

# Irving Independent School District



LEGISLATIVE BUDGET BOARD

SEPTEMBER 2007



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# **Irving Independent School District**

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**Cover Photo Courtesy of House Photography**

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## LEGISLATIVE BUDGET BOARD

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September 17, 2007

Mr. Jack Singley  
Superintendent, Irving Independent School District

Dear Mr. Singley:

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

The report's recommendations will help Irving 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 Irving ISD.

The staff of the Legislative Budget Board appreciates the cooperation and assistance that your staff and MGT of America, Inc. provided during the preparation of this report.

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 "John O'Brien".

John O'Brien  
Director  
Legislative Budget Board

cc: Mr. Michael Hill  
Ms. Nita Patrick  
Ms. Valerie Jones  
Ms. Barbara Cardwell

Mr. Jerry Christian  
Ms. Ronda Huffstetler  
Mr. Randy Stipes



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## EXECUTIVE SUMMARY

Irving Independent School District's (Irving ISD's) school performance review notes 30 commendable practices and makes 52 recommendations for improvement. This Executive Summary highlights the district's significant accomplishments, and presents the review team's findings and recommendations. A copy of the full report is available at [www.lbb.state.tx.us](http://www.lbb.state.tx.us).

### SIGNIFICANT ACCOMPLISHMENTS

- Irving ISD's implementation of laptops at all high school campuses has made the district a national leader in the use of one-to-one computing. In 2001–02 the first laptops, funded through the passage of a \$249.5 million bond referendum, were issued to students attending the Academy of Irving ISD. During the next two school years, wireless laptops were issued to all students in grades 9–12, and in 2004–05, Texas Immersion Pilot (TIP) grant monies were used to provide wireless laptops to students at Lorenzo de Zavala Middle School and Lively Elementary School. The number of wireless laptops currently in use by the district's students totals 9,604. Students in both core and elective classes use laptops to follow along with the teacher during instruction, for research, and to complete independent and group assignments.
- T.J. Lee Elementary has incorporated practices that have resulted in this Irving ISD school winning the first Healthier US Schools Challenge Silver Award in Texas. These practices include enrollment as a USDA Team Nutrition Elementary School, reimbursable lunches through targeted menu planning to meet federal nutrition standards, nutritional information being disseminated at a parent fair, and monthly food product profiling to show the nutritional values of commercial items as compared to items offered in the cafeteria.
- The district uses several strategies including careful management of expenditures, prudent investment practices, conservative budget practices, regular fund balance projections, and fund balance management policy to effectively manage its funds. The district's fund balance dropped 20.6 percent in Fiscal Year 2003 due to teacher pay increases and supplemental health insurance fund payments. However, the district's fund balance has steadily increased since Fiscal Year 2003. The

board reviews the district's investment officer's quarterly fund balance projection report to ensure budget targets are met. The board requires that at least 15 percent of operating expenditures be maintained in reserves. By effectively managing its fund balance, the district establishes and maintains a healthy fund balance which reduces risks stemming from uncertainties from state and local revenues and increases favorable bond interest ratings.

- Irving ISD disposes of its out-of-adoption textbooks in an efficient and cost-effective manner, while also providing benefits to underdeveloped countries. The district donates its used textbooks that are no longer needed to a charitable organization that picks up the books from the district at no charge and delivers and distributes them to schools overseas that are in need of the books. In 2006–07, the district donated its out-of-adoption secondary math books to an organization called Books for Africa who collects, sorts, ships, and distributes books to classrooms and libraries in African countries. Texas Education Code Chapter 31 states that districts may recycle or donate their used textbooks, but they are not allowed to sell or donate them to someone who is expected to sell them. By donating the textbooks, the district is not only saving storage and handling costs, but it is being environmentally efficient, as well as providing a valuable resource to underprivileged children in other countries.
- Irving ISD has developed and implemented an excellent crisis response training program focused on preparing Irving ISD schools for a spectrum of on-campus crises. By conducting "table top trainings" the district has prepared school leaders and teachers in general crisis response strategies as well as specific actions to be taken according to their position. In 2006–07, over 80 percent of the district's school leaders and teachers have been trained.

### SIGNIFICANT FINDINGS

- Irving ISD does not utilize maintenance and custodial staffing standards in order to maintain adequate staffing levels when making staffing decisions for maintenance and custodial services.

- The district does not use an enrollment based formula to determine staffing for assistant/vice principals.
- The current organizational location of the Irving ISD Technology Services Department prevents it from conducting its function in an effective and efficient manner.
- The district does not have a designated instructional program evaluator and has not established a formal process for program evaluation.
- The Irving ISD School Resource Officers (SRO) program is not efficiently aligned with the function of the district's Security and Operations Department.
- Irving ISD has implemented strategies for improving its academic performance, but lacks an integral and ongoing process for teachers to continuously assess areas of student needs and refine their strategies to meet those needs.
- Irving ISD lacks a process that would allow the district an opportunity to compare the most current strategies and best practices for increasing teacher retention and reducing turnover.
- The low average salary of Irving ISD campus technicians contributes to a high turnover rate for the position and adversely affects technical support on the campuses.
- Irving ISD lacks a comprehensive long-range strategic plan that provides for a seamless approach regarding the district's instructional and operational needs.
- Irving ISD's policies address the issues of board and staff travel and reimbursements but lack specificity regarding eligible travel expenses and reimbursement procedures.
- Irving ISD's paycheck distribution process is cumbersome and time-consuming.
- The district does not have a long-term plan to address the increasing costs for employee health insurance coverage.
- Irving ISD lacks a comprehensive risk management plan, policies, and procedures that address and mitigate the potential risks existing in the district.
- The district's internal audit plan lacks a formal organizational risk assessment.
- Irving ISD does not enforce its purchasing procedures requiring all planned purchases to be pre-approved.
- The district is not monitoring the efficiency and effectiveness of its central warehouse operations and cannot ensure that it is providing the most cost-effective services to its user departments and campuses.
- Irving ISD does not adequately manage its contract for outsourced transportation services and is operating the program under vague contractual terms.
- Irving ISD does not require DCS to use the district's student residence data to design the most efficient bus routes.
- While the district has implemented a successful breakfast in the classroom program in eight elementary schools, this practice is not required of other campuses.
- Irving ISD's energy management program has not updated its standards and guidelines since the early 1990s.
- Irving ISD lacks a process to assist district stakeholders address issues that have arisen with changing demographics in the district.

## SIGNIFICANT RECOMMENDATIONS

### DISTRICT STAFFING GUIDELINES

- **Establish district maintenance and custodial staffing guidelines based on industry standards for making appropriate staffing level decisions.** Irving ISD does not utilize maintenance and custodial staffing standards in order to maintain adequate staffing levels when making staffing decisions for maintenance and custodial services. For 2006–07, the district has 52 maintenance staff with an average of one maintenance staff per 90,385 grounds square feet, which are 6.6 positions below industry standards. There are 153 custodians with an average of one custodian cleaning 29,609 facilities square feet, which are 92.5 positions below industry standards. The district's budget constraints have produced staffing levels below best practices and national norms. School review survey respondents report the schools are maintained and kept clean. The district uses effective management practices to accomplish more with less staffing. By not maintaining custodial and maintenance staffing levels in line with industry standards, the district does not ensure positive

staff morale, quality work performance, and a stable work force. To meet the maintenance and custodial staffing standards, the district should increase staffing levels in one-fifth incremental steps over the next five years to 100 percent of the best practice staffing level which would require adding 92.5 additional custodians and 6.6 additional maintenance staff.

- **Revise district staffing allotments to reflect industry enrollment-based standards for assistant/vice principals to ensure allocations to campuses reflect changes in student enrollments.** The district uses formulas, special funding, and individual campus needs to allocate campus-based instructional personnel staff, however, the district does not use an enrollment based formula to determine staffing for assistant/vice principals. The district continues to use a standard established in the early 1990s when it was in a pattern of high growth that allocates two assistant/vice principals at each elementary and middle school campus and five at each high school regardless of student enrollment at each campus. In 2006–07, the district had a total of 38 assistant/vice principals at the elementary level, 17 at the middle school level, and 20 at the high schools for a total of 75 assistant/vice principal positions. Applying the district's staffing standard to that of the Southern Association of Colleges and Schools (SACS) results in 25 more assistant/vice principal positions than SACS standards allow. If Irving ISD decides to adjust assistant/vice principal positions to reflect enrollment-based allocations using industry standards such as SACS, the district can distribute staff more efficiently and use available revenues to fund other instructional programs.

#### REORGANIZATION

- **Move the Technology Services Department from its current location in the Teaching and Learning Division to report directly to the superintendent.** The current structure and organizational location of the Irving ISD Technology Services Department prevents it from conducting its function in an efficient and effective manner. There are several problems associated with the current structure and organizational location: the emphasis on technology-related instructional services means that there is less of an emphasis on the technology-related business functions; the Technology Department struggles for approval to add needed positions, as they must be approved by the leadership of the Teaching and

Learning Division; and the assistant superintendent's review process for technology contracts is lengthy and inefficient. The relocation of the Technology Services Department should form a more efficient and effective technology support structure.

- **Create a staff position in the Division of Planning/Evaluation/ Research and establish a formal process for program evaluation.** The district does not have a designated instructional program evaluator and has not established a formal process for program evaluation. The division's research component performs instructional program evaluation and research but only in a minimal capacity. The lack of a dedicated person to this responsibility prevents the district from accurately measuring the effectiveness of instructional programs and thus limited data on which to make budget decisions on whether to continue or discontinue the programs. In addition, the director of Health Services currently reports to the assistant superintendent for Personnel and Administration. The position is not aligned with other related positions that serve students such as library/media services, gifted and talented, special education, and bilingual/ESL/migrant potentially affecting a seamless delivery of planning and communicating with student related services. Finally, the district organizational chart's reporting responsibility regarding span of control is disproportional in one department. The assistant superintendent for Teaching and Learning oversees several instructional staff including six division executive directors, 11 program directors, and several coordinators/facilitators/specialists/supervisors. The department has taken on the responsibility of other functional areas such as technology and safety and security that are not directly aligned with the department's focus of teaching and learning.
- **Reassign the operational responsibility of School Resource Officer (SRO) program under the director of Security and Operations where this program is funded.** The Irving ISD School Resource Officers (SRO) program is not efficiently aligned with the function of the district Security and Operations Department. The existing organizational structure of Irving ISD places the supervisory responsibility for SROs in the area of Teaching and Learning under the purview of both the director of Campus Operations PK-12 and the director of Security and Operations. The funding for these officers comes from the Security and Operations

budget, placing the fiscal responsibility for this service on the director of this department. Operationally placing the SROs under the supervision of the director of Security and Operations will decrease the district's risk for communication gaps in the provision of critical school security needs.

- **Establish professional learning communities on all campuses in the district.** Irving ISD has implemented strategies for improving its academic performance, but lacks an integral and ongoing process for teachers to continuously assess areas of student needs and refine their strategies to meet those needs. While the district has improved its academic performance over the past several years, it remains below the state and regional averages due in large part to its poor performance in math and science. It scores about 10 percentage points below the region and state in each of these areas. In an effort to improve performance, the district implemented professional learning communities, but the implementation varies widely across schools. The professional learning community is a model for staff development that organizes the adults in a school into ongoing teams that meet regularly for learning, joint lesson planning, and problem solving. Ideally, the teams meet several times a week. The model requires school staff to commit to continuous learning, collaborative work, and experimentation to achieve student success. Establishment of professional learning communities on all campuses will help the district improve its academic performance in all areas.
- **Examine the current strategies in place for increasing teacher retention and reducing teacher turnover to determine if they are aligned with best practices.** Irving ISD lacks a process that would allow the district an opportunity to compare the most current strategies and best practices for increasing teacher retention and reducing turnover. Teacher turnover is at a 21 percent compared to the state's 14.6 percent average, which also represents a loss of 21 percent of the total teaching staff. At the end of 2005–06, 455 teachers resigned; in exit interviews, the most common reason given by teachers for leaving the district were resigning to teach in a neighboring district that is closer to home. The district should form a task force to look more closely at campus conditions to determine what, if any, factors at the school level may be contributing to the turnover rates. Findings from such a study could then be used

for such things as modifying/expanding the current mentoring program and increasing efforts to maintain a competitive compensation package

- **Increase the salaries of the campus technicians to be comparable to the Region 10 average.** The high turnover rate among campus technicians in Irving ISD is adversely affecting technical support in the schools. One campus technician is assigned to each school except for the high schools at which two are assigned. While these positions work almost exclusively on technical problems, they also work closely with the campus instructional technology specialists. The reason for the high turnover rate cited by exiting technicians is that the salaries are not sufficient; those technicians who leave can receive significantly higher compensation in the private sector. The district lost 10 out of 38 staff during 2006–07. The average salary for Irving ISD campus technicians is \$23,695, compared with the Region 10 average salary for this position of \$32,236.
- **Initiate a process for developing a five-year strategic plan.** Irving ISD lacks a comprehensive long-range strategic plan that provides for a seamless approach regarding the district's instructional and operational needs. The current planning process is two-fold: the development of annual plans as illustrated by district and campus improvement plans, and a long-range single department plan illustrated by the Long-Range Technology Plan 2007–2010. The plans are noteworthy, however, are focused in their respective areas and potentially serve the needs of specific departments, schools or staff and not the long-range needs of the entire district. Because Irving ISD has grown by 8.4 percent over the last five years, has a mobile population of students and is an urban, landlocked district, this presents unique challenges for the district regarding its planning efforts. With the district's current planning primarily consisting of required annual plans and a single long-range plan in technology, the district is unable to ensure that all parts of the district organization work together to identify strategic issues, address future needs, and achieve excellence. By creating a long-range strategic plan, the district can ensure that it is appropriately planning not only instructionally but operationally.
- **Revise board policy (LOCAL) BBG and DEE to address the need for specificity related to board and staff travel and reimbursement.** Irving ISD's policies

address the issues of board travel and reimbursements but lack specificity regarding eligible travel expenses and reimbursement procedures. The district relies on LEGAL and LOCAL BBG and DEE policies related to board and staff expenses and travel to guide their reimbursement process. Policy BBG (LEGAL) outlines provisions in the Education Code concerning legitimate expenses as well as identification of expenses that are not acceptable. While the district's policies relate to reimbursement of expenses, they do not contain specific and detailed information listing acceptable and unacceptable expenses nor a sequential process for securing reimbursement and a timeline for submitting and receiving reimbursement payments. In recent years there has been increased public awareness and concern regarding school district expenditures. The new policy BBG and DEE (LOCAL) should reference the district's *Reference Guide for Business Office Procedures* and be used in orientation training for new board and staff members as well as included in the annual training for all board members. It is critical that board members as well as all school personnel be fully aware of laws, policies, and procedures related to acceptable expenses and the procedures regarding reimbursement.

- **Adopt a promotional campaign to increase employee participation in direct payroll deposit.** Irving ISD's paycheck distribution process is cumbersome and time consuming. About 85 percent of district employees receive physical paychecks. In 2006, the district issued 16,615 physical paychecks to employees. Only 15 percent of employees received paychecks through direct deposit. Lost paychecks pose a problem requiring the district to issue stop payment notices then re-issue checks. In 2006, the district issued 86 stop payment notices for paychecks requiring approximately 75 hours of staff time for check re-issuances. Issuing physical paychecks is costlier to process than direct deposit and requires extra staff time to handle paychecks as well as resolve problems such as lost paychecks. By administering a promotional campaign to increase employee participation in direct payroll deposit, the district ensures a more efficient paycheck process.
- **Form a task force consisting of Board of Trustee members, district employees, and its insurance consultants to study ways of addressing the health insurance issue.** The district does not have a long-term plan to address the increasing costs for employee

health insurance coverage. The district has incurred losses from its self funded health insurance plan from 2001–02 through 2005–06. To compensate for these negative balances, the district's general fund has been covering the shortfall of the health insurance fund for these years. In 2001–02 and 2002–03, the district transferred \$476,401 and \$1.5 million, respectively, to the fund. In addition, in January 2007 the board voted to transfer an additional \$2.6 million to reduce the fund's negative balance. The district should consider various options to manage health insurance costs. These include behavioral responses such as reducing claims experience through the implementation of wellness programs and preventive services, direct contracting with health care providers to provide free work-site health screenings and health fairs for employees and offering employee incentives to encourage more healthy lifestyles. Financial options to be considered include identifying healthcare cost drivers and reconsidering other health care providers rather than continuing to be self-insured.

- **Conduct a risk assessment of the district and develop a formal risk management plan.** Irving ISD lacks a comprehensive risk management plan, policies, and procedures that address and mitigate the potential risks existing in the district. Some of the critical areas of risk management that have yet to be addressed through a long-term plan include lack of an employee wellness program, lack of a well-defined light-duty program for workers injured while on the job, lack of coordination for subcontractor insurance, and lack of a long-term approach to address issues related to the rising costs of health insurance. Irving ISD should conduct a risk assessment of the district and develop a formal risk management plan. Working with the superintendent, assistant superintendents, internal auditor, director of Security and Operations, and director of Facilities, the Irving ISD risk manager should develop a detailed risk assessment of the district and the associated risk management plan. The risk manager should present the plan to the Board of Trustees for their review and approval. At least annually, the risk manager should re-visit the plan to ensure that it is updated and reflective of current situations at Irving ISD.
- **Conduct an annual risk assessment of the organization before preparing the annual internal audit plan.** The district's internal audit plan lacks a

formal organizational risk assessment. Based on a risk management review from the Texas Association of School Business Officials (TASBO), the district established an internal audit function in 2005–06 and filled the auditor position in January 2006. The auditor developed the 2006 audit plan based on concerns expressed in informal interviews with upper management staff and not on a formal risk assessment. Without an audit plan based on a formal risk assessment, the district may be expending valuable resources on areas of low risk without adequately reviewing or addressing areas of high risk. An audit plan based on a formal risk assessment allows the district to focus its audit resources where they will be most effective.

