors, and accuracy issues.
Remove Old/Unused Vendors from the System.	Districts develop procedures to identify the frequency and timing of removing inactive vendors from the VMF.

SOURCE: Legislative Budget Board, School Review Team, March 2013.

the units of measure in the district’s inventory control system, and automated controls are not configured. The manual controls in place do not prevent or detect significantly misstated inventory listings. The main warehouse inventory listing contains significant errors and is not an effective tool for managing the district’s warehoused resources.

The inventory listing as of February 12, 2013 contained 563 listings with a total value of \$772,700. However, the unit of measure in which the quantity of inventory on hand is accounted for in the inventory system is not consistently applied across all products. Additionally, the price per unit field contains data entry errors such as failure to enter a price or unit prices that do not correlate to the quantity on hand’s unit of measure. Examples are as follows:

- One inventory listing on the February 12, 2013 report had an extended value of \$98,329 that consisted of 4,113 units of eight-ounce foam cups priced at \$23.9069 a unit. Upon review, the 4,113 units represented the number of individual cups on hand, while the unit price of \$23.9069 represented a sleeve of 25 cups. As a result, the inventory listing for this item was overstated by \$94,395.
- One inventory listing on the February 12, 2013 report had an extended value of \$452,817 that consisted of 33 double packs of c-cell batteries with an erroneous unit price of \$13,721 because the decimal was in the wrong place. The vendor’s price book indicated that

the current price per unit was \$14.04. As a result, the inventory listing for this item was overstated by \$452,354.

- 172 inventory listings had a price of \$0 for the units on hand.
- Actual physical counts for five of the six inventory listings selected for testing did not agree with quantity on hand per the inventory listing.

The district’s inventory system is also not configured with automated controls to prevent negative balances from occurring in the quantity and price upon entering inventory activity and pricing data. The manual controls recently implemented for receiving, picking, delivering, and physical counts have not effectively prevented or detected negative inventory and valuation balances. The last physical inventory count was taken October 18, 2012 against the system’s report that contained 581 listings and valued at \$4,721,623. While it appears that many of the item counts were adjusted in the inventory system as a result of the October 18, 2012 physical count, including the largest valued item of \$4,520,050 with a system listing of 50,290 units and a physical count of 84 units, a comprehensive reconciliation and subsequent analysis was not performed. The inventory listing as of February 12, 2013 contained the following errors as a result of inadequate automated and manual controls:

- The quantity on hand for 10 inventory items was listed in negative positions ranging from negative one to negative 12. The aggregate effect of the inventory valuation was (\$10,426).
- The unit price for five inventory items consisted of a negative amount. The aggregate effect on the inventory valuation was (\$1,694).
- The same negative unit price per unit listed on the October 18, 2012 report remained for three inventory items because analysis and adjustments were not performed.
- The listing for 4,113 foam cups valued at \$98,329 remained from the October 18, 2012 report because analysis and adjustments were not performed.

Using a standard unit of measure consistently across all inventory listings and the related price is the foundation for proper inventory listing and valuation. Without utilizing a consistent methodology to account for the inventory units and pricing, the district's inventory records will continue to be misstated and may lead to undesirable inventory levels on hand and inefficient use of resources.

The district should develop a methodology and procedures to identify and record the unit of inventory and related price, and reconcile the inventory system listing to the physical inventory on hand. Inventory reconciliation should include conducting physical inventory counts to quantify the inventory in the main warehouse in a manner consistent with the methodology used to record the inventory in the district's inventory control system. The warehouse management should also conduct periodic reviews of the inventory listing for reasonableness and make necessary adjustments in a timely manner to accurately reflect the physical inventory on hand. An accurate inventory listing is a useful tool to manage inventory levels and prevent excesses or shortages of goods and materials. Periodic reviews and test counts could also identify any inventory "leakage" that may occur. Additionally, the district's inventory control system should be configured with edit masks to prevent negative inventory item listings and prices.

Since the time of the onsite review, the district has indicated that the inventory report has been reconfigured using new inventory system software. The district has indicated that this reconfiguring has improved the accuracy and efficiency of the inventory system.

This recommendation can be accomplished with existing resources.

TEXTBOOK INVENTORY CONTROLS (REC. 59)

The district lacks written textbook management procedures and practices to ensure the physical inventory on hand is accurately reflected in the inventory system. The district does not have a complete inventory of textbooks in the warehouse, and the master inventory list is not consistently reconciled to reflect the physical inventory counts of textbooks conducted at each campus at year end.

The district's textbook secretary provides an "inventory taking worksheet" to each campus textbook coordinator at the end of each school year to facilitate the physical count of textbooks. The worksheets are generated from the textbook master inventory control system, list all textbook titles and quantities for each campus, and include a column to record the physical inventory count. Upon completion of the year-end physical inventory count, the textbook coordinators return the last page of the worksheets certifying that "a physical inventory of textbooks assigned to this campus was completed on [a specific date] and that the results are as described above." The certification page also includes a designated area for the campus textbook coordinator to write in the amount paid to the Financial Services Department for lost or stolen textbooks. While the review team was onsite, the textbook secretary was unable to locate the executed certification pages for the June 2012 physical count. However, this documentation would not have provided the sufficient detail needed to reconcile the inventory control system's inventory listing to the actual count. As a result, the inventory system is not consistently updated to reflect the physical textbook inventory counts. The last full physical textbook inventory counts on file with the district's textbook secretary are shown in **Figure 8-3**.

FIGURE 8-3
BEAUMOUNT ISD TEXTBOOK INVENTORY HISTORY
JUNE 2009 TO JUNE 2011

SCHOOL	DATE OF LAST PHYSICAL INVENTORY ON FILE
Ozen High School	June 11, 2009
Central Medical Magnet High School	June 9, 2010
West Brook High School	June 7, 2011

SOURCE: Beaumont ISD, Textbook Secretary, Inventory Taking Worksheets on File, February 2013.

The review team looked at the current inventory listing while onsite on February 14, 2013, as well as an older inventory listing from June 7, 2011. The review team was informed that a physical count of the inventory had also been conducted on June 7, 2011. However, the inventory levels listed on the date of the onsite review were the same amounts detailed on the June 7, 2011 inventory listing. This indicates that the data from the physical count was never input into the inventory system. **Figure 8-4** shows sample textbook inventory items that as of February 14, 2013 were not updated in the inventory control system.

The physical inventory counts are maintained in an electronic inventory management system called TIPS. The inventory counts indicate large discrepancies between the inventory system listings in TIPS and the actual books at each high school campus as shown in **Figure 8-5**.

As a result of inadequate textbook inventory management, the district does not have an accurate list of textbooks on hand. The master textbook inventory listing contains large errors because physical counts are not reconciled to the inventory control system and no one monitors to ensure the inventory system is updated.

Effective that school districts implement controls and have an accurate understanding of their learning materials as

Instructional Materials Allotment (IMA) funding is fully implemented. The IMA provides a specific amount of funds from which the district is allowed to purchase a variety of learning materials, including textbooks that are on and off the state-adopted list, technology services, technological equipment, professional development, electronic books, software programs, and online applications. If inventory records are not accurately maintained, resources may not be available to meet student and district needs. In addition, the district is exposed to the continued risk of incurring unnecessary expenditures due to incomplete or inaccurate records and not managing its resources in the most efficient and effective manner possible.

Kennedy Independent School District’s textbook coordinator developed a textbook manual that provides detailed guidance on how to manage the district’s textbook needs. The manual also allows the district to maintain compliance with applicable textbook rules and regulations. It allows anyone to find answers to questions in one easy-to-locate place. The folder contains the following:

- all correspondence from TEA’s textbook division;
- a requisition packet for the next school year;
- downloadable textbook materials such as questions and answers to commonly asked questions pertaining

**FIGURE 8-4
BEAUMONT ISD INVENTORY SYSTEM COMPARED TO PHYSICAL INVENTORY COUNT
JUNE 2011 TO FEBRUARY 2013**

ISBN	TITLE	6/7/2011 TEXTBOOKS PER SYSTEM	6/7/2011 TEXTBOOKS PER PHYSICAL COUNT	6/7/2011 DIFFERENCE IN SYSTEM AND PHYSICAL COUNT	2/14/2013 TEXTBOOKS PER SYSTEM
0078612136	Glencoe Health, Texas Edition	481	460	(21)	481
0618184074	The Americans' Reconstruction to the 21st Century	399	490	91	399
0078462924	Food For Today	209	155	(54)	209
0130637009	Magruder's American Government (Texas Edition)	173	217	44	173
0883770814	Bravo! Fourth Edition Student Text/ Audio CD	32	59	27	32
0078463696	Today's Teen	49	76	27	49
0072340363	Economics AP Macroeconomics	151	176	25	151
0937049581	Biology and Technology of the Marine Environment	148	155	7	148
0618220542	The Earth and its People	360	235	(125)	360
0618751718	Pre-Calculus with Limits	386	311	(75)	386
Total		2,388	2,334	(54)	2,388

SOURCE: Beaumont ISD, Textbook Secretary, Inventory Taking Worksheets on File, February 2013.

**FIGURE 8–5
BEAUMONT ISD DISCREPANCIES IN TEXTBOOK PHYSICAL
COUNT AND TIPS INVENTORY LISTING BY CAMPUS**

SCHOOL	PHYSICAL COUNT GREATER THAN TIPS SYSTEM	PHYSICAL COUNT LESS THAN TIPS SYSTEM	TOTAL
Ozen	477	(1,075)	(598)
Central	1,091	(380)	711
West Brook	483	(793)	(310)
Total	2,051	(2,248)	(197)

SOURCE: Beaumont ISD, Textbook Secretary, Inventory Taking Worksheets on File, February 2013.

to out-of-adoption textbooks, surplus materials, and rules and regulations;

- instructions for supplemental requests for textbooks; and
- district policies and procedures including the annual inventory.

Beaumont ISD should develop written procedures and practices for textbook management. These procedures and practices should include accountability, segregation of duties, authorizations required for purchasing instructional materials, receiving, distributing, recordkeeping, and monitoring. The district should conduct a districtwide physical inventory of learning materials, including those in the textbook warehouse, and reconcile the data in the inventory control system to reflect the physical count.

This recommendation can be accomplished with existing resources.

TEXTBOOK COORDINATION CONTROLS (REC. 60)

The district's textbook coordination process does not adequately manage the newly implemented IMA. The district does not have written procedures for the requisition, authorization, and procurement of instructional materials.

The Texas Education Code, Chapter 5, was amended in 2011 to give school districts flexibility over instructional materials they use. This amended legislation allocates a specific amount of IMA funds to each school district to purchase instructional materials that can include textbooks, technological equipment, software, registration fees, and salaries.

The instructional materials purchased with IMA funds are now owned by the district, not the state. This process requires

diligent planning and execution by the district to ensure that IMA funds are available to buy newly adopted materials and other necessary resources. Beaumont ISD's biennial allotment was \$2,974,022 for school years 2011–12 and 2012–13. IMA funds are accessible through TEA's Educational Materials online system (EMAT) either by requisitioning the approved materials or requesting a reimbursement of funds for materials such as technological equipment.

The district does not have a fully-integrated system for effectively capturing instructional material requisitions and authorizations. Instead, instructional material orders are communicated via email to the district's textbook secretary who is responsible for placing orders in EMAT and recording the learning materials into the district's master inventory control system when received. Additionally, the district does not have documented checks and balances to ensure IMA funds are spent in accordance with the district's plans.

By allowing one individual to order instructional materials without a system of checks and balances, the district is at risk of not having sufficient learning materials and resources for effective instruction. Additionally, the current instructional materials procurement system allows for unplanned, off cycle orders that are requested mid-year for supplemental or replacement materials and placed without authorized approval. Such a system is vulnerable to fraud and misappropriation of funds.

The district should centralize the procurement of textbooks and instructional materials within the Purchasing Department. The administrative responsibility for procuring IMA-funded instructional materials should be shifted from the district's textbook secretary to the Purchasing Department. This reassignment would provide segregation of duties between ordering and recording and would maximize the Purchasing Department's resources. Administratively, an electronic workflow tool should be used to route requisitions to appropriate individuals such as a campus principal and the assistant superintendent of Technology, Research, and Evaluation for authorization.

The Purchasing Department uses the purchasing module in the district's accounting information system to procure goods and services. Like the current purchase workflow, the campus textbook coordinators would initiate the requisition with a submittal to the campus financial secretary. The workflow would then be routed to the campus principal and assistant superintendent for Technology, Research, and Evaluation for approval. The Purchasing Department is experienced with

the procurement process involving purchase requisitions, supporting documentation, and board authorization requirements. Purchase orders can be used to monitor the district’s IMA allotment and independently reconcile funds spent to the EMAT system.

This recommendation can be accomplished with existing resources.

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
CHAPTER 8: PURCHASING							
55. Enforce purchasing procedures to ensure that all purchases are conducted in accordance with district and state purchasing requirements.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
56. Develop and implement a formal contract management process with written procedures and practices to identify all district contracts, centrally capture and monitor contract requirements, and evaluate vendor performance.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
57. Develop a process for maintaining an accurate vendor master file and eliminate unnecessary duplicate vendor records.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
58. Develop a methodology and procedures to identify and record the unit of inventory and related price, and reconcile the inventory system listing to the physical inventory on hand.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
59. Develop written procedures and practices for textbook management.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
60. Centralize the procurement of textbooks and instructional materials within the Purchasing Department.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL	\$0	\$0	\$0	\$0	\$0	\$0	\$0

CHAPTER 9

FOOD SERVICES

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 9. FOOD SERVICES

An independent school district's food service operation provides meals to its students and staff. The district may provide meals through the federally funded Child Nutrition Programs, which include the School Breakfast and National School Lunch Programs. At the federal level, the U.S. Department of Agriculture (USDA) administers both programs. The School Breakfast Program is a federal entitlement program administered at the state level by the Texas Department of Agriculture. Participating schools receive cash assistance for breakfasts served that comply with program requirements. Districts receive different amounts of reimbursement based on the number of breakfasts served in each of the benefit categories: free, reduced-price, and paid. Texas state law requires that a school must participate in the breakfast program if at least 10 percent of their students are eligible to receive free or reduced-price meals. The National School Lunch Program serves low-cost or free lunches to students. Like the breakfast program, lunches must comply with federal nutrition guidelines, and are reimbursable to schools based on the number of meals served within the benefit categories. A district's food service operation may also offer catering services as a way to supplement the food services budget or provide training for students interested in pursuing a career in the food service industry.

Food service operation is dependent on the organizational structure of the district. The three primary models of organizing food service operations are self-management, contracted management, and contracted consulting. Using the self-management model, a district operates its food service department without assistance from an outside entity. Using a contracted management model, a district contracts with a food service management company to manage either all or a portion of its operations. In this arrangement, a district may rely on the company to provide all or some staff, or may use district staff for its operations. Using a consulting model, a district contracts with a food service consulting company to provide guidance on food service operations (e.g., menus, sales and marketing plans, and ordering processes based on industry standards, etc.). In this arrangement, district staff would operate the food service department.

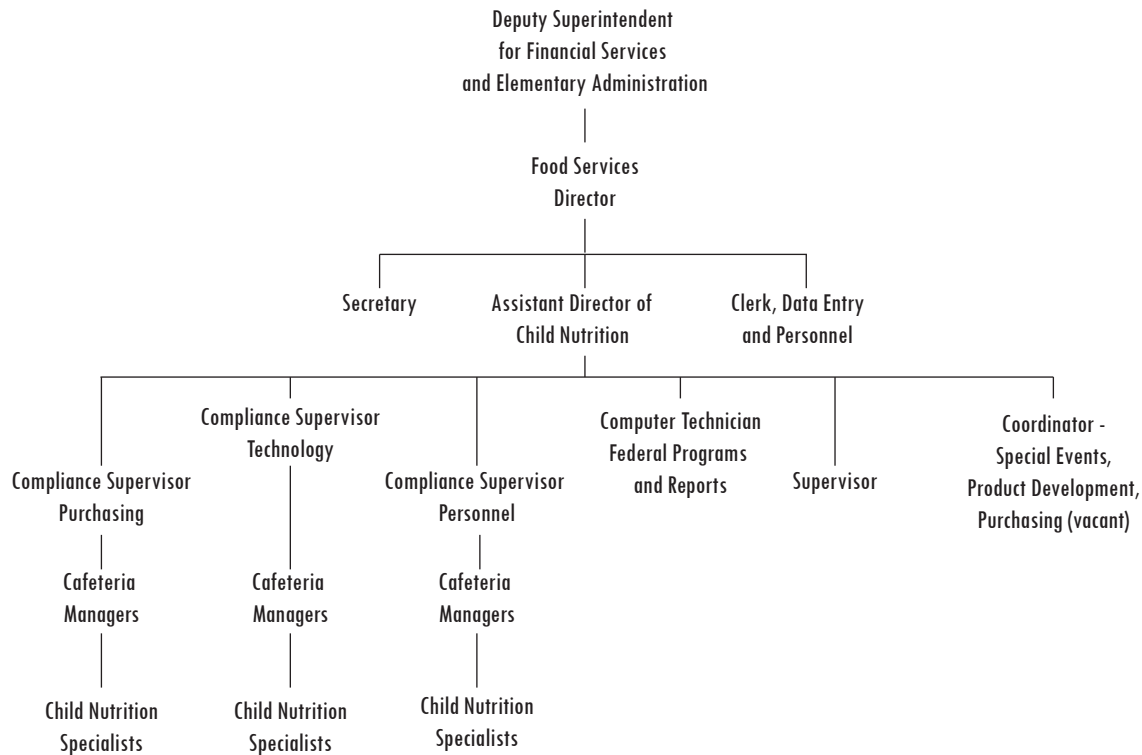
Beaumont Independent School District's (ISD) Child Nutrition Department is centralized and uses a self-managed

model. The Food Service director is responsible for all department functions, including meal reimbursement claims, staffing, menu planning, purchasing, USDA commodities ordering and usage, and cafeteria operations. There are 173 staff operating the 27 cafeterias throughout the district. In addition, there are 10 staff positions in the department's administrative office. Each school has a full cooking and serving facility. The district staffs each school according to the number of meals served per day, the number of serving lines operating in the respective cafeteria, and principal requests. **Figure 9-1** shows the Child Nutrition Department's organization.

All Beaumont ISD's campuses are closed, meaning that students are not allowed off school property once classes begin for the day. Staff prepares all food that is served for breakfast and lunch. Students enter serving lines and select the items they want, including milk or juice from the beverage coolers. Students enter their student identification number on a keypad, tell the cashier their number, or scan a card with their student identification number. Beaumont ISD uses a point-of-sale (POS) system at each school to account for all meals served. However, the district is in the process of implementing a more robust POS system. Both of these systems identify students as eligible for full-paying, reduced-price, or free meals. Students who are required to pay for meals have the option of paying in advance and placing money in their meal account or paying for each meal as they go through the serving line. Each school's cafeteria operations are connected to the district's wide area network.

Beaumont ISD participates in the federal lunch and breakfast programs. Seventy-six percent of the district's students are eligible for free or reduced meals. Seventy percent of total students qualify for free and 6 percent qualify for reduced-price school meals. Beaumont ISD served 1,546,499 breakfasts and 2,603,415 lunches during school year 2011-12. The district also participates in the Seamless Summer program where they serve meals at 14 sites during the summer; in total, 78,780 meals were served for this program in school year 2011-12. Meal participation rates are calculated as the number of students eating a meal at school compared to the average daily attendance. According to the district's October 2012 participation report, the district's school year 2011-12 breakfast participation rate was 51

**FIGURE 9–1
BEAUMONT ISD CHILD NUTRITION DEPARTMENT ORGANIZATION
SCHOOL YEAR 2012–13**



SOURCE: Beaumont ISD, Food Services Director, Organizational Chart, February 2013.

percent and the lunch participation rate was 78 percent. The district operates a universal breakfast program, which means that it offers free breakfast to all students.

The district’s schools met the eligibility criteria for severe need as defined by the USDA and received an additional \$0.30 for every reduced-price or free breakfast served. During fiscal year 2012 food service revenue was \$11,557,118 and expenses were \$10,679,673. Of the total actual revenue, the federal reimbursements were 81 percent, state reimbursements were 1 percent, and local sales were 18 percent. The Child Nutrition Department had a fund balance of \$2,205,087 as of August 31, 2012. **Figure 9–2** shows a summary of revenue, expenditures, and fund balance for fiscal years 2010 to 2012.

ACCOMPLISHMENTS

- ◆ The district has managed to maintain a \$2 million fund balance for its food service operations by implementing sound business practices and cost containment measures.

- ◆ The district has established procedures to effectively monitor food inventory levels and for using all of their allotted USDA commodities in the production of meals.
- ◆ The district actively pursues grant funding for the Child Nutrition Department in order to be able to provide additional services to students.
- ◆ The district’s Child Nutrition Department supervisors conduct self audits of their assigned cafeterias to ensure that managers and staff are adhering to district procedures and state and federal regulations.

FINDINGS

- ◆ The district does not have a documented process to determine the cost of menu items to ensure that food costs do not exceed revenue.
- ◆ The district allows staff to charge meals and had an uncollected balance of \$2,727 as of February 2013.

**FIGURE 9–2
BEAUMONT ISD CHILD NUTRITION DEPARTMENT REVENUE AND EXPENDITURES
FISCAL YEARS 2010 TO 2012**

CATEGORY	2010 ACTUAL	2010 PERCENTAGE OF ACTUAL REVENUE	2011 ACTUAL	2011 PERCENTAGE OF ACTUAL REVENUE	2012 ACTUAL	2012 PERCENTAGE OF ACTUAL REVENUE **
Revenue						
Local	\$2,131,268	19%	\$2,043,288	18%	\$2,101,159	18%
State	\$65,654	1%	\$66,603	1%	\$67,624	1%
Federal	\$8,791,507	80%	\$9,253,338	81%	\$9,388,335	81%
Total Revenue	\$10,988,429	100%	\$11,363,229	100%	\$11,557,118	100%
EXPENDITURES						
Payroll	\$4,432,579	40%	\$4,714,993	41%	\$4,349,916	38%
Professional Services	\$170,219	2%	\$321,825	3%	\$199,560	2%
Food/Supplies	\$5,762,010	52%	\$6,138,008	54%	\$6,100,584	52%
Other Operating Expenditures	\$33,071	0%	\$45,639	0%	\$29,612	0%
Capital Outlay	\$84,281	1%	\$119,505	1%	0	0%
Total Expenses	\$10,482,160	95%	\$11,339,970	100%	\$10,679,673	92%
Net Profit (Loss)	\$506,269	5%	\$23,259	0%	\$877,445	8%
Fund Balance*	\$1,304,384		\$1,327,642		\$2,205,087	

*Beaumont ISD does not budget fund balance. Actual fund balance is calculated at the end of the year once actual revenue and expenses are determined.

** These amounts include the total district, including the Child Nutrition Department’s administration cafeteria, catering, and the central office cafeteria. Totals for individual schools are slightly less.

SOURCE: Beaumont ISD, Audited Financial Statement, Annual Operating Budget, February 2013.

- ◆ The district does not have a system to identify aging or broken equipment and a practical plan to replace these items as needed.

RECOMMENDATIONS

- ◆ **Recommendation 61: Establish pre- and post-costing for all menu items to more efficiently monitor the program’s operation and control cost.**
- ◆ **Recommendation 62: Eliminate the practice of allowing staff to charge meals, and implement steps to collect outstanding balances.**
- ◆ **Recommendation 63: Implement an equipment replacement plan.**

DETAILED ACCOMPLISHMENTS

COST CONTAINMENT

The district has managed to maintain a \$2 million fund balance for its food service operations by implementing sound business practices and cost containment measures.

Most school district food service operations have minimal or no fund balance and are not able to make profits for a variety of reasons such as high staffing, not effectively using their commodities, and not charging appropriate costs for meals. The district’s Child Nutrition Department has taken measures to ensure sustained profitability. Some of these measures include:

- controlling payroll costs through staffing standards;
- providing continuous training to all cafeteria staff on production methods;
- closely monitoring budgets by school;
- closely monitoring inventory levels; and
- using all of their USDA commodity allotments for school meals.

The district staffs its 27 cafeterias according to the number of meals served, the number of serving lines, and the respective principal’s request. In order to ensure adequate coverage to prepare and serve meals while managing payroll costs, the

district hires staff according to shift hours, including shifts of eight hours, seven hours, six hours, five hours, and four hours a day. The Child Nutrition Department's staff of 173 is allocated by the following positions:

- eight-hour positions, 17 percent;
- seven-hour positions, 29 percent;
- six-hour positions, 21 percent;
- five-hour positions, 24 percent; and
- four-hour positions, 9 percent.

Each cafeteria has a manager, which accounts for most of the 8-hour positions. Additionally, Ozen High School, West Brook High School, and Odom Academy have manager candidates assigned to the cafeteria for training and to help in the office. **Figure 9-3** shows cafeteria staffing details by school.

Beaumont ISD's staffing model is similar to those used by other districts. However, the district has been successful in adhering to the model, which has resulted in 38 percent payroll costs as a percentage of revenue to be lower than industry standards. **Figure 9-4** compares the district's food service fiscal year 2012 labor costs to industry standards.

Continuous training and operational monitoring also contributes to profitability. A supervisor from the department's administrative office supports each campus cafeteria. Each supervisor is responsible for seven or eight campus cafeterias in addition to having administrative tasks. Supervisors visit the campuses daily to observe operations, provide regular training on production methods, sales recording, paperwork completion, regulations, and cafeteria cleanliness. They assist managers and staff during peak periods or when absences occur. They also conduct audits of operations and of documentation, and conduct surprise cash counts to ensure that cash is accounted for and sales are recorded. Additionally, all staff work cohesively to maintain established procedures, cafeteria cleanliness, and food production standards. The Child Nutrition Department also encourages its staff to attend outside training and obtain Texas Association for School Nutrition (TASN) certifications.

The department budgets revenue and expenses by school and produces monthly income statements that include budget-to-actual revenue and expenses. These reports are closely monitored and corrective action such as additional training and staffing adjustments are taken when results are not as

anticipated. Food costs, inventory levels, and USDA commodity usage is also closely monitored.

An effective food service operation also monitors costs by determining expenditures as a percentage of revenue. Beaumont ISD's Child Nutrition Department spent 38 percent of total revenue in fiscal year 2012 on payroll and 52 percent on food and supplies. **Figure 9-5** shows a summary of expenditures as a percentage of revenue by category from fiscal years 2010 to 2012.

According to the Texas Department of Agriculture, all revenues received by or accruing to the food service program must be used only for the operation and improvement of the food service program. The funds may not be used for expenditures that are not directly related to the food service operation, although they may be part of the district's general fund. Any positive balance remaining in the food service program at the end of the school year must be carried over to the next school year as a beginning balance in the food service program account.

As a result of the support, training, and cost containment procedures, the Child Nutrition Department generates a profit each year. Its fiscal year 2012 profit was \$877,445, which increased their August 31, 2012 account balance to \$2,205,087. All food service revenue must be used only for the operation and improvement of the food service program.

COMMODITY USAGE AND INVENTORY MANAGEMENT

The district has established procedures to effectively monitor food inventory levels and for using all of their allotted USDA commodities in the production of meals. Each school district receives a USDA commodity allotment that is based upon meals served in the previous school year. Districts have a choice of accepting the food items and paying storage and processing fees or allocating their allotment to their designated food supplier and then placing orders. The district's Child Nutrition Department allocates its allotment to its designated food supplier and then places the year's order in January or February indicating how much of each commodity item it anticipates to use.

As the Child Nutrition Department uses the designated commodities through its weekly orders, the food supplier charges the district the reduced commodity prices and bills the USDA for the price difference. The Food Services director monitors usage by generating usage records from the food supplier's website each week. The district received \$620,731 in commodity allocation for school year 2011-12.