- **Enforce district procedures for encumbering purchases by properly completing purchase orders prior to making purchases.** Irving ISD does not enforce its purchasing procedures requiring all planned purchases to be pre-approved. It is common practice in Irving ISD for schools and departments to make “pre-paid” purchases without first obtaining an approved purchase order and encumbering funds. Only at the time of receipt of the invoice is the purchase requisition entered and submitted for approval. A total of 36,447 purchase orders were processed during 2005–06, with 19,821, or over 54 percent of these purchase orders, made without proper approval. Pre-paid purchases totaled nearly \$27 million of the total purchase orders of more than \$56 million. The Financial Accountability System Resource Guide (FASRG) requires that schools use encumbrance accounting to achieve adequate expenditure control. In addition, Irving ISD’s Purchasing Handbook states that “...it is the responsibility of all department heads and school principals to monitor their budgets and approve the requisitions for procurement of goods and services based upon available funds.” By enforcing the procedures requiring prior approval for all purchases, the district will ensure it is not at risk of over expending its budget.
- **Establish the Central Warehouse as an internal service fund and monitor it for efficiency to determine the most cost effective way to maximize its use.** The district is not monitoring the efficiency and effectiveness of its Central Warehouse operations and cannot ensure that it is providing the most cost-effective services to its user departments and campuses. As of December 2006, the

district’s warehouse inventory was valued at almost \$1.2 million and included items such as furniture, laptops and laptop accessories, VCRs, light bulbs, printers, chalkboard erasers, and various equipment used for departmental operations. Irving ISD has not formally analyzed the efficiency or effectiveness of operating its warehouse as compared to using other alternatives, and the district hasn’t quantified the savings or fully accounted for the costs of the staff, equipment, and utilities necessary to keep the warehouse operating. By operating the warehouse as an internal service fund, the district will better be able to monitor internal expenditures to determine the full value (or cost) to the district. If the warehouse is not fully recovering its costs for providing goods to campuses and departments, the district could begin to phase-out the items that it can obtain at lower costs directly from vendors.

- **Renegotiate the terms of the intergovernmental agreement with Dallas County Schools (DCS) to ensure the specifics for the provisions of transportation services are delineated within the contract.** Irving ISD does not adequately manage its contract for outsourced transportation services and is operating the program under vague contractual terms. Irving ISD and DCS have a longstanding contractual relationship for the provision of student transportation services that has been in existence since the early 1960s. The most recent agreement between the DCS and Irving ISD was dated August 2001 and according to the district assistant superintendent for Support Services the agreement has been in place since 1991 with no term limits. The intergovernmental agreement between Irving ISD and DCS is not specific, lacking detail language related to the transportation programs included in the operational costs and performance accountability. Additionally, the district’s policies do not specify the district’s responsibility and procedures for managing the contract. Renegotiating the terms of the contract to include specific language and expanding the board policy related to transportation services will allow the district to provide better management oversight of this program.
- **Require Dallas County Schools to use Irving ISD student residence data to populate the routing software.** Irving ISD has not required its transportation contractor to use the student resident data in their routing software to develop efficient bus routes. DCS,

the district's transportation contractor, uses a routing software system to manage its bus routes for Irving ISD, but has not input the student resident data to develop the routes. The existing Irving ISD bus routes have changed little since they were originally designed by the district using manual processes. By contractually requiring DCS to import student data into the computer system, Irving ISD could maximize the route efficiency function of the routing software system and realize reductions in overall transportation costs.

- **Implement the breakfast in the classroom in all elementary schools within the district.** While the district has implemented a successful breakfast in the classroom program in eight elementary schools, this practice is not required of other campuses. Packaged meals are taken to classrooms in warming bags by food service staff prior to the first bell allowing teachers to begin classroom instruction on time without having to wait on late arriving students to eat breakfast in the cafeteria. The participation rate in participating elementary schools is, on average, 58 percent higher than nonparticipating campuses with an annual average net revenue difference of \$6,678. Expansion of this program provides more students with the opportunity for a healthy breakfast and increases revenues for the Food Service department.
- **Establish a process to regularly review and update all energy management programs and standards.** Irving ISD's energy management program has not updated its standards and guidelines since the early 1990s. The district's energy management efforts started in the 1990s and included activities such as managing HVAC equipment usage with a central computerized control system, pursuing rebates or monitoring accuracy of utility bills, and converting to energy efficient lighting. The district contracts with a broker to coordinate the purchase of electricity for the district. The district's Energy Management Guidelines for New Construction has not been updated since 1993. The conservation programs targeting energy user behaviors at campuses have lapsed. Without updating energy management activities, the district may miss opportunities to participate in new cost saving energy programs such as improved energy efficient building standards and improved behavioral modification of energy user programs. Establishing a process to regularly review and update the district's energy management program will

help ensure the district achieves maximum program effectiveness and energy cost savings.

- **Create a process to promote understanding across cultural/ethnic groups in the district.** Irving ISD lacks a process to assist district stakeholders address issues that have arisen with changing demographics in the district. Irving ISD, like many districts across Texas, has seen a tremendous increase in the number of students from Hispanic households. From 2000–01 to 2005–06, the Hispanic population increased from 48.8 percent to 62.7 percent, while the White population declined from 31.5 percent to 19.5 percent. The percentage of English Language Learners (ELL) increased at a slower pace from 29.5 percent in 2000–01 to 34.5 percent in 2005–06. The district is making efforts to meet the needs of ELL students and their families by translating district news publications into Spanish, including information on the district Website. It also offers translators at PTA meetings. There is tension between the groups as evidenced by parents, students, and teachers expressing resentment that too many accommodations are being made for non-native students. The process would serve to raise cultural awareness and to develop strategies for how the community can work as a whole to support all of its students.

## GENERAL INFORMATION

- Irving ISD is located in Dallas County approximately 13 miles southwest of Dallas on State Highway 183. It is the 31st largest district in Texas.
- Irving ISD's 2005–06 student enrollment of 32,620 has increased by 8.4 percent over the last five years. The district has a majority minority student population (62.7 percent Hispanic, 19.5 percent White, 13.1 percent African American, 4.2 percent Asian/Pacific Islander, and 0.4 percent Native American) with a 2005–06 population of 65.3 percent economically disadvantaged students and more than 70 percent in 2006–07.
- The superintendent, Mr. Jack Singley, has been the district's superintendent for the past 18 years and has been an Irving ISD teacher, principal, and held several administrative positions.
- In 2005–06, Irving ISD had 3,862 full-time equivalent staff, of which 55.8 percent or 2,154 are teachers.

- In 2005–06, the district received an accountability rating of Academically Acceptable from the Texas Education Agency, however, one elementary (Lively Elementary) was rated Academically Unacceptable. In 2006–07 the district was again rated Academically Acceptable with the Union Bower Center for Learning now rated as Academically Unacceptable.
- All Irving ISD schools met Adequate Yearly Progress (AYP) for 2005–06, except for Irving High School, Union Bower Center for Learning, and Lorenzo de Zavala Middle School. In 2006–07, the same three schools again did not meet AYP.
- In 2004–05 the district was rated Superior Achievement in the Financial Integrity Rating System of Texas.
- In 2005–06 Irving ISD has an overall all tests Texas Assessment of Knowledge and Skills (TAKS) passing rate of 58 percent, which is nine percentage points lower than the state average of 67 percent.
- The district is served by the Regional Education Service Center X, (Region 10) in Dallas.
- The legislators representing Irving ISD are Senators Chris Harris, Florence Shapiro, Royce West, and Representatives Linda Harper-Brown, Kirk England, and Rafael Anchia.
- Irving ISD has issued laptop computers to all students in grades 9–12 to use at home and school.
- Irving ISD students speak 66 languages and represent 87 countries. The district serves the highest number English Language Learners (ELL) of all 15 school districts in Dallas County.
- The district teaches bilingual students in Spanish and Vietnamese.

## SCHOOLS

- The district has 35 schools, including the following:
  - Three regular High Schools;
  - The Academy of Irving (a career High School and T-STEM Academy);
  - Seven Middle Schools;
  - Twenty Elementary Schools;
  - Three Early Childhood Centers; and

- Union Bower Center for Learning.

## FINANCIAL DATA

- Total Budgeted Expenditures 2005–06: \$232.9 million.
- Fund balance: 16.5 percent of 2005–06 total budgeted expenditures.
- 2005–06 Tax Rate: \$1.81 (\$1.50 Maintenance and Operations and \$0.31 Interest and Sinking).
- In 2005–06, the district's percent of total budgeted expenditures spent on instruction increased to 52 percent compared to the state average of 49.8 percent. The district's percent of budgeted operating expenditures spent on instruction were 61 percent compared to the state average of 56.3 percent.
- Instructional Actual Expenditures Ratio (General Funds): 69.3 percent.
- Wealth per Weighted Average Daily Attendance (WADA05) is \$187,089 and rank is 338 (1=highest wealth and 1031=lowest).

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.

At the end of the chapters, a page number reference identifies where additional general information for that chapter's topic is available. Each chapter concludes with a fiscal impact chart listing the chapter's recommendations and associated savings or costs for 2007–08 through 2011–12.

Following the chapters are the appendices that contain the general information, and the results from the district surveys conducted by the review team.

The following table summarizes the fiscal impact of all 52 recommendations in the performance review.



**FISCAL IMPACT**

	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
Gross Savings	\$722,597	\$3,443,005	\$3,442,763	\$3,442,551	\$3,442,431	\$14,493,347	\$0
Gross Costs	(\$327,907)	(\$1,492,065)	(\$1,983,091)	(\$2,474,116)	(\$2,965,141)	(\$9,242,320)	(\$490,350)
<b>Total</b>	<b>\$394,690</b>	<b>\$1,950,940</b>	<b>\$1,459,672</b>	<b>\$968,435</b>	<b>\$477,290</b>	<b>\$5,251,027</b>	<b>(\$490,350)</b>



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# **CHAPTER 1**

## **EDUCATIONAL SERVICE DELIVERY**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 1. EDUCATIONAL SERVICE DELIVERY

Irving Independent School District (Irving ISD) covers 48.5 square miles within the City of Irving and is located in the Dallas/Fort Worth area. Irving ISD offers educational and support services to more than 32,600 students at the district's 35 schools. The 2005–06 district profile included in the Academic Excellence Indicator System (AEIS) report from the Texas Education Agency (TEA) reflected the following student ethnic information: 62.7 percent Hispanic; 19.5 percent White; 13.1 percent African American; 4.2 percent Asian/Pacific Islander, and 0.4 percent Native American. The district profile also indicated this additional student information: 68.7 percent of the student population is economically disadvantaged; 65.3 percent are at-risk, and 34.5 percent are English Language Learner (ELL) students.

In the 2005–06 accountability ratings, the district was rated academically acceptable. The accountability ratings summary for campuses reflected no exemplary campuses, four recognized, 25 academically acceptable, and one academically unacceptable campus. Additionally, the district had three campuses that failed to meet the adequate yearly progress (AYP) standards required under No Child Left Behind Act (NCLB).

### ACCOMPLISHMENTS

- Irving ISD implements an internal review of curriculum guides and facilitates a curriculum revision process at the end of each grading period.
- The district implements procedures that encourage all students to fully participate in advanced academic and elective coursework.
- Irving ISD has an exemplary staff development model for the English Language Learner Program that focuses on research-based instructional strategies.

### FINDINGS

- Irving ISD's campus improvement plans lack specific goals, measurable targets and outcomes, and identification of strategies and practices to address specific issues relating to student academic achievement.
- Irving ISD has implemented strategies for improving student academic performance, but lacks an integral and

ongoing process that enables teachers to continuously assess areas of students' needs and identify strategies to meet those needs.

- The district does not have a designated program evaluator and has not established a formal process for program evaluation.
- The district lacks a process to ensure that all Medicaid-reimbursable services provided to students who qualify for and receive these services as part of the School Health and Related Services (SHARS) program are identified and documented for inclusion in the district's Medicaid billing.
- The district has not developed a comprehensive action plan to address academic and operational needs at the Union Bower Center for Learning (UBCL), a diverse alternative secondary campus offering several educational programs and services for students in need of academic acceleration and literacy intervention.

### RECOMMENDATIONS

- **Recommendation 1: Develop a process that will ensure that campus plans include measurable goals and identify specific strategies and practices that address achievement gaps existing among student subgroups on the campuses.** The district should ensure that the plans address specific areas needed for improvement based on student performance on TAKS and other assessments. The district should provide training as appropriate in analyzing data, identifying effective practices to reduce achievement gaps, improving student performance in areas of deficiencies, and developing specific and measurable goals.

Additionally, time must be devoted to ongoing monitoring of campus plans by district personnel ensuring that periodic conversations with principals and other campus leaders are held. The process should ensure that an analysis and determination of progress on the campus plan are not delayed till the overall campus plans are evaluated.

- **Recommendation 2: Establish professional learning communities at all Irving ISD campuses.** Professional

development initiatives should be concentrated at the campus level, and district resources targeted to address issues related to student performance on the campuses. Immediate and direct attention should be devoted to the areas of science and mathematics. Prior to implementation, the district should ensure that all campus principals and other campus leaders have received intensive and focused training related to characteristics, functions, norms, and other aspects of professional learning communities. The district should also provide the resources and training to support the learning and collaboration of campus staff.

- **Recommendation 3: Create a staff position in the Division of Planning/Evaluation/Research (P/E/R) and establish a formal process for program evaluation.** The assistant superintendent for Teaching and Learning with input from the P/E/R director should investigate successful evaluation programs and recommend to the superintendent that the P/E/R division hire a program evaluator and begin a formal process of instructional program evaluation conducted cyclically. Designating a position for program evaluation would enable the district to conduct most if not all of the needed program evaluations as well as provide a resource for district and campus leadership in designing and conducting surveys.
- **Recommendation 4: Develop a process to document and monitor all Medicaid health-related services provided to exceptional students as part of the School Health and Related Services program (SHARS) to ensure the district is capturing all reimbursements for services provided.** Initially, the district should conduct a comprehensive assessment of eligible students receiving services through the SHARS program. The assessment should include all of the related services. The district should then develop a process to ensure that services provided to eligible students are documented. This documentation should then be included in the Medicaid billing that is submitted for all eligible students receiving services in any of the approved health-related services in the SHARS program.
- **Recommendation 5: Develop a comprehensive and detailed plan of action to address identified issues at the Union Bower Center for Learning.** A committee consisting of the UBCL principal, three staff members, and the executive director for Facilities Services should work together to develop the plan. The plan should

include timelines indicating when recommendations will be implemented, and needed staff and funding streams will be used. The district should consider phased in approaches for instructional needs as they were on the facility side of the plan. The district should include funds for the redesigned facilities in the district's capital improvement projects or as part of a bond package should the district be anticipating such a proposal in the near future. The plan should be submitted to the Board of Trustees for approval. Changes resulting from the plan should enable the district to provide a more efficient and effective educational program for those students in Irving ISD's alternative educational program.

## DETAILED ACCOMPLISHMENTS

### REGULAR REVIEW OF CURRICULUM ALIGNMENT

Irving ISD implements an internal review of curriculum guides and facilitates a curriculum revision process at the end of each grading period. The development of quality curriculum guides has been an ongoing project in Irving ISD since the 2002–03 school year. Federal funds such as Title I and Title II have been used to pay for this development. **Exhibit 1-1** shows the Irving ISD Curriculum Development Plan for 2003–04 through 2008–09. As indicated, the district's comprehensive plan for curriculum alignment includes a review of all content areas, curriculum framework development, content specifications, and resources needed to support curriculum objectives during each year of the plan.

While school districts throughout Texas have similar initiatives pertaining to curriculum development and alignment with state standards, Irving ISD is unique in that it has also implemented internal review and curriculum revision procedures at the end of each grading period. Selected teachers work with the district curriculum coordinators to continue refining all content areas, check for vertical alignment, check for quality summaries, modify units based on teacher and coordinator feedback, and revise the curriculum guides in accordance with state standards. The ongoing review process ensures up-to-date and quality curriculum guides for classroom teachers. This year-round review process also allows more time during the summer months for additional staff development and related initiatives.

In a 2004 report titled *Characteristics of Improved School Districts: Themes from Research*, best practice research shows that the districts demonstrating the most improvement in

**EXHIBIT 1-1  
IRVING INDEPENDENT SCHOOL DISTRICT  
CURRICULUM DEVELOPMENT PLAN  
2003-04 THROUGH 2008-09**

PLAN YEAR	PLANNING DATES	CONTENT AREAS	FRAMEWORK DEVELOPMENT	CONTENT SPECIFICATIONS	RESOURCES
2003-2004	June 14-18, 2004 Aug 2-6, 2004  Team – 50 teachers	Language Arts K-12 Math K-12 Science K-12 Social Studies K-12	Map the curriculum for the year Develop a framework of units by six weeks Associate TEKS to each unit Develop approximate teaching timelines	Purchase Houston ISD <i>Project Clear</i> to provide a model for content specifications	Create sample TAKS questions
2004-2005	June 6-10, 2005  Team – 150 teachers	Add: Fine Arts-secondary Pre-K Language Arts GT 3rd-HS K-2 Spanish Language Arts	Continue developing existing frameworks Add ESL strategies into Language Arts Develop frameworks for new content areas Review content vertically for alignment	Continue reworking content specifications, prerequisites and instructional considerations	Continue creating sample TAKS questions Model Direct Teaching and Inquiry-based lesson plan formats
2005-2006	June 12-15, 2006  Team – 175 teachers	Add: ESL 6th - HS Develop & select coordinated Health & Wellness policy and define curriculum Coordinated Health K-6th	Check for vertical alignment Review for quality summaries Determine if any units need to be dropped, reordered, modified Revise and realign math TEKS	Review prerequisites (add, modify, or delete) Review content specifications (add, modify, or delete)	Select the best resources to align with TEKS and units Include technology resources throughout curriculum
2006-2007	Throughout the school year as determined by content area team	Add: Create Physical Education K-12th Format Career & Technology for online Continue with Fine Arts K-12 3rd grade Spanish Language Arts Continue to add Spanish resources for Pre-K-5th Bilingual teachers under all content areas	Continue refining all content areas Check for vertical alignment Review for quality summaries Modify units based on teacher and coordinator feedback Revise and realign math TEKS	Review prerequisites (add, modify, or delete) Review content specifications (add, modify, or delete)	Select the best resources to align with TEKS and units Include technology resources throughout curriculum
2007-2008	Throughout the school year as determined by content area team	Add: Study models to organize for more depth and complexity Spanish Language Arts grades 4th-5th ESL Language Arts grades Pre-K-5th Plan with Foreign Language teachers for their curriculum needs	Continue refining all content areas Check for vertical alignment Review for quality summaries Modify units based on teacher and coordinator feedback	Review prerequisites (add, modify, or delete) Review content specifications (add, modify, or delete)	Select the best resources to align with TEKS and units Include technology resources throughout curriculum

**EXHIBIT 1-1 (CONTINUED)  
IRVING INDEPENDENT SCHOOL DISTRICT  
CURRICULUM DEVELOPMENT PLAN  
2003-04 THROUGH 2008-09**

PLAN YEAR	PLANNING DATES	CONTENT AREAS	FRAMEWORK DEVELOPMENT	CONTENT SPECIFICATIONS	RESOURCES
2008-2009	Throughout the school year as determined by content area team	<b>Add:</b> <b>Develop</b> curriculum for Spanish, French, Latin <b>Develop</b> Elementary Vietnamese Bilingual curriculum	<b>Continue</b> refining all content areas <b>Check</b> for vertical alignment <b>Review</b> for quality summaries <b>Modify</b> units based on teacher and coordinator feedback	<b>Review</b> prerequisites (add, modify, or delete) <b>Review</b> content specifications (add, modify, or delete)	<b>Select</b> the best resources to align with TEKS and units <b>Include</b> technology resources throughout curriculum

SOURCE: Irving ISD Curriculum and Development Plan, Department of Teaching and Learning, 2007.

student achievement are those where curriculum is aligned with standards, assessments, and policies. The studies indicate an almost universal concern with matching the curriculum to performance standards and assessment. Massell (2000) reports that in “today’s charged atmosphere of accountability and standards-based reform, districts are seeking to align curriculum and instruction vertically to state policies and horizontally to other elements of district and school practice.” The report also notes that some district leaders believed that “strengthening and aligning curriculum and instruction was a central lever for improvement in the district.”