**FIGURE 9–3
BEAUMONT ISD CAFETERIA STAFFING BY SCHOOL
SCHOOL YEAR 2012–13**

SCHOOL	STAFFING POSITIONS						TOTAL	MANAGERS INCLUDED
	8-HOUR	7-HOUR	6-HOUR	5-HOUR	4-HOUR			
Central High School	1	3	1	6	1	12	1	
Ozen High School	1	1	4	3	1	10	1	
West Brook High School	2	4	5	6	2	19	1	
Austin Middle School	1	2			1	4	1	
Brown Center	2	1	1			4	1	
King Middle School	1	1	1		1	4	1	
Marshall Middle School	1	2	1	3		7	1	
Odom Academy	2	1	2	2		7	1	
Smith Middle School	1	1	2	1		5	1	
South Park Middle School	1	2				3	1	
Vincent Middle School	1	2	1	2		6	1	
Amelia Elementary School	1	3	2			6	1	
Blanchette Elementary School	1		2	3		6	1	
Caldwood Elementary School	1	1	1	3		6	1	
Charlton-Pollard Elementary School	1	3	2			6	1	
Curtis Elementary School	1	1	2			4	1	
Dishman Elementary School	1	2	2		1	6	1	
Fehl-Price Elementary School	1	2	1	1	1	6	1	
Fletcher Elementary School	1	2	2	1		6	1	
Guess Elementary School	1	1		3		5	1	
Homer Elementary School	1	1	1	2	1	6	1	
Jones-Clark Elementary School	1	2	1	2	1	7	1	
Lucas Pre-K	1	1		1		3	1	
Martin Elementary School	1	2	1	1	1	6	1	
Pietzsch MacArthur Elementary School	1	3	1	2	1	8	1	
Regina Howell Elementary School		4			2	6	1	
Southerland-Bingman Head Start	1	3	1			5	1	
Total	29	51	37	42	14	173	27	
Percentage of Total Staff	17%	29%	21%	24%	8%	100%	16%	

SOURCE: Beaumont ISD, Food Services Director, February 2013.

**FIGURE 9–4
COMPARISON OF BEAUMONT ISD ACTUAL LABOR COSTS TO INDUSTRY STANDARDS
FISCAL YEAR 2012**

REVENUE	LABOR COSTS	DISTRICT'S LABOR COSTS AS A PERCENTAGE OF BUDGETED REVENUE 2011–12	INDUSTRY STANDARDS
\$11,557,118	\$4,349,916	38%	40% to 45%

SOURCE: Beaumont ISD, Budget Specialist, Budget Report, February 2013; *Managing Child Nutrition Programs: Leadership for Excellence, Second Edition*, Joseph Martin PhD, RD, LD, and Charlotte Oakley, PhD, RD, FADA (2008).

**FIGURE 9–5
BEAUMONT ISD CHILD NUTRITION PROGRAM EXPENDITURES AS A PERCENTAGE OF REVENUE
FISCAL YEARS 2010 TO 2012**

	FISCAL YEAR 2010 COSTS AS A PERCENTAGE OF ACTUAL REVENUE	FISCAL YEAR 2011 COSTS AS A PERCENTAGE OF ACTUAL REVENUE	FISCAL YEAR 2012 COSTS AS A PERCENTAGE OF ACTUAL REVENUE
Total Revenue	\$ 10,988,429	\$11,363,229	\$11,557,118
Total Expenses	\$10,482,160	\$11,339,970	\$10,679,673
Expenditure Category Percentage of Revenue			
Payroll	40%	41%	38%
Professional Services	2%	3%	2%
Food / Supplies	52%	54%	52%
Other Operating Expenditures	0%	0%	0%
Capital Outlay	1%	1%	0%
Total Expenditures	95%	99%	92%
Net Profit	5%	1%	8%

SOURCE: Beaumont ISD, Audited Financial Statement, Annual Operating Budget, February 2013.

The Child Nutrition Department manages inventory through the menu planning and weekly food order process in addition to conducting monthly physical inventories. Food and supply inventory levels are intentionally kept low at each cafeteria, which typically have no more than one week’s food needs in inventory. To monitor inventory, each school’s inventory is tracked on a spreadsheet. Inventory is updated as invoices are received for food orders and as production worksheets are submitted to the department’s administration office.

Each school has inventory pull tickets that cafeteria staff complete every time they use food and supply items from the freezers, walk-in coolers, and storage rooms. The inventory pull tickets are then used to indicate food and supply quantities used on the daily production worksheets. In addition, the pull tickets and food labels are attached to production worksheets. The production worksheets are then submitted to the Child Nutrition Department’s administration office each Monday for the previous week. The data entry clerk uses the production worksheets to update the inventory database for all food and supplies used.

Once a week, cafeteria managers review the forthcoming week’s menu; perform an informal inventory to determine items needed to prepare the planned menu, and place food and supply orders using the food supplier’s website. The orders stay in a pending state until they are released by the compliance supervisor responsible for purchasing. Each school’s current inventory levels in the inventory database are reviewed by the compliance supervisor to verify that items

being ordered are needed to prepare the next week’s menus. If there are any questions or concerns, the compliance supervisor contacts the respective cafeteria manager to determine why the item is on the order. Once the questions have been resolved, the order is released to the food supplier.

All food, bread, milk, and supplies are delivered directly to each cafeteria. The cafeteria manager is responsible for checking the deliveries against shipping invoices and then dating the items and placing them in the appropriate storage location. The signed shipping invoices are then submitted to the administration office. The data entry clerk matches shipping invoices to payment invoices, and then updates the inventory spreadsheet.

Physical inventories are performed at each cafeteria by the respective manager and staff once a month. The results are documented on an inventory worksheet that is provided by the Child Nutrition Department’s administration office. This worksheet is a blank list of items. The cafeteria staff notates the quantity on hand and then submits the completed worksheet to the department’s administration office. This is then used by the data entry clerk to update the inventory spreadsheet. The total food inventory value as of January 31, 2013 was \$188,734.

Through an effective and efficient process for monitoring food inventory levels Beaumont ISD effectively uses all of their allotted USDA commodities in the production of meals.

CHILD NUTRITION GRANTS

The district actively pursues grant funding for the Child Nutrition Department in order to provide additional services to students. The district is receiving three grants totaling \$55,000 and additional free marketing materials and training. The Fuel Up to Play 60 grant provides \$5,000 per campus per year. Beaumont ISD has approximately 2,000 students participating at four campuses, Charlton-Pollard Elementary, Dishman Elementary, Jones-Clark Elementary, and South Park Middle School. The program is founded by the National Dairy Council and the National Football League (NFL), in collaboration with the USDA, and empowers students to take charge in making small, everyday changes at school. Students can win prizes such as an NFL player visit or Super Bowl tickets for choosing good-for-you foods and being active for at least 60 minutes every day. The district has been involved with Fuel Up to Play 60 since 2011.

The Team Nutrition grant provides marketing materials at no charge throughout the school year (i.e., posters for National School Breakfast Week and National School Lunch Week). The grant is an initiative of the USDA Food and Nutrition Service that supports food service operations through training and technical assistance. The training is designed for food service operations, nutrition education for children and their caregivers, and school and community support for healthy eating and physical activity. All campuses in the district are Team Nutrition Schools, and the district is working to acquire the Healthier US Schools Challenge grant that is tied to Team Nutrition.

The Fresh Fruit and Vegetable Program (FFVP) grant provides \$35,000 this year for the 800 students at Martin Elementary School. Over the past five years, Beaumont ISD has had four different schools participate in FFVP; Fletcher Elementary, Southerland-Bingman Headstart, Jones-Clark Elementary, and Martin Elementary. The Texas Department of Agriculture administers the FFVP. This program supports the district's efforts to combat childhood obesity by teaching healthy eating habits.

By pursuing these grants the district is able to provide quality Child Nutrition Department services to Beaumont ISD students.

SELF AUDITS

The district's Child Nutrition Department's supervisors conduct self audits of their assigned cafeterias to ensure that managers and staff are adhering to district procedures and

state and federal regulations. The unannounced audits are conducted annually with follow up as needed. The department developed a Child Nutrition Self Audit packet that is used to conduct the audits and review the results with the respective cafeteria manager. The Child Nutrition Self Audit packet is a comprehensive 10-page document that contains 128 specific questions related to the following subject areas:

- breakfast and lunch programs—20 questions relating to adherence to menus, production records, milk offerings, cashiering, offer vs. serve implementation, portion sizes, and menu and price posting;
- Hazard Analysis Critical Controls Points (HACCP) Policy—14 questions relating to written HACCP plans, temperature logs, substitute food documentation, leftover food handling, recipe adherence, food measurements, food sample collection, cafeteria cleanliness, and HACCP training;
- customer service—nine questions covering serving lines' attractiveness, food presentation, serving speeds, treatment of students and teachers, sanitation, and staff dress;
- general operating procedures—eight questions related to non-discrimination posters and statements, student access to serving lines, seating arrangements and access, offer vs. serve lines, daily menu posting, food safety inspection result posting, and certification postings;
- procedures for managers—12 questions related to purchasing procedures, food storage, work schedule posting, record completeness, office tidiness, and availability of standard operating manuals;
- record keeping—eight questions related to petty cash, sales recording, cash handling, deposits, inventory levels, and meals per labor hour calculation;
- children with special dietary needs—three questions related to serving students with special dietary needs and peanut-free adherence;
- Texas Public School Nutrition Policy—four questions related to management of foods with minimal nutritional value (FMNV) and campus adherence to FMNV regulations;
- documentation maintained by child nutrition administration—seven questions related to CN

label filing, health inspections, and discrimination complaint procedures; and

- counting and claiming—43 questions related to free and reduced-price meal application processing and documentation, student eligibility rosters, sales recording and reporting, cash collections, and recording non-reimbursable meals.

The supervisor performing the self audit discusses the results with the cafeteria manager, next, the Child Nutrition Self Audit packet is signed and dated by both individuals and placed in the staff's record held in the department's administration office. These audits serve as an evaluation of cafeteria operations in addition to providing a basis for training managers and staff on their weaknesses. If issues are recurring, additional training is provided to the manager and all cafeteria staff at the school.

The district's use of supervisor conducted audits of campus cafeterias effectively ensures that food service staff are adhering to district procedures as well as state and federal regulations.

DETAILED FINDINGS

MENU COSTING (REC. 61)

The district does not have a documented process to determine the cost of menu items to ensure that food costs do not exceed revenue. While the Child Nutrition Department has been successful in controlling labor costs and adding to its fund balance each year, the department has not taken steps to control food costs.

Figure 9-6 shows the district's food and supply expenditures as a percentage of revenue for fiscal year 2012. Figure 9-7 shows the percentage of food service revenue allocated toward food and supply costs compared to industry standards.

**FIGURE 9-6
BEAUMONT ISD FOOD AND SUPPLY EXPENDITURES AS A PERCENTAGE OF REVENUE
FISCAL YEAR 2012**

EXPENDITURE	AMOUNT	PERCENTAGE OF REVENUE
Food/Supplies	\$6,100,584	52.0%
Total Revenue	\$11,557,118	

SOURCE: Beaumont ISD, Audited Financial Statement, February 2013.

As shown in Figure 9-7, Beaumont ISD spent 12 percent more on food in fiscal year 2012 than industry standards recommend. When overage in food and supply costs occurs, effective districts analyze current processes. This analysis typically considers the food costing system. Food costing compares how much it costs to prepare an item, including both food expenses and labor, to the price charged for the item. This process allows food service administrators to determine how much revenue is being gained or lost each time an item is prepared.

**FIGURE 9-7
BEAUMONT ISD FOOD AND SUPPLY COST COMPARED TO INDUSTRY STANDARDS
FISCAL YEAR 2012**

CATEGORY	TARGET PERCENTAGE OF REVENUE	DISTRICT PERCENTAGE OF REVENUE FISCAL YEAR 2012
Food (including paper supplies and detergents and USDA commodity value)	40%	52%

SOURCES: Cost Control for School Food Services Third Edition by Dorothy Pannell-Martin, July 2000; Beaumont ISD, Budget, Food Services Director, February 2013.

However, the district does not have any formal process to determine food costing. The food service budget is based on the funds allocated to the department the prior year and is not based on any evaluation of current food or labor costs. The Food Services director plans menus on an annual basis and develops production records for campus cafeteria managers to complete on a daily basis. The district controls the portion size of most menu items served by using proper serving equipment and placing the serving in individual packages, plates, or bowls. The funds allocated for meal items in the food service budget is based on what the department paid for these items in previous years. The district does not examine individual menu items to determine how much it costs the district to prepare them and it does not have a plan in place to lower the 52 percent of food service revenue they spend on food.

By not costing food items, the district cannot effectively identify potential adjustments to menus and production methods, identify areas of waste and poor portion control, and make food purchasing decisions. Additionally, the program could start losing money.

The district is in the process of implementing a new food service management software program which will support menu costing once all the modules are implemented.

Districts that are able to ensure that food cost does not exceed revenue often implement pre- and post-costing. Pre-costing involves identifying the cost of all items that are planned on the menu and then determining the cost per meal. The costs are typically within a pre-determined target number per meal. If labor is included in the menu costing, then the target number would include the maximum per meal that should be spent on food and labor. If labor is not included, the target number would be lower and exclude labor. If the pre-cost calculations show that the target number is exceeded, the proposed menu would then be adjusted by changing the entrée— either by using a different brand or changing the side dishes.

Post-costing is conducted to ensure that the actual meal costs were as anticipated in the menu planning phase. This calculation considers the actual cost of food (and labor if applicable) used to prepare the meal, then divides this cost by the number of meals served. Higher cost than anticipated would indicate that there was waste in production, different foods/brands were substituted, or the number of meals served was lower than planned.

Tatum ISD uses its automated reports to track the cost per meal to the district. One of the features of this district's point of service system software is that it will track the cost per meal. This feature allows the district staff to monitor the food service operation and make appropriate decisions to control costs. Tatum ISD can break down the cost per meal by cafeteria and the total district average. As a result, the district was able to lower its average cost per meal from prior year costs.

The district's Child Nutrition Department should establish pre- and post-costing for all menu items to more efficiently monitor the program's operation and control cost. In addition, the district should fully implement the food service management software program so department staff can determine meal costs before they finalize menus and that the actual cost is determined each day as production records are generated. In the interim, department staff should review its menus to determine the cost of each meal and adjust the costs to reduce the food expenditures. The department should also address its menu costs to align with industry standards by developing menus that offer lower-priced foods, selecting alternative brands, and using fewer prepared foods.

The fiscal impact assumes that establishing pre-and post-costing will result in the district lowering its food expenditures by an estimated 3 percent each year. This practice would result in an annual savings of \$183,018 which is 3 percent of the total revenue the district spends on food and supply costs (\$6,100,584 x .03). This is a five-year savings of \$915,090 (\$183,018 x 5 years). However, it is important to remember that under federal regulations, programs funded through the NSLP must operate on a not-for-profit basis. One requirement for keeping nonprofit status is that a school district may not maintain a fund balance in excess of three months of normal operating expenses. Any fund balance that exceeds three months' operating expenses is considered an "excessive fund balance" and must be reduced. As a result it is important that any increase to the district's fund balance as result of this recommendation not exceed three months of normal operating expenses.

STAFF MEALS (REC. 62)

The district allows staff to charge meals and had an uncollected balance of \$2,727 as of February 2013. The district's administration implemented a procedure whereby staff are allowed to charge their meals. These meals are recorded in the point-of-sale system and the charges are placed on the staff's account.

A few years ago, the former superintendent authorized the charging of staff meals as a courtesy for when they forgot to bring money to the cafeteria. However, this practice was not developed into a written policy and did not provide guidelines as to how much balance staff could incur, nor what collection procedures would be implemented in instances of non-payment. While this practice was implemented as a courtesy to staff, many staff have accumulated balances approaching \$100 and some have left the district's employment without paying their balance. Of the \$2,727 in unpaid balances, 67 account balances totaling approximately \$2,008 belong to central office staff.

The unpaid balance is being assumed by the Child Nutrition Department. This practice does not appear to be consistent with USDA regulations, 7 CFR 210.14(a) which states "Revenues received by the nonprofit school food service are to be used only for the operation or improvement of such food service, except that, such revenues shall not be used to purchase land or buildings, or to construct buildings..." The primary allowable costs paid with food service funds include salaries and fringe benefits, food, supplies, purchased services, equipment, and indirect costs. Food service funds may not

be able to be used to pay for bad debts such as uncollected charged meals for staff.

The district should eliminate the practice of allowing staff to charge meals, and implement steps to collect outstanding balances. These steps should include placing signage on the cash registers that staff cannot charge meals and sending an email invoice to all staff along with a statement that all balances must be paid within 30 days. If balances are not paid within 30 days, the district should consider other methods for collecting from employees. One of these may be to inform staff that if balances are not paid, the money may be withheld from their paycheck and credited to the food service budget. The district should allocate funds from the general fund to pay for any uncollected monies from former staff.

This recommendation can be accomplished with existing resources.

CAFETERIA EQUIPMENT REPLACEMENT (REC. 63)

The district does not have a system to identify aging or broken equipment and a practical plan to replace these items as needed. Many of the district's cafeterias are old and are equipped with the original appliances and freezers. The district's practice is to replace equipment as it breaks down and can no longer be repaired instead of having a replacement plan and budgeting for specific cafeteria equipment replacement each year.

Cafeterias and serving lines are laid out to facilitate cooking and serving efficiencies. When equipment breaks down, staff must improvise and expend additional effort to complete their tasks, thereby reducing efficiencies. Examples of how the lack of a replacement plan has affected cafeterias are as follows:

- West Brook High School cafeteria equipment is about 50 years old on some serving lines. The school has been using a temporary warmer for two years instead of repairing or replacing the broken warmers. Additionally, its three-door freezer has been broken for two years and is too big to get out the door. Additionally, the availability of hot water at the campus is unreliable.
- Marshall Middle School has an inoperable three-door freezer, and its three-door cooler is unreliable.
- Guess Elementary School's three-door refrigerator has been inoperable for three years.

One best practice employed in districts with large fund balances is to reinvest these funds into equipment replacement.

The district should implement an equipment replacement plan. The district's equipment inventory should be updated to include the average life span of each item and then each item should be ranked in priority for replacement. The ranking should be based upon age, criticality of impact on operations if it should break, replacement cost, and frequency of use. Those that have the highest priority should be targeted for the soonest replacement. All equipment should be on a staggered replacement cycle based upon the priority rankings. Industry standards recommend spending 1 percent of revenue on equipment maintenance and replacement.

Since the time of the onsite review, the district has indicated that West Brook High School has corrected its hot water problems and the non working freezer has been removed. In addition, the district indicated that the freezer at Marshall Middle School and the refrigerator at Guess Elementary have both been repaired.

The fiscal impact assumes the annual cost for implementing the replacement plans is \$115,571. This cost is derived by taking the suggested 1 percent of total food service revenue for fiscal year 2012 (\$11,557,118 x .01) and budgeting it towards equipment replacement. This is a five-year cost of \$577,855 (\$115,571 x 5).

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
CHAPTER 9: FOOD SERVICES							
61. Establish pre- and post-costing for all menu items to more efficiently monitor the program's operation and control cost.	\$183,018	\$183,018	\$183,018	\$183,018	\$183,018	\$915,090	\$0
62. Eliminate the practice of allowing staff to charge meals, and implement steps to collect outstanding balances.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
63. Implement an equipment replacement plan.	(\$115,571)	(\$115,571)	(\$115,571)	(\$115,571)	(\$115,571)	(\$577,855)	\$0
TOTAL	\$67,447	\$67,447	\$67,447	\$67,447	\$67,447	\$337,235	\$0

CHAPTER 10

TRANSPORTATION

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 10. TRANSPORTATION

An independent school district's transportation function is to deliver students to and from school and other school-related activities. This function is regulated by federal and Texas state laws related to funding, vehicle type, driver education, and safety issues. Districts implement these regulations, budget and allocate resources, and establish operational procedures for bell schedules, bus routes, and transportation fleet maintenance.

Managing transportation operations is dependent on the organizational structure of the district. Districts may either contract for or self-manage their transportation departments. Using a contracted management model, districts rely on the company to provide supervision of its transportation department. In this arrangement, a district may rely on the company to provide all or some staff, or may use district staff for its operations. Using the self-management model, a district operates its transportation department without assistance from an outside entity. Managing transportation operations requires planning; state reporting and funding; training and safety; and vehicle maintenance and procurement. Primary transportation expenditures include capital investments in vehicle fleets, and annual costs of maintenance and operations. State transportation funding relies on a district's annual submission of certain transportation reports to the Texas Education Agency, which is determined by a formula that includes the number and type of students transported.

Beaumont Independent School District (ISD) services a relatively dense area. The district exhibits urban, suburban and rural characteristics. However, the predominance of urban characteristics results in a bus route design that is focused on picking up the student furthest from school first and working in to the school site. This process is reversed in the afternoon.

The Transportation Department is responsible for all aspects of planning and service delivery including the development of bus routes and schedules, operation of the bus routes on a daily basis, customer service, coordination of student discipline with school administrators, scheduling and provision of special trips, state reporting, and maintenance of the school bus fleet. All transportation and vehicle maintenance services are provided by district staff.

Given the size constraints of available land and the dispersed nature of the school sites, the Transportation Department operates from three locations that roughly encompass the northern, central and southern portions of the district. At each location there are administrative staff, bus drivers, monitors (when necessary due to student needs) and an appropriate array of fueling infrastructure. The main dispatch facility at Milam Street also houses the fleet maintenance operation. The fleet maintenance operation services buses and the transportation white fleet.

According to the Texas Education Agency's (TEA) School Transportation Operation Report and School Transportation Route Services Report for school year 2011–12, the district reported that Beaumont ISD maintains a fleet of 228 buses. Of these 228 buses, 89 serve as spares and 139 buses comprise the district's active fleet. Of the 139 active buses identified, 134 are used to drive daily routes and 5 buses effectively serve as spares. In school year 2011–12, Beaumont ISD's bus fleet transported 8,610 total students eligible for allotment and drove a total of 1,964,963 miles. Beaumont ISD's total transportation operating costs for school year 2011–12 were \$8,207,724. During the same year, the district received \$1,935,286, or 24 percent of total operating costs, in state funding for transportation.

Analysis of transportation costs and operational data indicate the department is reasonably cost effective. The key measures of cost effectiveness for a student transportation system include the annual cost per transported student and the annual cost per active route bus. A useful comparison is also to convert the annual cost to a daily cost, which is a typical industry standard for pricing of contracted transportation services. **Figure 10–1** shows the key measures of cost effectiveness for Beaumont ISD.

The cost indicators show an organization that is comparatively cost effective despite the operating structure that must be supported. Transportation operations are most cost effective when they have sufficient density and a well-structured and compact service area. This structure allows for the design of bus routes that maximize the opportunity to use the available seating capacity and reuse the same bus multiple times.

A key operational metric is the number of buses required to transport 100 students. The buses per 100 students

**FIGURE 10–1
BEAUMONT ISD KEY MEASURES OF COST EFFECTIVENESS
SCHOOL YEAR 2011–12**

MEASURE	METRIC
Annual Cost per Student	\$953
Annual Cost per Bus	\$35,999
Daily Cost per Bus	\$200
Buses per 100 Students Transported	2.7

SOURCES: Legislative Budget Board, School Review Team Calculations, March 2013; Texas Education Agency, School Transportation Operation and School Transportation Route Services Reports, February 2013.

transported metric is a composite measure that reflects the use of available seating capacity and the reuse of buses through a multi-tiered bell schedule. Highly efficient operations require 1.0 to 1.3 buses per 100 students. The Beaumont ISD value is 2.7.

The review team identified and surveyed peer districts for comparison purposes to Beaumont ISD. A comparison of the district’s cost per bus to those of the peer districts indicates how its practice of transporting fewer students per bus results in a higher cost per student. **Figure 10–2** shows the cost per bus for Beaumont ISD and the peer districts.

Figure 10–2 shows that Beaumont ISD’s transportation costs per student are substantially higher (between 8 percent and 35 percent higher) than the peer districts. The lower cost per bus exhibited by Beaumont ISD would at first appear contradictory to the district’s high per student transportation costs. However, it is often the case that more efficient operations have higher costs per bus. This is due to the fact that a greater volume of services is being distributed over fewer assets. This results in a higher comparative cost per bus for the more efficient districts.

Transportation funding for regular program students is provided using the preceding school year’s linear density and cost per mile. The Texas Education Code (TEC), Section 42.155, defines regular program students as students who reside two or more miles from their campus of regular attendance. Cost per mile is calculated based on data submitted in the School Transportation Route Services Report and the Student Transportation Operation Report. Linear density of bus routes is determined based on the number of regular riders carried per mile of regular bus route during the school year. The amount of state funding that a district receives for transportation is based on the lower of the actual cost per mile or the maximum amount determined in one of the seven density groupings established by TEA. **Figure 10–3** shows the linear density groups and maximum allotment per mile used by TEA beginning in school year 2010–11.

In school year 2011–12, Beaumont ISD’s actual cost per mile was \$1.54 for regular program students and its linear density was 0.820. Given that per mile costs were greater than the maximum allotment rate, the district was allotted \$0.88 per mile for regular program riders.

ACCOMPLISHMENT

- ◆ The district increased the efficiency and reduced the cost of non-home-to-school services by consolidating its after-hour transportation services.

FINDINGS

- ◆ The district lacks comprehensive written transportation policies and procedures to guide operations and the provision of services.

**FIGURE 10–2
BEAUMONT ISD AND PEER DISTRICTS’ COST PER BUS
SCHOOL YEAR 2011–12**

DISTRICT	TOTAL COSTS	TOTAL BUSES	TOTAL STUDENT RIDERS	COST PER STUDENT RIDER	ANNUAL COST PER BUS	BUSES PER 100 STUDENTS TRANSPORTED	STUDENTS PER BUS
Beaumont ISD	\$8,207,724	228	8,610	\$953	\$35,999	2.7	38
Galena Park ISD	\$4,717,822	120	6,461	\$730	\$39,315	1.9	54
Judson ISD	\$7,729,192	179	8,746	\$884	\$43,180	2.1	49
Tyler ISD	\$4,577,601	132	6,474	\$707	\$34,679	2.0	49

NOTE: Data for DeSoto ISD was not available.
SOURCES: Legislative Budget Board, School Review Team Calculations, March 2013; Texas Education Agency, School Transportation Operation and School Transportation Route Services Reports, February 2013.

**FIGURE 10-3
LINEAR DENSITY GROUPS
SCHOOL YEAR 2010-11**

LINEAR DENSITY GROUP	MAXIMUM ALLOTMENT PER MILE
2.40 and above	\$1.43
1.65 to 2.399	\$1.25
1.15 to 1.649	\$1.11
0.90 to 1.149	\$0.97
0.65 to 0.899	\$0.88
0.40 to 0.649	\$0.79
Up to 0.399	\$0.68

SOURCE: Texas Education Agency, School Transportation Allotment Handbook, Effective School Year 2010-11, March 2013.

- ◆ The district is not maximizing the opportunity for receiving hazardous traffic conditions funding as allowed by the Texas Education Code.
- ◆ The district does not systematically manage or monitor the provision of transportation services to students who are attending specialized programs or schools outside their home school boundary.
- ◆ The district’s bell time structure constrains the Transportation Department’s ability to efficiently allocate buses.
- ◆ The district is not making full use of its transportation management software to maximize system efficiency.
- ◆ The district’s significant trip demand and lack of a structured driver allocation and tracking tool contributes to overtime costs for transportation staff and a spare driver ratio that exceeds common industry practices.
- ◆ The district has not established a structured fleet replacement program that recognizes the on-going relationship between capital and operating costs.
- ◆ The district lacks policies and procedures for conducting preventive maintenance and maintaining accurate maintenance histories for vehicles in its fleet.
- ◆ The district has not established comprehensive inventory management practices to determine the appropriateness of the number or types of parts and materials kept in inventory.

RECOMMENDATIONS

- ◆ **Recommendation 64:** Establish local board policies and Transportation Department operating procedures to provide increased clarity and guidance regarding service eligibility requirements and the expected response to common operating concerns.
- ◆ **Recommendation 65:** Define hazardous traffic conditions that are applicable to the district and adopt a local policy regarding these conditions.
- ◆ **Recommendation 66:** Establish a process for monitoring and regularly reassessing the eligibility of magnet school and Tier 2 school choice students to receive transportation services.
- ◆ **Recommendation 67:** Establish a process for regularly evaluating the district’s bell schedule to identify and assess opportunities to increase transportation efficiency.
- ◆ **Recommendation 68:** Conduct a comprehensive review of the implementation of the transportation management software with a focus on systems integration across the enterprise and user training.
- ◆ **Recommendation 69:** Revise field and extracurricular trip assignment procedures to eliminate conflicts with home-to-school bussing requirements, and reduce the percentage of substitute drivers that are retained on a daily basis.
- ◆ **Recommendation 70:** Establish a comprehensive bus replacement planning procedure.
- ◆ **Recommendation 71:** Design and implement a preventive maintenance program for school buses that includes procedures for maintaining accurate vehicle maintenance histories.
- ◆ **Recommendation 72:** Revise parts inventory management practices to bring structure and accountability to the acquisition and management of repair parts.