Some districts utilize centralized curriculum alignment as a means for building capacity among schools and staff. In these cases, the process of aligning curriculum helps increase teachers’ knowledge and understanding of content standards and curriculum materials. Irving ISD has created a process for reviewing curriculum to ensure alignment between what is taught and tested, thereby helping to ensure student attainment of the knowledge and skills necessary to meet the standards of performance established by both the district and the state.

**FULL PARTICIPATION IN ADVANCED ACADEMIC AND ELECTIVE COURSEWORK**

The district implements procedures that encourage all students to fully participate in advanced academic and elective coursework. The District Improvement Committee identified the following objectives in the 2007 district improvement plan (DIP) to address the performance and participation gaps of disadvantaged students:

- Implement procedures to ensure full access and participation in all advanced academic and elective classes for students districtwide.

- Provide a Pre-Advanced Placement (AP) program in middle schools and prepare students from all ethnic groups to successfully complete AP courses.
- Continue to expand the middle school AP Spanish program through the campus improvement and budgeting process.
- Evaluate reports provided by College Board to define participation gaps by district administrators with dissemination of results to curriculum teams and AP teachers.
- Evaluate the barriers related to participation in Pre-AP and AP from elementary to middle school and then middle school to high school.
- Increase the percentage of students scoring a three or higher on AP examination by five percentage points districtwide and at each high school campus.
- Clearly communicate expectations of AP course requirements by a variety of methods to parents and students prior to enrollment in the courses, including parent meetings, printed materials, and individual conferences with students and their parents.
- Develop an electronic system to maintain records of individual student performance on AP exams and provide information by campus, by course, and by teacher.
- Provide ongoing, comprehensive professional development opportunities for teachers that address



the use of effective instructional strategies within the Pre-AP and AP curriculum.

- Ensure vertical alignment and establish consistent standards and expectations in the Pre-AP and AP curriculum through development of curriculum guides for AP courses.

Strengthening and encouraging full participation in all advanced academic, core, and elective curricula is and will continue to be a top priority for the members of the Irving ISD Board of Trustees. Several of the methods and procedures currently being implemented include:

- payment for all advanced placement (AP) courses and exams if student is economically disadvantaged and/or facing a temporary hardship;
- AP Spanish language program at all middle schools; and
- laptop computer distribution to high school students allowing for online access to general information and review material.

The school district has adopted the guiding philosophy of the College Board as it relates to full access, participation, and excellence in academic programs. Full access and participation is reflected in the open-door policy Irving ISD has for students who wish to enroll in a Pre-AP or AP course; excellence is reflected in the achievement levels of Irving ISD students in Pre-AP and AP courses.

Exhibit 1-2 shows student AP participation counts at Irving ISD from 2000–01 to 2005–06 by student ethnic group. As indicated, the number of students participating in AP courses

increased from 681 students in 2001 to 1,050 students in 2006; a 54 percentage point increase in participation over a five year period. Within student subgroups, the greatest increase in participation were for Hispanic and African-American students, with an increase of 150 percent and 81 percent from 2000–01 through 2005–06, respectively. These participation percentages far exceeded the increased enrollment of Hispanic and African-American students in Irving ISD from 2000–01 to 2005–06.

Setting high expectations for all students and providing the instructional support to assist them in meeting these expectations is a hallmark of high-achieving schools and school districts. Irving ISD exemplifies this in its commitment to providing opportunities for all students to engage in rigorous coursework.

Exhibit 1-3 shows the percentage of scores of three or higher on AP examinations from 2000–01 to 2005–06 at Irving ISD. These data show a 21.4 percent increase in the percentage of scores of three or higher between 2004–05 and 2005–06. The percentage of scores of three or higher on AP examinations from 2002–03 through 2004–05 are significantly decreased due to changes in AP examination requirements. Due to the changes in AP examination procedures, Irving ISD requires that all students enrolled in AP courses take the AP examination(s), which is not always the case with other school districts in Texas or throughout the country.

As a result of the increased improvement in the performance in Irving ISD’s AP scores, a record 98 students have earned the designation of AP Scholar by the College Board in recognition of their exceptional achievement on the

**EXHIBIT 1-2  
ADVANCED PLACEMENT COURSES  
COUNT OF IRVING ISD STUDENT PARTICIPATION  
2000–01 TO 2005–06**

	2000–01	2001–02	2002–03	2003–04	2004–05	2005–06
Native American	*	*	*	*	*	*
Asian	117	121	126	100	114	142
African-American	43	53	69	69	81	78
Hispanic	143	188	275	288	357	357
White	362	377	421	363	364	407
Other	12	7	18	19	29	21
No Response	*	20	17	14	32	41
<b>Total</b>	<b>681</b>	<b>768</b>	<b>928</b>	<b>855</b>	<b>980</b>	<b>1,050</b>

\*Federal Educational Rights and Privacy Act regulations do not allow reporting of student counts that are five or under.  
SOURCE: Irving ISD, Executive Summary for AP Program, 2006.

**EXHIBIT 1-3  
PERCENTAGE OF SCORES OF THREE OR HIGHER  
ON ADVANCED PLACEMENT (AP) EXAMINATIONS  
IRVING ISD  
2000-01 TO 2005-06**

YEAR	TOTAL NUMBER OF AP EXAMS	NUMBER OF EXAMS WITH SCORES OF 3, 4, OR 5	CHANGE FROM PREVIOUS YEAR
2000-01	1,428	477	Baseline
2001-02	1,512	639	34%
2002-03	1,705	586	(8.3%)
2003-04	1,654	521	(11.1%)
2004-05	1,919	533	2.3%
2005-06	2,119	647	21.4%

SOURCE: Irving ISD, Executive Summary for AP Program, 2006.

college-level AP Program Exams in 2006. Furthermore, Irving ISD has had students who have qualified for the National AP Scholar Award by earning an average grade of four or higher on a five-point scale on all AP exams taken, and grades four or higher on eight or more of these exams. In 2004-05, 79 Irving ISD students qualified as AP Scholars.

The goals and objectives of Irving ISD are in line with the goals and objectives of the AP Program as managed by the College Board. The College Board established the AP Programs to allow for students to gain the edge in college preparation, to stand out in the college admissions process, and to broaden their intellectual horizons. These measures have allowed for students, including those at Irving ISD, to improve their writing skills and sharpen problem-solving techniques, demonstrate a commitment to academic excellence by pushing themselves to the limit, and develop both reasoning and analytical skills to study subjects in greater depth and detail.

From 2000-01 to 2005-06, Irving ISD has made significant progress toward the goal of improving full access and participation in the AP Program. With a 54 percent increase in the number of students participating, a 48.4 percent increase in the number of exams taken and a 35.6 percent increase in grades of three-to-five on the AP exams, the AP program is on an upward trend. As a result, campuses now have a vested interest and are willing to make changes to ensure that teachers are trained and equipped to deliver a successful, rigorous and academically challenging program.

**STAFF DEVELOPMENT FOR ENGLISH LANGUAGE LEARNER PROGRAMS**

Irving ISD has an exemplary staff development model for the English Language Learner Program that focuses on research-based instructional strategies. Recognizing the need to improve instruction for ELL students through analysis of student assessment data, highly qualified teacher status, and teacher observations, Irving ISD developed and implemented the Academic Resources and Instructional Strategies for Educators (ARISE) staff development program. The program was created in 2005-06 by ELL district coordinators with implementation beginning in 2006-07. The program is based on research-based instructional strategies that have proven to be most effective with ELL students.

The Academic Resources and Instructional Strategies for Educators (ARISE) program is centered on facilitating teacher support through staff development that is pertinent to teachers' needs in working with English language learners. It provides opportunities for improving instruction and overall student achievement by combining research-based programs with instructional leadership; the ultimate goal being to improve learning, teacher retention, and student achievement. ARISE aims to build sustained capacity of highly qualified teachers of ELL students through comprehensive staff development and salary incentives.

Examples of ARISE sessions for 2006-07 include:

- language acquisition for the secondary ELL students;
- building students' background knowledge for learning academic content;
- using comprehensible input and language objectives effectively;
- a six-step process to teach content vocabulary to ELL secondary students in the content classroom;
- ideas for using word walls effectively; and
- dynamic cooperative and flexible grouping.

ARISE participants are grouped into cohorts, each with emphasis on three specific teacher groups. **Exhibit 1-4** shows the three ARISE cohorts and the characteristics of each. As indicated, the program seeks to address the needs of both classroom teachers (Groups I and II) and other professional personnel (Group III). This type of differentiation allows for English as a Second Language trainers to provide greater specialization in the instruction they provide so as to better meet teachers' learning needs.

**EXHIBIT 1-4  
ACADEMIC RESOURCES AND INSTRUCTIONAL STRATEGIES FOR EDUCATORS PROGRAM  
PARTICIPATION GROUPS  
IRVING ISD**

GROUP I GRANDFATHERED GROUP	GROUP II ESL* CORE CONTENT TEACHERS*	GROUP III ACADEMIC SUPPORT TEACHERS
<ul style="list-style-type: none"> <li>All educators who received an ESL stipend in 2005–06 and who are in a 2005–06 eligible assignment in 2006–07.</li> <li>Will receive stipend for class assignment in 2006–07 according to 2005–06 eligibility rules.</li> <li>Are eligible for staff development ARISE sessions.</li> <li>Will receive training stipend in 2007 upon completion of ARISE staff development.</li> <li>Will continue to receive training stipend annually upon completion of ARISE staff development sessions.</li> </ul>	<ul style="list-style-type: none"> <li>Those in district with ESL supplement but not receiving a stipend; new hires for ESL assignments; and newly endorsed ESL teachers:</li> <li>Are eligible for ARISE staff development sessions.</li> <li>Will receive training stipend in 2007 for 2006–07 training upon completion of ARISE sessions.</li> <li>Will continue to receive training stipend annually upon completion of ARISE staff development sessions.</li> </ul>	<ul style="list-style-type: none"> <li>Support teachers of accelerated reading and accelerated math, Read-Right teachers, counselors, librarians, special education inclusion, and so forth will be considered upon reviewing data, feedback, and determining cost analysis.</li> </ul>

\*English as a Second Language.

NOTE: Includes teachers responsible for the subjects of reading, English, math, science, and social studies.

SOURCE: Irving ISD Department of Teaching and Learning, 2007.

McLaughlin and Talbert (2003), note that “reforming districts” seek out and use cutting-edge practices, most especially in professional development where they have reallocated resources to provide site-based resources that reflect best thinking on how to foster teachers’ learning and instructional capacity. The instructional supports provided to schools in “reforming districts” are described by these researchers as “very high quality, intensive, site-focused, and designed in response to teachers’ expressed needs and evidence about student learning.”

In the book titled, *Classroom Instruction that Works with English Language Learners*, the author notes that No Child Left Behind calls for quality education and accountability for all students in public schools across the country. As is the case with Irving ISD, the more diverse the schools become, the greater the challenges to provide appropriate curriculum and instruction.

There is an urgent need to provide quality instruction for ELL students, both in special education programs and in general education classrooms. Teachers of ELL students are searching for effective instructional strategies. Irving ISD is at the forefront in delivering ELL staff development measures that seem to hold promise based on research findings and supported by district evidence.

**DETAILED FINDINGS**

**CAMPUS IMPROVEMENT PLANS (REC. 1)**

Irving ISD’s campus improvement plans lack specific goals, measurable targets and outcomes, and identification of strategies and practices to address specific issues relating to student academic achievement. Policy BQ (LEGAL) provides the basis for development of campus improvement plans in Irving ISD. The policy stipulates that the principals of each school, on an annual basis and with the assistance of the campus improvement committee (CIC), “shall develop, review, and revise the campus improvement plan for the purpose of improving student performance for all student populations...” Each campus improvement plan must:

- assess the academic achievement for each student in the school using the academic excellence indicator system;
- set the campus performance objectives based on the academic excellence system, including objectives for special needs populations, including students in special education programs under Education Code Chapter 29, Subchapter A;
- identify how the campus goals will be met for each student;
- determine the resources needed to implement the plan;
- identify staff needed to implement the plan;

- set time lines for reaching the goals;
- measure progress toward the performance objectives periodically to ensure that the plan is resulting in academic improvement;
- provide for a program to encourage parental involvement at the campus; and
- include goals and methods for violence prevention and intervention on campus.

Policy BQB (LOCAL) outlines specifics in regard to the CIC such as membership, election/selection of members, terms of service, meetings, agendas, and timelines. The policy contains the provision as outlined in BQ (LEGAL) that the CIC is responsible for in the development of a campus plan under the leadership of the principal.

In developing the campus plan, the committee is to address the approved district goals. This provides a link between the district and campus plans. Policy BQB (LOCAL) provides that the board annually reviews and approves campus performance objectives. It is the responsibility of the division directors for Elementary and Secondary Teaching and Learning to work with the principals in developing the campus plans. Training sessions are conducted for the principals related to the development of the plans. The district also provides training for the members of the CIC regarding their responsibilities that includes the development of the campus plan.

The Elementary and Secondary division directors evaluate the campus plans using a locally developed instrument. The division director for Planning/Evaluation/Research in the Department of Teaching and Learning monitors campus compliance with the legal and local requirements related to the CIC. Campus plans are submitted approximately one month after the opening of a school year.

A review of these plans indicates that from a perspective of compliance, campuses are completing the documents according to guidelines outlined by the district. However, most plans are lacking in measurable goals and in the identification of strategies to address specific issues such as achievement gaps between subgroups, low performance by a particular subgroup, campus performance that differs significantly from district performance, and other related issues. The plans primarily contain activities with very broad statements in regard to evidence of strategy attainment. Performance objectives usually state that the objective is to achieve a 90 percent passing rate on the state assessment for

all students and do not take into account the current level of campus performance. For example, if students on a campus currently have a 65 percent passing rate in a particular subject, but the campus improvement plan has an objective to achieve a 90 percent passing rate, then the plan is not establishing a realistic goal for its student academic achievement.

The lack of measurable goals and compelling interventions is reflected in the district's response to closing the student performance gaps between students in regular education and special education on the state assessment. An analysis of elementary and middle school campus improvement plans in Irving ISD indicates that current plans often do not contain specific objectives for special needs populations except in general ways. References to academic performance for these students are only expressed in global, non-specific terms. Several schools listed the following as a strategy for improving student performance: "Provide teachers with listings of special education students and accommodations." While this is a need, it is an activity that does not identify a specific strategy to close the achievement gap. Few of the plans contained specific, measurable goals for closing the achievement gap between special education students and other students. Some of the campuses did make some general statements related to lessening the wide gap between subgroups, but no measurable goals for accomplishing this were identified.

An example of this is reflected in the performance data in mathematics for students in grades 6 through 8 on one of Irving's academically acceptable campuses. **Exhibit 1-5** provides a comparison in performance between regular education students and students in special education on the campus based on the percent meeting TAKS standards. As noted in the exhibit, the performance of regular education and special education students on the Mathematics section of the TAKS for grades 6 through 8 indicates a large percentage point difference between these two student groups on meeting the TAKS standard. This achievement gap ranges from 30 percentage points in grade 6 to 42 percentage points in grade 7.

A review of the improvement plan for this campus in relation to strategies for mathematics revealed no specific measurable goals regarding closing the special education achievement gap. No reference is made in the plan to the achievement gaps shown in **Exhibit 1-5**. Additionally, the strategies related directly or indirectly to special education are as follows:

**EXHIBIT 1-5  
COMPARISON OF REGULAR EDUCATION AND SPECIAL  
EDUCATION  
STUDENT PERFORMANCE FOR GRADES 6 THROUGH 8  
PERCENTAGE MEETING TAKS STANDARDS  
IRVING ISD  
2005-06**

GRADE	CAMPUS	MATHEMATICS	
		SPECIAL EDUCATION	PERCENTAGE POINT GAP*
6	72%	42%	-30
7	59%	17%	-42
8	60%	20%	-40

\*The difference in percentage points between regular education and special education students meeting the performance standard for the Mathematics portion of the TAKS for grades 6 through 8.  
SOURCE: Texas Education Agency, Academic Excellent Indicator System (AEIS), 2005-06.

- Provide tutors to special populations in sixth, seventh, and eighth grade that need extra help preparing for the TAKS math test.
- Offer resource math to students served through special education.
- Mandate double-blocked math classes to all students with exception of GT and special education.

The lack of specific measurable goals in campus improvement plans has significant implications for Irving ISD. A stated goal of the district is to “achieve an exemplary district rating in Texas with each campus achieving a rating above academically acceptable and meeting No Child Left Behind (NCLB) standards.” Despite this objective, the 2005-06 Academic Excellence Indicator System report reflected that Irving ISD was academically acceptable and that in the

district there were no exemplary campuses, four recognized campuses, 25 academically acceptable campuses, and one academically unacceptable campus.

**Exhibit 1-6** provides a comparison of campus accountability ratings of Irving ISD and its peer districts for 2005-06. As reflected in the exhibit, Irving ISD has both the lowest number and the lowest percentage of total campuses with an accountability rating of recognized or exemplary among the peer districts. The difference in percentage points of recognized/exemplary campuses between Amarillo ISD, a peer district, and Irving ISD is significant at 62 percent.

Failure of the campuses to target specific areas where improvement is needed by setting specific, measurable goals and strategies to achieve those objectives will result in the district’s being unable to achieve even a recognized rating as an interim step in achieving an exemplary rating. Unless these campuses are monitored from the perspective of designing measurable goals and setting realistic targets for improvement, academic achievement will not improve to the level required to improve the accountability ratings for the district and the campuses therefore keeping the district from progressing closer to its self-defined goal.

Campus improvement plans should focus on results. As noted by Richard DuFour in an article located in the May 2004 issue of *Educational Leadership*, one of the “Big Ideas” in school improvement relates to this focus. He states that under the leadership of the principal, the staff “... participates in an ongoing process of identifying the current level of student achievement, establishing a goal to improve the current level, working together to achieve that goal, and providing periodic evidence of progress.” DuFour notes that statements such as “we will adopt the Junior Great Books

**EXHIBIT 1-6  
COMPARISON OF STATE CAMPUS ACCOUNTABILITY RATINGS  
PEER DISTRICTS AND IRVING ISD  
2005-06**

STATE CAMPUS ACCOUNTABILITY RATINGS	NUMBER OF CAMPUSES PER DISTRICT				
	AMARILLO	GRAND PRAIRIE	IRVING	PASADENA	UNITED
Exemplary	8	0	0	1	0
Recognized	30	9	4	29	11
Academically Acceptable	13	21	25	18	25
Academically Unacceptable	0	2	1	1	2
Total Campuses Rated	51	32	30	49	38
Percent Recognized/Exemplary	75%	28%	13%	61%	29%

\*Campuses with alternative campus accountability ratings not included. Percentages are rounded.  
SOURCE: Texas Education Agency, Division of Performance Reporting, October 2006.

Program” become measurable goals such as “we will increase the percentage of students who meet the state standards in language arts from 83 percent to 90 percent.”

The National Center for Educational Accountability (NCEA)/Just for the Kids is a national research and policy center focused on using systematic assessment to improve schools. NCEA has developed a “Best Practice Framework” to assist educators in focusing on the practices and strategies that will positively impact student learning in their schools. In the section on curriculum and academic goals, it is noted that a responsibility of the school is to center a school plan on explicit improvement of specific academic objectives. An additional section of the NCEA Framework relates to the need for a leader to monitor, compile, analyze, and use available data.

In his book *The Learning Leader: How to Focus School Improvement for Better Results*, Douglas B. Reeves cites the five dimensions of goals: specific, measurable, achievable, relevant, and timely. In a scoring guide, he outlines the criteria for an “exemplary” score in the five dimensions of goals (see **Exhibit 1-7**).

The district should develop a process that will ensure that campus plans include measurable goals and identify specific strategies and practices that address achievement gaps existing among student subgroups on the campuses. The district should ensure that the plans address specific areas needed for improvement based on student performance on TAKS and other assessments. The division directors of Elementary and Secondary Teaching and Learning should work with all

school principals in developing the campus improvement plans. -

The district should provide training as appropriate in analyzing data, identifying effective practices to reduce achievement gaps, improving student performance in areas of deficiencies, and developing specific and measurable goals.

The division directors should monitor the development of the plans to ensure the inclusion of these specific goals both during the initial development of the plan and throughout the year. The monitoring should include periodic conversations with principals and campus leaders. The process should ensure that an analysis and determination of progress on the campus plan are not delayed till the overall campus plans are evaluated. The district should implement strategies to be evaluated at the conclusion of the school year and identify progress towards the campus improvement plan goals.

**STUDENT PERFORMANCE (REC. 2)**

Irving ISD has implemented strategies for improving student academic performance, but lacks an integral and ongoing process that enables teachers to continuously assess areas of student needs and identify strategies to meet those needs. While the district has improved its overall academic performance over the past several years, it remains below the state and regional averages primarily due to low performance in mathematics and science.

**EXHIBIT 1-7  
CRITERIA FOR DESIGNING SMART GOALS**

PERFORMANCE DIMENSION	CRITERIA FOR EXEMPLARY GOALS (3 POINTS) MEETS ALL CRITERIA FOR PRECEDING LEVEL AND PROVIDES SPECIFIC EVIDENCE TO MEET THE CRITERIA BELOW.
Specific goals	ALL goals and supporting targets specify: <ul style="list-style-type: none"> <li>• Targeted student groups</li> <li>• Grade level</li> <li>• Standard or content area and subskills delineated within that content area, and</li> <li>• Assessments specified to address subgroup needs.</li> </ul>
Measurable goals	ALL goals and targets describe quantifiable measures of performance. Baseline data are always provided for each goal or objective.
Achievable goals	ALL goals and targets are sufficiently challenging to close learning gaps in three to five years for targeted subgroups.
Relevant goals	ALL goals and targets align with urgent student needs. ALL goals can be explicitly linked to the mission and beliefs of the school or district.
Timely goals	Each goal and target describes a fixed date in time when it will be achieved.

SOURCE: Center for Performance Assessment. 2005 Reeves, Douglas B. *The Learning Leader: How to Focus School Improvement for Better Results*, Association for Supervision and Curriculum Development, Alexandria, Virginia, April 2006.

**Exhibit 1-8** provides an analysis of the TAKS scores of Irving ISD, its peer districts, the region, and the state as a sum of all grades tested. In addition to the performance scores of each of the peer districts, a ranking is attached to each district's performance in order of the lowest to highest percent meeting TAKS standard percentages. As shown, Irving ISD ranks in the middle among the peer districts if viewed from the perspective of an overall summary of rankings. In the area of mathematics, however, the district ranked the lowest among the peer districts, tied for lowest rank in all tests taken, and is next to the lowest in science. The district's social studies rank is the highest in comparison to its peers.

For purposes of comparing the student performance scores of two comparable school districts, **Exhibit 1-9** reflects the student population profiles of the peer districts and Irving ISD. As indicated in the exhibit, Pasadena ISD's demographics and special population numbers closely mirror student population characteristics in Irving ISD. For

this reason, Pasadena ISD was selected for comparison with Irving ISD in terms of student performance.

Although the two districts are comparable on these terms, the data reveals significant differences in student performance. Irving ISD student scores are below the scores in Pasadena ISD in all categories except social studies. Irving ISD scored seven percentage points below Pasadena ISD in the category of all tests taken, six percentage points below in mathematics, and five percentage points below in writing and science. Irving ISD students did score four percentage points above Pasadena ISD in social studies. In reading/English language arts, Pasadena ISD students scored slightly higher than students in Irving ISD.

This district-to-district comparison is also useful in highlighting the achievement gap that exists between regular and special education populations at Irving ISD. **Exhibits 1-10** reflects the performance of Irving ISD students in

**EXHIBIT 1-8  
SUM OF ALL GRADES TESTED  
PERCENTAGE MEETING TAKS STANDARD IN PEER DISTRICTS  
RANKING BY CATEGORY OF PEER DISTRICTS AND IRVING ISD  
2005-06**

DISTRICT	READING/ELA* (RANK)	MATH (RANK)	WRITING (RANK)	SCIENCE (RANK)	SOCIAL STUDIES (RANK)	ALL TESTS TAKEN (RANK)
Amarillo	88% 1	75% 1	92% 2	72% 1	86% 2	68% 1
Grand Prairie	82% 4	68% 3	87% 5	60% 5	83% 4	59% 3
<b>Irving</b>	<b>84% 3</b>	<b>67% 5</b>	<b>89% 3</b>	<b>61% 4</b>	<b>88% 1</b>	<b>58% 4</b>
Pasadena	86% 2	73% 2	94% 1	66% 2	84% 3	65% 2
United	79% 5	68% 3	89% 3	63% 3	80% 5	58% 4
<b>Region 10</b>	<b>87%</b>	<b>76%</b>	<b>91%</b>	<b>72%</b>	<b>88%</b>	<b>69%</b>
<b>State</b>	<b>87%</b>	<b>75%</b>	<b>91%</b>	<b>70%</b>	<b>87%</b>	<b>67%</b>

\*English Language Arts.  
SOURCE: Texas Education Agency, AEIS, 2005-06.

**EXHIBIT 1-9  
STUDENT PROFILES OF IRVING ISD AND PEER DISTRICTS  
2005-06**

DISTRICT	AFRICAN AMERICAN	HISPANIC	WHITE	NATIVE AMERICAN	ASIAN	ECON. DIS.*	ELL**
Amarillo	11.2%	39.6%	46.4%	0.3%	2.5%	58.8%	10.2%
Grand Prairie	16.3%	57.9%	21.2%	0.8%	3.8%	59.8%	20.3%
<b>Irving</b>	<b>13.1%</b>	<b>62.7%</b>	<b>19.5%</b>	<b>0.4%</b>	<b>4.2%</b>	<b>68.7%</b>	<b>34.5%</b>
Pasadena	7.8%	72.9%	15.8%	0.2%	3.4%	68.7%	26.6%
United	0.2%	97.6%	1.8%	0.0%	0.4%	74.1%	45.7%

\*Economically Disadvantaged.  
\*\*English Language Learner.  
SOURCE: Texas Education Agency, AEIS, 2005-06.

**EXHIBIT 1-10  
STUDENT TAKS PERFORMANCE FOR GRADES 3-7  
COMPARISON OF DISTRICTS, REGION, STATE  
WITH SPECIAL EDUCATION (SPED)  
2005-06**

GRADE	DISTRICT	READING			MATH			WRITING			ALL TESTS		
		ALL	SP ED	GAP*	ALL	SP ED	GAP*	ALL	SP ED	GAP*	ALL	SP ED	GAP*
3rd	Irving	85%	74%	(11)	74%	65%	(9)				70%	59%	(11)
	Pasadena	92%	85%	(7)	89%	86%	(3)	Not Assessed at this Grade Level			84%	79%	(5)
	Region 10	89%	83%	(6)	84%	78%	(6)				80%	72%	(8)
	State	90%	83%	(7)	83%	76%	(7)				79%	71%	(8)
4th	Irving	77%	60%	(17)	80%	79%	(1)	91%	74%	(17)	67%	49%	(18)
	Pasadena	82%	74%	(8)	85%	72%	(13)	96%	91%	(5)	74%	63%	(11)
	Region 10	83%	78%	(5)	85%	81%	(4)	92%	85%	(7)	75%	68%	(7)
	State	83%	75%	(8)	84%	78%	(6)	92%	84%	(8)	74%	64%	(10)
5th	Irving	72%	72%	0	76%	69%	(7)	60%	55%	(5)	51%	52%	1
	Pasadena	79%	73%	(6)	84%	70%	(14)	74%	54%	(20)	63%	46%	(17)
	Region 10	80%	73%	(7)	83%	74%	(9)	76%	70%	(6)	66%	58%	(8)
	State	81%	71%	(10)	82%	73%	(9)	76%	66%	(10)	66%	55%	(11)
6th	Irving	86%	66%	(20)	70%	49%	(21)				67%	45%	(22)
	Pasadena	91%	80%	(11)	82%	54%	(28)	Not Assessed at this Grade Level			66%	46%	(20)
	Region 10	94%	83%	(11)	94%	83%	(11)				82%	66%	(16)
	State	92%	79%	(13)	92%	79%	(13)				78%	60%	(18)
7th	Irving	74%	55%	(19)	64%	26%	(38)	86%	69%	(17)	57%	26%	(31)
	Pasadena	77%	68%	(9)	72%	59%	(13)	92%	85%	(7)	63%	53%	(10)
	Region 10	81%	64%	(17)	73%	54%	(21)	90%	77%	(13)	67%	47%	(20)
	State	80%	59%	(21)	71%	50%	(21)	91%	75%	(16)	65%	41%	(24)

\*The percentage point difference between regular and special education populations.  
 Note: Gaps of 20 percentage points or higher have been italicized.  
 Source: Texas Education Agency, AEIS, 2005-06.

special education participating in TAKS assessments in grades 3 through 7 compared to the performance of special education students participating in TAKS assessments in Pasadena ISD, the region, and the state in 2005-06. The percentage point gap between regular education and special education student populations is listed.

As noted in the exhibit, in Irving ISD and the comparison district the percentage of achievement gap accelerated significantly in grade 6. **Exhibit 1-11** is a comparison of TAKS test scores between districts and special education for grade 8. Although the percentage point gaps in grade 8 were lower in some areas than in other middle grades, grade 8 contains the highest percentage gap in mathematics of all three middle schools grade. However, comparisons to Pasadena ISD, Region 10, and the State indicate Irving is

consistent with performance gap trends, and in some cases has much smaller performance gaps between these populations.

There are a total of 23 areas of comparison in the tested subjects in grades 3 through 8. In comparing the achievement gap between special education students participating in the TAKS assessments in Irving ISD with students districtwide and the same student comparison in Pasadena ISD, Irving ISD had 12 areas in which the district had a higher percentage gap and Pasadena ISD had 10 areas in which the percentage gap was higher. Irving ISD had 14 areas in which the district had a higher percentage gap compared to Region 10 which had nine areas in which the percentage gap was higher. In comparison with the state, Irving ISD had 13 areas in which



**EXHIBIT 1-11  
STUDENT TAKS PERFORMANCE FOR GRADE 8  
COMPARISON OF DISTRICTS, REGION, STATE  
WITH SPECIAL EDUCATION (SPED)  
2005-06**

ACADEMIC AREA		IRVING	PASADENA	REGION 10	STATE
Reading	District	84%	81%	85%	84%
	SPED	76%	68%	67%	63%
	Gap	(8)	(13)	(18)	(21)
Math	District	61%	65%	67%	68%
	SPED	33%	34%	44%	41%
	Gap	(28)	(31)	(25)	(27)
Science	District	72%	67%	74%	72%
	SPED	66%	52%	52%	48%
	Gap	(6)	(15)	(22)	(24)
Social Studies	District	87%	82%	85%	84%
	SPED	84%	66%	68%	62%
	Gap	(3)	(16)	(17)	(22)
All Tests	District	53%	52%	60%	58%
	SPED	35%	34%	36%	32%
	Gap	(18)	(18)	(24)	(26)

SOURCE: Texas Education Agency, AEIS, 2005-06.

the percentage gap was higher while the state had 10 areas in which the percentage gap was higher.

**Exhibit 1-12** shows the percent of ELL students passing the Spanish version of the state assessment for grades 3 through 5. Irving ISD's ELL performance on these state assessments is lower than statewide performance in all academic areas.

**EXHIBIT 1-12  
STUDENT PERFORMANCE ON THE SPANISH VERSION OF THE TAKS  
COMPARISON BY DISTRICT, REGION, AND PEER  
GRADES 3-5**

GRADE	DISTRICT	READING	MATH	WRITING	SCIENCE	ALL TESTS
3rd	Irving	70%	54%			50%
	Pasadena	82%	78%	Not Assessed at this Grade Level	Not Assessed at this Grade Level	72%
	Region 10	71%	64%			56%
	State	76%	69%			62%
4th	Irving	72%	60%	89%		57%
	Pasadena	71%	70%	94%	Not Assessed at this Grade Level	64%
	Region 10	74%	68%	88%		62%
	State	76%	70%	90%		63%
5th	Irving	56%	41%		7%	29%
	Pasadena	75%	53%	Not Assessed at this Grade Level	29%	45%
	Region 10	59%	48%		26%	33%
	State	65%	49%		31%	33%

SOURCE: Texas Education Agency, AEIS, 2005-06.

The most dramatic differences are on Grade 5 Science with a difference of 24 percentage points and grade 3 Mathematics exams with a difference of 15 percentage points. When compared to Pasadena ISD, these differences are more severe with a grade 3 Mathematics difference of 24 percentage points, a grade 3 All Tests difference of 22 percentage points, and a grade 5 Science difference of 22 percentage points.

In response to these student performance outcomes, some campuses have begun the process of establishing learning communities for purposes of addressing student needs. Interviews with district personnel indicate that these optional programs have been in place for around two years and that their degree of implementation varies at the discretion of the campus principal. Program implementation has been more prevalent in the elementary schools with Nimitz High School being the only secondary institution currently participating. District training sessions have been provided, and some campuses have implemented professional learning communities at varying levels. The district, however, has not taken the necessary action to ensure that learning communities are implemented on a more formal and comprehensive basis across all campuses.

The district initiated several programs and strategies designed to improve student performance, including such diverse initiatives as the following: development of curriculum guides that align with state and district learning standards; full and equal access to advanced academic and elective classes for all students; a three-tiered intervention model for struggling readers in kindergarten through twelfth grade; a staff development program entitled *Academic Resources and Instructional Strategies for Educators* that assists teachers in working with English language learners; and TAKS academics.

Poor student performance by some district campuses resulted in three campuses failing to meet adequate yearly progress (AYP) standards required under the No Child Left Behind Act for the 2005–06 school year. Mathematics performance on the TAKS was identified as the primary reason for failing to meet AYP in 2005–06. Unless significant improvements in student performance are made at the campus level in the future, the district will continue to fall short of its student performance expectations.

To improve student academic performance, many districts and campuses developed campus-based professional development activities consisting of the establishment of teams of teachers planning collaboratively to address the

academic needs of students on the campus. The National Staff Development Council (NSDC) developed a set of standards to guide educators in designing quality professional development experiences. One of the standards relates to learning communities: “Staff development that improves the learning of all students organizes adults into learning communities whose goals are aligned with those of the school and district.” NSDC described the rationale for the standard in this way:

*Staff development that has as its goal high levels of learning for all students, teachers, and administrators requires a form of professional learning that is quite different from the workshop-driven approach. The most powerful forms of staff development occur in ongoing teams that meet on a regular basis, preferably several times a week, for the purposes of learning, joint lesson planning, and problem solving. These teams, often called learning communities or communities of practice, operate with a commitment to the norms of continuous improvement and experimentation and engage their members in improving their daily work to advance the achievement of school district and school goals for student learning.*

NSDC, in the rationale for campus learning communities, described some of the priority tasks of learning teams:

- Hold day-to-day professional conversations focused on instructional issues.
- Concern themselves with practical ways to improve teaching and learning.
- Take responsibility for the learning of all students of team members.
- Assist one another in reviewing standards students are required to master, planning more effective lessons, and critiquing student work.

In a presentation entitled “Making the Case for Professional Learning Communities” at the January 2007 Texas Association of School Administrators (TASA) Conference, Becky DuFour noted that other groups endorsing the concept of professional learning communities included The National Board for Professional Teaching Standards and The National Commission of Teaching and America’s Future.

DuFour’s presentation outlined the following as characteristics of a professional learning community:

- shared mission, vision, values, goals;
- collaborative teams focused on learning;

- collective inquiry into “best practice” and “current reality”;
- action orientation/experimentation;
- commitment to continuous improvement; and
- results orientation.