DETAILED ACCOMPLISHMENT

REDUCTION OF AFTER HOURS TRIPS

The district increased the efficiency and reduced the cost of non-home-to-school services by consolidating its after-hour transportation services. Beaumont ISD provides an extensive

amount of after school transportation to support students involved in athletics and other programs. These trips are operated nearly every day from most school sites across the district. In school year 2011–12, 126 trips per day were scheduled for various after-school activities. Beaumont ISD staff recognized that multiple trips were being made from individual schools and that many of the trips were under used. Reducing the redundancy in trips became a key point of focus. Recognizing that the redundancy represented an inefficient use of assets, the department worked with school sites and athletic coaches to consolidate a significant number of these trips in school year 2012–13. The total daily trips were reduced from 126 in school year 2011–12 to a number never exceeding 79 in school year 2012–13.

DETAILED FINDINGS

POLICIES AND PROCEDURES (REC. 64)

The district lacks comprehensive written transportation policies and procedures to guide operations and the provision of services. Beaumont ISD's adopted transportation policy focuses primarily on service eligibility and basic vehicle and safety requirements. The district's procedural infrastructure is incomplete and fragmented and is more consistent with a driver handbook than a well-structured procedure manual. Policies and procedures establish the expectations for service delivery that promote effective and efficient transportation. Development of these guidelines is an important contributor to efficiency because policies define the level of service that the Transportation Department is expected to provide, while procedures detail how the department will provide those services. The most effective policy and procedure infrastructures are tailored to address the specific educational philosophy and operational environment of a school district.

Beaumont ISD's Board of Trustees has adopted three transportation policies: CNA (LEGAL) – Student Transportation; CNB (LEGAL) and CNB (LOCAL) – District Vehicles; and CNC (LEGAL) – Transportation Safety. LEGAL policies compile federal law, state law, and court decisions, providing the statutory context in which all other policies are developed. Local policies expand on or qualify legally referenced provisions or convey the board's stated intentions in areas not otherwise addressed by law. Beaumont ISD's legal policies outline the requirements in the Texas Education Code for service eligibility; the purchase, maintenance and sale of vehicles; safety standards and requirements; and notification requirements related to bus accidents. The one local board policy addressing

transportation establishes rules related to the use of district vehicles for non-school purposes; for use by civil defense, health, or emergency service authorities; and for extracurricular activities, field trips, and other school-related purposes.

Beaumont ISD makes many allowances for transportation. Allowances permit students who are not eligible for services based on their distance from school to be provided transportation because they meet other criteria established by the district. For example, the Beaumont ISD Student Transfer Notification posted on the district's website states that transportation services are provided to Tier 1 and Tier 2 transfer students. Tier 1 students include magnet students who are participating in specialized programs. Tier 1 and Tier 2 students are defined as follows:

Tier 1- All students who attend the home high school of their zoned middle school and

(a) students attending Caldwood and Fehl/Price who have a dual track attendance zone between the Ozen High School and West Brook High School;

(b) students attending Roy Guess who have a dual track attendance zone between Central High School and West Brook High School

Tier 2 – All students who attend schools where 65 percent or greater qualify for free and reduced price lunch may transfer to a school where less than 65 percent of students qualify for free and reduced price lunch. Approval will be granted on a space available basis.

These students are served exactly the same as students who reside within their home school boundary and are eligible due to their distance from school. These allowances create cross boundary transportation requirements that result in a dispersion of students across the district attending the designated schools. Significant dispersion, alternatively referred to as a lack of density, results in a limited number of riders on the buses servicing these students and comparatively higher costs. As shown in **Figure 10–2**, Beaumont ISD's buses per 100 students transported metric is 2.7, which indicates comparative inefficiency relative to both peers and industry guidelines. Such inefficiency typically occurs when districts operate a mix of both home school boundary and cross boundary transportation services.

The transportation allowances made for students who are attending specialized programs or schools outside their home school boundary have not been incorporated into a board-

adopted local policy. Such allowances have a significant impact on the design of the transportation system. Failure to incorporate the district's intention in this area into local board policies could limit the clarity of board expectations and result in conflicting information regarding student eligibility for services between various district documents.

In addition, the legal structure of existing policy allows for students to be picked up from or dropped off at alternative addresses. However, there is no local policy that addresses how this process will be managed and implemented. There is no guidance specifying whether this can be an everyday event, if the alternative must be for designated number of consecutive days, and if there can be different morning and after school pick up and drop off locations. The lack of such a policy could increase the possibility that a student will miss their bus or be dropped off at an incorrect location due to potential variability in schedules.

Beaumont ISD operates a medium to larger transportation operation when compared to both state and national figures. Transportation operations of this size are typically supported by a procedural infrastructure that details what is expected of the route structure, driver performance, maintenance management, student discipline, and emergency management procedures. Beaumont ISD's Employee Procedure handbook is the primary guiding document for the department and its staff. This document lacks critical planning and operational guidance that is necessary for the organization to function efficiently. Specific concerns about the document include:

- Bus accident requirements - This document provides very limited guidance and does not include any information about securing an accident scene, verifying the condition of students, contacting dispatch or any other basic requirements of accident management.
- Missing students - There is no mention of what the expected procedure is in the event a student has been identified as not arriving home or at school when expected.
- Emergency situation procedures - There is no guidance provided as to expected responses to incidents such as what to do when an unauthorized adult attempts to board the bus; how to respond to a school lockdown or other community event that prevents the normal completion of a route; or how to respond to a student emergency such as anaphylactic shock.

Student data - There is no mention of maintaining the confidentiality of student data, what confidentiality means, or what data drivers have the need to access to support services such as those provided to some special needs students.

- Route design - There are no parameters, outside those dictated in policy, that provide guidance to the department on how to design bus routes consistent with district goals. How long a student can ride, how far they can walk to a stop, which groups of students can and cannot ride together remain undefined and based on historical practice.

Well-developed procedures address concerns such as how far students can walk to a bus stop, how long students should be expected to ride the bus, how transfer processes will be monitored to ensure students move to and from the proper bus, and student data management and confidentiality requirements. They also outline proper driver responses to abnormal situations, response procedures for students who are late or do not arrive at their normal bus stop, and notification procedures in the event of incidents such as school lockdowns. The goal of developing procedures is to establish clear expectations regarding the normal delivery of services and response procedures for abnormal events for all stakeholders including parents, students, drivers, and school staff.

Austin ISD and Round Rock ISD provide detailed information on transportation procedures that are examples of quality procedural frameworks. These policies detail requirements and expectations for route design criteria, the number of students who will be planned per seat, daily service expectations, when students are expected to arrive at bus stops and considerations for the placement of bus stops.

Beaumont ISD should establish local board policies and Transportation Department operating procedures to provide increased clarity and guidance regarding service eligibility requirements and the expected response to common operating concerns. Operating procedures should address operating concerns such as accidents, school emergencies, student emergencies, and route design and management. The district should also develop written procedures for the student count data collection process to help ensure compliance with TEA reporting requirements including student count procedures and mileage reporting. The district should begin the policy and procedure development process by expanding on existing documentation and then establishing a progressive development schedule that prioritizes key operational functions.

This effort should serve as the beginning of a regular cycle of review, revision, addition, and editing for policy and procedure documentation. The transportation director should lead the effort to draft initial policy statements for review and adoption by the board and should oversee the development of internal department procedures.

The district can implement this recommendation with existing resources.

HAZARD AREA ASSESSMENT (REC. 65)

The district is not maximizing the opportunity for receiving hazardous traffic conditions funding as allowed by the Texas Education Code. According to the TEC, Section 42.155, a district may apply for and, on approval of the Commissioner of Education, receive an additional amount of up to 10 percent of its regular transportation allotment to be used for the transportation of children living within two miles of the school they attend who would be subject to hazardous traffic conditions if they walked to school. TEC, Section 42.155(d), defines a hazardous condition as one in which there are no walkways provided and children must walk along or cross a freeway or expressway; an underpass; an overpass or a bridge; an uncontrolled major traffic artery; an industrial or commercial area; or another comparable condition.

According to TEA's School Transportation Allotment Handbook, formally defining hazard areas throughout the district and the adoption of a local policy regarding hazardous traffic conditions by the Board of Trustees is required for establishing eligibility for hazardous service funding. To be eligible for these funds, the district must:

- establish a policy that defines the hazardous traffic conditions that are applicable to the district and exist within two miles of its campuses, and
- identify the specific areas within the district that contain the hazardous conditions that the board defined.
- A copy of the policy and any subsequent changes to the policy must be submitted to the Commissioner of Education to establish eligibility for service that may be provided as a result of the policy.

According to Beaumont ISD's Transportation Department, the district has identified areas approved by the board as designated hazardous zones for school year 2012–13. The board has not established an official definition and submitted it to the Commissioner of Education. At the time of the review, the district had no local policy regarding hazardous

traffic conditions and was not receiving any funding for hazardous service.

Beaumont ISD should formally define hazardous traffic conditions that are applicable to the district and adopt a local policy regarding these conditions. After establishing a definition of hazardous traffic conditions, the Transportation Department staff should review the list of zones that were considered by the board as designated hazardous zones for school year 2012–13 to ensure that these areas are consistent with the definition. This effort would require staff time to review and document any hazardous traffic conditions that exist within two miles of their campuses. The documentation would need to be submitted to the board. After hazardous traffic conditions are identified, the board should officially adopt a local policy that is consistent with the requirements of the School Transportation Allotment Handbook. The district should then submit the policy to TEA to establish eligibility and begin receiving hazardous service funding.

The fiscal impact assumes that Beaumont ISD will begin receiving hazardous service funding in school year 2014–15. This school year was chosen to allow the district sufficient time to define and identify hazardous areas and to adopt a local hazardous traffic conditions policy. TEA guidelines allow for a maximum of 10 percent of the total annual allotment for transporting hazardous area students. Given that the maximum number of miles that could be claimed in school year 2011–12 was 1,450,894 and the reimbursement rate for Beaumont ISD is \$0.88 per mile, the maximum amount of additional reimbursement that could have been received by the district was \$127,679 ($1,450,894 \times .10 \times .88 = \$127,679$). Hazard funds are received annually by districts that have followed designated TEA requirements. The total amount received annually is dependent on the input factors such as the linear density of the district and the total eligible miles traveled. Assuming that all factors remain the same, the district would receive \$127,679 in hazardous service funding each year, beginning in school year 2014–15. This would result in \$510,716 over four years.

CHOICE PROGRAM ELIGIBILITY MANAGEMENT (REC. 66)

The district does not systematically manage or monitor the provision of transportation services to students who are attending specialized programs or schools outside their home school boundary. These include magnet school and Tier 2 school choice students. The district does not implement procedures or practices to review the eligibility of Tier 2 and magnet school students who receive transportation services.

The Transportation Department rigorously enforces the two-mile eligibility criterion established in the TEC, Section 42.155, as well as the guidelines outlining district allowances for magnet program and Tier 2 transfer students. Transportation eligibility for these students is determined upon their initial assignment to a specialized program or school outside their home school boundary. Enforcement of transportation eligibility requirements and allowances is conducted using Beaumont ISD's bus routing software. This software addresses matching and distance measuring capabilities that help determine transportation eligibility for all students, including those who are approved for a Tier 2 transfer or are enrolled in magnet programs. However, following the student's initial enrollment in a Tier 2 school or magnet program, there is no established process to regularly reevaluate that student's eligibility for transportation services. In addition, the district's board policy CNA (LEGAL) allows for students to be picked up or dropped off from locations other than their primary residence. This policy has the potential for causing eligibility issues if a choice is made to select the most advantageous address, from the standpoint of eligibility, from which a student will depart or return.

The cause of the failure to systematically review eligibility is both technical and procedural. Regarding technology, the district fails to make optimal use of the interface between the student information system and the routing software. Traditionally, information is shared electronically between these two systems. This allows information input into the student information system identifying the school of attendance for each student and the reason for school assignment to be used to match eligibility rules established in the routing system. The district reported that optimal use of the system is limited by a lack of training on how to utilize the routing software to effectively use the data from the student information system. Additionally, the district indicated that some data is not shared between the student information system and the routing software.

A procedural requirement was established requiring schools to notify the Transportation Department with information on when a student, particularly a magnet school student, withdraws from a program but remains at the school. However, schools provide this information to the Transportation Department in an informal manner, mostly through email or voicemail. In addition, this procedural requirement is not followed with fidelity.

Beaumont ISD should establish a process for monitoring and regularly reassessing the eligibility of magnet school and Tier

2 school choice students to receive transportation services. Given that enrollment in a magnet program triggers transportation eligibility, the district's lack of a rigorous process to reassess eligibility could result in otherwise ineligible students receiving transportation services. The district should reevaluate the technical and procedural management processes associated with magnet and Tier 2 school choice programs to ensure that students who are eligible for transportation services are properly identified. In developing this process, the district should establish a procedure for notifying the Transportation Department when students withdraw from magnet programs or other special attendance circumstances that have triggered transportation eligibility in order for bus routes to be reevaluated.

In developing an eligibility monitoring and reassessment process for Tier 2 and magnet students, the district should also determine whether eligibility should be measured from the address of residence or the address of pickup/drop off. This assessment would clarify allowances for service and eliminate the need for the department to interpret the requirement for an alternative address to be on an existing route.

The district can implement this recommendation with existing resources.

BELL TIME STRUCTURE (REC. 67)

The district's bell time structure constrains the Transportation Department's ability to efficiently allocate buses. School start and end times are critical inputs to the efficiency of transportation services. If start and end times at different campuses are staggered, the same buses can be used for multiple routes. However, if insufficient time is available between school start and end times at different campuses to allow for multiple trips with an individual bus with an adequate load of students, then transportation routing strategies will be significantly constrained and costs will increase. **Figure 10-4** shows the distribution of school bell times within the district and the number of eligible student riders at each school.

Figure 10-4 shows that there are three primary bell times in the morning (7:30, 8:20 and 8:25) and three afternoon bell times (2:55, 3:25 and 3:50). However, the five minute difference between middle and elementary school morning start times must be treated as one time grouping because it does not provide sufficient time to repurpose a bus for another route. **Figure 10-4** also shows that there is a

FIGURE 10–4
BEAUMONT ISD SCHOOL BELL TIMES AND NUMBER OF ELIGIBLE RIDERS
SCHOOL YEAR 2012–13

PROGRAM	START TIME	DISMISSAL TIME	ELIGIBLE RIDER COUNT
Central High School	7:30	2:55	1,050
Ozen High School	7:30	2:55	456
West Brook High School	7:30	2:55	1,273
Pathways	7:35	2:35	80
Brown Center	7:55	3:10	4
HIGH SCHOOL TOTAL			2,863
King Middle School	8:20	3:50	51
Marshall Middle School	8:20	3:50	284
Vincent Middle School	8:20	3:50	236
Austin Middle School	8:20	3:50	147
Smith Middle School	8:20	3:50	367
Odom Academy	8:20	3:50	325
South Park Middle School	8:20	3:36	32
MIDDLE SCHOOL TOTAL			1,442
Lucas Pre-K–4	8:25	3:25	156
Amelia Elementary	8:25	3:25	82
Blanchette Elementary	8:25	3:25	145
Caldwood Elementary	8:25	3:25	184
Charlton-Pollard Elementary	8:25	3:25	188
Curtis Elementary	8:25	3:25	25
Dishman Elementary	8:25	3:25	165
Fehl-Price Elementary	8:25	3:25	267
Fletcher Elementary	8:25	3:25	121
Guess Elementary	8:25	3:25	343
Homer Elementary	8:25	3:25	278
Jones-Clark Elementary	8:25	3:25	247
Martin Elementary	8:25	3:25	227
Pietzsch-MacArthur Elementary	8:25	3:25	27
Regina-Howell Elementary	8:25	3:25	460
Bingman Pre-K–4	8:45	2:45	442
ELEMENTARY AND PRE-K TOTAL			3,357

SOURCE: Beaumont ISD, Transportation Department, February 2013.

significant imbalance in the number of students being transferred in each bell time grouping. The 1,442 eligible middle school students are only 30 percent of the 4,799 eligible middle, elementary, and pre-K students. Such significant differences in demand between middle school and elementary and pre-K result in a number of buses serving only one mission in the morning and one in the afternoon, which is an inefficient use of resources. Data indicates that

25 of the 134 buses used daily to drive active routes (19 percent) are servicing only one morning route. The effect of inefficient bus use is illustrated in **Figure 10–2** which shows that the district's buses per 100 students transported is high and students per bus is low compared to peer districts. Organizations that have constrained bell schedules and cross boundary transportation requirements typically exhibit

higher costs per student. This is evident when comparing the district to peer districts.

School districts across the country have used bell time changes to reduce transportation expenditures. Districts as diverse as Clark County, Nevada; Lee County, Florida; Seattle Public Schools; and St. Lucie County Schools, Florida have all made bell time changes to make more effective use of school buses. By changing school bell times, these districts have been able to use fewer buses throughout the day. A reduction in the number of buses a district uses results in a reduction in the cost of transportation services. These changes have yielded significant savings.

The district should establish a process for regularly evaluating the district's bell schedule to identify and assess opportunities to increase transportation efficiency. The district should begin its evaluation by determining the number of eligible and actual students requiring transportation at each school. Based on these values, the district's goal should be to transport a roughly equivalent number of students in each school grouping. While it is likely that an absolutely equal number of students cannot be achieved, the goal is to minimize the variance between school groupings so that the number of buses required does not vary significantly. The department would then need to determine how much time would be required between the school groupings to maximize the number of students transported and minimize the number of buses required. The district could then use this information to develop a tiered bell time schedule that would make more efficient use of the district's buses. Analysis of the current schedule should be used to develop a new bell schedule that results in greater separation between the middle and elementary school start times or a consolidation of high school and middle school start times to increase opportunities to reuse buses throughout the routing scheme.

This recommendation will require a consideration of the potential need for onsite supervision and professional development schedules. For example, many districts require all elementary schools to follow the same schedule so they can have after-school trainings at the same time. Such requirements constraint the district's bell schedule options. However, changes to the bell schedule would benefit the district by decreasing the number of buses required to transport students to and from school and thereby lower the cost of providing transportation services. While a full bell time assessment is not within the scope of this review, the potential reduction of five buses should be possible.

The fiscal impact assumes the district will achieve a five bus reduction by implementing bell time changes. Based on the district's average annual cost per bus as shown in **Figure 10-2**, a reduction of five buses would result in an annual savings of \$179,995 ($\$35,999 \times 5$). Recognizing that the \$179,995 includes overhead costs that would not be reduced in a linear fashion if five buses were removed from service, the fiscal impact assumes a reduction of projected savings. According to the district's 2012 Compensation database, 18 percent of 2012 personnel costs were for overhead positions. Therefore, actual savings are likely to be approximately 80 percent of the average annual cost. Therefore, a reduction of five buses would result in an annual savings of \$143,996 ($\$179,995 \times 0.80$). This would result in a savings of \$575,984 over four years. Training and skill building will be required for the Transportation Department to be able to model the impact of bell time changes in the transportation management software. In addition, Beaumont ISD will need to generate public consensus and buy in for the revised bell schedule. As a result, this recommendation should be implemented in school year 2014–15.

ROUTING SOFTWARE USE (REC. 68)

The district is not making full use of its transportation management software to maximize system efficiency. The district has acquired a fully capable transportation management information system to assist in the design and management of bus routes and field trips. The system includes mapping capabilities and a student management functionality that is capable of addressing the district's eligibility rules. The district reported that the system was purchased at least 10 years ago, although contract documentation was unavailable at the time of this review. Interviews with staff suggested only limited training has been conducted on the product. Department staff receive either email or fax copies of student transportation requests and manually enter this data into the transportation system. This results in a requirement for duplicate data entry as the student data is also entered in the district's student information system. It is common industry practice to develop an electronic interface between these two systems that prevents this duplication of effort.

Training on use of the transportation management software has been inadequate. Failure to train staff on how to use the software limits the value offered by the system. A review of basic data structures indicated that staff taught themselves how to use the system in a manner that proved functional. However, the district is not making optimal use of the

analytical, reporting, or data distribution capabilities the software provides. For example, the district does not use a distinct student coding structure that identifies students attending magnet programs or that have special needs. This increases the difficulty associated with conducting any kind of analysis on these or other student populations because each student must be manually identified. Additionally, the district does not have a regular reporting schedule in place for analyzing ridership by student type. This practice contributes to the inability of the department to effectively manage students being provided transportation for specialized reasons, such as magnet program and Tier 2 transfer students. In addition, the rationale for the use of these system functions has not been explained to the users.

Beaumont ISD should conduct a comprehensive review of the implementation of the transportation management software with a focus on systems integration across the district and user training. The district should also evaluate the training needs of the Transportation Department staff by position. Particular emphasis should be placed on data transfer possibilities to eliminate the manual entry of each student record into the transportation management system. Additional considerations include map maintenance and management to ensure the accuracy of student eligibility measures, and staff training on stop placement, route design, and reporting to ensure that drivers, parents, and district staff can efficiently and effectively receive critical transportation information.

The fiscal impact assumes the district will implement the recommendation and establish a professional development plan for the Transportation Department staff that focuses on both one-time and on-going training in the use of the transportation management system. The assessment of data transfer and management practices can be conducted with existing technical and operational staff. Vendor resources will be required to provide staff training. An initial multi-day general training session should be followed by annual training specific to the function of each position. Based on common industry practices, approximately eight days of initial training spread over two weeks within a time frame of several months should be followed by at least three days of annual training. The initial training would help district staff become more proficient in and familiar with basic system functionality. According to interviews, training costs for the district's transportation management system are approximately \$1,500 per day. This would equate to \$12,000 for the initial eight days of training (8 x \$1,500=\$12,000). The three days

of annual training each subsequent year would maintain proficiency and educate staff on new system functionality. The cost of this supplemental training would be \$4,500 annually (3 days x \$1,500 per day). The total cost to implement this recommendation for 5 years is \$30,000 (\$12,000 + (\$4,500 x 4)).

DRIVER ALLOCATION PRACTICES (REC. 69)

The district's significant trip demand and lack of a structured driver allocation and tracking tool contributes to overtime costs for transportation staff and a spare driver ratio that exceeds common industry practices. In school year 2011–12, transportation staff incurred \$950,446 in overtime costs. This was the highest overtime costs of any department in the district. The overtime pay of the Transportation Department was over twice the amount of the department that had the second highest overtime dollar costs and accounted for nearly 30 percent of all district overtime. Additionally, six bus drivers earned more than \$10,000 in stipend, overtime, and supplemental compensation.

Beaumont ISD provides after school and extra-curricular transportation services. From January 2012 to January 2013, a total 5,475 field, extracurricular, and athletic trips occurred (approximately 30 per day assuming 180 days in the available school year). In addition, approximately 90 trips are scheduled daily for after school activities during some portion of the week. This totals to almost 13,000 additional trips during the school year (approximately 90 trips/day x 4 days/week x 36 weeks per school year = 12,960). The district recognized the significant cost of these services and their volume was reduced from school year 2011–12 to school year 2012–13. Conducting any comprehensive assessment of the impact of this extraordinary number of trips is difficult due to the absence of data management and accounting procedures to isolate the cost or service demands. Bus drivers are not required to separate time spent driving these trips from time spent providing home-to-school services. Therefore, isolating the exact personnel costs associated with these services is not possible. The absence of personnel accounting practices also prevents an analysis of the disruption caused by these trips to the home-to-school system. Drivers are allowed to drive field trips and other activity trips even if the time of those trips conflicts with their assigned home-to-school route. This practice requires the department to identify and compensate a substitute driver to provide service on the home-to-school route while also paying the assigned driver for the trip services. The number of times this occurs cannot be accounted for because

no system exists for tracking the rationale for particular substitute driver assignments. This practice is inconsistent with common industry practice that focuses on maximizing the stability of the home-to-school system through a procedural requirement that prevents drivers from providing trip services if they will conflict with home-to-school services.

Spare drivers, or substitute drivers, are compensated at a rate of \$10 per hour whether they drive a bus on a given day or not. A total of 134 buses are dispatched to drive active routes based on the daily route sheet, and the department identified 54 spare drivers at the time of the review. A 40 percent spare driver ratio is nearly double the typical industry practice of 10 percent to 20 percent identified by the Federal Transit Administration for fleets with more than 50 buses. The specific demand for this many spare drivers is a combination of trip demands, absenteeism, and turnover, which is similar to other transportation organizations. However, the department is unable to conduct any detailed assessment of the appropriateness of this volume of spares given the lack of personnel and accounting processes.

Beaumont ISD should revise field and extracurricular trip assignment procedures to eliminate conflicts with home-to-school bussing requirements, and reduce the percentage of substitute drivers that are retained on a daily basis. This recommendation should focus on three related goals. The first goal should be to assess its educational philosophy in which the academic program is enriched through taking a certain number of field trips throughout the year. The second should be to isolate the cost of all non-home-to-school services. This would include after hour services, field trips, athletic trips, and extracurricular services. This practice would allow district administrators to determine whether the cost of these services is justified by the added educational value they provide or whether the district would be better off repurposing those funds. The third goal should be to assess the number of staff required to operate the department. Developing a mechanism that captures absenteeism, turnover, and substitute use would allow department managers to more fully rationalize the number of full time and spare drivers. This effort can all be conducted using district staff but would require changes to and training on the existing time keeping system.

The fiscal impact assumes that the recommended analysis would result in eliminating some of the substitute drivers. A reduction in spare drivers to a level consistent with the high end of industry guidelines would result in a reduction of 27 substitutes (134 drivers x 20 percent spare ratio would

require 27 substitutes; the reduction from 54 current substitutes to 27 would equal 27 substitutes). Assuming a \$10 per hour pay rate, 5 hours per day for 180 days this would represent a \$9,000 per year reduction per substitute driver. Assuming a 27 substitute reduction, this would equate to a \$243,000 annual reduction (27 substitute reduction x \$9,000 per year reduction per substitute driver). This recommendation can be implemented beginning in school year 2013–14. This reduction in substitute drivers would result in a savings of \$1,215,000 over five years. It must be noted that the actual reduction cannot be accurately determined until the recommended analysis is conducted.

Since the time of the review, the district's transportation staff indicated that spare drivers do not have idle time. These drivers are always being used to service transportation. In most cases substitutes who are not driving a bus are used as bus monitors due to a lack of monitors provided by the Special Education Department. Transportation staff indicated that they have addressed this issue with the Special Education Department. In addition, staff reported that the Transportation Department has already taken steps to begin reducing their substitute driver pool.

BUS REPLACEMENT (REC. 70)

The district has not established a structured fleet replacement program that recognizes the on-going relationship between capital and operating costs. Purchasing new assets occurs when funding is available as a result of reallocation from other district programs. The noticeable exception to this was a substantial acquisition of assets by Beaumont ISD in 2008 as a result of an accident involving district students. This initiated calls for increasing safety measures by installing seat belts on school buses.

The fleet inventory report provided by the district indicated that it maintained 228 active and spare buses. The active bus fleet had an average age of 9.2 years. This would imply an 18 year replacement cycle. However, the distribution of model years on the active fleet demonstrates that there is an imbalance in the purchasing practices of school buses. **Figure 10–5** shows the model year distribution of the fleet.