In an article entitled “Up and Away” in the *Journal of Staff Development* (Spring 2002), Mike Schmoker stated that there is substantial evidence that results are virtually inevitable when teachers working together in teams do the following:

- Focus substantially, though not exclusively on assessed standards.
- Review simple, readily available achievement data to set a limited number of measurable achievement goals in the lowest-scoring subjects or courses, and target specific standards where achievement is low within that course or subject area.
- Work regularly and collectively to design, adapt, and assess instructional strategies targeted directly at specific standards of low student performance revealed by the assessment data (for example, “measurement” in math, “voice” in writing, “sight reading” in music).

In this same article, Schmoker noted that in earlier writings he had described the success of five school districts and a number of individual schools. He indicated that most of the schools faced socioeconomic challenges. Their success, he stated, was built around these themes: setting goals (few in number); using data to identify areas of lowest performance; and finding, creating, and continuously refining better ways to teach to those skills using a baseline and measuring the number of students learning the targeted skills. Schmoker believes teams of teachers can improve instruction in those areas of lowest performance to reach measurable goals. Schools, he believes, despite demographic disadvantages and a history of low achievement, can and do improve when teachers work in teams.

The district should establish professional learning communities at all Irving ISD campuses. Professional development initiatives should be concentrated at the campus level, and district resources should be targeted to address issues related to student performance on the campuses. Immediate and direct attention should be devoted to the areas of science and mathematics. Prior to implementation, the district should ensure that all campus principals and other campus leaders have received intensive and focused

training related to characteristics, functions, norms, and other aspects of professional learning communities.

The district should provide the resources and training to support the learning and collaboration of campus staff. The district should also design ways to provide time for teacher collaboration. Professional development initiatives in the district should be concentrated at the campus level and district resources must be targeted to address issues related to student performance on the campuses.

### **PROGRAM EVALUATION (REC. 3)**

The district does not have a designated program evaluator and has not established a formal process for program evaluation. Irving ISD has a Division of Planning/Evaluation/Research (P/E/R) in the Department of Teaching and Learning. The division is headed by a division director who is served by a secretary and two coordinators: a student assessment coordinator and an interim assessment coordinator.

The department’s planning component oversees the district’s annual planning efforts regarding the District and Campus Improvement Plans to ensure district compliance with state regulations. The division’s evaluation component is tasked with administering all internal testing instruments, including the state’s mandated TAKS assessment. The division’s research component performs instructional program evaluation and research but only in a minimal capacity. In interviews with the review team, staff indicated that the district had a program evaluator position approximately five years ago but no longer has a staff person dedicated to do program evaluation. Documentation also provided the review team includes a district document titled “Program Evaluation Model Used by the District,” where it is indicated that program evaluation “is embedded into the district planning process” and is not a stand-alone function. The document also states that the district “prepares a data packet for the various subcommittees of the District Improvement Plan (DIP)” and this “data packet becomes the evaluation of program effectiveness for the prior year and needs assessment for the new plan”. The document also states that the district has a small P/E/R department “that assists with program evaluation as possible.”

Interviews with district staff also indicated that the majority of the division’s work is concentrated on overseeing planning documents, conducting testing, and securing testing instruments, and that the division is left with little time to conduct needed program evaluation. To maximize the

evaluation function, the district approves research studies from organizations and individuals outside the division, or the district contracts with consultants for some program evaluation. Some recent examples of using external consultants include the evaluations of the Technology Immersion Pilot program, the Union Bower Center for Learning, and various data analyses conducted for a variety of district campuses by an education consultant. The district does not employ a consistent formal model or guide in its program assessment. Anecdotal information and some data is used in support of programs administration feel should be continued.

Finally, the district does not have a program evaluation schedule indicating which programs are being currently reviewed for effectiveness and which programs are to be evaluated next. In responding to an information request during the performance review, the district indicated that no program evaluation schedule exists. A review of a list of documents identified by the district as course or program evaluations revealed that most were reports and surveys rather than program evaluations. One report, however, *Reading Recovery Site Report, 2005–06*, is reflective of a model of formal program evaluation. It was noted in the introduction to this report that the major goals of the evaluation were: (a) to report student outcomes and (b) to plan improvement based on an analysis of effectiveness and efficiency. However, the evaluation on this program was in compliance with the requirements of the grant funding the program and was not part of a systematic process used by the district to ensure the program's value.

Failure of the district to provide a staff person to plan and conduct program evaluations and the lack of a formal process for program evaluation in the district will result in the district's continuing to direct resources to programs and strategies that may be inefficient, ineffective, or marginally effective in promoting student achievement. In light of the district's limited resources, it is imperative that every dollar expended for programs and strategies be directed to those proven by data to be making a positive difference in student success.

The Office of Superintendent of Public Instruction in the State of Washington published a comprehensive document in October 2004 entitled *Characteristics of Improved School Districts: Themes from Research*. The publication states that improved school districts "use data as evidence to monitor results, for making instructional or resource allocation decisions, and for accountability." Researchers participating

in the development of the document reviewed a number of studies of improved districts and determined that data for decision-making is a powerful educational reform tool. With strategic allocation of resources based on program evaluation, districts can provide, allocate, reallocate, and find resources to ensure quality instruction.

Fairfax County Public Schools (FCPS) in Virginia has an Office of Program Evaluation within its Department of Accountability. This office has the following responsibilities:

- Conducts evaluations of instructional programs for reporting to the Leadership Team, School Board, and individual schools.
- Designs and manages program accountability systems for the division, such as the Quality Programs Assurance System (QPAS) and division-level program evaluations.
- Communicates program evaluation designs and results (via presentations and written reports) to various audiences, including school, cluster, and central office staffs, community members, the Superintendent, and School Board.
- Provides technical assistance:
  - in designing and conducting surveys, assessments, and evaluations;
  - within and external to the Department of Accountability in the design, collection, and analyses of data to judge the effectiveness of schools; and
  - on Target committees to help ensure the valid use and presentation of data.
- Oversees the screening of all requests to conduct research (collect data) in Fairfax County Public Schools involving students and/or staff.

Additionally, FCPS developed a Quality Programs Assurance System (QPAS) in response to a request from the school board in Fairfax County to design a process that would enable the board to specify multiple levels of program accountability reporting and would reserve evaluations for the most complex requests and decisions. **Exhibit 1-13** reflects the three components in the process:

The information in the exhibit is only a small part of the comprehensive model for program evaluation that enables FCPS to maintain high-quality programs. The model is

**EXHIBIT 1-13  
FAIRFAX COUNTY PUBLIC SCHOOLS  
QUALITY PROGRAMS ASSURANCE SYSTEM**

QUALITY PROGRAM ASSURANCE SYSTEM COMPONENTS	PURPOSE OF DATA AND REPORTS
Documentation Report	To address a set of basic questions about a program over a single year and to guide staff modifications of a program during the school year.
Review Report	To address a set of basic questions about a program over two years; to guide staff modifications of a program at the end of a two-year period; and to inform policy level decisions about program funding
Evaluation Report	To address a set of complex questions about a new or existing program over a three- to five-year period; and to inform policy level decisions about funding and/ or program continuation.

SOURCE: Fairfax County Public Schools Website, Department of Accountability.

especially useful in large districts having multiple programs that would be difficult to formally evaluate every year but that need documentation and review on a regular basis prior to a formal, comprehensive evaluation.

Districts like Northside ISD in San Antonio developed a document that identifies basic questions used in the district’s program evaluation process. Questions include:

- What were the program’s goals and were they met?
- What were the program’s implementation guidelines and were they followed?
- What were the perceptions of staff, students, or others?
- Was the program worth the cost?
- How can the program be improved?

Finally, other districts in Texas with departments that include successful program evaluation components include the Carrollton-Farmers Branch, Pasadena, Fort Worth, and Northeast ISDs.

The district should create a staff position in the Division of P/E/R and establish a formal process for program evaluation. The assistant superintendent for Teaching and Learning with input from the P/E/R director should investigate successful evaluation programs and recommend to the superintendent that the division hire a program evaluator and begin a formal process of instructional program evaluation conducted cyclically. Designating a position for program evaluation

would enable the district to conduct most if not all of the needed program evaluations as well as provide a resource for district and campus leadership in designing and conducting surveys.

In June 2007, the district posted a vacancy notice for a program evaluation specialist. It is assumed that the district has already budgeted for this position.

**SHARS REIMBURSEMENT (REC. 4)**

The district lacks a process to ensure that all Medicaid-reimbursable services provided to students who qualify for and receive these services as part of the School Health and Related Services (SHARS) program are identified and documented for inclusion in the district’s Medicaid billing. The SHARS program is a Medicaid financing program that is a joint program of the Texas Education Agency (TEA) and the Texas Health and Human Services Commission (HHSC). The program enables school districts to secure Medicaid reimbursement for designated health-related services to students in special education. SHARS providers are reimbursed the federal share of the established reimbursement rate using existing state and local special education allocations as the state match.

TEA’s Division of Interagency Coordination oversees the SHARS program. Based on information contained in a TEA-published document on SHARS, school districts receive federal money for SHARS services provided to students who meet certain requirements. Students must meet all of the following requirements:

- Be Medicaid eligible;
- Meet eligibility requirements for special education described in the Individuals with Disabilities Education Act (IDEA); and
- Have Individual Education Plans (IEPs) that prescribe the needed services.

SHARS services include the following:

Audiology and Hearing Services	Psychological Services
Counseling Services	Occupational Therapy
Nursing Services	Physical Therapy
Personal Care Services	Speech and Language Services
Physician Services	Transportation Services

Services must be provided by qualified professionals under contract with or employed by the district through a shared services arrangement (SSA). Additionally the school district/SSA must be enrolled as Medicaid providers in order to bill Medicaid.

Irving ISD contracts with a third party administrator to provide Medicaid reimbursable services to special education students. The district must provide evidence of services to students in order to receive federal reimbursement for them. To do this, each care provider must complete a log of services directly provided to the student. The logs from these care providers are then compiled by the district and sent to the third party administrator who submits them on the district's behalf as a billing agent.

In the area of personal care services the district has not been documenting services provided to students and therefore has not included these services in its Medicaid billing. Services to students in other eligible areas also may not have been documented, but information from the district was not available to make this determination. Additionally, in interviews with the review team, the Director of Special Education could provide no information on the number of special education students eligible for Medicaid or the number of services provided by category of service.

**Exhibit 1-14** compares the total student enrollment, percent of students economically disadvantaged and percent of students in special education across three districts: Irving ISD, Goose Creek CISD, and United ISD.

**Exhibit 1-15** compares the SHARS Medicaid reimbursements from 2003-04 through 2005-06 to the reimbursement amounts received by Goose Creek CISD and United ISD. As shown, the district is receiving a relatively small reimbursement

**EXHIBIT 1-14  
STUDENT PROFILE OF IRVING ISD, GOOSE CREEK CISD, AND UNITED ISD  
2005-06**

DISTRICT	STUDENT ENROLLMENT	PERCENTAGE OF ECONOMICALLY DISADVANTAGED	PERCENTAGE OF SPECIAL EDUCATION
Irving	32,620	68.7%	9.1%
Goose Creek	20,109	61.8%	9.9%
United	35,638	74.1%	11.8%

SOURCE: Texas Education Agency, AEIS, 2005-06.

**EXHIBIT 1-15  
SHARS MEDICAID REIMBURSEMENTS  
COMPARISON OF IRVING ISD, GOOSE CREEK CISD, AND UNITED ISD**

YEAR	IRVING	GOOSE CREEK	UNITED
2003-04	\$163,984	\$135,450	\$229,089
2004-05	\$49,522	\$144,057	\$165,857
2005-06	\$51,802	\$1,334,530	\$2,216,935

SOURCE: Irving ISD Department of Business Services, Texas Education Agency, Public Education Information Management Systems.

based on the size and profile of the district and in comparison with other districts.

By not identifying, documenting, and billing for all eligible health-related services being provided to exceptional students, the district is failing to maximize Medicaid reimbursements. The additional funding that would be generated as a result of taking actions to maximize reimbursements could be used to provide enhanced or additional services to students in Irving ISD.

Districts that have developed a comprehensive and aggressive process for documenting services provided to students in special education through the SHARS program are realizing significant reimbursements. Two Texas school districts, the Aldine Independent School District and the Northside Independent School District, have developed a process and implemented procedures that have enabled the districts to maximize reimbursements.

The district should develop a process to document and monitor all Medicaid health-related services provided to exceptional students as part of the SHARS program to ensure the district is capturing all reimbursements for services provided. Initially, the district should conduct a comprehensive assessment of eligible students receiving services through the SHARS program. The assessment should include all of the related services. The district should then develop a process to ensure that services provided to eligible students are documented. This documentation should then be included in the Medicaid billing that is submitted for all eligible students receiving services in any of the approved health related services in the SHARS program.

Although there have been significant changes in the state Medicaid plan as of September 1, 2006, resulting in some lowering of reimbursement rates and that districts now face an additional requirement to secure informed parental consent (IDEA, 2004), the opportunity for districts to secure

significant funding as reimbursement for services provided is still available. The additional funding generated through increased reimbursements can be used by Irving ISD to improve and expand services and programs for special education students as well as other students in the district.

Based on the amounts of reimbursements received by districts with similar student profiles, the district could receive \$461,913 annually in additional Medicaid funding. This fiscal impact begins in the 2008–09 school year to give the district time to implement the recommendation. The fiscal impact assumes the district will receive comparable reimbursement to similarly sized districts by taking an average of the three-year average for both Goose Creek ISD (\$538,012) and United ISD (\$870,627), subtracting the three-year reimbursement average for Irving ISD (\$88,435) or  $[(\$538,012 + \$870,627) / 2] - \$88,435 = \$615,884$ , and applying a 25 percent reduction to address reduced reimbursement rates that are expected for the Medicaid program ( $\$615,884 \times 75 \text{ percent} = \$461,913$ ).

#### **ALTERNATIVE EDUCATION CENTER (REC. 5)**

The district has not developed a comprehensive action plan to address academic and operational needs at the Union Bower Center for Learning (UBCL), a diverse alternative secondary campus offering several educational programs and services for students in need of academic acceleration and literacy intervention. An evaluation of the programs and services at the alternative learning center, UBCL, was conducted in 2005–06. As part of the assessment, an outside consultant worked with the principal to review programs and facilitate a self-assessment completed by campus staff. The study identified issues such as poor academic performance and inadequate facilities, however, the district, to date, has not taken action to address all the issues.

On April 10, 2006, the Irving ISD Board of Trustees received a report and presentation by the center's principal on UBCL's assessment. Some of the findings reported to the board included the following:

- Services are fragmented and somewhat isolated from each other, resulting in some duplication of services, less efficient use of staff, and rigidity in the assignment of students.
- Services are housed in two buildings and two portables, making it difficult to build team spirit, a culture of collaboration, and a consistent philosophy of curriculum and instruction.

- There is little alignment of curriculum across program components; the self-paced curriculum currently used in the MEGA component of the school does not allow for adequate student engagement; and authentic learning does not have the rigor necessary for maximum student success.
- Student performance and attendance need improvement.

In addition, the UBCL principal presented the board with proposed changes for the campus that he believed would result in a more efficient operation. The proposed changes included:

- Eliminate fragmentation of programs by merging components into a unified system of schooling for students who need alternative schooling for a variety of reasons.
- Realign the curriculum to provide a continuum of instructional services designed to address the needs of the diverse population and place students into a schedule that meets their instructional needs.
- Remove the CTED program from current facility to allow the alternative school to be housed in a single building enabling better use of staff, integrated services, and development of staff collaboration and mutual support.
- Develop an intake procedure that orients new students, makes them feel welcome, clarifies their goals, and discovers their interests.
- Create a culture of instructional rigor and high expectations for all students.

In addition, facility needs identified in the report for UBCL were recommended to be completed in two phases, and according to the executive director for Facilities and Services, most, if not all of the facilities changes proposed for Phase I have been completed. Phase II, a redesign and expansion of the facility to accommodate changes in curriculum and provide more flexible space for the changes, is to be addressed sometime in the future. Instructional issues continue to be pending action. No formal documents or written reports were available from the district to identify specific actions to be taken in regard to the report or a timeline for accomplishing the report's recommendations.

The Texas Education Agency, for accountability purposes, identifies the campus as an elementary/secondary school type

with a grade span of 6 through 12. The 2005–06 Campus Performance Report on the Academic Excellence Indicator System (AEIS) reflected an enrollment of 277 students at UBCL that were assessed using the TAKS assessment instrument. Based on an interview with the UBCL principal, another 100 to 125 students are enrolled in programs and activities at the campus but are not required to participate in TAKS assessments. These students participate in language development labs or the center’s literacy program. Enrollment varies continuously at the campus because of the nature of the programs.

**Exhibits 1-16 and 1-17** provide a profile of the students at UBCL who participate in TAKS assessments. **Exhibit 1-16** reflects the number and percentage of students at UBCL by grade level for 2005–06.

As noted in the exhibit, students classified in grade 8 comprised the largest percentage of enrollment at 28.5 percent. Students in grades 10 and 12 made up almost one-half of the total school enrollment at 48.7 percent, while students in grades 9 and 11 comprised slightly over 20 percent of the total enrollment at 21.37 percent. It should be

**EXHIBIT 1-16**  
**STUDENT ENROLLMENT BY GRADE LEVEL**  
**UNION BOWER CENTER FOR LEARNING**  
**2005–06**

GRADE	NUMBER OF STUDENTS	PERCENT
Grade 6	*	*
Grade 7	*	*
Grade 8	79	28.5%
Grade 9	33	11.9%
Grade 10	74	26.7%
Grade 11	26	9.4%
Grade 12	61	22.0%

\*FERPA regulations do not allow reporting of student counts that are five or under.  
 SOURCE: Texas Education Agency, AEIS, 2005–06, Campus Profile.

**EXHIBIT 1-17**  
**STUDENT ETHNICITY DISTRIBUTION**  
**AS A PERCENTAGE OF THE TOTAL STUDENT ENROLLMENT**  
**UBCL COMPARED TO DISTRICT**  
**2005–06**

GROUP	AFRICAN AMERICAN	HISPANIC	WHITE	NATIVE AMERICAN	ASIAN/PACIFIC ISLANDER
District	13.1%	62.7%	19.5%	0.4%	4.2%
UBCL	10.8% (30 students)	76.5% (212 students)	11.6% (32 students)	0.4% (1 student)	0.7% (2 students)

SOURCE: Texas Education Agency, AEIS, 2005–06, Campus Profile.

noted that although students are listed as grade 8 in the exhibit, these students participate in an accelerated program and are enrolled in grade 9 classes.

**Exhibit 1-17** presents the ethnic distribution of students at UBCL as compared to the district profile. The number of students in each ethnic group for UBCL also appears in the chart. The exhibit indicates the percentage of students in each ethnic group at UBCL is fairly reflective of the district profile with the exception of Hispanic students who are overrepresented at 76.5 percent compared to their percentage in the district as a whole (62.7 percent). There is a lower percentage of African American, White, and Asian/Pacific Islanders, though the differences are not significant. The percentage of Native Americans is the same for UBCL and the district.

**Exhibit 1-18** details other demographic information in several categories with a comparison between UBCL and the district. The number of students in each category at UBCL also is indicated. As reflected in the exhibit, the percentage of economically disadvantaged students is almost identical at UBCL and in the district overall. In all other categories, the percentage of students in each category is significantly higher at UBCL than in the district overall. Of particular interest is the 91 percent at-risk student population at Union Bower.

The alternative center houses the following programs and services:

*MEGA Program*

An alternative high school program in Irving ISD. A limited number of students are accepted each quarter. Admission is by application only, and assignments are made once a student and a counselor have agreed that enrollment in the MEGA program is the best placement for the student. Enrollment begins each nine weeks on the quarter system, and admission is determined by space availability.



**EXHIBIT 1-18  
PERCENTAGE COMPARISON OF OTHER STUDENT INFORMATION  
UNION BOWER CENTER FOR LEARNING COMPARED TO DISTRICT  
2005-06**

GROUP	ECONOMICALLY DISADVANTAGED	ENGLISH LANGUAGE LEARNERS	STUDENTS WITH DISCIPLINARY PLACEMENT*	AT RISK	MOBILITY*
District	68.7%	34.5%	2.4%	65.3%	21.5%
UBCL	68.6% (190 students)	48.4% (134 students)	7.1% (27 students)	91.0% (252 students)	60.3% (229 students)

\*Information from 2004-05.  
SOURCE: Texas Education Agency, AEIS, 2005-06, Campus Profile.

Priority for acceptance into MEGA is given to the following categories of students:

- Under-credited and over-aged;
- Have failed a grade in high school;
- Have dropped out of school for at least a year; and
- Need literacy of language intervention.

Teenage Pregnant and Parenting Students (TAPPS)

TAPPS is an optional all-day program for pregnant students. Students choosing the program are enrolled in core subject classes in the MEGA program. Additionally, students have a special class related to parenting. After delivery of the child, the student may return to the home campus or remain in the MEGA program.

Alternative Ninth Grade Program

This program is designed to accelerate learning for those students who are behind in their education and who have not been successful in a traditional school. Students must be 15 years of age prior to September 1 to be eligible for enrollment and not be eligible to advance to the ninth grade. The core subjects of English, mathematics, science, and history are provided, along with a special advisory class that focuses on team building, leadership skills, critical thinking skills, social skills, and conflict resolution.

Language Development Program

The purpose of this program is to receive newly arriving students from other countries who have experienced interruptions in schooling or who may be lacking in educational experience. Enrollment is determined by the district's Language Proficiency Assessment Committee. Students receive training and cultural awareness from specially trained teachers.

Literacy Lab

This program is designed to assist students who are reading significantly below grade level. Students focus on reading strategies, and practice is designed to increase vocabulary and raise reading levels.

Communities in Schools (CIS)

Programs and services of CIS are available to students enrolled at UBCL. These include supportive guidance, academic support, health and human services, and parental and family support.

ARK for Teens (Adults Relating to Kids)

The program was developed by the ARK group to assist parents in gaining the skills to provide unconditional love to their children and young people. ARK for Teens provides opportunities for students to meet with a staff member who acts as their advocate. Students participate in discussion groups to talk about accomplishments and concerns.

Health Clinic

The clinic is staffed by a nurse who provides various health services to students. Additionally, information related to health services is provided to students and parents.

Student performance at UBCL is significantly below district levels, as shown in **Exhibits 1-19** and **1-20**. The exhibits provide a comparison between the percentage of students meeting the TAKS standard by grade level at UBCL and in the district overall.

As noted in **Exhibit 1-19**, the performance scores for students in grade 9 on the state assessment in UBCL are significantly lower than those of students in grade 9 elsewhere in the district. The percentage passing for UBCL are 14 percentage points lower in reading and 31 percentage points lower in mathematics. Only 26 percent of students in grade 9 at UBCL passed all tests taken as compared to 47 percent of students in the district overall.

**EXHIBIT 1-19  
TAKS MET STANDARDS  
COMPARISON OF DISTRICT AND UBCL STUDENTS BY GRADE  
GRADE 9  
IRVING ISD  
2005-06**

TEST	DISTRICT	UBCL
Reading	87%	73%
Math	48%	17%
All Tests	47%	26%

SOURCE: Texas Education Agency, AEIS, 2005-06.

**Exhibit 1-20**, which compares the student performance of tenth graders at UBCL and in the district overall on the TAKS standard reveals major differences between UBCL and the rest of the district. The percentage of mastery by UBCL students in grade 10 in science (three percent), in mathematics (19 percent), and for all tests taken (six percent) is extremely low. Although the percentages of students passing in English Language Arts and social studies are not as low as in mathematics, in science, and for all tests taken, the scores in these areas are still significantly below the district percentage meeting TAKS standards.

**EXHIBIT 1-20  
PERCENTAGE OF STUDENTS MEETING TAKS STANDARDS  
COMPARISON OF DISTRICT AND UNION BOWER CENTER  
FOR LEARNING STUDENTS  
GRADE 10  
2005-06**

TEST	DISTRICT	UBCL
English Language Arts	90%	34%
Math	57%	19%
Science	57%	3%
Social Studies	84%	41%
All Tests	46%	6%

SOURCE: Texas Education Agency, AEIS, 2005-06.

**Exhibit 1-21** provides a comparison of students performance in grade 11 as a percent of students meeting the TAKS standard at UBCL and in the district overall. As shown, the differences in scores are not as significant as in grades 9 and 10, but the difference in percentage points of mastery in mathematics is large with a 25 percentage point difference in student achievement and for all tests taken with a 27 percentage point difference in student achievement.

The significance of the prior exhibits indicates a trend that while students attending UBCL have access to specially

**EXHIBIT 1-21  
PERCENTAGE OF STUDENTS MEETING TAKS STANDARDS  
COMPARISON OF DISTRICT AND UNION BOWER CENTER  
FOR LEARNING STUDENTS  
GRADE 11  
2005-06**

TEST	DISTRICT	UBCL
English Language Arts	87%	78%
Math	71%	46%
Science	68%	62%
Social Studies	92%	92%
All Tests	58%	31%

SOURCE: Texas Education Agency, AEIS, 2005-06.

designed academic programs and support services such as CIS and ARK for Teens, the programs and services do not appear to have had a significant impact on student academic performance. If the district continues to wait on an action plan to improve the academic conditions and operational needs of the students and its facility, the performance of these students will not only impact the district's overall academic ratings but more importantly factor in the individual success of each student.

Many outstanding alternative schools in state and nationally presently provide services for students needing an optional setting for classroom instruction. For example, both Birdville ISD and Austin ISD in Texas have outstanding alternative high school programs for nontraditional students. The Academy for Individualized Study (AIS) in Clark County Schools in Nevada addresses the educational needs of students in an independent study format, while Stockton, California's Unified School District has an alternative/continuation high school called Model Alternative.

In addition, the National Governors Association for Best Practices recommends that to develop and maintain quality alternative education programs, the following strategies should be adopted:

- Strengthen links between traditional and nontraditional education systems.
- Invest resources to support the transition to high academic standards and beyond.
- Improve "early warning systems" to identify lower-performing students.
- Support longer-term programs to help students who are well behind grade level.

- Develop data-driven accountability measures for alternative education programs.
- Develop enhanced programs that link to postsecondary education and advanced job training.
- Collect data on alternative education programs and students to inform policymakers and allow for accountability.

The district should develop a comprehensive and detailed plan of action to address identified issues at the Union Bower Center for Learning. A committee consisting of the UBCL principal, three staff members, and the executive director for Facilities Services should work together to develop the plan. The plan should include timelines indicating when recommendations will be implemented, and needed staff and funding streams will be used. The district should consider

phased in approaches for instructional needs as they were on the facility side of the plan. The district should include funds for the redesigned facilities in the district’s capital improvement projects or as part of a bond package should the district be anticipating such a proposal in the near future. The plan should be submitted to the Board of Trustees for approval. Changes resulting from the plan should enable the district to provide a more efficient and effective educational program for those students in Irving ISD’s alternative educational program.

For background information on Educational Service Delivery, see page 167 in the General Information section of the appendices.

**FISCAL IMPACT**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 1: EDUCATIONAL SERVICE DELIVERY</b>							
1. Develop a process that will ensure that campus plans include measurable goals and identify specific strategies and practices that address achievement gaps existing among student subgroups on the campuses.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2. Establish professional learning communities at all Irving ISD campuses.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3. Create a staff position in the Division of Planning/ Evaluation/ Research and establish a formal process for program evaluation.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4. Develop a process to document and monitor all Medicaid health-related services provided to exceptional students as part of the School Health and Related Services program (SHARS) to ensure the district is capturing all reimbursements for services provided.	\$0	\$461,913	\$461,913	\$461,913	\$461,913	\$1,847,652	\$0
5. Develop a comprehensive and detailed plan of action to address identified issues at the Union Bower Center for Learning.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTAL-CHAPTER 1</b>	<b>\$0</b>	<b>\$461,913</b>	<b>\$461,913</b>	<b>\$461,913</b>	<b>\$461,913</b>	<b>\$1,847,652</b>	<b>\$0</b>



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## **CHAPTER 2**

# **DISTRICT LEADERSHIP, ORGANIZATION, AND MANAGEMENT**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 2. DISTRICT LEADERSHIP, ORGANIZATION, AND MANAGEMENT

The Irving Independent School District (Irving ISD) is governed by a seven-member Board of Trustees elected at-large who serve three-year staggered terms. As shown in **Exhibit 2-1**, the term(s) for three of the board members will expire in 2007, with the term(s) of two additional members expiring in 2008 and 2009, respectively. In the May 12, 2007 election, the following individuals were re-elected to the board: Nita Patrick (Place 5), and Jerry Christian (Place 6), with Ronda Huffstetler (Place 7) rejoining the board after a three-year absence. All board members are appointed and are active participants in the district's six standing committees.

**EXHIBIT 2-1**  
**IRVING ISD BOARD OF TRUSTEES\***  
**2006-07**

NAME	TERM EXPIRATION	POSITION
Michael Hill	2008	Vice-President
Barbara Cardwell	2008	Member
Randy Stipes	2009	President
Valerie Jones	2009	Member
Nita Patrick	2007	Member
Jerry Christian	2007	Member
Ken Murray	2007	Secretary

\*Board of Trustees composite, March 2007.  
Source: Irving ISD website, 2007.

Irving ISD board members meet semimonthly for both a Noon Work Session at 12:00 noon, and a regular meeting at 7:00 p.m.; special meetings are called when necessary. All meetings, including the standing committee meetings, are open to the public and meet the legal requirements as set forth by the Texas Open Meetings Act, and the Texas Government Code Chapter 551. The regular meetings allow for the board members to vote on the findings and recommendations presented at the noon work sessions.

The daily operations of the district are overseen by the superintendent who has been charged with effectively executing the policies adopted by the board and managing the administration of all district operations including assigning personnel responsibilities. The superintendent's duties require the establishment of a school/organizational climate that is conducive to learning; the recruitment, hiring, and retention of qualified personnel; the adoption,

implementation, and enforcement of sound fiscal practices; the promotion of good school-community relations; and the establishment of excellent communication between board members and the superintendent's office. Mr. Jack Singley has served as superintendent of the Irving ISD since 1988. Prior to being hired as the superintendent, Mr. Singley served Irving ISD for 23 years as a teacher, principal, personnel director, and assistant superintendent for administration.

### ACCOMPLISHMENT

- The board and superintendent in Irving ISD ensure an ongoing process of support for staff and students by recognizing their achievements and honors in visible, diverse, and significant ways.

### FINDINGS

- The district lacks an organizational structure that promotes efficiency and effectiveness in relation to reporting responsibilities and span of control.
- Irving ISD lacks a comprehensive long-range strategic plan that provides for a seamless approach regarding the district's instructional and operational needs.
- Irving ISD's policies address the issues of board and staff travel and reimbursements but lack specificity regarding eligible travel expenses and reimbursement procedures.
- The district is not posting conflict disclosure statements for all board members and the superintendent and is not providing continuing education for board members and other administrative personnel regarding the specific requirements of Chapter 176.
- The district is not in compliance with board policy (LOCAL) BDB requiring that adequate minutes of all committee meetings shall be transcribed and maintained.
- The district lacks efficiency in preparing board agendas and minutes.
- Irving ISD does not provide an introductory web page on its website for users of online policies to ensure accessibility.

## RECOMMENDATIONS

- **Recommendation 6: Review the district's organizational structure and develop a revised district organizational plan.** The superintendent should plan to include the recommended changes related to the district's organizational structure and present it to the board for their approval. Following board review and approval, the superintendent should ensure that the district organizational chart, job descriptions of the positions affected, and other issues affected by the changes be revised accordingly.
- **Recommendation 7: Initiate a process for developing a five-year strategic plan.** The superintendent should take the initial action of developing a proposal related to a strategic planning process that would be presented to the board for review and approval. The plan should enable the district to project future needs while current district initiatives and operations are being reviewed and evaluated.
- **Recommendation 8: Revise board policy (LOCAL) BBG and DEE to address the need for specificity related to board and staff travel and reimbursement.** The new policy BBG and DEE (LOCAL) should reference the district's *Reference Guide for Business Office Procedures* and be used in orientation training for new board and staff members as well as included in the annual training for all board members. It is critical that board members as well as all school personnel be fully aware of laws, policies, and procedures related to acceptable expenses and the procedures regarding reimbursement.
- **Recommendation 9: Deliver immediate and continuing training for board members and appropriate administrators on the requirements of Local Government Code, Chapter 176 and post conflict disclosure statements for all board members and the superintendent.** Future training sessions regarding Chapter 176 should be provided for all board members on an annual basis and required as part of a new board member's orientation process. Additionally, it is recommended that the superintendent and all board members complete the CIS form and that such forms be posted on the district's website.
- **Recommendation 10: Implement the requirement that accurate minutes of all committee meetings shall be transcribed and maintained according to (LOCAL) BDB.** The superintendent should issue

the necessary directive to ensure this requirement is proposed, adopted, implemented, and enforced. This action should ensure that the public has access to both a hardcopy and a recording of the deliberations in the standing committee meetings.

- **Recommendation 11: Implement a process to streamline the preparation of board agendas, packets, and minutes.** The district needs to secure and utilize the necessary electronic tools necessary for preparing these items. This initiative should promote efficiency and reduce costs for the preparation of board packets and board minutes. Staff time devoted to these tasks would be significantly reduced.
- **Recommendation 12: Create a document for the web page to serve as an introduction to the district's policy online service.** The introductory page should provide the user with information unique to the district. In addition, the process for policy development should be described, and a listing of opportunities available to the public for influencing the decision-making process in policy development could be outlined. By including a "welcoming" page on the website related to policy, the district would be providing all stakeholders with important background information. A point of contact related to questions on policy should also be identified.

## DETAILED ACCOMPLISHMENT

### SUPPORT OF STAFF AND STUDENTS

The board and superintendent in Irving ISD ensure an ongoing process of support for staff and students by recognizing their achievements and honors in visible, diverse, and significant ways. Irving ISD Board members and the superintendent provide numerous opportunities for staff and students to be honored and recognized for diverse achievements. Support of staff and students is evident based on a review of board meeting agendas and minutes, district documents, and the district's website.

The following list is not exhaustive, but the strategies listed below are a sampling of the many ways in which the district honors staff and students:

- Each month the board honors a teacher of the month and an employee of the month at a regular board meeting. These recognitions are significant and include introductions and comments by the employee's principal or supervisor. Family members of the teacher and employee also are recognized. These presentations



occur early in the meeting and establish a positive climate for the remainder of the meeting. These awards last approximately twenty to thirty minutes.

- On an annual basis the board hosts a reception prior to a board meeting for the purpose of honoring elementary and secondary teachers of the year as well as all campus teachers of the year. Following the reception, the teachers of the year are honored during the meeting and presented plaques, cash awards from the Irving Schools Foundation, and other gifts from businesses and organizations in the community. Campus teachers of the year also receive a district certificate as well as other gifts and awards. Special messages and commendations to the teachers are delivered by community representatives.
- Student groups perform at several of the regular board meetings. The performance groups range from a performance by students in Ballet Folklorico to a concert by students in a high school brass ensemble.
- There is a time designated for announcements by the superintendent or board members near the completion of each board agenda. Based on a review of the minutes of board meetings for over two years, most of the announcements by both the superintendent and board concerned achievements or honors of staff and students.
- Board members and the superintendent regularly attend school performances and other campus activities and events. Some of the events attended by the board and/or the superintendent have included attending a middle school media/technology fair, participating in a Great Books parade at an elementary school, attending a storytelling festival at a high school, and serving as a judge at an elementary science fair. The support given by board members and the superintendent to campus operations and activities was consistently voiced by principals from all levels in interviews. Board members and the superintendent often travel out of the district for events and activities in their support of staff and students.
- The Irving Schools Foundation annually awards approximately \$125,000 in student scholarships and student grants.
- *Board Action* is one of Irving ISD's publications that regularly provide outstanding coverage of activities of staff and students. A September 2006 copy of this

publication devoted a full page to the district's teachers of the year and campus teachers of the year. Another publication, *District Weekly*, consistently provides extensive coverage of honors and achievements of district staff and students.

- A special awards ceremony sponsored by the district, the Irving Celebration of Excellence (ICE), is held annually and is highly acclaimed by the community. The awards consist of academic, athletic/physical education, fine arts, community service/citizenship, and innovative programs.
- The district annually sponsors an Employee Service Awards Banquet and a Retirees' Banquet.

These recognition ceremonies serve the valuable purpose of promoting a positive work environment that fosters high staff morale and excellence within the district, ensures a favorable educational environment allowing for achieving district and campus performance objectives, and develops effective communication between the schools and community allowing for greater community support and involvement with the schools.

## DETAILED FINDINGS

### **DISTRICT ORGANIZATION (REC. 6)**

The district lacks an organizational structure that promotes efficiency and effectiveness in relation to reporting responsibilities and span of control. The departments with the respective positions affected include Technology, Personnel and Administration, Teaching and Learning, Safety and Security, and the superintendent's office.