Figure 10–5 shows the capital replacement challenge faced by Beaumont ISD. Assuming a normal 12 year replacement cycle, there are 33 buses (24 percent) that are already due or overdue for replacement in the active fleet. The significant number of units purchased between 2004 and 2008 (63 percent of the active fleet) will be due for replacement between 2016 and 2020. Bus replacement represents a

FIGURE 10–5
BEAUMONT ISD ACTIVE SCHOOL BUS DISTRIBUTION BY
MODEL YEAR
SCHOOL YEAR 2012–13

MODEL YEAR	COUNT OF BUSES	SUM TOTAL OF BUSES OVER 12 YEARS
1990	3	3
1991	4	7
1992	1	8
1993	0	8
1994	4	12
1995	5	17
1996	0	17
1997	7	24
1998	1	25
1999	3	28
2000	5	33
2001	3	
2002	3	
2003	3	
2004	10	
2005	12	
2006	18	
2007	11	
2008	37	
2009	8	
2010	0	
2011	1	

SOURCE: Beaumont ISD, Transportation Department, February 2013.

significant challenge to the district in both current and future capital planning.

Industry guidelines from the Federal Transit Administration suggest a 10 percent to 15 percent ratio of spare buses to active route buses. Beaumont ISD identified 89 total spare buses in the fleet inventory, or 66 percent of the active route buses. Based on industry standards, this number is high and can only be partially explained by the additional demand for supplemental services (i.e., after hour, field and athletic trips). While no specific rationale was provided for this ratio, it is not unusual for operations with older, less reliable fleets to maintain higher spare ratios.

Beaumont ISD should establish a comprehensive bus replacement planning procedure. Given the daily demand for 134 route buses plus the spare ratio of 10 to 15 percent,

the district would need a fleet inventory of approximately 155 buses to support home-to-school operations. The supplemental service demand detailed previously increases the fleet requirements because when buses are being used to support supplemental trips, they cannot be used on home-to-school routes. If an additional 10 percent of assets is assumed to account for this, Beaumont ISD's total fleet size would need to be comprised of approximately 170 buses. If an average 12-year replacement cycle, as recommended in a position paper by the National Association of State Directors of Pupil Transportation, is assumed, this would require the district to replace approximately 14 buses per year to maintain the desired cycle.

The bus replacement planning procedure should dictate the age and/or mileage at which buses should be replaced. Industry guidelines provided the 2002 position paper by the National Association of State Directors of Pupil Transportation suggests a 12- to 15-year guideline for large buses and eight to 10 years for smaller buses. Starting with these guidelines, the district should establish age and mileage replacement criteria for the school bus fleet. Developing this plan should require less than one day of staff time. To calculate the annual requirements after a replacement target has been set, the department would project future costs based on current costs and an assumed inflation factor. Annual expenditure requirements can only be determined after the plan is developed and the most appropriate method of financing determined. Assuming this is conducted annually, it is possible to develop increasingly accurate out year projections. **Figure 10–6** below shows the process using five sample buses from the district's fleet.

The district should also assess the opportunity to surplus a number of the spare buses as part of an effort to better align the district ratio with industry guidelines. This effort should occur concurrently with the replacement program so that the department and district can be comfortable with the reliability of the fleet. Selling surplus buses would provide a one-time revenue source. However, given the age of the assets, revenue from the sales is likely to be less.

The fiscal impact of implementing a revised replacement strategy assumes a reduction of five surplus buses per year beginning in school year 2017–18 after the replacement plan has begun to take effect. The district could yield approximately \$2,500 per year (\$500 per bus x 5 buses) in surplus revenue.

**FIGURE 10–6
SAMPLE REPLACEMENT PLAN
SCHOOL YEAR 2012–13**

BUS NUMBER	YEAR	ORIGINAL COST	EXPECTED REPLACEMENT CYCLE (YEARS)	CURRENT REPLACEMENT COST	ANNUAL INFLATION ASSUMPTION	PROJECTED REPLACEMENT YEAR	YEARS UNTIL REPLACEMENT	PROJECTED REPLACEMENT COST
300	2000	\$52,443	12	\$90,000	3.0%	2012	0	\$90,000
336	2005	\$69,355	12	\$90,000	3.0%	2017	4	\$101,296
31	2006	\$73,529	12	\$85,000	3.0%	2018	5	\$98,538
384	2008	\$107,338	12	\$110,000	3.0%	2020	7	\$135,286
385	2008	\$107,318	12	\$110,000	3.0%	2020	7	\$135,286

SOURCE: Legislative Budget Board, School Review Team, March 2013.

PREVENTIVE MAINTENANCE (REC. 71)

The district lacks policies and procedures for conducting preventive maintenance and maintaining accurate maintenance histories for vehicles in its fleet. No specific guidelines for preventive maintenance services have been established, maintenance services are irregular and inconsistent with manufacturer recommendations, maintenance records are lacking in appropriate detail about the services performed, and no consistent or efficient method is available to assess individual vehicle maintenance costs.

Maintenance logs are maintained but not in a format that allows for efficient analysis. For example, a typical log includes the date of service, the vehicle number, a summary of the parts used, and a summary of the repairs. However, all this information is recorded manually, which prevents any standardized coding of repair types or parts use. Beaumont ISD’s lack of a process for accurately recording and maintaining service documentation, including what repairs were performed on a vehicle, when they were performed, and the cost of the repairs, prevents an analysis of life cycle costs of the district’s school buses.

A strong preventive maintenance program is the foundation of all other maintenance activities. The objective of a preventive maintenance program is to minimize equipment failure and reduce the cost of operations by maintaining a constant awareness of the condition of equipment and by correcting minor defects before they become expensive repairs. Typically, preventive maintenance programs recommended by vehicle manufacturers include multi-tiered schedules that provide for progressive service to major components. Examples of well designed multi-tiered maintenance schedules include the Virginia and North Carolina state preventive maintenance manual guidelines.

Maintenance histories can be used to analyze costs. A vehicle’s maintenance history also supports district risk management practices through the ability to respond to inquiries in the event of an accident or incident. Incomplete maintenance histories prevent districts from demonstrating that they have acted responsibly in the maintenance of vehicles.

Beaumont ISD should design and implement a preventive maintenance program for school buses that includes procedures for maintaining accurate vehicle maintenance histories. The preventative maintenance program should detail the types of services to be performed, when the services are to be performed, and how the services will be recorded for review by management. A maintenance record keeping system should include:

- date of service;
- vehicle identification number;
- each component serviced and what the service included; and
- the cost of service.

Documentation of the preventive maintenance schedule will require staff time to review the recommended intervals from each of the bus manufacturers in the current fleet. These manufacturer recommendations would then be combined into a single schedule to be used for servicing the fleet. This effort will require approximately 40 hours of staff time. In designing a preventive maintenance program, the district should also reevaluate their requirements for recording data in maintenance logs; efforts should be made to ensure that the histories are accurate and complete. This responsibility should be specifically designated to a positional within the Transportation Department.

Since the time of the review, the district states that a fleet and parts and preventive maintenance program has been established.

The district can implement this recommendation with existing resources.

PARTS INVENTORY MANAGEMENT PRACTICES (REC. 72)

The district has not established comprehensive inventory management practices to determine the appropriateness of the number or types of parts and materials kept in inventory. At the time of the review, the district had acquired a maintenance management information system. However, this program had not yet been installed. Some parts and materials are entered in a supplies and materials line item inventory along with vendor-provided maintenance services. However, the district also stores a large number of spare bus parts in a storage unit located at the main dispatch facility. These materials have not been inventoried and, consequently, the value of these repair parts cannot be assessed.

Management and control of parts inventories, including the determination of what parts to stock (i.e., which to carry in inventory), what parts to procure on an as-needed basis, and the control of inventory losses through pilferage and damage has a large impact on the cost and service quality of district maintenance operations. The goal of an effective inventory management system is to improve the quantity and quality of data available to evaluate, manage, and control a variety of inventory management policies including the following:

- determining whether or not to stock specific parts and commodities;
- establishing inventory minimum, maximum, and reorder points;
- identifying and disposing of obsolete inventory;
- measuring performance; and
- accounting and record keeping procedures for receipt, storage, and disbursement of goods.

Beaumont ISD'S existing data capture and accounting practices do not allow for an efficient evaluation of inventory management and control practices or an audit of inventory purchases.

The district should revise parts inventory management practices to bring structure and accountability to the acquisition and management of repair parts. This effort would include training on purchasing and inventory

management practices; an initial inventory count and valuation; and the development of minimum, maximum, and reorder thresholds for each type of part kept in stock. Implementation of the maintenance management information system should also be incorporated into the district's revised parts inventory management practices. This software will help to improve the accounting capabilities of the department because it has a module that will allow the Transportation Department to more fully manage the purchase and use of repair parts. Additional training on the use of the parts management module of the maintenance management system would be required but should be considered part of the training that comes with the initial installation of the software.

Since the time of the review, Beaumont ISD reported that the district now has a program in place for inventory management and fleet service records. In addition, the district indicated that the maintenance management information system is installed on the server and on the shop manager's computer.

The district can implement this recommendation with existing resources.

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL	ONE TIME
						5-YEAR (COSTS) SAVINGS	(COSTS) SAVINGS
CHAPTER 10: TRANSPORTATION							
64. Establish local policies and Transportation Department operating procedures to provide increased clarity and guidance regarding service eligibility requirements and the expected response to common operating concerns.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
65. Define hazardous traffic conditions that are applicable to the district and adopt a local policy regarding these conditions.	\$0	\$127,679	\$127,679	\$127,679	\$127,679	\$510,716	\$0
66. Establish a process for monitoring and regularly reassessing the eligibility of magnet school and Tier 2 school choice students to receive transportation services.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
67. Establish a process for regularly evaluating the district's bell schedule to identify and assess opportunities to increase transportation efficiency.	\$0	\$143,996	\$143,996	\$143,996	\$143,996	\$575,984	\$0
68. Conduct a comprehensive review of the implementation of the transportation management software with a focus on systems integration across the enterprise and user training.	(\$12,000)	(\$4,500)	(\$4,500)	(\$4,500)	(\$4,500)	(\$30,000)	\$0
69. Revise field and extracurricular trip assignment procedures to eliminate conflicts with home-to-school bussing requirements, and reduce the percentage of substitute drivers that are retained on a daily basis.	\$243,000	\$243,000	\$243,000	\$243,000	\$243,000	\$1,215,000	\$0
70. Establish a comprehensive bus replacement planning procedure.	\$0	\$0	\$0	\$0	\$2,500	\$2,500	\$0
71. Design and implement a preventive maintenance program for school buses that includes procedures for maintaining accurate vehicle maintenance histories.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
72. Revise parts inventory management practices to bring structure and accountability to the acquisition and management of repair parts.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL	\$231,000	\$510,175	\$510,175	\$510,175	\$512,675	\$2,274,200	\$0

CHAPTER 11

COMPUTERS AND TECHNOLOGY

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 11. COMPUTERS AND TECHNOLOGY

An independent school district's technology management affects the operational, instructional and financial functions of a school district. Technology management requires planning and budgeting, inventory control, technical infrastructures, application support, and purchasing. Managing technology is dependent on a district's organizational structure. Larger districts typically have staff dedicated to administrative or instructional technology responsibilities, while smaller districts may have staff responsible for both functions.

Administrative technology includes systems that support a district's operational, instructional, and financial functions (e.g., financial management, human resources, payroll, student attendance, grades, and Public Education Information Management System (PEIMS) reporting, etc.). Administrative technology improves a district's operational efficiency through faster processing, increased access to information, integrated systems, and communication networks. Instructional technology includes the use of technology as a part of the teaching and learning process (e.g. integration of technology in the classroom, virtual learning, electronic instructional materials, etc.). Instructional technology supports curriculum delivery, classroom instruction, and student learning.

Texas state law requires school districts to prepare improvement plans that include the integration of technology with instructional and administrative programs. A plan defines goals, objectives and actions for technology projects; assigns responsibility for implementation steps; and establishes deadlines. The state provides a tool for planning and assessing school technology and readiness, which identifies performance measures for teaching and learning, educator preparedness, administration, support services and infrastructure.

Beaumont Independent School District's (ISD) technology support organization is divided into two functional departments: technical and instructional. The Information Services (IS) Department handles the technical functions, and the Instructional Technology (IT) Department handles the instructional functions. The IS Department is responsible for implementing and maintaining the technology infrastructure and telecommunications capabilities of the district. The IT Department is responsible for accessing and

developing training to assist administrators and teachers with integration of technology into the curriculum and district operations. To ensure proper and effective collaboration, both departments report to the assistant superintendent for Technology, Research and Evaluation.

Beaumont ISD's IS Department is headed by a director of Information Services/Technology and is staffed with a programming supervisor, webmaster, computer systems administrator, four technicians, two network administrators, and secretary. Also, at each campus there are designated teachers who serve as computer liaisons to provide onsite first-level support.

The district's IT Department is headed by a director of Performance Management and Instructional Technology and staffed by an instructional technology coordinator, programmer, electronic service technician, and secretary.

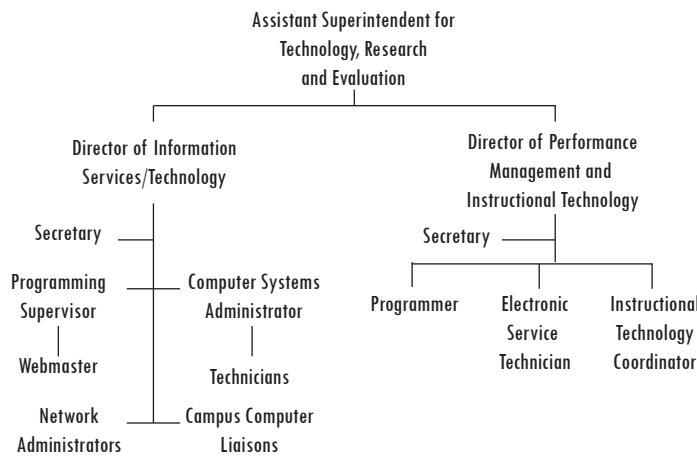
Figure 11–1 shows Beaumont ISD's information technology support organization.

Beaumont ISD's 2010 to 2013 Technology Plan reflects its commitment to incorporating technology into the curriculum and classroom instruction to enhance the learning experience of its students. The technology plan has been appropriately used to guide technology initiatives and spending. **Figure 11–2** shows the goals, objectives, and strategy completion status.

Beaumont ISD has implemented the Prologix Total Education Administrative Management Solution (TEAMS) as its business and student information system. TEAMS is a web-based single shared database integrated system that handles all finance and operational transactions. Through TEAMS integrated modules, all transactions for accounts payable and receivable, cash management, payroll, purchasing, human resources, and student information are processed.

Beaumont ISD's wide-area network (WAN) topology is based on a hub and spoke architecture. The administration building where all Internet traffic enters the district is the hub, and the campus locations are the spokes. The Internet connection to the district is 300 Mbps via AT&T Managed Internet Service (MIS). The network connectivity to the campus locations is provided through 1Gbps wired

**FIGURE 11-1
BEAUMONT ISD INFORMATION TECHNOLOGY SUPPORT ORGANIZATION
SCHOOL YEAR 2012-13**



SOURCE: Beaumont ISD, Information Services and Instructional Technology Departments, Organization Chart, February 2013.

**FIGURE 11-2
BEAUMONT ISD TECHNOLOGY PLAN
GOALS, OBJECTIVES, AND STRATEGY COMPLETION STATUS
2010 TO 2013**

GOAL	OBJECTIVE	STRATEGY	STATUS
Goal 1: Incorporate technology as an integral part of education	Objective 1.1: In 3 years students graduating from Beaumont ISD will demonstrate knowledge needed to direct their continued pursuit of knowledge in the digital world of information.	Strategy 1.1.1: The district will continue to provide student access to electronic information in classrooms, labs, libraries, and other appropriate areas, including extending hours.	Complete
		Strategy 1.1.2: Students will use technology in inquiry standards-based lessons that require collaboration and higher-level thinking skills.	Complete
		Strategy 1.1.3: The district will ensure accessibility by all students to technology-based instruction.	Complete
		Strategy 1.1.4: Students will acquire information literacy skills, as designated in campus STaR Charts.	In Progress
		Strategy 1.1.5: Students will master competencies in Technology Applications TEKS and BISD K-5 Technology Benchmarks appropriate for their grade level, utilizing district-adopted, state mandated and state-funded Technology Applications materials and resources.	In Progress
	Objective 1.2: In 3 years instructional leaders will articulate and advocate a vision of what technology can do for teaching and learning.	Strategy 1.2.1: Instructional leader will incorporate the use and integration of technology into the campus plan.	Complete
		Strategy 1.2.2: Instructional leader will facilitate campus use and integration of technology into the curriculum.	In progress
		Strategy 1.2.3: Instructional leader will provide funding for campus use and integration of technology into the curriculum.	In progress

FIGURE 11–2 (CONTINUED)
BEAUMONT ISD TECHNOLOGY PLAN
GOALS, OBJECTIVES, AND STRATEGY COMPLETION STATUS
2010 TO 2013

GOAL	OBJECTIVE	STRATEGY	STATUS
	Objective 1.3: In 3 years staff will instruct students using technology-rich curriculum empowering students to collaboratively construct, use and communicate knowledge appropriate to a chosen task.	Strategy 1.3.1: District will provide staff with technology-rich curriculum in core content areas.	Complete
		Strategy 1.3.2: District will update and provide access for online curriculum in a timely manner.	Complete
		Strategy 1.3.3: District will provide staff development in its use of technology-rich curriculum.	In progress
		Strategy 1.3.4: Campus administrators will monitor and assess classroom application of technology-rich curriculum.	Complete
		Strategy 1.3.5: District staff will re-evaluate and modify technology-rich curriculum as needed.	Complete
		Strategy 1.3.6: Establish distance learning labs in all schools to allow high school students to receive college credit and other students will experience interaction with individuals in other geographic areas.	1 Lab
		Strategy 1.3.7: District will provide PLATO, a credit recapture program for students needing assistance in graduating on time.	Complete
Goal 2: Provide staff development for all in the use of appropriate emerging technologies and their integration as a natural part of education.	Objective 2.1: Plan staff development activities to meet expectations for technology proficiencies for educators.	Strategy 2.1.1: Align district technology staff development with the state teacher STaR Chart.	Complete
		Strategy 2.1.2: Develop districtwide staff development calendar with courses listed by individual needs as determined by survey results.	Complete
		Strategy 2.1.3: Allocate sufficient funding (30% minimum) and time for staff development.	In Progress
		Strategy 2.1.4: Allocate sufficient funding and time for technology liaisons to attend annual state TCEA conference.	Complete
		Strategy 2.1.5: Provide ongoing sustained professional development for teachers, principals, administrators, and school library media staff to further the effective use of technology in the classroom or library media center.	In Progress
		Strategy 2.1.6: Online staff development registration and records portfolio.	Complete
	Objective 2.2: Develop and implement staff development activities to meet expectations for teacher technology proficiencies as outlined in the STaR Chart and SBEC teacher standards.	Strategy 2.2.1: Develop and implement workshops based on SBEC teacher standards and STaR Chart proficiency levels that will be delivered in various formats including, but not limited to, face to face, instructional video, and/or web-based instruction.	Complete

FIGURE 11–2 (CONTINUED)
BEAUMONT ISD TECHNOLOGY PLAN
GOALS, OBJECTIVES, AND STRATEGY COMPLETION STATUS
2010 TO 2013

GOAL	OBJECTIVE	STRATEGY	STATUS
		Strategy 2.2.2: Provide a technology-proficient, certified teacher to serve as full-time instructional technologists on each campus as a natural part of staffing.	In Progress
		Strategy 2.2.3: Continue with K–12 technology integration training by: train-the-trainer model, summer institutes, mini-sessions, independent study, computer-based training.	Complete
		Strategy 2.2.4: Monitor the effective integration of technology into the curriculum.	In Progress
		Strategy 2.2.5: Allocate sufficient funding (30% minimum) and time for staff development.	Complete
	Objective 2.3: Develop strategies that enable teachers to integrate technology into all areas of TEKS/TAKS implementation.	Strategy 2.3.1: Continue to use technologies, software and online services for data analysis of student performance and accountability. The district has standardized on a district written, web based Item Analysis program.	Complete
		Strategy 2.3.2: Include Technology Applications in district vertical (alignment) team meetings. Continue emphasis of TEKS/TAKS and Item Analysis in all content-area staff development sessions.	Complete
Goal 3: Include technology-based information systems when making district or campus instructional and management decisions.	Objective 3.1: Provide and support appropriate software and the ethical use of resources.	Strategy 3.1.1: Provide a standard productivity software package for each computer leased, which includes Microsoft Windows and Microsoft Office.	Complete
		Strategy 3.1.2: Replace Windows operating systems to appropriate versions in order to support most current technologies as needed. Continue with district lease cycles.	Complete
		Strategy 3.1.3: Provide and support standardized hardware and software for all areas of education.	Complete
	Objective 3.2: Integrate technology planning into all classrooms, campus, and district plans.	Strategy 3.2.1: Provide technology leadership academies for administrators and technology liaisons that develop appropriate skills to: (1) Apply district technology goals to campus plans and instruction (2) Promote and support technology-rich curriculum (3) Implement appropriate staff development planning and budgeting through district technology training days and campus technology training.	Complete
		Strategy 3.2.2: Develop districtwide standards and policies for hardware and software.	Complete
		Strategy 3.2.3: Increase Internet bandwidth to support emerging technologies.	Complete

FIGURE 11–2 (CONTINUED)
BEAUMONT ISD TECHNOLOGY PLAN
GOALS, OBJECTIVES, AND STRATEGY COMPLETION STATUS
2010 TO 2013

GOAL	OBJECTIVE	STRATEGY	STATUS
	Objective 3.3: Integrate technology into instructional management and administration.	<p>Strategy 3.3.1: Utilize the Beaumont ISD network, website, and Intranet to share appropriate district resources and information within the district and the community: Acceptable Use Policy, online curriculum, district policies, job postings, campus plans, district technology plan, PEIMS, accountability data, attendance, work orders, purchasing, food services, TEAMS, and parent self-serve.</p> <p>Strategy 3.3.2: Install and maintain time clocks and swipe cards for all district staff. This data will be corrected and used with the current Payroll and Personnel software for numerous purposes, including pay checks.</p> <p>Strategy 3.3.3: Install and maintain security cameras at all schools and administrative buildings in the district.</p> <p>Strategy 3.3.4: Implementation of eWalk, a web-based classroom walkthrough program utilizing smart devices for all campus administrators, district supervisors and assistant superintendents.</p> <p>Strategy 3.3.5: Continue to implement TEAMS software designed to handle student, human resources and business-related applications</p>	<p>Complete</p> <p>Complete</p> <p>Complete</p> <p>Complete</p> <p>Complete</p>
	Objective 3.4: Coordinate school-community and adult literacy resources for technology.	<p>Strategy 3.4.1: Maintain an Internet web page that includes links that facilitate information distribution to school personnel and community members, such as: Accountability, Board Policy, TEKS, Attendance Zones, Lunch Menus, TEAMS, Region 5, and Subject area links.</p> <p>Strategy 3.4.2: Increase community access to technology resources through Family Technology Nights and extended hours for computer labs specifically on ACE campuses. Incorporate technology training in the annual Education Summit.</p> <p>Strategy 3.4.3: Promote the district website to district patrons.</p> <p>Strategy 3.4.4: Provide increased opportunities for adult literacy advancement.</p> <p>Strategy 3.4.5: Implement Granicus for streaming video based content to the Internet.</p>	<p>Complete</p> <p>In Progress</p> <p>Complete</p> <p>Complete</p> <p>Complete</p>
Goal 4: The district will establish the human and technical infrastructure to encourage communication and to improve access to data and educational resources.	Objective 4.1: The district will secure adequate funding for maintaining state-of-the-art technology resources for all Beaumont ISD facilities.	Strategy 4.1.1: The district will continue leasing computers with a four year refresh as well as software licensing agreements in alignment with the state student/computer ratio requirements. Equipment for the network, infrastructure, and printers will be replaced as necessary. Planning will be made for obsolescence of all non-leased equipment.	Complete

FIGURE 11–2 (CONTINUED)
BEAUMONT ISD TECHNOLOGY PLAN
GOALS, OBJECTIVES, AND STRATEGY COMPLETION STATUS
2010 TO 2013

GOAL	OBJECTIVE	STRATEGY	STATUS
		Strategy 4.1.2: The district will continue to make E-Rate applications for technology funding.	Complete
		Strategy 4.1.3: The district will utilize grant writing teams to obtain external funds for technology purchases.	Complete
		Strategy 4.1.4: The district will have each campus allocate a percent of their local budget to technology needs, including professional development.	Complete
		Strategy 4.1.5: District will maintain and support a local and wide area network for voice, video, and data, increasing speed and bandwidth to meet increased needs. Currently all district locations are connected to the Central Office with GigaMAN circuits. The Internet connection is a 100Mb Ethernet connection.	Complete
		Strategy 4.1.6: District will maintain network access for all students, teachers and administrative personnel.	Complete
		Strategy 4.1.7: Coordinate hardware and software purchases with curricular and/or administrative needs and certify that the purchases met current infrastructure capability and established standards.	Deleted
		Strategy 4.1.8: Evaluate emerging technologies including document cameras, data projectors, class pads, virtual desktops, and a staff laptop initiative.	Complete
		Strategy 4.1.9: District will implement a wireless infrastructure at all appropriate facilities.	Complete
		Strategy 4.1.10: District will implement the use of an IP telephone system for use by all district personnel.	Complete
		Strategy 4.1.11: District will convert data to a communications portal built on Microsoft SharePoint.	Complete
		Strategy 4.1.12: The district will consolidate data file servers into a central location using emerging virtualization technologies.	Complete
	Objective 4.2: The district will acquire necessary personnel to install and maintain the network infrastructure.	Strategy 4.2.1: The district will provide specialized full-time technicians to support current and future network initiatives.	Not Done
		Strategy 4.2.2: The district will provide full-time technology trainers.	Not Done
		Strategy 4.2.3: The district will staff a full-time help desk to support all technology concerns.	Not Done
	Objective 4.3: The district will protect computers, networks, personnel, and facilities from destruction, misuse and harm.	Strategy 4.3.1: The district will evaluate and implement appropriate policies (including the Acceptable Use Policy), security software, and hardware.	Complete
		Strategy 4.3.2: The district will evaluate electrical and surge protection adequacies in all facilities, set standards and make adjustments as required.	Complete

FIGURE 11–2 (CONTINUED)
BEAUMONT ISD TECHNOLOGY PLAN
GOALS, OBJECTIVES, AND STRATEGY COMPLETION STATUS
2010 TO 2013

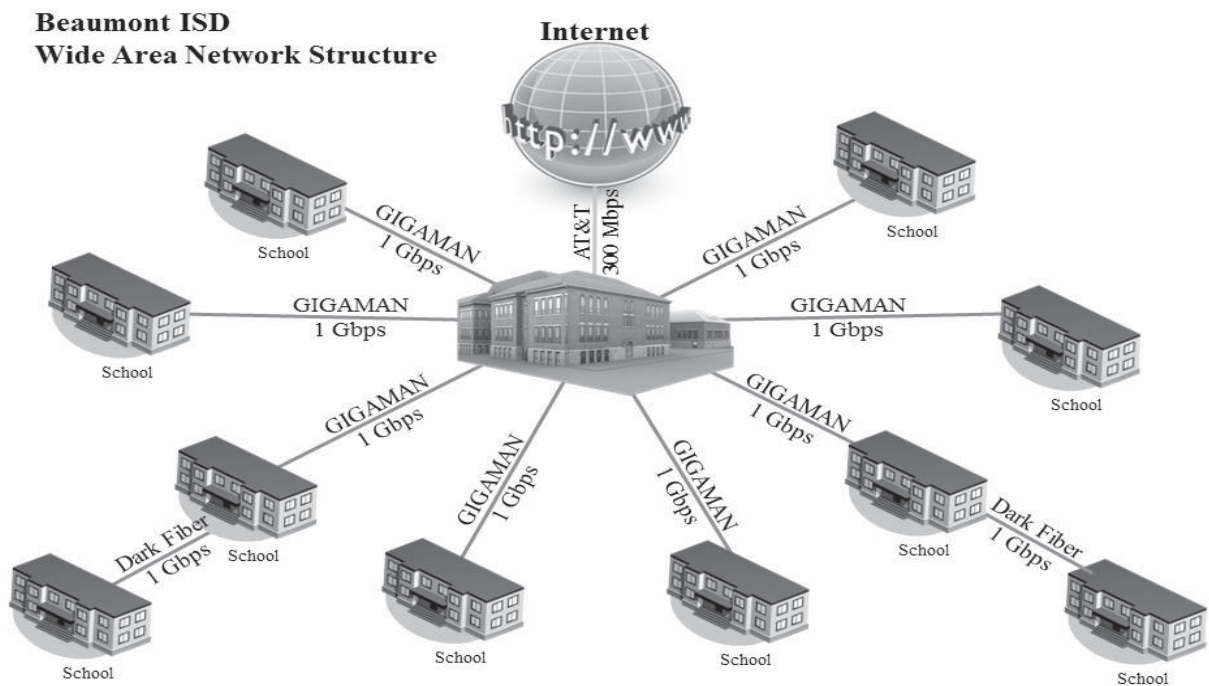
GOAL	OBJECTIVE	STRATEGY	STATUS
		Strategy 4.3.3: Cameras will be installed at all locations in the district.	Complete
		Strategy 4.3.4: Investigate RFID technologies for purposes of asset control and personal and student tracking.	Complete
		Strategy 4.3.5: Develop a network-based physical security system utilizing existing technologies such as motion sensing cameras and network door locks and sensors.	Complete

SOURCE: Beaumont ISD, Information Services Department, Technology Plan, February 2013.

connections. All district locations have a Local-Area Network (LAN) that is 100Mbps via CAT5 cabling to provide connectivity of local hardware devices. **Figure 11–3** shows a graphical depiction of the district’s WAN and Internet connectivity.

Beaumont ISD’s IS operational budget for 2012–13 is \$3,214,982 or \$162 per student. The budget includes \$1,674,044 for IS departmental expenses and \$1,540,938 for the 2013 computer lease program. **Figure 11–4** shows Beaumont ISD’s IS operational budget breakdown for school year 2012–13.

FIGURE 11–3
BEAUMONT ISD WAN AND INTERNET CONNECTIVITY
SCHOOL YEAR 2012–13



SOURCE: Beaumont ISD, Information Services Department, February 2013.

**FIGURE 11–4
BEAUMONT ISD INFORMATION SERVICES OPERATIONAL
BUDGET
SCHOOL YEAR 2012–13**

DESCRIPTION	BUDGET
Salary/Benefits	\$1,031,735
Professional Services	\$519,397
Supplies and Materials	\$90,607
Other Operating Costs	\$8,895
Capital Outlay – Land, Building and Equipment	\$23,410
Computer Leases	\$1,540,938
Total	\$3,214,982
Number of Students	19,848
Average per Student	\$162

SOURCE: Beaumont ISD, Information Services Department, February 2013.

Beaumont ISD has made significant progress in meeting the Texas State Board of Education (SBOE) 2006–2020 Long-Range Plan for Technology recommendation of a student-to-computer ratio of 1:1 by 2020. There are 11,994 student accessible computers in the district of 19,848 students resulting in an overall student-to-computer ratio of 1.65:1. The district has met the 1:1 teacher-to-computer ratio as recommended by the 2006–2020 SBOE Long-Range Plan for Technology.

ACCOMPLISHMENTS

- ◆ The district has effectively used E-rate funding to implement and maintain an efficient network infrastructure consisting of wired and wireless components using hub and spoke architecture.
- ◆ The district participates in a computer leasing program that facilitates a replacement process that has driven standardization and reduced maintenance cost.
- ◆ The district has implemented “virtualized” server architecture that reduced 90 servers located throughout the district to four located in the district’s computer room.
- ◆ The district has demonstrated a strong commitment to technology through its investment in state-of-the-art technological tools to enhance classroom and administrative effectiveness.

- ◆ The district has installed a fully functioning television studio at Ozen Fine Arts and Media Technology Magnet High School to provide students a real-life experience in planning, producing, directing, and broadcasting a live television program.

FINDINGS

- ◆ The district has not developed a method to determine the appropriate number of technology staff and is not structured properly to deliver effective and proficient support to the user community.
- ◆ The district has not evaluated the effectiveness of the dual role of the director of Performance Management and Instructional Technology and the impact of instructional technologists in providing adequate training and support for the integration of technology into the curriculum.
- ◆ The district’s Public Education Information Management System (PEIMS) organization does not have an effective process to resolve student data submission problems with the campuses.
- ◆ The district’s three-year Long-Range Technology Plan has not been updated and linked to the District Improvement Plan.
- ◆ The district does not have documented procedures to govern the handling of technical support activities.
- ◆ The district does not have a well-designed website that is intuitive and easy to navigate.
- ◆ The district has no key performance indicators to measure the effectiveness of technology support.
- ◆ The district does not have a comprehensive disaster recovery/business continuity plan.

RECOMMENDATIONS

- ◆ **Recommendation 73: Reassess technology support requirements, establish staffing guidelines, and restructure and staff the technology department accordingly.**
- ◆ **Recommendation 74: Evaluate the effectiveness of the dual role of the director of Performance Management and Instructional Technology and develop staffing guidelines for instructional technology support at the campuses.**

- ◆ **Recommendation 75: Develop and implement a new process to handle and resolve student data submission problems with the campuses.**
- ◆ **Recommendation 76: Review and update the three-year technology plan taking into consideration the District Improvement Plan.**
- ◆ **Recommendation 77: Develop written procedures to govern technology support activities.**
- ◆ **Recommendation 78: Redesign and implement a new district website and develop a process for keeping it current.**
- ◆ **Recommendation 79: Develop key performance indicators with targets to measure technology support effectiveness.**
- ◆ **Recommendation 80: Develop a comprehensive disaster recovery/business continuity plan in accordance with school district best practices to allow the district to continue operations in the event the main computer facility is rendered inoperable.**

E-rate program is funded in cycles beginning each July and continues through the following June.

Annually, Beaumont Independent School District (ISD) re-evaluates eligible network infrastructure needs and submits a funding request. Beaumont ISD has participated in the E-rate program since July 1998 and received over \$21 million in approved funding. **Figure 11–5** shows the district’s E-rate funding cycles from school years 2008–09 to 2012–13.

The E-rate funding has enabled the implementation of a stable and reliable wired network infrastructure throughout the district.

HARDWARE LEASE PROGRAM

The district participates in a computer leasing program that facilitates a replacement process that has driven standardization and reduced maintenance cost. In 2005, Beaumont ISD began a hardware lease program to provide a consistent refresh process, standardize the hardware platform, and reduce maintenance cost. Prior to the lease program, the district had old computers that in some cases were seven to eight years old that had been salvaged by replacing parts such as hard drives and other components. The district approved the lease program because it would provide a replacement process that would deliver new standardized hardware on a set periodic cycle that was under warranty for maintenance. Realizing that the lifecycle of computers in an educational setting was four to five years, a four-year lease option was selected. The replacement cycle was set over three years, the first year entailed replacement of computers in the high schools, the second year replacement of computers in the middle schools and auxiliary locations, and the third year replacement of computers in the elementary schools. Beaumont ISD has completed two full lease cycles and has experienced success in keeping hardware up-to-date and standardized at all locations.

DETAILED ACCOMPLISHMENTS

NETWORK INFRASTRUCTURE

The district has effectively used E-rate funding to implement and maintain an efficient network infrastructure consisting of wired and wireless components using hub and spoke architecture. The E-rate funding has been used for network circuits and services, Internet access services, and wireless products and services. E-rate is a federally funded program governed by the Universal Services Administration Company’s School and Library Division to enhance a school district’s network and telecommunications infrastructure promoting a state-of-the-art learning environment. The

**FIGURE 11–5
BEAUMONT ISD E-RATE FUNDING CYCLES
SCHOOL YEARS 2008–09 TO 2012–13**

FUNDING CYCLE	REQUESTED FUNDING	APPROVED FUNDING
Cycle 15 (7/2012 – 6/2013)	\$850,255	\$671,702
Cycle 14 (7/2011 – 6/2012)	\$1,476,944	\$1,234,571
Cycle 13 (7/2010 – 6/2011)	\$1,338,287	\$1,113,687
Cycle 12 (7/2009 – 6/2010)	\$1,630,482	\$1,388,515
Cycle 11 (7/2008 – 6/2009)	\$880,923	\$695,929
Funding Cycles Total	\$6,176,891	\$5,104,404

SOURCE: Beaumont ISD, Information Service Department, February 2013.

VIRTUALIZED SERVER INFRASTRUCTURE

The district has implemented “virtualized” server architecture that reduced 90 servers located throughout the district to four located in the district’s computer room. Beaumont ISD took on this initiative because of the IS Department’s awareness of industry trends and positive feedback from its hardware vendors. Beaumont ISD virtualized its server infrastructure utilizing VMware’s vSphere technology reducing the number of servers needed to support the district’s computing requirements. Virtualized server technology provides the capability to mask server resources to divide one physical server into multiple isolated virtual environments, thus reducing the number of servers required. This reduction benefits the district by reducing hardware and licensing costs, space requirements, and energy consumption. It also improves operational efficiency and makes the server environment easier to support and maintain.

DISTRICT TECHNOLOGY COMMITMENT

The district has demonstrated a strong commitment to technology through its investment in state-of-the-art technological tools to enhance classroom and administrative effectiveness. Most classrooms in Beaumont ISD have been equipped with some form of technology tool such as digital white boards, digital document cameras, or digital projectors. These tools enhance the classroom teaching and learning process. The district’s administrative staff and principals use Apple iPads to capture and conveniently share information during routine classroom walkthrough evaluations.

Beaumont ISD continues to make significant investments in technology infrastructure upgrades that support integration of technology into the teaching curriculum. Also, the district has made significant investments in administrative and instructional software to provide administrators and teachers with access to the latest educational programs. **Figure 11–6** shows a list of available administrative and instructional software.

The Texas Education Agency (TEA) developed the Texas School Technology and Readiness (STaR) Chart for use by campuses and districts in conducting self-assessments of their progress of integrating technology into the curriculum in alignment with the goals of the State Board of Education’s (SBOE) Long-Range Plan for Technology, 2006–2020. The key areas of the STaR Chart are Teaching and Learning; Educator Preparation and Development; Leadership, Administration, and Instructional Support; and Infrastructure for Technology. There are four stages of progress: Early Tech,

**FIGURE 11–6
BEAUMONT ISD ADMINISTRATIVE AND INSTRUCTIONAL
SOFTWARE
SCHOOL YEAR 2012–13**

ADMINISTRATIVE SOFTWARE	INSTRUCTIONAL SOFTWARE
Blackboard Connect	Adobe CS4
CLASS	AVID
EduLOG	CSCOPE
Eduphoria Suite	Discovery Education (Brown)
Exchange 2007	Earobics
Health Office	Easy Tech (learning.com)
Kuder Solutions	EdConnect
Microsoft SharePoint	Edmodo
Atrium Library Software	ereadi (OZ Systems)
PEIMS Data	FaastMath
Project Share	Final Cut Pro (Ozen Video Lab)
TEAMS by Prologic	INOVA Plus
TREx	iStation
Dame Ware	MyAccess
Special Ed Manager	PLATO Learning
	Reading A-Z
	Reasoning Minds
	Renaissance Accelerated Match
	Renaissance Accelerated Reader
	Renaissance Math Facts in a Flash
	Renaissance STAR Math
	Renaissance STAR Reading
	Rosetta Stone
	Scholastic READ180
	Scholastic Reading Counts
	Study Island
	Suzy Red
	Think Through Math
	Ticket To Read (Voyager)
	Waterford
	WhyVille
	Write Source

SOURCE: Beaumont ISD, Information Services Department, February 2013.

Developing Tech, Advanced Tech, and Target Tech. **Figure 11–7** shows the focus areas and scoring within each of the key areas.

Figure 11–8 shows Beaumont ISD campuses’ average STaR Chart ratings for school year 2012–13 with both the rating for level of progress and the average score for each of the four focus areas. Beaumont ISD’s average rating for all four focus areas is Advanced Tech.

Beaumont ISD’s campuses average STaR chart rating of Advanced Tech in all four focus areas validates that the

**FIGURE 11-7
TEXAS CAMPUS STAR CHART FOCUS AREAS AND SCORING**

KEY AREA	FOCUS AREAS	SCORES DEPICTING LEVELS OF PROGRESS
Teaching and Learning	Patterns of classroom use	Early Tech (6–8) points
	Frequency/design of instructional setting using digital content	Developing Tech (9–14) points
	Content area connections	Advanced Tech (15–20) points
	Technology application TEKS implementation	Target Tech (21–24) points
	Student mastery of technology applications (TEKS) Online learning	
Educator Preparation and Development	Professional development experiences	Early Tech (6–8) points
	Models of professional development	Developing Tech (9–14) points
	Capabilities of educators	Advanced Tech (15–20) points
	Technology professional development participation	Target Tech (21–24) points
	Levels of understanding and patterns of use Capabilities of educators with online learning	
Leadership, Administration and Instructional Support	Leadership and vision	Early Tech (5–7) points
	Planning	Developing Tech (8–12) points
	Instructional support	Advanced Tech (13–17) points
	Communication and collaboration	Target Tech (18–20) points
	Budget Leadership and support for online learning	
Infrastructure for Technology	Students per computers	Early Tech (5–7) points
	Internet access connectivity/speed	Developing Tech (8–12) points
	Other classroom technology	Advanced Tech (13–17) points
	Technical support	Target Tech (18–20) points
	Local Area Network/Wide Area Network Distance Learning Capability	

SOURCE: Texas Education Agency, Campus STaR Chart, Spring 2010.

**FIGURE 11-8
BEAUMONT ISD CAMPUSES AVERAGE STAR CHART RATINGS
SCHOOL YEAR 2012–13**

INDICATOR	CAMPUSES AVERAGE
Teaching and Learning	Advanced Tech (15)
Educator Preparation and Development	Advanced Tech (15)
Leadership, Administration, and Instructional Support	Advanced Tech (17)
Infrastructure for Technology	Advanced Tech (17)

SOURCE: Beaumont ISD, Campus STaR Chart Summary for School Year 2012–13, February 2013.

district’s strong commitment and investment in technology has promoted an educational environment that enhances the teaching and learning experience.

TELEVISION STUDIO

The district has installed a fully functioning television studio at Ozen Fine Arts and Media Technology Magnet High

School. The studio is equipped with a fully operational control unit, multiple cameras, and a staged interview set. The district uses the studio to broadcast a regular scheduled program called “Principal Matters” on BISD WebTV in which the administration communicates matters of interest to the community at large.

Students who have the opportunity to work in the studio acquire knowledge and skills in an emerging technology that prepares them to gain employment in the 21st century. To complement their classroom learning, the students take a bi-annual trip to Hollywood to interact with professional technicians and observe the activities required to shoot a television show or movie film. Through this program the district is providing students a real-life experience in planning, producing, directing, and broadcasting live television.

DETAILED FINDINGS

TECHNOLOGY-FOCUSED ORGANIZATIONS STAFFING (REC. 73)

The district has not developed a method to determine the appropriate number of technology staff and is not structured properly to deliver effective and proficient support to the user community.

Beaumont ISD has 11 staff members based on budget constraints mandated by the superintendent. The original budget for IS staffing was established by a study conducted by an outside consultant commissioned by the superintendent. Over the years, as technology has evolved and more technology has been deployed in the district, the director of IS has put forth an effort multiple times to present a business case to the superintendent to increase staff to meet the new demand, but has had no success. The only new hires have been to replace staff that have left the district, which has made it very difficult for the IS Department to keep up and provide the support required for all of the technology in the district. To derive the district’s organization structure, internal IS meetings were held to identify the greatest needs for support. Then existing IS staff members were assigned accordingly and provided with some outside formal training if available. Otherwise, it was on-the-job training which caused a lot of functionality to be overlooked in the products they support.

The district’s IS Department operates in an unstructured mode for providing support. This free-lance approach means that any IS staff member can be approached or called to resolve technology problems or issues, taking them away from their primary responsibilities. This method results in many routine technology infrastructure tasks not being performed, which could lead to an unstable or outdated environment. To add to this unstructured situation, Beaumont ISD does not have a help desk function to provide a focal point for reporting and managing technology problems or issues. This results in many technology support problems not being properly followed up for satisfactory resolution.

The district’s IS Department has no staff assigned to support the campuses. At most campuses, technology support is provided by a designated teacher. In most cases the only services that these teachers can provide are to check if the equipment is plugged in or put in a work order for IS staff support. This process could delay technology problems at campuses being resolved in a timely manner.

During interviews with the review team, the feedback was consistent in that the IS Department is doing the best it can with its current staffing levels. Based on the Hanover Research Council study conducted in June 2010 of K–12 school districts across the country, there are no clear benchmarks or standard for the number of IS staff members required for a school district due to so many variables in support criteria such as expected service levels, hours of service, and budget constraints. However, the Connecticut State Department of Education (CSDE) has established some technical staff guidelines based on district enrollment. **Figure 11–9** shows the CSDE guidelines based on enrollment range.

**FIGURE 11–9
CONNECTICUT STATE DEPARTMENT OF EDUCATION
TECHNICAL STAFF GUIDELINES BASED ON ENROLLMENT
RANGE**

ENROLLMENT RANGE	MINIMUM	MAXIMUM
Less than 2,000	1.8	6
2,000-4,999	5.2	12.2
5,000-9,999	9.2	25.5
10,000 or More	13.4	37

SOURCE: Connecticut State Department of Education, June 2010.

Figure 11–10 shows Beaumont ISD’s IS and IT staffing compared to the peer districts. Peer districts are districts similar to Beaumont ISD that are used for comparison purposes.

**FIGURE 11–10
BEAUMONT ISD AND PEER DISTRICTS TECHNOLOGY
STAFFING
SCHOOL YEAR 2012–13**

DISTRICT	NUMBER OF SCHOOLS	TECHNICAL STAFF	INSTRUCTIONAL STAFF
Desoto ISD	12	8	1
Galena Park ISD	24	23	21
Judson ISD	29	25	4
Tyler ISD	28	26	14
Beaumont ISD	28	11	5

SOURCE: Beaumont ISD and Peer District Organization Charts, February 2013.

The Beaumont ISD IS staffing level is at the lower end of the CSDE guidelines and below their comparative peer districts. When comparing the district to its peers, Beaumont ISD’s IS

and IT staffing has less positions than the average of 20.5 for the comparable districts.

The district should reassess its technology support requirements, establish staffing guidelines, and restructure and staff the technology department accordingly.

In reassessing the technology support requirements, the district should consider establishing a help desk function that will provide a focal point for users to report problems and request assistance. The help desk should have a dedicated telephone number and be staffed with qualified staff who can handle issues that occur. The help desk telephone number should be prominently displayed throughout the district and clearly displayed on the district and campus websites. The help desk could be initially staffed with two existing technicians.

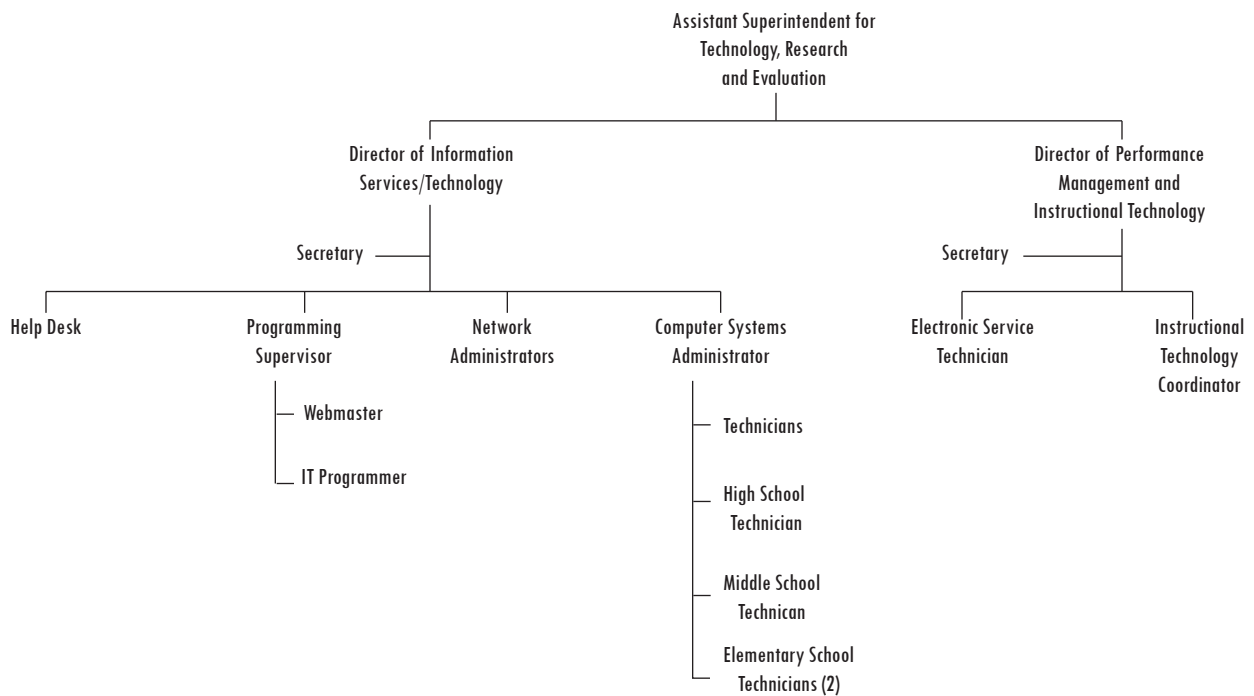
To establish staffing requirements, the director of IS should analyze the work order backlog for critical items not being addressed; solicit input and feedback from the user community via a customer satisfaction survey; and establish service level commitments with the administration and user community such as available support time (24/7 or other), expected response times for critical (operation down)

problems, and acceptable network and computer operation up times (ex. >99 percent). The staffing requirements should be established to meet these criteria and/or others that the district may deem important. To support building a business case for the established staffing requirements, the director of IS can consult the CSDE staffing standards or others, and analyze comparable school districts' technology components and staffing levels.

Beaumont ISD should also consider realigning resources to better serve the district, such as moving the IT programmer to the IS Department. This move would provide an additional programming resource to handle the district's extensive program requests backlog. **Figure 11-11** shows a proposed staff organization chart.

If Beaumont ISD establishes a help desk function, it could staff it with two of the existing technicians. The other two existing technicians would be used to handle administrative and general technology problems. The fiscal impact assumes an increase of four positions to address issues and provide technical support to the campuses. One technician could be assigned to support the high schools, one to support the middle schools, and two to support the elementary schools. If the district were to implement these additional staff, the

**FIGURE 11-11
BEAUMONT ISD PROPOSED TECHNOLOGY STAFF ORGANIZATION**



SOURCE: Legislative Budget Board, School Review Team, March 2013.

estimated cost for the four new campus technicians is \$209,220 (\$43,000 (salary) + 21.64 percent (benefits) = \$52,305), (4 x \$52,305) = \$209,220). The five-year cost is \$1,046,100 (\$209,220 x 5 = \$1,046,100).

INSTRUCTIONAL TECHNOLOGY (REC. 74)

The district has not evaluated the effectiveness of the dual role of the director of Performance Management and Instructional Technology and the impact of instructional technologists in providing adequate training and support for the integration of technology into the curriculum. This dual position for the director has evolved over time due to the incumbent's expressed interest and demonstrated knowledge of technology. Additionally, the district has not determined the role and impact of the instructional technologists in the integration of technology in the classroom environment.

Beaumont ISD is a data driven district, as such in the performance management role, the director is responsible for calculating benchmark scores and highlighting strengths and weaknesses to help teachers identify improvement areas. The director uploads standardized test results and SAT/ACT scores into Eduphoria, the software that is used to perform the analysis and benchmarking. The director also spends time instructing teachers how to be driven by data and use it effectively. The director also serves as the help desk for the Eduphoria software system that includes assigning and managing logon IDs. Since this system is widely used in the district, it requires about three hours per day of the director's time to handle problems and concerns. The performance management role is time-consuming requiring approximately 60 percent of the director's time.

In the instructional technology role, the director is responsible for the evaluation and integration of all mobile devices (iPads), web-based tools (Edmodo), and instructional software (CSCOPE, PLATO) used in the district. This responsibility requires the director to research and be knowledgeable in multiple products. At the time of the onsite visit, the director was the only one at the district level providing support and training for all the deployed instructional technology. With only approximately 40 percent of time available, this task can be challenging and not an effective use of district resources. Due to this time constraint, the director does not have time to visit the campuses to observe the use of the technology and see how it is being integrated. This time constraint results in missed opportunities to identify training needs and get a firsthand view of what's working and what's not working. It also does

not provide the director the opportunity to explore and research other instructional technology tools that may be of value to the district.

The instructional technologist is responsible for training district staff in the functionality and proper use of the devices, tools, and software. In light of all the technology deployed in the district, Beaumont ISD has not reassessed the training and support required to ensure that the tools and software are functioning and being used properly. The district has only one instructional technologist position. Two days prior to the review team's onsite visit in February 2013, Beaumont ISD hired the first instructional technologist at the district level. This position has been assigned to Smith Middle school to support its transformation to a one-to-one user based school, with each student having access to a mobile device (iPad or laptop), for the purpose of improving test scores. Also, each classroom is being equipped with digital projectors and smart boards. However, this assignment of the instructional technologist does not address technology training and support lacking in the district.

The district does not have guidelines related to the number of instructional technologists at each school. At the campus level, there are some teachers that also serve as instructional technologists. At the pre-K and elementary schools, there are six campuses that have teachers that serve as instructional technologists. The other elementary campuses do not have any designated teachers to address technology implementation in the classroom. At the middle schools, the Tech Apps teachers provide technology training and support in areas that they are knowledgeable as time is available. In the high schools, there are technicians on each campus who provide technology and support integration as time permits. Because of the size of the campuses and other technical problems they have to deal with, the technicians don't have a lot of time for technology training. At the campuses, instructional technology training and support is administered in an inconsistent manner which leads to training deficiencies and varying use of instructional technology across the district. This results in the district not receiving the full value of its investment in the deployed technology.

The Campus Staff Survey, conducted by the review team in February 2013, highlights the lack of effectiveness of some of the training received by the teachers. There were several comments from the survey concerning training and lack of understanding on how to use it, with this teacher's comment summing it up: "CSCOPE curriculum is not realistic. We are not provided with the materials, time, or training to execute

the curriculum effectively. Most district in-services are not helpful. It looks good on paper and in the news, but it does not deliver real world classroom training.” Other comments included:

- Training is not provided for the technology we do have, so technology is not used effectively or sometimes not at all;
- Smart boards should not sit unused because teachers don’t know how to use them; and
- As a teacher, I have not been trained enough for technology.

The district lacks sufficient direction and focus from the district’s Instructional Technology Department and dedicated instructional technology support at the campus level.

The district should evaluate the effectiveness of the dual role of the director of Performance Management and Instructional Technology and develop staffing guidelines for instructional technology support at the campuses. The district should analyze the responsibilities of the director’s position to determine if this position could be better used solely to provide support and training for instructional technology. The district would have to determine an appropriate organizational placement for the performance management function. To address instructional technology support in the classrooms, the district should review staffing standards to determine its requirement for instructional technology support at their campuses.

No fiscal impact is assumed for this recommendation as the district would need to analyze the director’s dual role and develop staffing guidelines for instructional technology support at the campuses based on the needs at each campus.

PEIMS DATA CORRECTION PROCESS (REC. 75)

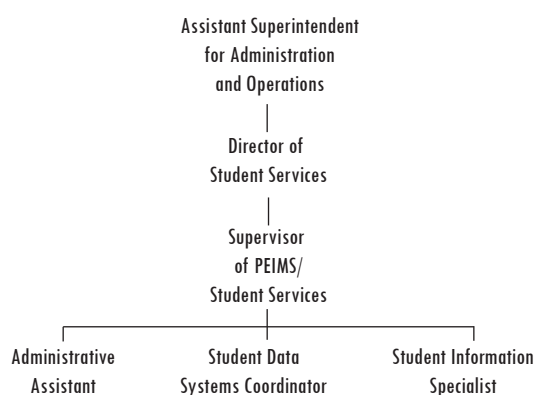
The district’s Public Education Information Management System (PEIMS) organization does not have an effective process to resolve student data submission problems with the campuses.