This finding contains a general summary of the issues surrounding the district's organizational chart during the review team's onsite visit. Detailed explanations of some of the recommendations are located in the Educational Services Delivery, Technology Management, and Safety and Security chapters of this report. The following are areas in the district's organizational chart identified as having concerns:

- Under the district's April 2006–07 organizational chart provided to the review team, the executive director of Technology Services reports to the assistant superintendent of Teaching and Learning. The position's responsibility, however, is technology support for the entire district. The current reporting responsibility does not establish a direct link to the superintendent ensuring that the importance of technology is being

supported. Other departments heavily impacted by technology such as Financial Services and Personnel and Administration lose some decision-making influence regarding technology issues when they are under the leadership of a department dedicated to curriculum and instruction. Reporting responsibilities usually reflect the primary responsibility of a particular district operation to the department leader to which they are assigned.

- In addition, the district organizational chart's reporting responsibility regarding span of control is disproportional in one department. The assistant superintendent of Teaching and Learning oversees several instructional staff including six division executive directors, 11 program directors, and several coordinators/facilitators/specialists/supervisors. Additionally, the department has also taken on the responsibility of other functional areas such as technology and safety and security that are not directly aligned with the department's focus of Teaching and Learning.
- The district's School Resource Officer's (SRO) program is not efficiently aligned with the function of the district Security and Operations Department. While the division director of Campus Operations PK-12 and the director of Security and Operations serve as liaisons between the district and the two police sergeants that oversee the program, the overall coordination of this program, including acting as a liaison between Irving ISD and the Dallas County Sheriff's Department, is not controlled centrally, in the appropriate department, opening up the department and district to the potential for communication gaps in the provision of critical school security services.
- While the district currently has a Planning/Evaluation/Research (PER) department under the leadership of the assistant superintendent of Teaching and Learning, the district has not allocated enough program evaluation resources to adequately meet the district's needs and lacks a dedicated position to oversee instructional program evaluation. PER is served by a division director, a secretary, and two coordinators, a student coordinator and interim assessment coordinator.
- Finally, the director of Health Services' position currently reporting to the assistant superintendent for Personnel and Administration is not aligned with other unique stand-alone support services areas such as the director of Food Services, director of Facilities, director

of Security and Operations, and director of Athletics. Presently the director of Health Services answers to a department that deals with personnel matters and is not vertically aligned with other specific student-related services. The current reporting structure averts a seamless approach to the delivery of all planning and services to students.

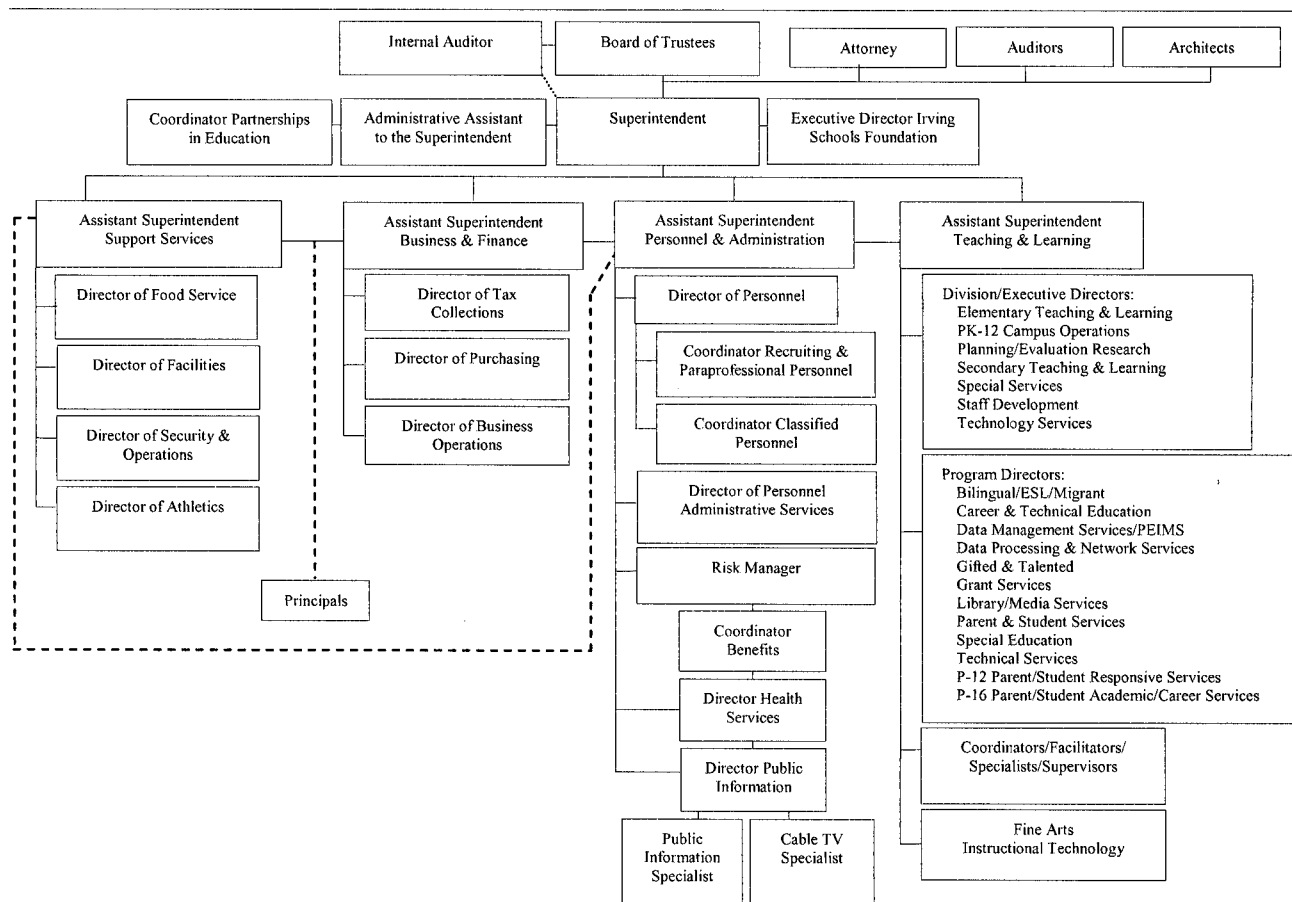
**Exhibit 2-2** shows the district's 2006–07 current organization. As shown in the exhibit, four assistant superintendents as well as the administrative assistant to the superintendent and the executive director of the Irving Schools Foundation report directly to the superintendent. The internal auditor reports to the Board of Trustees, reporting to the superintendent administratively. Additionally, contracted legal, construction, and external auditor services are also shown in the district's organizational chart.

The superintendent should review the district's organizational structure and develop a revised district organizational plan. The superintendent should plan to include the recommended changes related to the district's organizational structure and present it to the board for their approval. Following board review and approval, the superintendent should ensure that the district organizational chart, job descriptions of the positions affected, and other issues affected by the changes be revised accordingly.

The plan should reflect the following:

- Move the reporting responsibility of Technology Services headed by the executive director of Technology Services from the Department of Teaching and Learning to report directly to the superintendent. All technology personnel should report directly to the executive director. This will enable the district to operate more efficiently and effectively by having a direct link to the superintendent that will promote communication and collaboration among all departments in issues related to technology.
- Evaluate and review the span of control of the Teaching and Learning Department's functions and responsibilities to determine strategies for reducing the number of direct reports according to industry standards.
- Move the operational responsibility of the SRO program out of the purview of the director of Campus Operations PK-12 and consolidate this responsibility under the director of Security and Operations, where this program is funded. The overall coordination of this

**EXHIBIT 2-2  
IRVING INDEPENDENT SCHOOL DISTRICT  
CURRENT ORGANIZATIONAL STRUCTURE  
2006-2007**



SOURCE: Irving ISD, April 2007.

program, including acting as a liaison between Irving ISD and the Dallas County Sheriff's Department, should be controlled centrally, in the appropriate department that oversees security enforcement for the district.

- Create a position of program evaluator in the Department of Teaching and Learning with reporting responsibility to the division for Planning/Evaluation/Research.
- Move the reporting responsibility of the director of Health Services to the Department of Support Services from the Department of Personnel and Administration. The change in reporting responsibility will enable the director to plan and interact with the other program directors serving students.

**Exhibit 2-3** summarizes in table form, the recommended changes to the organizational chart and accompanying rationale.

**Exhibit 2-4** shows the proposed organizational chart with the recommended changes.

Costs or savings associated with the recommended organizational changes will be cited in the appropriate chapter of this report where relevant.

**STRATEGIC PLAN (REC. 7)**

Irving ISD lacks a comprehensive long-range strategic plan that provides for a seamless approach regarding the district's instructional and operational needs. The district faces several challenges such as fluctuations in enrollment, a mobile population of students, being situated in an urban setting, and being landlocked, making planning efforts more

**EXHIBIT 2-3  
SUMMARY OF RECOMMENDED  
POSITION ASSIGNMENTS/CLASSIFICATIONS  
AND RATIONALE**

CURRENT POSITION	RECOMMENDED CHANGE	RATIONALE
Executive Director of Technology Services	Move the reporting responsibility of Technology Services headed by the executive director of Technology Services from the Department of Teaching and Learning to report directly to the superintendent. All technology personnel would report directly to the executive director for technology.	The current reporting responsibility does not establish a direct link to the superintendent, ensuring that the importance of technology is being supported.
Span of Control	Evaluate and review the span of control of the Teaching and Learning Department's functions and responsibilities to determine strategies for reducing the number of direct reports according to industry standards.	The district organizational chart's reporting responsibility regarding span of control is disproportional in one department. The assistant superintendent of Teaching and Learning oversees several instructional staff including six division executive directors, 11 program directors, and several coordinators/facilitators/specialists/supervisors.  In addition, the position is also overseeing Technology and Safety and Security staff.
Security Resource Officers (SROs)	Move the reporting responsibility of the SROs under the purview of the director of Campus Operations PK-12 and headed by the assistant superintendent of Teaching and Learning to be aligned directly under the director of Security Operations. It is likely that individual school principals would provide day-to-day supervision of SROs.	The district's School Resource Officer's (SRO) program is not efficiently aligned with the function of the district Security and Operations Department. While the division director of Campus Operations PK-12 and the director of Security and Operations serve as liaisons between the district and the two police sergeants that oversee the program, the overall coordination of this program is not controlled centrally, in the appropriate department, opening up the department and district to the potential for communication gaps in the provision of critical school security services.
Program Evaluation	Add the position of program Evaluator in the Department of Teaching and Learning with reporting responsibility to the division director for Planning/Evaluation/Research.	The lack of a dedicated person to this responsibility prevents the district from accurately measuring the effectiveness of instructional programs and an ability to make budget decisions on whether to continue or discontinue certain programs.

SOURCE: Prepared by the performance review team, 2007.

imperative. In the early 1990s, the district had a growth rate of 12.4 percent over five years, which decreased to 7.1 percent in the late 90s. Between 2002-03 and 2006-07, Irving has slightly increased its growth rate to 8.4 percent. Recently, the district stopped the building of a middle school due to a drop in growth for that subpopulation of students.

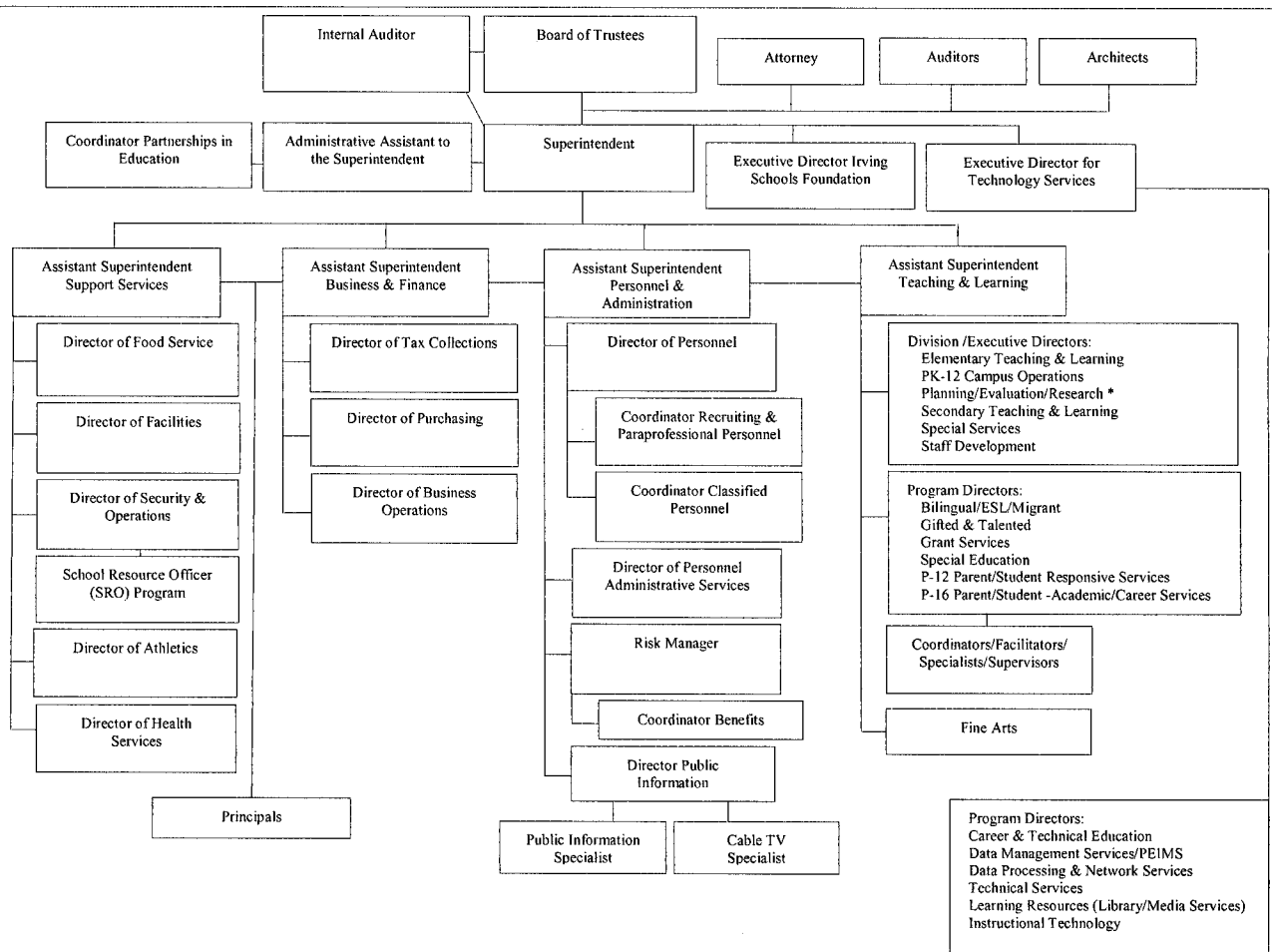
The district's current planning process is two-fold: the development of annual instructional plans as illustrated by district and campus improvement plans and a long-range single department plan illustrated by the Long-Range Technology Plan 2007-2010. While these plans are noteworthy, the plans are focused in their respective areas and potentially serve the needs of specific departments, schools, or staff, and some are reflective of only short-range planning. Additionally, the district lacks a long-range master

facility plan that works in sync with instructional and operational needs.

The district has a District Improvement Plan (DIP) and Campus Improvement Plans (CIPs) for each campus in the district. The District Improvement Committee (DIC) appointed by the board is responsible for developing the DIP. The goals adopted by the board each year become the district goals and provide the foundation for the work of the DIC. This annual plan focuses primarily on academic issues.

CIPs are developed by Campus Improvement Committees (CIC) that are selected by a campus according to guidelines outlined in policy. The campus plans address the district goals as well as the unique needs of each campus. Campus plans are developed annually and primarily focus on goals related to academic achievement.

**EXHIBIT 2-4  
IRVING INDEPENDENT SCHOOL DISTRICT  
PROPOSED ORGANIZATIONAL STRUCTURE**



\*Program Evaluator position will report to this division.  
SOURCE: Created by the performance review team, 2007.

A Strategic Communications Plan for 2006–07 was also developed by the district. The plan contains three communications objectives and strategies to address each objective. The plan also contains other information including a list of publications and types of staff recognitions occurring in the district annually.

In addition, the district developed a Technology Plan for 2007–2010 that focuses on the technology needs of the district. The plan includes such items as a vision/mission statement, identified needs, budget, and action plans that include goals, objectives, and strategies.

With the district’s current planning primarily consisting of required annual plans and a single long-range plan in technology, the district is unable to ensure that all parts of the district organization work together to identify strategic

issues, address future needs, and achieve excellence. Failure to plan for future years can limit a district’s ability to think and act strategically, identify future directions, establish priorities, and identify resources.

In an article by Ralph J. Jaspardo, “Strategic Planning: Is It worth the Effort?,” results of a survey completed by superintendents who had extensive experience with strategic planning were presented.

Responding to a question regarding changes they had witnessed as a result of strategic planning in their districts, the following advantages were identified:

- Improved communication among the school, community, and town officials;
- Provided direction for the school board;

- Created a willingness of staff to work on school improvement priorities;
- Established uniformity among staff in working toward accomplishment of prioritized goals; and
- Created alignment of the budget process with strategic plan goals and objectives.

In another article entitled “An Analysis of Prevailing K-12 Educational Strategic Planning Models” published in Fall 2004, authors Hambright, Grant, Diamantes, and Thomas identified the following steps in the strategic planning process: (1) planning to plan (pre-planning); (2) developing vision and/or mission statements; (3) determining guiding principles or core beliefs; (4) conducting environmental scans (external and internal); (5) identifying strategic issues; (6) prioritizing strategic issues; (7) developing strategic issue resolutions; and (8) authoring compelling guidelines.

The Spring Branch ISD recently adopted a five-year educational plan. The district’s website contains this statement in regard to the plan: “To meet our community’s high expectations for excellence in our schools: 2006–2011.” It was noted that the plan was under development for more than a year and involved hundreds of parents, staff, and community members. The plan is described as one that provides the district with concrete goals, performance objectives, and annually updated action plans. It was reported that the district’s board of trustees devoted months to the task of developing the eight strategic plan goals that are the foundation for the plan. Specific information regarding this plan is available on the district’s website.

The Northside ISD in San Antonio has a five-year strategic plan for the years 2003–08. The plan has objectives in eight areas: curriculum and instruction, safe and secure schools, human resources, technology, communications, school-business-community-parent-partnerships, facilities, and budget and finance. A description of yearly activities and executive summaries for previous school years is available on the district’s website. A progress report and a listing of activities for 2006–07 are also available.