Prior to school year 2012–13, the district’s PEIMS team was a part of the IS Department. To align all groups that deal with student data and issues, the district moved the PEIMS team to the student services organization. The PEIMS team reports to the director of Student Services who reports to the assistant superintendent for Administration and Operations. The PEIMS team is led by the supervisor of PEIMS/Student Services and is staffed with a student data systems coordinator,

student information specialist, and administrative assistant. The PEIMS team is responsible for consolidating all the campuses’ student data at the district level; running edit programs to ensure all data is correct prior to submission; following up with the appropriate campus PEIMS coordinator for correction when there are errors; preparing and submitting the district’s PEIMS data to meet Regional Education Service Center V (Region 5) and Texas Education Agency deadlines. Also, the PEIMS team produces student data reports such as attendance and disciplinary action for use by district and campus administrators.

Figure 11–12 shows the PEIMS organization structure for school year 2012–13.

**FIGURE 11–12
BEAUMONT ISD
PEIMS ORGANIZATION STRUCTURE
SCHOOL YEAR 2012–13**



SOURCE: Beaumont ISD, Student Services Organization Chart, February 2013.

Each campus has PEIMS staff responsible for one or more of the PEIMS student data submission areas. The PEIMS staff prepares and does data entry of the student information for their area(s) of responsibility. Staff are also responsible for follow up and error correction if contacted by the district’s PEIMS team. Lacking a dedicated campus PEIMS coordinator to monitor and coordinate PEIMS data submission at each school oftentimes causes inconsistent timing and delays in getting all campus data submitted. If it affects the submission deadline, the delinquent campus PEIMS staff must be contacted by the district’s PEIMS team. If this situation occurs at multiple campuses, it becomes more time-consuming and stressful on the district’s PEIMS team to meet its deadlines.

The campuses are responsible for 22 PEIMS student data items. **Figure 11–13** shows the PEIMS student data items that are the responsibility of the campuses.

FIGURE 11–13
BEAUMONT ISD CAMPUS PEIMS RESPONSIBILITIES

PEIMS STUDENT DATA ITEMS

Attendance Coding
Attendance Entry
At-Risk Coding
Bilingual/LEP/ESL Coding
CTE Coding
Discipline Coding
Discipline Entry
Enrolling/Registering Students
Gifted and Talented Coding
Grade Reports/Report Cards
Health Records
Homebound Contact
Homeless/Unaccompanied Youth Data Entry
Immigrant Coding
Leavers/Withdrawal Entry
PID Corrections
Pregnancy Related Services
Scheduling
Special Education Coding
504 Coding
Transcript Maintenance
TReX Records

SOURCE: Beaumont ISD, PEIMS Department, February 2013.

Campuses may have multiple individuals responsible for different items of PEIMS student data. Therefore, in order to resolve data issues, on many occasions the supervisor of PEIMS/Student Services must contact several individuals at a campus, which can be very time-consuming and inefficient if multiple campuses need to be contacted to get data issues corrected in order to meet PEIMS submission deadlines.

The district should develop and implement a new process to handle and resolve student data submission problems with the campuses. Each campus should designate an existing staff member as the campus PEIMS coordinator. The campus PEIMS coordinator would have the responsibility to coordinate and handle internal data issues, oversee and

coordinate PEIMS at their campus, and communicate with the district PEIMS team. Informal training would be provided by the district PEIMS team at the time the campus PEIMS coordinator is assigned. Formal training would be provided in the training sessions during the Student Data Review meeting held prior to the PEIMS summer submission.

This recommendation can be accomplished with existing resources.

LONG-RANGE TECHNOLOGY PLAN (REC. 76)

The district's three-year Long-Range Technology Plan has not been updated and linked to the District Improvement Plan (DIP). The district's 2010 to 2013 Technology Plan, which has been used effectively to drive investments for the technology infrastructure and technological tools for the classroom, has not been reviewed and updated. The existing technology plan was developed by a Technology Committee consisting of key district administrators, IS and IT staff members, and campus representatives. The 2010 to 2013 Technology Plan has some strategies that are still "In Progress" or "Not Done." These strategies include allocating sufficient funding and time for staff development, providing campus instructional technologists, staffing a full-time help desk, and increasing community access to technology resources.

The process to update a technology plan typically involves conducting surveys and interviews with key stakeholders in a district, reviewing the DIP and Campus Improvement Plans (CIPs), and analyzing the metrics provided by the Texas STAAR Chart for the district. Other events, such as the output of the Technology Summit held in May 2012, can also be considered as key input for updating a plan. Additional output usually considered are future technology tools for the classroom, such as interactive tablets and projectors; funding sources such as E-rate and grants; and any increased staffing required at the district and campus levels. To ensure that a plan meets a district's current and future technology needs, the process also includes:

- Involvement of the Technology Committee that should meet on a regular basis during the development of a plan to provide input and review progress. Upon completion and approval of the plan, the Technology Committee should meet twice annually to review progress in accomplishing plan goals and to update the plan as needed;
- Performing a formal needs assessment of the administrative and operational systems for upgrade or replacement requirements, including those used

in other areas such as the Transportation and Child Nutrition Departments;

- Reviewing the technology budgeting process and establish a distinctive budget model and guidelines for districtwide technology spending managed by the technology director; and
- Reviewing instructional technology applications and tools used throughout the district to gauge their effectiveness.

To be comprehensive, an updated technology plan must be linked to the DIP and CIPS. Also, to ensure that the updated technology plan is comprehensive, it must include goals, action plans, timelines, performance and success measures, designated staff responsible for leading the goal and monitoring progress, and financial allocations. Well developed, comprehensive technology plans lay the foundation for effective planning and decision-making and guide a district towards achieving its stated goals. Comprehensive plans also facilitate budget planning, resource allocations, and technology acquisitions. **Figure 11–14** shows a list of key components of a comprehensive technology plan.

Boerne ISD has developed a Technology Plan that is comprehensive and details their needs assessment along with explicit goals and timelines for incorporating technology into learning and lesson plans, incorporating student usage

of technology tools, professional development, technology competency and literacy requirements, administrative technology, and technology replacement cycles. Galena Park ISD, a peer district for this review, has a technology plan that includes a comprehensive training program and technology proficiency standards.

Beaumont ISD should review and update the three-year technology plan taking into consideration the DIP. The district should review the 2010 to 2013 Technology Plan to address those areas that are still “In Progress” or “Not Done.” Also, the technology plan should be linked to the DIP and CIPS for any issues that technology needs to address. The Technology Committee should be expanded to include student and community representation. The committee should conduct regular meetings to ensure continuity and focus on development of the plan.

Since the time of the onsite visit in February 2013, the district reported that it has updated its three-year Technology Plan for 2013–2016.

This recommendation can be accomplished with existing resources.

**FIGURE 11–14
COMPREHENSIVE TECHNOLOGY PLAN KEY COMPONENTS
FEBRUARY 2013**

TECHNOLOGY PLAN KEY COMPONENTS	AVAILABLE IN DISTRICT'S TECHNOLOGY PLAN?
District Profile- includes district statistics such as number of campuses, students, technology budget, and the current technology infrastructure	Yes
Executive summary and background information – includes technology planning committee organization, vision and goal statements	Yes
Needs assessment – the assessment process and outcome of what is needed in the district	No
Technology infrastructure goals and objectives including network standards	No
Instructional technology standards, acquisition process, and usage	No
Technology literacy and professional development requirements	No
Administrative and business operations technology standards, acquisition process, and usage	No
Technology replacement cycles	Yes
Hardware/software standards and acquisition process	Yes
Budget projections and funding sources	No

SOURCE: Legislative Budget Board, School Review Team, Best Practices as Researched and Compiled, March 2013.

DOCUMENTED PROCEDURES (REC. 77)

The district does not have documented procedures to govern the handling of technical support activities. The IS Department has not developed procedures to provide guidelines for most information technology functions. Documented procedures provide clear direction to staff and protect the district from loss of information in the event of staff turnover. At the same time, written procedures can facilitate assimilation of new staff into the district in the most effective way. Procedures also provide daily guidance for technology activities and ensure the district's technology function can continue to operate in the event of a staff change. Without documented procedures, functions may be carried out in an inconsistent, ineffective, and inefficient manner. Additionally, the lack of procedures can result in situations such as district staff not being able to access email, network files, student information, or connect to the regional education service centers for services should an absence occur among technology staff.

The district has developed Acceptable Use Policies (AUP) for staff and student electronic information resource usage and student email access. These AUPs are posted on the district's website. However, procedures to govern the daily functions of the IS Department are non-existent. Beaumont ISD staff members do what they think is best to handle a situation or resolve a problem. For a similar situation, different staff members may take a different approach for resolution which could result in more time being required to resolve an issue that had occurred before. A documented procedure to handle a situation could result in a problem being resolved in a more timely manner. Not having documented procedures leaves the district unprepared for emergencies and other problems that can often occur to challenge the staff. The impact to the district is slower resolution of problems that require more in-depth technical expertise.

Okeechobee County Schools in Florida provides an example of a well-structured and comprehensive policies and procedures manual. **Figure 11–15** shows the Table of Contents for suggested manual content.

Having documented procedures, such as the ones outlined in **Figure 11–15**, assist in daily operations and troubleshooting of non-routine problems. It also enhances the efficiency and overall effectiveness of the technical staff that assist district staff on technology related needs.

Beaumont ISD should develop written procedures to govern technology support activities. The director of IS, working

with the Technology Committee, should identify functions or activities that require a procedure to be compliant or make a process more effective. A plan should be developed to document and publish procedures incorporating standards, as appropriate. To develop these procedures, an assessment should be made of all the key processes that Beaumont ISD IS Department are involved in. With guidance from the Technology Committee and input from the appropriate IS staff members, the procedure should be written by the director of IS or his designated individual or group. The written procedure should be reviewed and approved by the Technology Committee. These procedures should become a part of a standard operating procedures manual as well as posted on the district and campus websites.

This recommendation can be accomplished with existing resources.

DISTRICT WEBSITE (REC. 78)

The district does not have a well-designed website that is intuitive and easy to navigate. The website is cluttered and the key menu items are hard to locate in small letters on the top left corner of the screen. Also, the menus are not consistent on the linked pages which can make navigation between webpages confusing. There are links that do not work such as "Attendance Zones."

The existing website evolved out of several internal meetings of district administrators and IS staff. With no webmaster on staff, a third-party vendor was hired to take the requirements that were the results of the internal meetings to design and implement the website. The district has no formal process in place to make decision on what changes are to be made to the website. Over time, more people have requested items to be included on the website until it was no longer conducive to integrate those requests. The Communications Department plays a role in determining when the website needs to be updated or replaced. Through a collaboration between the superintendent's office, the Communications Department and IS Department, it was decided that a new website was needed.

At the time of the onsite visit, the district had begun a project using the same third-party vendor to redesign and implement a new website. In redesigning a website, effective districts engage all key stakeholders (administrators, teachers, students, parents, and community representatives) in the process. Regular design meetings help to ensure that all stakeholders' needs are being addressed as the project proceeds.

FIGURE 11–15
OKEECHOBEE COUNTY SCHOOLS
INFORMATION TECHNOLOGY POLICIES AND PROCEDURES MANUAL TABLE OF CONTENTS, 2008

- I. Purpose
- II. Access To Policy
- III. Ownership and Use of Information Technology Resources
- IV. Technology Equipment
- V. Software
- VI. Guidelines for the Use of Technology Resources
 - a. The Following Guidelines have been Developed for All Users
 - b. Safety Guidelines for All Users
- VII. Access to Technology Resources
- VIII. User Accounts
- IX. Passwords
- X. Disclosure of Passwords
- XI. Network Management and Security
 - a. Bandwidth
 - b. Hacking
 - c. Port Scanning and Sniffing
 - d. Network Infrastructure and Communications Closets
 - e. Network Address Assignment and Dynamic Host Configuration Protocol (DHCP)
 - f. Domain Name Registration
 - g. Wireless Networks
 - h. Anonymous File Transfer Protocol (FTP) Sites
 - i. Firewalls
- XII. Laptop Computer and Electronic Data Mobile Device Security
 - a. Policy Statement
 - b. Reason for Policy/Purpose
 - c. Protection of Confidential Data
 - d. Definitions
 - e. Policy/Procedures
 - f. Protection of Confidential Data
 - g. Reporting Loss/Theft of Equipment or Data
 - h. Disposal of Property Used to Access or Store Confidential data
- XIII. Electronic Mail
 - a. Definition of Email
 - b. Purpose
 - c. Procedures
- XIV. Student Technology Privileges and Acceptable Use
 - a. Computer Lab Scheduling/Rules
 - b. Telecommunication Plan and Electronic Communication Use Policy
 - c. Violating Internet Policy, Rules and Regulations or Inappropriate Use of the Network
 - d. Safety Guidelines for Students
- XV. Web Publishing Policy
 - a. Statement of Purpose
 - b. Design and Development Guidelines
 - c. Content Guidelines for Department, School, and Teacher Web Pages
 - d. Best Practices Guidelines for Web page Development
 - e. Website Limitations and Restrictions
 - f. Video and Audio Podcasts

SOURCE: Okeechobee County Schools, Okeechobee, Florida, Technology Department, 2008.

During the design phase, effective districts give consideration to the TEC required website data as published by Texas Association of School Business Officials (TASBO). **Figure 11–16** shows a listing of all TEC and other governmental

agency requirements regarding required data to be displayed on the district’s website.

**FIGURE 11–16
TEXAS EDUCATION CODE REQUIRED DISTRICT WEBSITE DATA
MARCH 2013**

CATEGORY	POSTINGS ON DISTRICT'S WEBSITE	SECTION	RULE, LAW, REGULATION	NOTES
Accountability	AEIS Report	39.252	Education Code	
Accountability	Performance Rating of the District	39.252	Education Code	
Accountability	Definitions and Explanation of Each Performance Rating Described by Education Code 39.072(a)	39.252	Education Code	
Accountability	School Report Card	39.252	Education Code	
Accountability	Notice of accreditation-warned or accreditation-probation status	39.052 (e)	Education Code	This notice is to remain on the district's website until the rating is raised to "Accredited" status. The notice is to explain the implications of the status and steps to be taken to address the deficiencies identified by the TEA.
Accountability	Improvement plan for low-performing campuses hearing	§39.106, 39.107(f), 39.110	Education Code	Board is to conduct a public hearing on improvement plan for low-performing campuses and post the improvement plan on the district's website.
Accountability	Conflicts Disclosure Statements and Questionnaires	176.009	Local Government Code	
Accountability	Check Register and Aggregate Payroll Amount	109.1002(b)(2)(A)	Title 19, Texas Administrative Code	Optional. Starting in calendar year 2008, this Internet posting rule applies if a school district wishes to appeal the School FIRST performance based upon fiscal year 2007 expenditure data for the new indicator 13 related to the 65 percent rule. If a district wishes to appeal its performance under the new indicator 13, the check register for the fiscal year is to be posted within the 30-day review period following the release of preliminary ratings by TEA (this will occur on or about June 2008).
Accountability	Superintendent's Contract	109.1005(e)(2)(D)	Title 19, Texas Administrative Code	Optional. Starting in calendar year 2007, the school district is to provide a copy of the superintendent's contract EITHER as a disclosure in the financial management report provided to attendees at the School FIRST hearing OR by posting the contract on the district's Internet site.
Accountability	Targeted Improvement Plan	39.106(e-1)(2)	Education Code	Post prior to Board hearing on targeted improvement plan
Accountability	Notice of Corrective Action	6316(c)(10)	Title 20 United States Code (U.S.C.)	NCLB-related requirement

FIGURE 11–16 (CONTINUED)
TEXAS EDUCATION CODE REQUIRED DISTRICT WEBSITE DATA
MARCH 2013

CATEGORY	POSTINGS ON DISTRICT'S WEBSITE	SECTION	RULE, LAW, REGULATION	NOTES
Curriculum	Electronic Courses	29.909(f)	Education Code	Requirement for ISDs participating in program to post "informed choice" report conforming to Commissioner's format for course descriptions, materials, TEKS linkage and other information
Financial	Summary of Proposed Budget	44.0041	Education Code	
Financial	Post Adopted Budget	39.084	Education Code	Required to maintain the adopted budget on the district's website until the third anniversary of the date the budget was adopted
Financial	Costs and Metered Amounts for Electricity, Water, and Natural Gas for District	2264.001(b)	Government Code	House Bill 3693, 80th Legislature, Regular Session
Financial	Proposed Maintenance and Operations Tax Rate	26.05(b)	Tax Code	Required if tax rate will raise more taxes than prior year or if tax rate exceeds effective maintenance and operations tax rate
Financial	Tax Rate Trend Information	26.16	Tax Code	School districts are to provide tax rate information to the County Tax Assessor Collector for the most recent five tax years beginning with the 2012 tax year. The information to be posted by the County Tax Assessor Collector is the following: adopted tax rate, maintenance and operations rate, debt rate, effective tax rate, effective maintenance and operations rate and rollback rate. This will allow taxpayers to go to a single website to view tax rate information for all taxing entities.
Financial	Federal grant awards		Federal Funding Accountability and Transparency Act (FFATA)	School districts and open-enrollment charter schools that receive federal grant awards totaling more than \$25,000 and contract awards totaling more than \$550,000, respectively, directly from the federal government on or after October 1, 2010, must report certain information, including a description of the award and, in some instances, must also report the total compensation and names of the top five school officials. A report will be due by the end of the month following approval for a federal grant or contract, and must be updated when there are changes to specific information on file. The new reporting requirements do not apply to federal awards that passed through the TEA (because TEA is covering this reporting effort for federal funds that pass through TEA). School district and open-enrollment charter schools are responsible for initiating their own process to ensure compliance with the FFATA reporting requirements by following instructions provided by grantor agencies other than the TEA.

FIGURE 11–16 (CONTINUED)
TEXAS EDUCATION CODE REQUIRED DISTRICT WEBSITE DATA
MARCH 2013

CATEGORY	POSTINGS ON DISTRICT'S WEBSITE	SECTION	RULE, LAW, REGULATION	NOTES
Governance	Bill of rights for property owners whose property may be acquired by governmental or private entities through the use of eminent domain authority	402.031	Government Code	House Bill 1495, 80th Legislature, Regular Session
Governance	Notice of a Board Meeting	551.056	Government Code	
Governance	Agenda for a Board Meeting	551.056	Government Code	Required if the board meeting notice does not include the agenda and the district contains all or part of the area within the corporate boundaries of a municipality with a population of 48,000 or more
Governance	Campaign Finance Reports	254.0411	Election Code	Required of members of board of trustees and candidates for the office of school board trustee for school districts located either wholly or partly in a city with a population of 500,000 or more, and with a student enrollment of more than 15,000. The campaign finance reports must be posted online no later than the fifth business day after the date the report is filed with the school district. The posting provisions apply to campaign finance reports that are required to be filed on or after Jan. 1, 2012, under House Bill 336, 82nd Legislature.
Health	Post in English and Spanish: a list of immunization requirements and recommendations, a list of health clinics in the district that offer influenza vaccine, and a link to the Department of State Health Services Internet website providing procedures for claiming an exemption from requirements in Section 38.001, Education Code.	38.019	Education Code	House Bill 1059, 80th Legislature, Regular Session
Health	Statement for Public Inspection by School Health Advisory Council			BDF Legal
Personnel	Group Health Coverage Plan and Report	22.004(d)	Education Code	Annual report submitted to TRS and copy of plan
Personnel	Vacancy Position Postings	11.1513(d)(1)(B)	Education Code	10 day notice for vacant position requiring license or certificate
Personnel	Posting of Vacancies	11.163(d)	Education Code	Post vacant position for which a certificate or license is required or post the position at certain physical locations in the district.
Personnel	Board's Employment Policies	21.204(a)–(d)	Education Code	
Purchasing	Reverse Auction Scheduled Internet Location	2155.062(d)	Government Code	
Students	College Credit Programs	28.010(b)	Education Code	Availability of college credit courses

FIGURE 11–16 (CONTINUED)
TEXAS EDUCATION CODE REQUIRED DISTRICT WEBSITE DATA
MARCH 2013

CATEGORY	POSTINGS ON DISTRICT'S WEBSITE	SECTION	RULE, LAW, REGULATION	NOTES
Students	Physical Activity Policies	28.004(k)	Education Code	Physical activity policy by campus level, health advisory council information, notification to parents that child's physical fitness assessment results available on request, vending machine and food service guidelines, and penalties for tobacco product use
Students	Dates PSAT/NMSQT and any college advanced placement tests will be administered and provide instructions for participation by a home-schooled pupil.	29.916	Education Code	House Bill 1844, 80th Legislature, Regular Session

SOURCE: Texas Association of School Business Officials, Internet Posting On District Website, March 2013.

As an example, Seminole ISD has a well-constructed, user-friendly, up-to-date website that is appealing and inviting. Some features of the Seminole ISD website are:

- Welcome message and the district mission statement;
- Translations of the website in Spanish and German;
- Quick links menu for bond update, scholarships, and sports gallery;
- After school program information;
- Feature events;
- Public relations;
- Parents and students links;
- Staff and faculty links;
- Public notices; and
- Main drop-down menus for:
 - Calendars;
 - Campuses;
 - Departments;
 - Board of Trustees; and
 - Employment and community.

Beaumont ISD should redesign and implement a new district website and develop a process for keeping it current. The new website should be user-friendly and easy to navigate. Once the district's website has been redesigned and implemented,

each campus website should be redesigned to have a consistent look and feel as the district website. The district should conduct an annual assessment of its website to identify when it needs to be updated to continue meeting the needs of the district.

This recommendation can be accomplished with existing resources.

IS SUPPORT EFFECTIVENESS (REC. 79)

The district has no key performance indicators to measure the effectiveness of technology support. There is no process to monitor and assess support effectiveness and identify areas of improvement as it relates to cost efficiency, quality of service, and staff workload allocation. Beaumont ISD uses a freeware product that provides the capability to manage problem/service request work orders from entry to resolution. This application is a stand-alone solution that is not integrated with any other user applications.

The technicians do not always enter work orders for problems/issues that they work on. Also, the technicians do not always close out work orders with the action that was taken when the problem/issue is resolved. These situations do not allow for accurate support statistics to be captured; therefore, data to measure IS support effectiveness is not available.

To provide a more user-friendly means to enter technology service requests, Beaumont ISD is evaluating the integrated application Eduphoria Help Desk that is included in the Eduphoria suite of products. This system will provide the user community with an integrated interface to enter

problem tickets in a product that they are familiar with. The system captures pertinent data to track and monitor status, build a knowledge base repository, and measure support effectiveness. The district is not getting the true benefit out of this type system because all technical problems and resolutions are not entered into the system. There isn't a procedure in place that requires all technical problems and resolutions to be entered into the system. Once these types of procedures are routine and functioning properly, districts can establish evaluation measures to gauge and monitor support performance and identify areas for improvement. Effective evaluation measures include measurable goals and objectives, key performance indicators, quality measures, and benchmarks or standards for comparison purposes. **Figure 11–17** shows an example of key performance indicators used by Keller ISD.

**FIGURE 11–17
KELLER ISD PERFORMANCE INDICATORS AND TARGETS**

KEY PERFORMANCE INDICATORS	TARGET
Incident Acknowledgement Time	> 95%
Incident Resolution Time	> 95%
Workstation Request Completion Time	> 95%
Service Desk First Contact Resolution	< 25%
Service Desk Abandonment Rate	< 25%
Service Desk Speed to Answer	< 120 Sec.
Operating System Instance Availability	> 99.5%
Messaging Availability	> 99.5%
Core Router and Switch Availability	> 99.5%
Campus Router and Switch Availability	> 99.5%

SOURCE: Keller ISD, Information Technology Department, March 2013.

The district should develop key performance indicators with targets to measure technology support effectiveness. The key performance indicators for IS support should be reported monthly by the IS director. To establish the key performance indicators, a task force of representatives from each IS function should meet to identify and agree on those key areas and performance targets that would indicate how well they are supporting the district's environment. Also, a procedure should be developed that requires technicians to enter into the Eduphoria Help Desk system all support work performed, whether or not it was based on a work order. The procedure should include the entry of data to indicate the type of support performed and the corrective action taken to resolve the issue.

This recommendation can be accomplished with existing resources.

DISASTER RECOVERY/BUSINESS CONTINUITY PLAN (REC. 80)

The district does not have a comprehensive disaster recovery/business continuity plan. The district has established a backup rotation and has a secure offsite storage facility for the TEAMS data files. The district has an agreement with its business application vendor to run its TEAMS application from their site in case of a disaster. However, there is no backup or disaster recovery/business continuity plan for the computer room and network infrastructure. The current computer room is not secure, does not have a fire suppression system, and does not have a dedicated power source. This situation leaves the district's computing environment vulnerable to unauthorized access and frequent power outages. Also, there is no disaster recovery plan for catastrophic events like hurricanes, floods, or electrical outages.

The primary objective of a disaster recovery/business continuity plan is to protect the district in the event its operations and technology services become unusable. Prior planning and test exercises minimize chaos and ensures a level of organizational stability and orderly recovery after a disaster. **Figure 11–18** shows the components of a comprehensive best practices disaster recovery plan.

Another critical, vulnerable area for the district is not having a redundant backup for the wired network. Currently, if the wired WAN is rendered inoperable, all online (Internet) access dependent functions, email, and VOIP telephone service would be down. Due to the criticality of this situation, effective districts implement an alternative land-based network infrastructure to backup a wired network.

Taft ISD has installed a highly redundant, land-based alternate network to backup its wireless network. Its architecture is based on an underground 24-pair fiber-optic ring interconnecting all campuses and the administration building. The ring provides redundancy so that if there is a failure at any point, the entire network will not be down.

Beaumont ISD should develop a comprehensive disaster recovery/business continuity plan in accordance with school district best practices to allow the district to continue operations in the event the main computer facility is rendered inoperable. The disaster recovery/business continuity plan should include a procedure for retrieval and restoring of

FIGURE 11–18
COMPONENTS OF A BEST PRACTICES DISASTER
RECOVERY PLAN

COMPONENT	
1.	Executive Summary
2.	Disaster Recovery Planning
2.1	Identification and Analysis of Disaster Risks/Threats
2.2	Classification of Risks Based on Relative Weight
2.2.1	External Risks
2.2.2	Facility Risks
2.2.3	Data Systems Risks
2.2.4	Departmental Risks
2.2.5	Desk-Level Risks
2.3	Building the Risk Assessment
2.4	Determining the Effects of Disaster
2.4.1	List of Disaster Affected Entities
2.4.2	Downtime Tolerance Limits
2.4.3	Cost of Downtime
2.4.4	Interdependencies
2.5	Evaluation of Disaster Recovery Mechanisms
2.6	Disaster Recovery Committee
3.	Disaster Recovery Phases
3.1	Activation Phase
3.1.1	Notification Procedures
3.1.2	Damage Assessment
3.1.3	Activation Planning
3.2	Execution Phase
3.2.1	Sequence of Recovery Activities
3.2.2	Recovery Procedures
3.3	Reconstitution Phase
4.	The Disaster Recovery Plan Document
4.1	Document Contents
	<ul style="list-style-type: none"> • Document Information • Purpose • Scope • Assumptions • Exclusions • System Description • Roles and Responsibilities • Contact Details • Activation Procedures • Execution Procedures • Reconstitution Procedures
4.2	Document Maintenance
	<ul style="list-style-type: none"> • Periodic Mock Drills • Experience Capture • Periodic Update

SOURCE: Cisco Systems, Disaster Recovery: Best Practices, 2008.

back-up data and a schedule for testing the plan. The plan would identify critical systems and data that must be protected and would help the district restore operations and

technology services as soon as possible after a crisis has occurred.

In implementing this recommendation, the district should establish a disaster recovery team comprised of representatives from the superintendent's office, principals, teachers, district staff, external vendors, maintenance, security, and technical staff. The district's disaster recovery team should conduct an annual review of the plan to ensure that changes in staff, organization, or systems are incorporated in the plan.

Essential elements in the disaster recovery plan should include:

- Develop a complete list of critical activities performed within the district;
- Identify which systems and staff are necessary to perform functions;
- List key staff for each function, and their responsibilities;
- Create an inventory of all technology assets including hardware, software systems and data, documentation, and supplies that correctly identify the location with sufficient information to document loss for insurance recovery;
- Define actions to be taken when a pending disaster is projected;
- Identify actions taken to restore critical functions;
- Keep the plan simple but effective; and
- Keep the plan components in an accessible location that can be accessed in the event of an emergency.

Regarding the district not having a redundant backup for the wired network, Beaumont ISD could consider the Taft ISD model. If Beaumont ISD adopted this architectural concept, it would not only provide backup and redundancy for the wired network but also redundancy for the alternative land-based network. The fiscal impact to the district for implementing this recommendation cannot be determined because of the many factors involved such as land right-of-ways, permits required, and final architecture design that drives cabling and equipment cost. However, different avenues of funding for this type project can be explored by the district that would provide discounted cost.

The district should also consider identifying an offsite backup facility that could be used in the event of the in-house

computer operations being rendered inoperable. This facility would be able to host and execute the district’s key business applications. One option could be Region 5 located in Beaumont. To address the unsecured computer room, the

district could also consider building or locating a facility that will serve as the district’s data center.

No fiscal impact is assumed for this recommendation until the district assesses its facility options.

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2013–14	2014–15	2015–16	2016–17	2017–18	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
CHAPTER 11: COMPUTERS AND TECHNOLOGY							
73. Reassess technology support requirements, establish staffing guidelines, and restructure and staff the technology department accordingly.	(\$209,220)	(\$209,220)	(\$209,220)	(\$209,220)	(\$209,220)	(\$1,046,100)	\$0
74. Evaluate the effectiveness of the dual role of the director of Performance Management and Instructional Technology and develop staffing guidelines for instructional technology support at the campuses.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
75. Develop and implement a new process to handle and resolve student data submission problems with the campuses.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
76. Review and update the three-year technology plan taking into consideration the DIP.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
77. Develop written procedures to govern technology support activities.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
78. Redesign and implement a new district website and develop a process for keeping it current.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
79. Develop key performance indicators with targets to measure technology support effectiveness.	\$0	\$0	\$0	\$0	\$0	\$0	\$0

FISCAL IMPACT (CONTINUED)

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
CHAPTER 11: COMPUTERS AND TECHNOLOGY							
80. Develop a comprehensive disaster recovery/business continuity plan in accordance with school district best practices to allow the district to continue operations in the event the main computer facility is rendered inoperable.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL	(\$209,220)	(\$209,220)	(\$209,220)	(\$209,220)	(\$209,220)	(\$1,046,100)	\$0

CHAPTER 12

SAFETY AND SECURITY

BEAUMONT INDEPENDENT SCHOOL DISTRICT

CHAPTER 12. SAFETY AND SECURITY

An independent school district's safety and security function identifies vulnerabilities and includes strategies to minimize risks to ensure a protected learning environment for students and staff. This protection includes a balanced approach of prevention, intervention, enforcement, and recovery. Risks can include environmental disasters, physical hazards, security threats, emergencies, and human-caused crises.

Managing safety and security initiatives is dependent on a district's organizational structure. Larger districts typically have a staff dedicated to safety and security, while smaller districts assign staff tasks as a secondary assignment. Safety and security includes ensuring the physical security of both a school and its occupants. A comprehensive approach to planning for physical security considers school locking systems; monitoring systems; equipment and asset protection; visibility of areas and grounds; police/school resource officers; and emergency operations. Emergency and disaster-related procedures must include fire protection, environmental disasters, communication systems, crisis management, and contingency planning. The identification of physical hazards must consider playground safety, and overall building and grounds safety. Environmental factors, such as indoor air quality, mold, asbestos, water management, and waste management, also affect the safety of school facilities.

From district and campus administrators to maintenance staff, numerous individuals and organizations play a key role in maintaining a safe and secure environment. Beaumont Independent School District's (ISD's) Police Department is a critical component of the district's safety and security organization. The department is led by a Chief of Police who reports to the assistant superintendent for Administration and Operations. The Police Department was authorized by the district's board on November 16, 2006. On April 9, 2007, the current Chief of Police, a former Chief of the Flint Police Department, and Mott College Police Department in Flint, Michigan, was hired as the district's Chief of Police with full authority from the board and the superintendent to develop and implement Beaumont ISD's Police Department. In June 2007, the district's Police Department became operational with the hiring of six police officers. The district's superintendent executed a Memorandum of Understanding with the Beaumont City Police Department in June 2007 acknowledging the district Police Department's jurisdictional

authority inclusive of the primary jurisdiction of the Beaumont City Police Department. In August 2007, after obtaining his Peace Officer commission from the Texas Commission on Law Enforcement Officer Standards and Education, the current Chief of Police was officially appointed the district Chief of Police by the superintendent.

The district's police are commissioned peace officers licensed by the State of Texas with the same arrest powers and authority as other peace officers in Texas. The primary jurisdiction of the police resides within the district; however, officers may also enforce laws, as needed, throughout the city of Beaumont. The department is organized into four policing districts. Three districts police high schools, middle schools, and elementary schools, and one district polices alternative schools, middle schools, and elementary schools.

Policing districts allows for the establishment of officer accountability, while increasing police visibility and response during school hours. It also allows for officer interaction with the students, faculty, staff, and community that they serve. One of the department's sergeants and veteran police officers has over ten years of experience as a K-9 handler and conducts drug searches for the district. The district's trained police drug dog supports the department's commitment to keep the district schools drug free.

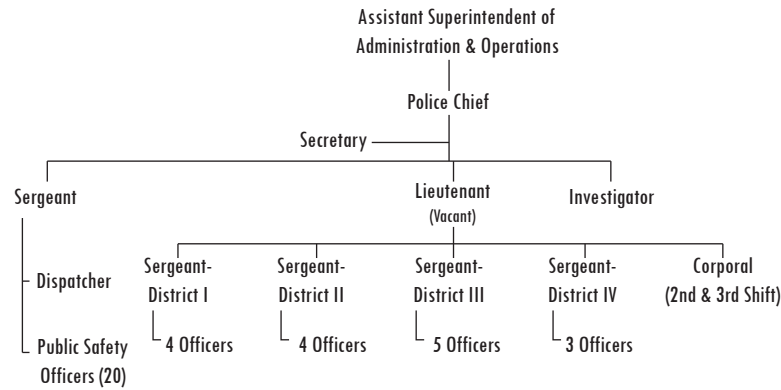
Figure 12-1 shows Beaumont ISD's Police Department organization.

Effective planning for the safety and security program requires strategies that are linked to budgets. **Figure 12-2** shows the district's expenditures for school years 2011 and 2012, and the budget for school year 2013. The overtime credit represents a reimbursement to the Police Department and charge to the Athletics Department for games and other functions.

Figure 12-3 shows the survey respondents' opinions regarding the district's security staff. Over 60 percent surveyed felt that security staff have a good working relationship with principals, teachers, local law enforcement and students, with only 8 percent disagreeing.

Community Oriented Policing (C.O.P.) is the philosophical perspective that guides the district's Police Department in its daily operation. C.O.P. is a process of building relationships

FIGURE 12-1
BEAUMONT ISD POLICE DEPARTMENT ORGANIZATION
SCHOOL YEAR 2012-13



SOURCE: Beaumont ISD, Police Department, February 2013.

FIGURE 12-2
BEAUMONT ISD SAFETY AND SECURITY EXPENDITURES/BUDGET
SCHOOL YEARS 2010-11 TO 2012-13

EXPENSE DESCRIPTION	2010-11 EXPENDITURES	2011-12 EXPENDITURES	2012-13 BUDGET
Extra Duty Pay	\$45,912.02	\$43,831.03	\$48,212.00
Overtime	(109,830.43)	(151,452.13)	8,000.00
Part Time Support Staff	332,524.56	467,720.49	6,900.00
Salaries/Benefits	1,682,876.09	1,720,912.94	\$1,546,050.00
Professional Contract Services	44,588.82	37,898.02	46,100.00
Gasoline/Supplies	44,727.64	56,701.09	90,500.00
Travel/Misc. Operating Costs	10,735.49	43,385.86	25,500.00
Vehicles	29,343.46	28,799.75	0.00
Total	\$2,080,877.65	\$2,247,797.05	\$1,771,262.00

SOURCE: Beaumont ISD, Budget Supervisor, February 2013.

FIGURE 12-3
STAFF SURVEY RESULTS FOR BEAUMONT ISD
FEBRUARY 2013

RESPONDENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
Survey Question: "Security personnel have a good working relationship with principals and teachers."					
District Staff	22%	50%	20%	6%	2%
Campus Staff	17%	52%	23%	6%	2%
Survey Question: "A good working arrangement exists between local law enforcement and the district."					
District Staff	20%	50%	22%	5%	2%
Campus Staff	15%	47%	31%	5%	2%
Survey Question: "Security personnel are respected and liked by the students they serve."					
Campus Staff	13%	48%	31%	7%	1%

NOTE: Percentages may not add to 100 due to rounding.

SOURCE: Legislative Budget Board, School Review Team District and Campus Survey, February 2013.

between the police, the campus community, local government, and community stakeholders to identify and address issues of crime, disorder, and other quality of life issues. This collaborative effort identifies areas of crime and disorder and engages as many elements of the school district community as possible in developing long term solutions to these concerns. C.O.P. is a flexible philosophy that applies its core elements (Partnerships, Problem Solving, and Change Management) to the specific community served. The district's Police Department has taken a unique approach by being 100 percent committed to the C.O.P. process. The department works to support and enhance the C.O.P. process among all of its members and the campuses it serves so that a safe school environment can be a reality.

According to the Chief of Police, the department believes, implements, and exemplifies their commitment to the C.O.P. concept. The department has implemented a Police Activities League, which allows officers to provide outreach to at-risk youth through sports and mentoring programs. The department also sponsors a summer camp program that provides summer activities to youth so that they can have a stable influence in their life during the summer months. Officers are encouraged to work with students in and out of school. The department believes this approach will allow officers to maintain a positive relationship, which will appeal to other students, especially those at risk. Officers also work with community groups assisting with community problems such as kids hanging out on corners, running away from home, fighting, and committing other unlawful acts. Because of their close partnership with the Beaumont City Police Department, the District Attorney's Office, and judges, officers have been able to advocate for students who have made a mistake and may deserve a second chance.

FINDINGS

- ◆ The district lacks a process to formally assess school safety and security procedures on a regular basis and provide oversight for districtwide safety and security responsibilities.
- ◆ The district has not established a complete process to address safety and security issues identified at the campuses.
- ◆ The district lacks a process and practice to regularly update and maintain the emergency operations plan and ensure campus level distribution.

- ◆ The district lacks a comprehensive safety and security procedures manual.
- ◆ The district has not developed a systematic method for calculating the optimum staff size, balancing the ratio between police officers and public safety officers, and minimizing overtime and supplemental pay.

RECOMMENDATIONS

- ◆ **Recommendation 81: Establish and maintain a school safety and security committee led by the assistant superintendent for Administration and Operations to monitor and assess safety and security procedures and compliance on a districtwide basis.**
- ◆ **Recommendation 82: Develop and maintain a plan to prioritize, determine costs, assign responsibility, and close any open safety and security issues.**
- ◆ **Recommendation 83: Implement a process to regularly update the emergency operations plan to meet current standards and requirements and ensure campus level distribution.**
- ◆ **Recommendation 84: Draft a comprehensive safety and security procedures manual for the district.**
- ◆ **Recommendation 85: Develop a systematic model for calculating the optimum staff size, eliminate the vacant lieutenant's position, and implement the organizational changes proposed to minimize overtime and supplemental pay and increase security coverage.**

DETAILED FINDINGS

SAFETY AND SECURITY COMMITTEE (REC. 81)

The district lacks a process to formally assess school safety and security procedures on a regular basis and provide oversight for districtwide safety and security responsibilities.

Beaumont ISD's safety and security program is administered by the assistant superintendent for Administration and Operations. While all safety measures may not be fully or consistently implemented, the district designed various safety methods and policies to maintain campus security, including the following:

- Maintains a fully operational, dedicated police department.

- Assigns police officers to designated zones to maintain a physical presence on campuses and provide quick response times.
- Requires that all visitors on any campus check-in at the school office and provide proper identification.
- Installs controlled access doors in all new campuses that requires visitors to be “buzzed in” to the rest of the building.
- Directs campuses to perform emergency preparedness drills throughout the year.
- Monitors facilities by a network of over 1,300 security cameras.
- Constructs new campuses with secure door locks in place allowing simultaneous lockdown at any time.
- Conducts a safety and security audit every three years as required by Texas Education Code (TEC), Section 37.108.

According to district administration, in addition to the required safety and security audit, the district requests safety updates from campuses and departments on an ongoing basis. They are encouraged to report all safety and security issues when they are found or observed. Police officers also note safety and security concerns during their assignments. The Police Department conducts daily patrols of all district facilities. They identify and/or correct safety or security issues found. Cameras and alarms are monitored by the police dispatch center. Schools and departments have primary responsibility for monitoring access to their facilities and reporting security and safety issues to the Police Department. All safety and security related issues are referred to the Police Department for investigation. Safety and security plans for the campus improvement plans are reviewed by the assistant superintendent for Technology, Research and Evaluation. An annual safety and security report is provided to the administration and board.

However, the district lacks a safety and security committee to provide monitoring and oversight for districtwide safety and security responsibilities. Rather, these responsibilities are spread out among various departments with little coordination of their efforts. Examples include the following:

- Police Department: Provides law enforcement to sustain a safe and secure learning and working environment for the students, staff, and school community including leading the district’s safety and

security audit required every three years, coordinating with the Beaumont City Police Department and crossing guards, maintaining a drug detector dog and conducting campus searches, and conducting background investigations upon authorized request for new hires. Information Technology: Maintains the security camera system and access cards for the new schools.

- Maintenance Department: Maintains the alarm systems and building keys and responds to requests for replacement keys.
- Communications Department: Maintains the intercom system used in emergency situations.
- District and Campus Administration: Develops district and campus improvement plans including safety and security goals. The focus is on students exhibiting behavior conducive to a positive learning environment through continuing At-Risk Programs, the Let’s Get Real About Violence Program, and other methods. The 2011–2015 Districtwide Student Performance Improvement Plan includes a goal to provide a safe, orderly and disciplined school climate, not less than 95 percent. A review of a sample of the campus improvement plans demonstrates inconsistencies in developing strategies and objectives to meet this goal. Some campuses include strategies such as surveillance cameras, emergency drills, officers on campus, safety audits, and bullying awareness, while other campuses only address discipline and behavior management.
- Campus Administrators: Enforces safety and security regulations in their respective schools including discipline management and conducting periodic drills. Although the assistant superintendent provides checklist forms and guidance, the school administrators do not report the frequency or results of the drills.

TEC, Section 37.109(a), states that in accordance with the guidelines established by the Texas School Safety Center, each school district shall establish a school safety and security committee. Under TEC, Section 37.109(b), the school safety and security committee shall:

- participate on behalf of the district in developing and implementing emergency plans consistent with the district multi-hazard emergency operations plan required by TEC, Section 37.108(a), to ensure that

the plans reflect specific campus, facility, or support services needs;

- provide the district with any campus, facility, or support services information required in connection with a safety and security audit required by TEC Section 37.108(b), a safety and security audit report required by TEC Section 37.108(c), or another report required to be submitted by the district to the Texas School Safety Center; and
- review each report required to be submitted by the district to the Texas School Safety Center (TxSSC) to ensure that the report contains accurate and complete information regarding each campus, facility, or support service in accordance with criteria established by the center.

Without a districtwide coordination, monitoring, and oversight process, basic safety and security practices and requirements that districts perform may not be consistently performed.

Beaumont ISD should establish and maintain a school safety and security committee led by the assistant superintendent for Administration and Operations to monitor and assess safety and security procedures and compliance on a districtwide basis. The committee should consist of district and campus administrators and representation from other departments to bring together expertise from various district areas and functions.

The TxSSC's website provides safety committee guidelines that address the purpose, membership, and responsibilities of a safety committee. These guidelines should be used as a foundation for establishing a safety committee.

This recommendation can be implemented with existing resources.

SAFETY AND SECURITY ASSESSMENT (REC. 82)

The district has not established a complete process to address safety and security issues identified at the campuses.

Beaumont ISD's Chief of Police led the required safety and security audit of all district facilities completed by the August 31, 2011 deadline in accordance with TEC, Section 37.108. The district has not formally monitored the status and resolved all issues identified in the audit. Seven staff assisted the Chief of Police in conducting the audit and completed audit questionnaires for each facility inspected. The Chief of

Police prepared a summary audit report of the key results addressed to the assistant superintendent for Administration and Operations, who discussed the audit results with the Chief of Police. The Chief of Police reported the results online to the TxSSC. The assistant superintendent submitted the audit report to the board during the September 2011 board meeting; no action plan or comments were indicated in the board meeting minutes. The audit results were also provided to principals who were reminded to conduct drills, and Information Services was advised of the need for an anonymous reporting system. District administration advised that a visitor policy was needed for non-educational facilities. After the 2011 audit, no meetings were held to develop an action plan and budget to resolve the issues. However, according to the assistant superintendent, there is an effort to identify resources and resolve the safety and security issues that are deemed priority.

Also, as a result of an inadvertent error on the district's safety audit report submitted to the TxSSC, Beaumont ISD was included in a list of school districts reported by the media as noncompliant with TxSSC's requirements. Since the time of the onsite visit, the district provided the review team with documentation for the correction.

As required by TEC, Section 37.108, each school district shall conduct a security audit of the district's facilities at least once every three years. Issues still unresolved since the August 2011 audit include the following:

- **Safety Drills Frequency:** All campuses have not conducted the recommended number of drills.
- **Safety Drills for Non-Instructional Sites:** Non-instructional sites have not conducted safety drills as recommended by the TxSSC.
- **After-action Reviews:** Campuses did not consistently conduct after-action reviews of the drills they conducted.
- **Staff Identification Badges:** District staff are not required to wear their identification badges.
- **Anonymous Reporting System:** The district has not established an Anonymous Reporting System.

The review team also observed the following regarding the audit process:

- All facilities were not included in the audit.

- The audit checklists completed by the audit teams do not indicate the completion date or audit team members' names.
- If the answer was no to a specific criteria on the checklist, no comments were documented to provide additional information to establish priorities in resolving potential issues. All issues are not included in the summary audit report.
- Audit teams consisted of only one to three people.
- A maintenance supervisor was assigned the audit of the maintenance buildings instead of assigning the facilities to someone who worked in another department.

The TxSSC recommends that audit teams be established to conduct the school safety audit comprised of at least three to five people such as central office administration, teachers, parents, and law enforcement staff. To the extent possible, a district can follow security audit procedures developed by the TxSSC or a comparable public or private entity. Team members should not audit their own facility to ensure neutrality and objectivity. Training of district auditing teams and staff conducting the facility audits is recommended and provides for a more accurate assessment of the overall safety and security of all district facilities and operations. Some Beaumont ISD staff did receive safety auditor training from a professional security audit consultant in May 2011. A school district is required to report the results of the safety and security audit conducted to the district's board and to the TxSSC. The TxSSC's model report template can be used in conducting the school safety and security audits.

TEC, Section 37.109 (b), School Safety and Security Committee, states that a school safety and security committee shall provide the district with any campus, facility, or support services information required in connection with a safety and security audit and review each report required to be submitted by the district to the TxSSC to ensure that the report contains accurate and complete information regarding each campus, facility, or support service in accordance with criteria established by the center.

In addition to the reported audit findings, the review team observed that district staff do not consistently apply safety and security practices to promote a safe and secure learning environment. Various safety and security issues exist that have not been addressed or corrected by the district. An effective safety and security program maintains a balanced

approach of prevention and intervention. The review team observed the following issues during a tour of selected facilities and review of supporting records:

- Security cameras do not work consistently. During the onsite visit, two hard drives failed and the security videos could not be restored. The review team also observed that a camera was not working in the administration building. The Information Services Department is not aware when cameras are down until the vendor contacts them; there is no automatic notification of a problem. The director of Information Services/Technology said that new servers are needed to maintain the magnitude of security equipment.
- Campuses use visitor badges inconsistently. One school only had one visitor badge on hand. Another school that the review team visited uses color coded badges and changes the color daily, which is a security enhancement.
- One school visited did not post signs requesting visitors to check in at the campus administrative office.
- Three campus administrators interviewed did not have a copy of the campus level emergency operations plan (EOP). Two teachers interviewed were not aware of the EOP and only posted the emergency evacuation plan on the wall. One principal indicated that the EOP was stored in the library.
- The guard rails on the external fire exit stairwell at the alternative education building are not secured to the building and may be unsafe to use.
- The review team informed district administrators that one school said that the Raptor system was not working. Raptor is an electronic visitor registration system used to record, track, and monitor visitors to school campuses throughout the district. The system enhances school security by reading visitor driver's licenses and comparing information to a sex offender database in 48 states including Texas. If there is no match, then a visitor badge is printed that includes the visitor's photo and name, time, and date. This system is not available at all district educational facilities. Thus, there is no electronic visitor sign in system with the capability to check for sex offenders and to generate visitor badges at some facilities. As indicated in **Figure 12-4**, there were several locations without the Raptor system in February 2013. Also,

FIGURE 12–4
BEAUMONT ISD CAMPUS VISITOR SIGN IN POLICY

SCHOOL	USE SIGN IN SHEETS AT THE FRONT DESK?	USE RAPTOR SYSTEM TO MAKE BADGES?	USE HANDWRITTEN OR COMPUTER GENERATED ID BADGES?	CHECK ID'S FOR UNFAMILIAR VISITORS?	OTHER WAYS TO IDENTIFY VISITORS?
Central	Yes	Yes	Computer	Yes	People without ID on campus are escorted by an administrator or a police officer.
Ozen	Yes	Yes	Computer	Yes	Only use driver's license or state IDs.
West Brook	Yes	Yes	Computer	Yes	If they do not have a Drivers License they are not allowed in the main part of the building. Staff members alert the office of visitors without badges.
Brown	Yes	No	Computer	Yes	Sign advising all visitors to sign in.
Career Center	Yes	Yes	Computer	Yes	Personal identification by staff if the visitor does not have identification.
Oaks	Yes	No	None	Yes	N/A
Pathways	Yes	No	None	Yes	Check student enrollment forms.
Austin	Yes	Yes	Computer	Yes	N/A
King	Yes	Yes	Computer	Yes	N/A
Marshall	Yes	Yes	Both	Yes	Check the student's registration form.
Odom	Yes	Yes	Both	Yes	Check IDs against emergency cards and student information in TEAMS.
Smith	Yes	Yes	Computer	Yes	Check student enrollment forms to verify person is listed.
South Park	Yes	Yes but system is not working	Handwritten	Yes	All visitors enter thru the front door.
Vincent	Yes	Yes	Both	Yes	Unfamiliar people report to the office. Staff are required to report or escort visitors to the office who have not checked in. Ask for police help when necessary.
Amelia	Yes	Yes	Computer	Yes	N/A
Bingman Head Start	Yes	Yes	Handwritten	Yes	N/A
Blanchette	Yes	Yes	Computer	Yes	Check student registration forms and make calls when they have questions.
Caldwood	Yes	Yes	Computer	Yes	Question them and ask student if they know them.
Charlton-Pollard	Yes	Yes	Computer	Yes	Check student registration forms and ask staff members about identity of visitors.
Curtis	Yes	Yes	Computer	Yes	PTA members and volunteers wear badges while on campus.
Dishman	Yes	Yes	Computer	Yes	Only use photo IDs.
Fehl-Price	Yes	Yes	Handwritten	Yes	Check student registration form and if the name is not listed on the sheet we call the parent.
Fletcher	Yes	Yes	Computer	Yes	N/A

FIGURE 12–4 (CONTINUED)
BEAUMONT ISD CAMPUS VISITOR SIGN IN POLICY

SCHOOL	USE SIGN IN SHEETS AT THE FRONT DESK?	USE RAPTOR SYSTEM TO MAKE BADGES?	USE HANDWRITTEN OR COMPUTER GENERATED ID BADGES?	CHECK IDS FOR UNFAMILIAR VISITORS?	OTHER WAYS TO IDENTIFY VISITORS?
Guess	Yes	Yes	Computer	Yes	Check student registration form and call parent if person is not listed. Check Raptor to see if person has ever signed into the system.
Homer	Yes	Yes	Computer	Yes	N/A
Jones-Clark	Yes	Yes	Computer	Yes	Check badges and IDs and make copies.
Lucas Pre-K	Yes	Yes	Both	Yes	Check student registration form and call parent if necessary.
Martin	Yes	Yes	Computer	Yes	Call parents to verify identification and use staff who may know the visitor.
Pietsch/MacArthur	Yes	Yes	Both	Yes	Personal recognition by staff; contact known family members.
Regina	Yes	Yes	Computer	Yes	Check student emergency cards.

SOURCE: Beaumont ISD, Administration, February 2013.

the comments column indicates that some campuses allow visitors without proper identification on campus and may escort the visitor to their destination.

- Evacuation drills are inconsistently performed and documentation varies among the campuses. Frequent emergency drills, using predetermined and appropriate protocol, reduce the possibility that students and staff may become victims in an emergency and to ensure that responses are properly executed. Frequent drills help ensure that staff and students know what their responsibilities are during any type of emergency. Campus administrators do not have a consistent method to document when a lockdown or other drill is performed or the results of the after action review. The review team noted that Fletcher Elementary has developed an After Action Review Report form that provides this type of information. **Figure 12–5** shows a summary of the evacuation drills reported districtwide and depicts the lack of compliance in completing the nine monthly fire drills, documenting after action results, and periodically conducting lockdown drills.

In addition to the review team’s observations, the following comments were made by district administrators:

- One elementary school has only one crossing guard provided by the City of Beaumont; two crossing

guards are needed because of the street barriers near the campus.

- Doors at all campuses are not maintained so they can be locked in the event of a lockdown or other emergency. One principal confirmed that there were classroom doors that could not be locked and needed repair.
- Some schools have enclosed areas at the front entrance requiring visitors without access cards to go to the reception area; other schools do not have enclosed areas and allow easy access to all hallways. The assistant superintendent for Administration and Operations said that the district plans to add large mirrors to some hallways in buildings where there is a wall blocking the view from the reception area.

Failure to address these issues hinders the district in maximizing development of a safe and secure environment. Failure to test the EOP, including lockdown exercises and fire drills, could yield poor results in a life-threatening situation. Unauthorized individuals or criminal offenders could enter the campus if appropriate identification is not required, and access to hallways and external doors is not adequately safeguarded. If the security camera system does not function properly and if primary reliance is on the vendor to report when cameras are not working, the Police Department and

FIGURE 12-5
BEAUMONT ISD CAMPUS EVACUATION DRILLS SUMMARY
FISCAL YEARS 2012 AND 2013 (THROUGH FEBRUARY 2013)

CAMPUS	CAMPUS NO.	FISCAL 2012 (10 MONTHS)			FISCAL 2013 AS OF FEB. 2013 (7 MONTHS)		
		NUMBER OF FIRE DRILLS	AFTER ACTION RESULTS	NUMBER OF LOCKDOWN DRILLS	NUMBER OF FIRE DRILLS	AFTER ACTION RESULTS	NUMBER OF LOCKDOWN DRILLS
High Schools							
Central High School	1	9			6		
Ozen High School	2	No report			6		
West Brook High School	3	8	3	2	6		
Middle Schools							
King Middle School	4	No report			No report		
Marshall Middle School	5	5		2	3		2
Vincent Middle School	6	5			2		
Austin Middle School	7	9			No report		
Smith Middle School	8	4			2		
Odom Academy	9	9			7		
South Park Middle School	10	6			1		
Elementary Schools and Pre-K							
Lucas Pre-K-4	11	9			4		
Amelia Elementary	12	7			7		
Blanchette Elementary	13	10			6		
Caldwood Elementary	14	9		2	5		1
Charlton-Pollard	15	9	8		6	5	
Curtis Elementary	16	8	8		7	7	
Dishman Elementary	17	10		1	6		
Fehl-Price Elementary	18	6			5	5	
Fletcher Elementary	19	9			4	1	1
Guess Elementary	20	10			6		
Homer Elementary	21	8			4		
Jones-Clark Elementary	22	9			5		
Martin Elementary	23	9			5		
Pietzsch-MacArthur	24	No report			No report		
Regina-Howell Elementary	25	6			3		
Bingman Pre-K-4	26	10			7		1
Other Facilities							
Pathways	27	No report			No report		
Brown Center	28	3			1		
Taylor Career Center	29	3			3		
Ogden Adult Education	30	No report			1		

SOURCE: Beaumont ISD, Fire Exit Drill Reports, February 2013.

campus administrators cannot continuously monitor campus activity or maintain video recordings of incidents.

Best practices consist of a systematic assessment of the safety and security status in all schools and facilities according to the TxSSC. Two of the peer districts selected for this review, Galena Park ISD and DeSoto ISD, conducted safety and security audits of all non-instructional facilities and Judson ISD audited two of nine non-instructional facilities compared to none for Beaumont ISD.

The district should develop and maintain a plan to prioritize, determine costs, assign responsibility, and close any open safety and security issues. Beaumont ISD's assistant superintendent for Administration and Operations should coordinate a comprehensive safety and security assessment of each campus and determine and implement a corrective action plan for identified issues. The assistant superintendent for Administration and Operations should coordinate with the Chief of Police, principals, maintenance staff, and other appropriate staff to monitor the status of the open safety and security issues until completion.

As part of this plan, the district should determine the estimated costs, priority, and timeline for correction of each identified issue and should maintain a status report of open issues. The plan should require that a careful analysis of findings be conducted using established criteria to identify shortcomings needing immediate attention, as well as those items that do not constitute an immediate concern. Completion of this assessment would provide the district with an understanding of safety and security issues and their needs. Questions to ask during this assessment should include the following:

- What level of risk does the condition present to the safety and security of students and district stakeholders?
- Can the situation be remedied with existing resources?
- If resources are not readily available, what are the options for securing resources?
- If the conclusion is to not implement a response to the condition, has the district adequately identified and evaluated all potential consequences?

After the assessment, the district should monitor application of safety and security practices districtwide.

This recommendation can be implemented with existing resources.

EMERGENCY OPERATIONS PLAN (REC. 83)

The district lacks a process and practice to regularly update and maintain the emergency operations plan (EOP) and ensure campus level distribution. The latest edition of Beaumont ISD's EOP is dated January 2010, and the review team observed the following:

- Sections of the EOP are blank or missing including: EOP Distribution List, List of Emergency Operations Planning Team Members and Contact Information, Incident Command System Summary, District Site Map, District Phone Tree, and Inventory of Emergency Equipment;
- Campus maps are outdated for the elementary schools which have been replaced/combined under the 2007 Bond Program. For example, the new school, Fehl-Price Elementary, replaced the former Fehl Elementary and Price Elementary Schools. The campus maps represent the former schools;
- School names are missing from the contact information for each campus on pages 6 and 7, Section IV, Situation and Assumptions;
- Section VI Organization and Assignment of Responsibilities states that teachers will maintain classroom emergency kits; yet principals interviewed were not aware of such kits; and
- The EOP lists schools near a railroad in Section IV Situation and Assumptions, but does not address a train derailment response. The TEC Section 37.108 (d), states that a school district shall include in its multi-hazard emergency operations plan a policy for responding to a train derailment near a district school if a district school is located within 1,000 yards of a railroad track, as measured from any point on the school's real property boundary line. The school district may use any available community resources in developing a train derailment policy.

In addition, the district's Chief of Police said that he emailed the campus level EOP to all principals for distribution to the teachers. However, two teachers interviewed during the onsite visit said that they were not aware of the campus level EOP; they pointed to the one page evacuation plan posted on the classroom board. One principal said that the campus level EOP is stored in the school library. Section X, paragraphs C and D of the district's EOP, states that the district's plan and its annexes must be reviewed annually by district officials

and revised or updated by a formal change at least every three years.

Administrative staff have been encouraged to obtain National Incident Management System (NIMS) training. The NIMS is a standardized system used throughout the U.S. to coordinate emergency preparedness and incident management among various local, state, and federal agencies.

There have been problems in providing direct training to staff because of their daily schedules. At the time of the onsite visit, some staff members were in the process and/or had completed NIMS training according to the assistant superintendent. Also the Police Department is working with school staff to provide basic emergency response at their schools.

EOPs are intended to offer guidance for the inevitable emergencies and disasters that school districts face and clarify emergency roles and response. Effective EOPs outline a district's approach to emergency management and operations and provide general guidance for emergency management activities including the district's methods of mitigation, preparedness, response, and recovery. The plan also describes the emergency response organization and assign responsibilities for various emergency tasks.

TEC, Section 37.108, Multi-hazard Emergency Operations Plan states that each school district shall adopt and implement a multi-hazard EOP for use in the district's facilities. The EOP must address the mitigation, preparedness, and response and recovery phases of emergency management defined as follows:

- Mitigation/Prevention—what schools and districts can do to reduce or eliminate risk to life and property;
- Preparedness—the process of planning for the worst-case scenario;
- Response—the steps to take during a crisis or emergency; and
- Recovery—how to restore the learning and teaching environment after an event.

The EOP must also provide for:

- district employee training in responding to an emergency;
- mandatory school drills and exercises to prepare district students and staff for responding to an emergency;

- measures to ensure coordination with the Department of State Health Services and local emergency management agencies, law enforcement agencies, and fire departments in the event of an emergency; and
- implementation of a security audit as required by the TEC, Section 37.108(b).

Figure 12–6 provides an overview and description of components in an EOP as provided by the TxSSC. Guidance for EOP planning, as well as current EOP checklists and sample plan templates may be downloaded from the TxSSC website.

Without an updated EOP in place, district staff and students may not be prepared to respond to crisis situations.

Beaumont ISD should implement a process to regularly update the EOP to meet current standards and requirements and ensure campus level distribution. In addition, the district should maintain Standard Operating Guidelines (SOGs) and current call lists and rosters to supplement the EOP. The basic plan should include a distribution list that indicates who receives copies of the basic plan and any revisions to it. Copies of plans and annexes should be distributed to those individuals, departments, agencies, and organizations tasked in the document including the district emergency management coordinator and school Safety and Security Planning Committee; copies should also be provided to school officials and set aside for the emergency operating center and other emergency facilities. It may also be feasible to post the plan on the network or website with access limited to staff with authorized passwords. The “how to” information needed by specific individuals or groups should be included in SOGs.

In addition, district staff with a critical role in emergency response should complete training related to the EOP. More specifically, each staff member should receive training on Incident Command Systems (ICS) and the NIMS. The NIMS provides a consistent framework within which government agencies can work together to effectively manage emergencies and mandates the use of ICS. Any school district requesting emergency preparedness funding from the federal government is required to be in compliance with NIMS implementation activities and work in close coordination with designated members of their local government.

The assistant superintendent for Administration and Operations should be responsible for ensuring that the EOP, SOGs and current call lists and rosters and a training plan are developed and updated.

FIGURE 12–6
EMERGENCY OPERATIONS PLAN COMPONENTS

EOP COMPONENT	DESCRIPTION
Administrative	Approval and Implementation Page signed by the superintendent; Record of Changes; and Table of Contents.
Authority	Identify school board of trustees and government authorities that establish the legal basis for planning and carrying out emergency responsibilities.
Purpose	Describe the reason for the EOP development and its annexes and identify who the plan applies to.
Explanation of Terms	Explain and/or define terms, acronyms and abbreviations used in the document.
Situation and Assumptions	Statement summarizing the potential hazards facing the district, including likelihood of occurrence and estimated impact on school health, safety, and property.
Concept of Operations	<p>Describe the district's overall approach to emergency management.</p> <p>Statement acknowledging the adoption of the National Incident Management System (NIMS).</p> <p>Describe district-level incident command arrangements and the interface between district emergency operations and the City and/or County Emergency Operations Center.</p> <p>Outline the process to be used to obtain state or federal assistance.</p> <p>Summarize emergency authorities of district officials.</p> <p>List actions to be taken by district staff during various phases of emergency management.</p>
Organization and Assignment of Responsibilities	<p>Describe the district's emergency organization.</p> <p>Describe the emergency responsibilities of the school board of trustees, superintendent, and other members of the executive team.</p> <p>Describe the common emergency management responsibilities of all district departments and safety/security committees.</p> <p>Outline responsibilities for various emergency service functions, summarize the tasks involved, and indicate by title or position the individuals with primary responsibility for each function.</p> <p>Outline the emergency services that community volunteer groups and businesses have agreed to provide.</p>
Direction and Control	<p>Indicate by title or position persons responsible for providing guidance for the emergency management program and directing and controlling emergency response and recovery activities.</p> <p>Define district emergency facilities and summarize the functions performed by each area.</p> <p>Summarize the line of succession for key staff.</p>
Readiness Levels	Explain readiness levels, indicate who determines them, and describe general actions to be taken at various readiness levels.
Administration and Support	<p>Outline policies on agreements and contracts and refer to summary of current emergency service agreements and contracts in appendices.</p> <p>Establish requirements for reports required during emergency operations.</p> <p>Outline requirements for record-keeping related to ensure compliance with NIMS requirements.</p> <p>Establish requirements for a post-event review of emergency operations following major district emergencies and disasters.</p>
Development and Maintenance	<p>Identify who is responsible for approving and promulgating the plan and indicate how it will be distributed.</p> <p>Outline the process and schedule for review and update the plan.</p>
Attachments	Distribution list, EOP Team, Incident Command Summary/Structure, Site Map, Campus/Facility Maps, Interlocal Agreements, Call Tree, etc.

SOURCE: Texas School Safety Center, 2010 Draft District Emergency Operations Plan Checklist, February 2013.

Since the onsite visit, the district reported that it has worked with Regional Education Service Center V and the Texas School Safety Center to update its EOP and is in the process of addressing missing sections of the document, outdated campus maps, absent campus contact information and

classroom emergency kits, and training for the emergency responder.

This recommendation can be implemented with existing resources.

SAFETY AND SECURITY PROCEDURES (REC. 84)

The district lacks a comprehensive safety and security procedures manual. As a result, safety and security procedures are inconsistently performed and documented. The district does maintain the following documents:

- District Student Handbook 2012–2013: Provides information for parents and students including policies regarding absences/attendance, bullying, code of conduct, dress and grooming, safety, searches of desks, lockers and vehicles, and visitors to the school. The Safety section requires students to know emergency evacuation routes and signals and participate in drills of emergency procedures. Key safety and security sections include: (1) General Visitors: Parents and others are welcome to visit district schools. For the safety of those within the school, and to avoid disruption of instructional time, all visitors must first report to the principal's office and must comply with all applicable district policies and procedures. (2) Drills: Fire, Tornado, and Other Emergencies: From time to time students, teachers, and other district staff will participate in drills of emergency procedures. When the alarm is sounded, students follow the direction of teachers or others in charge quickly, quietly, and in an orderly manner. (3) Trained Dogs: The district uses trained dogs to alert school officials to the presence of prohibited or illegal items, including drugs and alcohol.
- District Student Code of Conduct 2012–13: Documents behavior expectations and consequences for violating the code.
- Employee Handbook: Includes a general visitor policy and employee safety guidelines. Key safety and security sections include: (1) Visitors in the Workplace: Prominent notices shall be posted at each campus that all visitors must first report to the campus administrative office. This shall apply to parents, board members, volunteers, social service workers, invited speakers, maintenance and repair persons not employed by the District, salespersons, representatives of the news media, former students, and any other visitors. (2) Emergencies: All staff should be familiar with the evacuation diagrams posted in their work areas. (3) Safety: All staff shall adhere to district safety rules and regulations and shall report unsafe conditions or practices to the appropriate supervisor. The District shall take every reasonable precaution

regarding the safety of its students, staff, visitors, and all others with whom it conducts business. The superintendent or designee shall be responsible for developing, implementing, and promoting a comprehensive safety program. The general areas of responsibility include, but are not limited to, the following: guidelines and procedures for responding to emergencies; program activities intended to reduce the ultimate cost of accidents and injuries through investigation and documentation; and traffic safety programs and studies related to staff, students, and the community. The superintendent or designee shall be responsible for the collection, storage, and analysis of relevant operational and historical data required to develop sound procedures for implementation and operation of the comprehensive safety program.

- Beaumont ISD Website: Provides link to “Procedures for Reporting Allegations of Bullying.”
- Emergency Operations Plans – District and Campus Level: Guides for emergency procedures.
- Police Department Policy and Procedures Manual: Beaumont ISD's Police Department maintains a departmental policy and procedures manual to document authorized procedures and processes. Policies provide guiding principles for daily decision-making while procedures define the tasks to perform. Procedures also minimize the district's liability and risk for improper actions by police officers. The manual includes the following: mission, motto, and value statement; general rules including duty responsibility and personal conduct; equipment rules; court appearances; outside employment guidelines; administrative rules and procedures; criminal investigations; arrest procedures; use of force; and juvenile procedures/investigations.

While these procedures provide basic guidelines, detailed procedures are not available to address implementation of these guidelines and other issues that are not covered. Examples of procedures inconsistently performed or not documented in the area of safety and security include:

- Employee handbooks do not state that staff wear identification badges.
- District handbooks do not state that visitors provide identification and wear badges until checking out.

- Crossing guards for elementary schools are only provided by the City of Beaumont; there is no Memorandum of Understanding with the City of Beaumont.
- No safety or security program evaluations or other related reports are maintained.
- No security equipment planning documents are maintained.
- An inventory status of major safety and security-related equipment such as alarm systems, security surveillance and communication equipment that show the year purchased, cost of installation, maintenance and monitoring, and test schedule is not maintained.
- Teachers and principals do not maintain emergency backpack supplies in their classroom consisting of flashlights, first aid supplies, water, food, and other emergency supplies. The TxSSC and the Federal Emergency Management Agency recommends that all classrooms have an emergency Classroom Go Kit.
- Plans were not available for structured safety and security training provided to students annually on bullying, drug abuse, and gangs. Most Beaumont ISD incidents relate to violations of the local Student Code of Conduct, fighting, assault, tobacco/controlled substances, and truancy. The district's 2010–11 Safe Schools Report indicates that grant funds are used to provide information to counselors including booklets on drug abuse, inhalants, family violence, alcohol, self-confidence, and smoking. In addition, bullying books, pamphlets, and videos are provided for the elementary schools. The review team requested additional information regarding how this information is disseminated to the students and the frequency, but did not receive a response from the district.

The Texas Unified School Safety and Security Standards provide a set of criteria to assist school districts in developing and implementing a comprehensive emergency management program in keeping with laws, mandates, and directives. A comprehensive policy and procedures manual ensures that authorized practices are communicated, provides a guideline for compliance with laws and regulations, and consolidates all requirements to minimize the risk of procedures inadvertently becoming outdated or not implemented.

Beaumont ISD should draft a comprehensive safety and security procedures manual for the district. The assistant superintendent for Administration and Operations should meet with the superintendent to outline the areas for procedure development. The manual should include the following topics: safety committee, Emergency Operations Plan, emergency training, safety and security audits, preparedness drills, visitor's policy, playground safety, incident reporting, internet safety, and bullying. It should incorporate excerpts from existing employee and student handbooks and the updated EOP.

Procedures manuals from other school districts and recommendations on the TxSSC website can be reviewed to assist in identifying topics to include in the manual. The superintendent should present the outline to the board for additional input and provide examples of procedures manuals from other school districts. After the board has provided its direction, the assistant superintendent should draft the procedures manual for the superintendent's review and modifications. The superintendent should submit the final draft to the board for approval and adoption.

This recommendation can be implemented with existing resources.

POLICE DEPARTMENT ORGANIZATION (REC. 85)

The district has not developed a systematic method for calculating the optimum staff size, balancing the ratio between police officers and public safety officers (PSOs), and minimizing overtime and supplemental pay. Rather, the district determines security staffing using an informal system based on incidents for each school, enrollment, and student and community demographics. The district does not use any documented criteria or comparison to standards in determination of the staff size.

In addition to securing the campuses daily, the district's Police Department maintains a 24 hour dispatch service to respond to calls and alarms and dispatches officers as needed. Beaumont ISD's police staff includes 20 full-time officers and one part-time officer who maintain a daily presence on the campuses and in the community. Four sergeants and one corporal report to a lieutenant; and three officers report directly to the Chief of Police. Since the lieutenant's position has been vacant since 2012, the five campus-based officers now report directly to the Chief of Police. The Chief of Police indicated that the vacancy has enhanced his knowledge of issues that the officers confront as well as improved communication and camaraderie. A corporal and assigned

officers on call work night and weekend shifts to patrol and respond to alarms, and officers are scheduled for extracurricular events, board meetings, and other after-hours functions. In addition, the district maintains 20 PSOs who work part-time. Four of the PSOs assist with dispatch; six PSOs work 32 hours per week at the three high schools (two PSOs per high school); and 10 PSOs assist with traffic, monitor and patrol the elementary schools, and perform other assignments up to 20 hours per week. With the decreased need for all officers during the summer months, some officers' contracts cease at the end of May and begin again in August of the next school year.

Figure 12–7 compares Beaumont ISD with peer districts similar to Beaumont ISD that are used for comparison purposes for this review. **Figure 12–7** shows that Beaumont ISD employs almost twice as much security staff than any of its peers. The district does cover a larger geographical area with more total facilities than its peers.

Figure 12–8 shows security staffing and work schedules, which show that the department does not implement staggered hours to increase daily coverage and maximize the use of PSOs to minimize overtime and extra pay.

The Police Department incurred \$128,863 in overtime for school year 2011–12. The budget supervisor indicated that the portion of overtime costs attributable to security staff working athletic events is credited from the Police Department's budget and charged to the schools' athletic department, yet this remains an additional cost to the district.

In December 2012, the district's Chief of Police proposed the following organizational changes to reduce staffing costs and increase patrol coverage:

- Assign the sergeant responsible for investigation to second shift hours to increase manpower availability for evening activities. At the time of the onsite visit in February 2013, this change had been implemented and the sergeant works from 12 noon to 8:30 PM to avoid overtime charged by officers on call.
- Increase patrol of after school activities by the reassignment of two officers from their assigned police districts; officers will be rotated monthly. At the time of the review, implementation was in progress for staggered hours with officers arriving about 10:00 AM to 11:00 AM until 7:00 PM.
- Replace two full-time positions with four part-time positions. The part-time officers will be responsible for weekend patrol and will assist as needed with weekly athletic events and evening patrols. As of March 2013, two part-time positions had been filled and the officers were in training. One full-time position has been filled by the former lieutenant (with the lieutenant's position now being vacant).
- Implement Overtime Rotation Policy to ensure that overtime is distributed equally among all officers. This policy will also be used for the assignment of PSOs to special work assignments.

**FIGURE 12–7
BEAUMONT ISD AND PEER DISTRICT POLICE ORGANIZATIONS
SCHOOL YEAR 2012–13**

BENCHMARK	BEAUMONT ISD	JUDSON ISD	GALENA PARK ISD	DESOTO ISD	TYLER ISD
Enrollment	19,848	22,460	21,780	8,921	18,336
Square Miles	153	56	32	23	205
Schools	26	26	23	12	28
Other District Facilities	19	9	5	1	3
Total Facilities	45	35	28	13	31
Police Officers	21	17	18	0	0
Public Safety Officers (20 Part Time)	12	N/A	N/A	4	14
Total Officers (excluding chief/administration)	33	17	18	4	14
Students per Security Officer	601	1,321	1,210	2,230	1,310
Square Miles per Security Officer	4.6	3.3	1.8	5.8	14.6
Facilities per Security Officer	1.4	2.1	1.6	3.3	2.2

NOTE: N/A = not available.

SOURCE: Beaumont ISD, Police Department, Legislative Budget Board, School Review Team Peer District Survey, February 2013.

**FIGURE 12–8
BEAUMONT ISD SECURITY STAFFING AND WORK SCHEDULES
SCHOOL YEAR 2012–13**

TITLE	NO.	FULL/PART-TIME	ZONE	NO. SCHOOLS	ENROLLMENT	DAYS/TIME WORKED	EXTRACURRICULAR ASSIGNMENTS/ NIGHTS OR WEEKEND
Police Officers-Field							
Sergeant/ 4 Officers	5	FT	District I	6	4,776	M–F 7:30–3:30	On call (Overtime-OT)
Sergeant/ 4 Officers	5	FT	District II	7	4,309	M–F 7:30–3:30	On call (OT)
Sergeant/ 5 Officers	6	FT	District III	7	6,558	M–F 7:30–3:30	On call (OT)
Sergeant/ 3 Officers	4	FT	District IV	8	3,529	M–F 7:30–3:30	On call (OT)
Corporal	1	FT	All			Night/weekend Sun–Thurs 10 PM–7 AM	
	21	21 FTE		28	19,172		
Public Safety Officers							
PSO (20 hours/week)	4	2 FTE	Dispatch			Daily 3 shifts	
PSO (32 hours/week)	6	5 FTE				M–F at High Schools to monitor for students leaving campuses	
PSO (20 hours/week)	10	5 FTE	Traffic			M–F	On call
	20	12 FTE					

SOURCE: Beaumont ISD, Police Department, February 2013.

- Implement an overtime cap of 25 percent. Upon reaching the cap, officers may work compensatory time or request an increase in the overtime cap. At the time of the review, implementation was in progress pending an efficient method to track the overtime status daily.
- Reassign the PSO working as a part time receptionist to the Administrative Annex for a similar assignment and security presence; at the time of the onsite visit, this change had been implemented.
- Increase the use of PSOs to work special assignments when they can safely replace sworn officers such as for walkathons and track meets.

Figure 12–9 shows that Beaumont ISD incurred over 6,000 more student disciplinary incidents than its closest peer in 2011–12, which is a factor to consider when comparing the district’s security staff size to its peers. Most Beaumont ISD incidents relate to violations of local Student Code of Conduct, fighting, assault, tobacco/controlled substances, and truancy. The Police Department reviews incident reports, types of incidents, requests for services, police related calls,

special events, student population, and other related issues in determining staff assignments.

Beaumont ISD’s Chief of Police should develop a systematic model for calculating the optimum staff size, eliminate the vacant lieutenant’s position, and implement the organizational changes proposed to minimize overtime and supplemental pay and increase security coverage. Overtime pay related to special requests such as patrolling school or facility construction sites should be contracted and billed directly to the requestor. The Chief of Police believes that bond programs should reimburse the department for using officers after hours to patrol construction sites, or the department’s budget should be increased to account for the overtime.

Staff should be deployed as demand factors dictate. Demand factors should include enrollment and school incident characteristics such as total incidents, assaults, disorderly conduct, and truancy. The Chief of Police should document how the incident statistics (Figure 12–9) are used to assign officers to the campuses. Ultimately, Beaumont ISD’s staff deployment methodology should address community crime indicators (for example, calls for service and crime statistics

FIGURE 12–9
BEAUMONT ISD AND PEER DISTRICTS NUMBER OF STUDENT INCIDENTS
SCHOOL YEAR 2011–12

DISCIPLINE ACTION REASON	NUMBER OF INCIDENTS 2011–12				
	BEAUMONT ISD	DESOTO ISD	GALENA PARK ISD	JUDSON ISD	TYLER ISD
1. In School Suspension					
04-Controlled Substance/Drugs	N/A		54	37	6
05-Alcohol Violation	N/A		N/A	8	N/A
20-Serious/Persistent Misconduct			6		
21-Violated Local Code Of Conduct	18,503	3,531	5,701	11,322	13,235
22-Criminal Mischief	N/A			7	N/A
26-Terroristic Threat	N/A		N/A	12	
27-Assault-District Employee	N/A		N/A	7	
28-Assault-Nondistrict Employee	11			14	N/A
33-Tobacco	N/A	9	5	N/A	8
34-School-Related Gang Violence					15
41-Fighting/Mutual Combat	296	41	256	311	305
50-Non-Illegal Knife	9		6	N/A	12
2. Out of School Suspension					
04-Controlled Substance/Drugs	17	22	180	145	90
05-Alcohol Violation	N/A		8	14	8
07-Public Lewdness/Indct Exposure	N/A		N/A	N/A	10
08-Retaliation Against Dist Empl		17	N/A		
20-Serious/Persistent Misconduct	21	8	7		
21-Violated Local Code Of Conduct	5,237	1,474	1,564	3,129	5,383
22-Criminal Mischief	N/A		N/A	7	11
26-Terroristic Threat	N/A		N/A	11	
27-Assault-District Employee	9		N/A	23	7
28-Assault-Nondistrict Employee	25	N/A	N/A	33	6
33-Tobacco	46	20	N/A	N/A	11
34-School-Related Gang Violence	N/A			N/A	19
36-Felony Controlled Subs Violat		N/A	N/A		9
41-Fighting/Mutual Combat	750	428	322	516	782
50-Non-Illegal Knife	16		6	9	21
3. DAEP					
02-Conduct Punishable As A Felony				N/A	5
04-Controlled Substance/Drugs	16	28	190	147	62
05-Alcohol Violation	N/A		9	12	8
07-Public Lewdness/Indct Exposure	N/A	N/A	N/A	6	7
08-Retaliation Against Dist Empl		27			
20-Serious/Persistent Misconduct			N/A	16	
21-Violated Local Code Of Conduct	546	117	96	228	134

FIGURE 12–9 (CONTINUED)
BEAUMONT ISD AND PEER DISTRICTS NUMBER OF STUDENT INCIDENTS
SCHOOL YEAR 2011–12

DISCIPLINE ACTION REASON	NUMBER OF INCIDENTS 2011–12				
	BEAUMONT ISD	DESOTO ISD	GALENA PARK ISD	JUDSON ISD	TYLER ISD
3. DAEP (Continued)					
22-Criminal Mischief	N/A		N/A		5
26-Terroristic Threat	N/A		N/A	11	
27-Assault-District Employee	5		N/A	22	6
28-Assault-Nondistrict Employee	24		7	38	5
33-Tobacco	7	5		N/A	
36 –Felony Controlled Subs Violat					6
41-Fighting/Mutual Combat	56	29	9	44	8
50-Non-Illegal Knife	7		N/A	8	6
4. JJAEP					
14-Prohibited Weapon	N/A		N/A	6	N/A
20-Serious/Persistent Misconduct	20	5		N/A	
36 –Felony Controlled Subs Violat			5		N/A
5. Expulsion					
09-Title 5 Felony - Off Campus			N/A		
6. Truancy Charges Filed					
42-Truancy - Parent Contribute To	278		N/A	N/A	57
43-Truancy - 3 Unexcused Absences	327	39	N/A	N/A	18
44-Truancy - 10 Unexcused Absence	437			536	166
7. Mandatory Action Not Taken					
36 –Felony Controlled Subs Violat					6
Total	26,663	5,800	8,431	16,679	20,437

NOTE: N/A = Numbers Less Than Five Have Not Been Cited Due To The Family Educational Rights And Privacy Act (FERPA) 34Cfr Part 99.1 And Texas Education Agency Procedure Op 10-03.

SOURCE: Texas Education Agency, Public Education Information Management System, February 2013.

by policing district). This practice should position Beaumont ISD to ensure that its deployment of security staff resources will reflect projected community needs. Changes in community characteristics could have profound implications for individual school safety and security programs. For instance, if serious offenses (for example, student violence and gun possession) increase dramatically, there may be a need to increase police officers on campus. However, if serious offenses continue to decline, and simple assaults (Class C offenses) predominate, PSOs may be more appropriate. A flexible staffing model, employing a blend of sworn officers (directly and by contract) and PSOs would position the district to fully address the diverse needs of all schools.

The fiscal impact depends on the results of developing a staffing matrix to determine the optimum staff size and balance between police officers and PSOs. Eliminating the vacant lieutenant's position will result in an annual savings of \$46,831, which includes a \$3,000 stipend plus starting base salary of \$35,500 plus \$8,331 for benefits (21.64 percent x \$38,500).

FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
CHAPTER 12: SAFETY AND SECURITY							
81. Establish and maintain a school safety and security committee led by the assistant superintendent for Administration and Operations to monitor and assess safety and security procedures and compliance on a districtwide basis.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
82. Develop and maintain a plan to prioritize, determine costs, assign responsibility, and close any open safety and security issues.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
83. Implement a process to regularly update the EOP to meet current standards and requirements and ensure campus level distribution.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
84. Draft a comprehensive safety and security procedures manual for the district.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
85. Develop a systematic model for calculating the optimum staff size, eliminate the vacant lieutenant's position, and implement the organizational changes proposed to minimize overtime and supplemental pay and increase security coverage.	\$46,831	\$46,831	\$46,831	\$46,831	\$46,831	\$234,155	\$0
TOTAL	\$46,831	\$46,831	\$46,831	\$46,831	\$46,831	\$234,155	\$0