The Irving ISD superintendent should initiate a process for developing a five-year strategic plan. The superintendent should take the initial action of developing a proposal related to a strategic planning process that would be presented to the board for review and approval. The plan should enable the district to project future needs while current district initiatives and operations are being reviewed and evaluated.

The cost of implementing this recommendation is dependent on the district following the recommendation for using an external facilitator. Since Irving ISD is a large district, the cost for contracting for an external facilitator is estimated to be approximately a one-time cost of \$50,000.

#### **BOARD EXPENSE POLICIES (REC. 8)**

Irving ISD’s policies address the issues of board and staff travel and reimbursements but lack specificity regarding eligible travel expenses and reimbursement procedures. While the district provides forms that board members and staff fill out, attach, and turn in for reimbursement purposes, a list of acceptable and unacceptable expenses are not included as part of the district’s policy. In addition, a sequential process for securing reimbursement that includes the types of documentation needed for reimbursements, identifying to whom the documentation and other materials are submitted, and timelines for submitting reimbursement expenses and receiving reimbursement payments are not available as part of a documented procedure.

Irving ISD maintains six major credit cards that are used primarily for board and executive travel expenditures. These cards are issued to the superintendent, assistant superintendent of Teaching and Learning, assistant superintendent for Personnel and Administration, coordinator for Recruiting and Paraprofessional Personnel, director of Personnel, and Public Information specialist. When Irving ISD board members travel and incur expenses, they are required to complete the necessary travel and reimbursement forms and turn in receipts with the forms to the superintendent’s secretary. The superintendent then reviews the forms and signs and forwards the request for reimbursement to the business office for processing.

The district relies on board policies (LEGAL) and (LOCAL) BBG and DEE related to board and staff expenses and travel to guide their reimbursement process. Policy BBG (LEGAL) outlines provisions in the Education Code concerning legitimate expenses as well as identification of expenses that are not acceptable. Policy BBG (LOCAL) relates to reimbursement of expenses and outlines two alternatives for reimbursement. The district’s local policy includes a provision that states, “Accounting records shall accurately reflect that no state or federal funds were used to reimburse travel expenses beyond those authorized for state employees.” However, (LOCAL) BBG and DEE are written in a broad sense and do not specify exactly what expenses are and are not covered. Both policies read as follows: “A Board member

and employee shall be reimbursed for reasonable, allowable expenses incurred in carrying out Board or District business only at the Board or the immediate supervisor's request and for reasonable, allowable expenses incurred while attending meetings and conventions as an official representative of the Board." The policy further states, "Reimbursement, not to exceed the allowable rates, for use of a personal car or commercial transportation plus parking, taxi fares, lodging, meals, and other incidental expenses" and "For any authorized expense incurred, the Board member or employee shall submit a statement, with receipts to the extent feasible, documenting actual expenses and in accordance with procedures applicable to employee expense reimbursement".

In recent years there has been increased public awareness and concern regarding school district expenditures. Many of these concerns have centered on expenditures by board members, superintendents, and staff. There has been a call for transparency related to spending by school districts across the nation, and many districts in Texas are now placing their check registers online to inform the public of the district's expenditures.

A history of the district's Board travel expenses in recent years is shown in **Exhibit 2-5**.

In interviews with the review team, Irving ISD board members expressed some uncertainty regarding specific procedures and issues related to travel expenses. Several board members reported that the superintendent handled a lot of the paperwork related to board members' travel since the district credit card was used to pay for the costs of their lodging, meals, and other items.

Without a detailed listing of acceptable and unacceptable expenses and practices, it is difficult to ensure that board members or staff adheres to policies and guidelines related to travel and reimbursement for those expenses.

Some districts provide board members and staff with specific guidelines regarding travel expenses and the use of state rates

or other spending limitations when making travel arrangements. For example, Georgetown ISD has a travel reimbursement form that is used by Board of Trustee members and school employees traveling for school business. At the district website, users can find all information related to travel guidelines (e.g., mileage, meals, hotel, and out-of-state travel) as well as a downloadable reimbursement form.

Another district like Pasadena ISD also has travel reimbursement forms that are accessible from their website and are formatted in Excel with embedded formulas so that calculations of expense totals are done automatically. Fort Worth ISD has a detailed, five-page BBG (LOCAL) policy on their policy online service on the district's website. This document identifies very specific information related to reimbursable and non-reimbursable expenses. Galveston ISD and Presidio ISD also have more specific issues addressed in their BBG (LOCAL) policies located on the district's websites on policy online.

The superintendent should revise board policies (LOCAL) BBG and DEE to address the need for specificity related to board and staff travel and reimbursement. The new policies BBG and DEE (LOCAL) should reference the district's *Reference Guide for Business Office Procedures* and be used in orientation training for new board and staff members as well as included in the annual training for all board members. It is critical that board members as well as all school personnel be fully aware of laws, policies, and procedures related to acceptable expenses and the procedures regarding reimbursement.

**CONFLICT DISCLOSURE STATEMENTS (REC. 9)**

The district is not posting conflict disclosure statements for all board members and the superintendent and is not providing continuing education for board members and other administrative personnel regarding the specific requirements of Local Government Code, Chapter 176. House Bill 914 was adopted by the Seventy-Ninth Texas

**EXHIBIT 2-5  
IRVING ISD BOARD TRAVEL EXPENSES**

SCHOOL YEAR	ORIGINAL APPROPRIATION	REVISED BUDGET	AMOUNT EXPENDED
2003-2004	\$16,500	\$13,821	\$11,795
2004-2005	\$16,500	\$14,999	\$6,084
2005-2006	\$16,500	\$15,800	\$10,950
2006-2007*	\$16,500	\$15,500	\$5,946

\* Note: Amount expended in 2006-07 is year-to-date expenditures as of May 7, 2007.  
Source: Irving ISD Department of Business and Finance.

Legislature in May 2005. This bill added Chapter 176 to the Local Government Code and imposed new disclosure and reporting obligations on vendors and potential vendors to local government entities effective January 1, 2006. The legislation requires Local Government Officers (LGOs) to complete forms disclosing their relationship with actual or potential vendors. The LGO also must disclose a vendor's offer of gifts worth \$250 or more even if the gift is not received. The form for the LGO to file is a conflicts disclosure statement (Form CIS).

The Irving ISD website contains a listing of vendors and local government officers that have submitted Form CIQ/CIS indicating a personal affiliation or business relationship that might cause a conflict of interest for the Irving ISD; however, at the time of onsite work by the review team, only one board member from the district has submitted a form.

Interviews with Irving ISD board members indicated there is a degree of confusion and lack of a thorough understanding of this new law. In addition, interviews revealed that there was uncertainty as to when and how training on Local Government Code, Chapter 176 requirements was delivered. Interviews with the superintendent and attorney for the school district reflected that information related to the requirements was provided to board members.

Since there is a criminal penalty for failure to file a required disclosure statement when applicable, it is of great importance that board members fully understand all aspects of this law. Additionally, listing all statements regardless of a conflict of interest, or not, assists districts in giving their respective communities a perception that their district understands and abides with the most current statutes regarding gifts and conflicts of interests when dealing with vendors doing business with the district.

Several school districts have responded in specific and visible ways to Local Government Code, Chapter 176 requirements. The Austin ISD provides annual training to board members, the superintendent, and other employees that are involved in the monitoring and approval of contracts with vendors. All of these individuals have completed the CIS form and posted their forms on the district's website regardless of whether the individuals had nothing to disclose.

Pasadena ISD has also posted copies of the completed CIS forms for all board members and the superintendent, including those with nothing to disclose. The Carrollton-Farmers Branch ISD has included a statement in the board section on the district's website that describes Local

Government Code, Chapter 176 requirements. A listing of all board members and the superintendent is accompanied by a statement indicating that no applicable statements have been filed under this requirement.

The district should deliver immediate and continuing training for board members and appropriate administrators on the requirements of Local Government Code, Chapter 176 and post conflict disclosure statements for all board members and the superintendent. Future training sessions regarding Chapter 176 should be provided for all board members on an annual basis and required as part of a new board member's orientation process. Additionally, all board members and the superintendent should post conflict disclosure statements on the district's website. Although the law does not require the filing of a CIS form if the individual has nothing to disclose, by completing and filing a form, the board and superintendent would be making a statement to the public that they are fully aware of the requirements.

#### **MINUTES OF COMMITTEE MEETINGS (REC. 10)**

The district is not in compliance with board policy (LOCAL) BDB requiring that adequate minutes of all committee meetings shall be transcribed and maintained. The policy states, "Accurate minutes of all committee meeting(s) shall be made and maintained."

Irving ISD currently has six standing board committees: Executive, Policy Review, Finance, Facilities and Land, Personnel, and Curriculum, Instruction, and Students. Three board members appointed by the board president serve on each committee. **Exhibit 2-6** outlines the purposes and meeting schedules for each of the committees. Standing committees meet in noon work sessions where committee members hear and discuss findings and recommendations that will be voted on and brought before the board at regular board meetings. In interviews with board members, all expressed support for standing committees. They reported that the committees were useful, effective, and functioning as designed. The members stated that the work of the committees was of great assistance to the full board, and they noted that the board president often turned to the committee chairs for responses and recommendations when the board was deliberating on topics and issues reviewed and discussed by the committees. However, in interviews with the review team, board members acknowledged that to their knowledge no minutes have been kept of board committee meetings. Some board members also stated that there was an opportunity



**EXHIBIT 2-6  
COMMITTEE PURPOSE AND MEETING SCHEDULE  
2006-07**

COMMITTEE	PURPOSE	MEETING SCHEDULE
Executive	Recommends to superintendent issues to be considered for board meetings. Reviews pending/threatened litigation, long-range plans, and economic development. Represents board in joint matters involving City of Irving.	As needed
Policy Review	Reviews, evaluates, and recommends revisions to board policies submitted by the administration and Texas Association of School Boards policy services.	As needed
Finance	Reviews financial issues facing the district. Reviews district's financial statement, budget amendments, and supplements to the district's tax roll. Provides input to staff related to finance issues such as budget preparation process.	Monthly prior to work session of board's second monthly meeting
Facilities and Land	Reviews all construction and renovation projects. Reviews selection of architects, construction managers, architectural plans, bids on construction projects, and progress on construction projects.	Friday before each board meeting when agenda includes construction items
Personnel	Reviews staffing procedures and arrangements, salary schedules, and employee appraisal system.	As needed
Curriculum, Instruction, and Students	Reviews curriculum, instruction, and technology programs. Serves as a forum for student affairs including student complaints.	As needed

SOURCE: Irving ISD Audit Web server, 2006-2007.

for the public to come to these meetings; however, no one from the public usually comes.

Board standing committees play a significant role in the board's decision-making process. The deliberations and discussions occurring in the committee meetings, such as policy changes or budget issues, often result in the committees reporting and making recommendations to the full board in regular meetings. It is critical, therefore, that the public have access to accurate minutes of all standing committees, especially since most standing committees in Irving meet during business hours when it is more difficult for working community members to attend meetings.

Failure to produce written records of the proceedings at these committee meetings prevents the creation of a historical reference that future board members can use in the deliberation of similar issues and creates a perception to community members that they do not need to know the business at hand being discussed.

The superintendent should implement the requirement that accurate minutes of all committee meetings shall be transcribed and maintained according to (LOCAL) BDB. The superintendent should issue the necessary directive to ensure this requirement is proposed, adopted, implemented,

and enforced. This action should ensure that the public has access to both a hard copy and a recording of the deliberations in the standing committee meetings.

**BOARD AGENDA, PACKETS, AND MINUTES PREPARATION (REC. 11)**

The district lacks efficiency in preparing board agendas and minutes. District staff charged with the responsibility to prepare packets for board meetings and to record minutes of board meetings currently assembles packets in traditional ways. The packets are published in hard copy. Over twenty-five packets are prepared and distributed for each board workshop and meeting. In most months, the district conducts two board meetings. Voluminous packets require significant staff time, and substantial amounts of paper are used in the preparation process. Additional expenses are incurred for a staff member to deliver the packets to board members and for gasoline costs. Packets are delivered to board members on a Wednesday before the Monday board workshop and meeting.

School districts across the nation are facing increased challenges in terms of available financial resources as well as ensuring effective use of staff time. Continued reliance by Irving ISD on the traditional board agenda preparation

process will result in unnecessary expenses and loss of valuable staff time in the months and years to come. Joan Randall addressed this issue in an article entitled "Ending the Paper Chase" in the May 2005 publication of *Texas Lone Star*. "The traditional board agenda preparation process is not a model of efficiency or an insignificant expense. The hours of staff time and reams of paper consumed in the process represent \$20,000 to \$30,000 annually to the average district."

In the same article cited above, "Ending the Paper Chase," Randall encouraged school districts to consider such questions as the following in determining the best solution to preparing board agendas electronically:

- Do we have the resources to build and maintain our own meeting management system?
- How much time is currently spent compiling materials and preparing the packet?
- What costs can be eliminated by preparing the packets electronically, and how much is the initial investment?
- Do we have the technology tools and know-how?
- Will we need support, and if we do will help be available? If it does require special training, is someone on staff qualified to offer it?
- Will the software provided offer ongoing technical support for questions that arise after implementation?

Additional questions may arise based on the district's unique needs. Many districts in Texas, including Cypress-Fairbanks ISD, Vernon ISD, and Austin ISD, are using electronic tools for preparing board agenda materials.

The superintendent should implement a process to streamline the preparation of board agendas, packets, and minutes. The district needs to secure and utilize the necessary electronic tools necessary for preparing these items. This initiative should promote efficiency and reduce costs for the preparation of board packets and board minutes. Staff time devoted to these tasks would be significantly reduced. The district could go paperless with electronic distribution and use of electronic packets at board meetings. Other benefits would include a reduction in the amount of time district staff devotes to updating, maintaining, and locating files. The physical storage required for all the materials related to board agendas and minutes should also be significantly reduced over time.

The cost of the software is estimated to be approximately \$2,000 annually. Savings resulting from use of the special

software should be far greater than the costs of implementing an electronic format. Based on studies of other districts, conservative estimates would project the savings to be at least \$6,000 annually or a net total savings of \$4,000 (\$6,000 savings - \$2,000 software). In 2007-08 the district will only gain approximately half of the saving or \$2,000 due to implementation time to get started.

#### **WEB PAGE DOCUMENT (REC. 12)**

Irving ISD does not provide an introductory web page on its website for users of online policies to ensure accessibility. When parents or members of the public need to access policies or gain a better understanding of policy development, a user simply clicks on the district's webpage and online policies; however, the district does not provide instructions or any form of introduction to this section to assist a lay person an understanding of how to maneuver the site.

Currently an Irving user wanting to access online policies must click on the district's online policy manual where a screen appears that provides the user with four options for initiating a policy search: a word or phrase search, policy code search, a browse section search listing seven topics, and finally a letter search. A user, after initiating the action to use policy online, could click on an item listed in small print below the four options. This item, entitled *Introduction to Board Policies*, is a long and detailed six-page technical document prepared by the Texas Association of School Boards.

When the public does not have a clear understanding of how to access district policies or how they can be involved in the decision-making process for policy development, a district is missing an opportunity to more fully inform staff, parents, and community members regarding local and legal policies.

Some districts include introductory pages to their online policy sections to assist the public in understanding the district's policy process and to provide additional information regarding a contact in case the user has additional questions or requires further instructions. For example, Katy ISD has a brief, one-half page introduction to their web-based policy online service. When users click to use the service, they are directly linked to the introductory page. The introduction notes that the Katy ISD's board policies are maintained by the Texas Association of School Boards and that the service provides patrons and employees easy access to the district's legal and local policies. A reference is included that informs the user that the board regularly reviews and adopts new versions of local policies during the regular monthly meetings.

Users accessing the service also are informed that official copies of local and legal policies are maintained in hard copy in the office of an assistant superintendent. The phone number of this contact is provided for those with questions regarding policies.

Another district, Pasadena ISD, also has a one-page introduction devoted to background information on their web-based policy online service. The introduction contains a statement on the importance of policies, an explanation of the distinction between local and legal policies, information on exhibits and regulations, and instructions on how to print a copy of a policy. The name of a contact with a telephone number is provided users who might have questions regarding policies.

The superintendent should provide direction to staff to create a document for the web page to serve as an introduction to the district's policy online service. The introductory page should provide the user with information unique to the district. In addition, the process for policy development should be described, with a listing of opportunities available to the public for influencing the decision-making process in policy development could be outlined. By including a "welcoming" page on the website related to policy, the district would be providing all stakeholders with important background information. A point of contact related to questions on policy should also be identified.

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For background information on District Leadership, Organization and Management, see page 176 in the General Information section of the appendices.

**FISCAL IMPACT**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 2: DISTRICT LEADERSHIP, ORGANIZATION, AND MANAGEMENT</b>							
6. Review the district's organizational structure and develop a revised district organizational plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7. Initiate a process for developing a five-year strategic plan.	\$0	\$0	\$0	\$0	\$0	\$0	(\$50,000)
8. Revise board policies (LOCAL) BBG and DEE to address the need for specificity related to board and staff travel and reimbursement.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
9. Deliver immediate and continuing training for board members and appropriate administrators on the requirements of Local Government Code, Chapter 176, and post conflict disclosure statements for all board members and the superintendent.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
10. Implement the requirement that accurate minutes of all committee meetings shall be transcribed and maintained according to (LOCAL) BDB.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
11. Implement a process to streamline the preparation of board agendas, packets, and minutes.	\$2,000	\$4,000	\$4,000	\$4,000	\$4,000	\$18,000	\$0
12. Create a document for the web page to serve as an introduction to the district's policy online service.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTAL-CHAPTER 2</b>	<b>\$2,000</b>	<b>\$4,000</b>	<b>\$4,000</b>	<b>\$4,000</b>	<b>\$4,000</b>	<b>\$18,000</b>	<b>(\$50,000)</b>

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# **CHAPTER 3**

# **ASSET AND RISK MANAGEMENT**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 3. ASSET AND RISK MANAGEMENT

To provide funding for education, Texas school districts must protect their publicly financed assets. An effective asset and risk management program aims to control costs by ensuring that districts are adequately protected against all significant losses with the lowest possible insurance premiums. To do this, districts must identify and measure potential risks and minimize the impact of these risks. Components of the asset and risk management function include insurance programs, investment and cash management, and capital asset management.

Irving ISD's asset and risk management functions are shared among several departments within the district. The primary oversight for risk management is handled by a newly created risk manager position that reports to the assistant superintendent for Personnel and Administration. The risk manager is responsible for the procurement and oversight of the district's insurance, including property and liability coverage, workers' compensation and employee health insurance.

The assistant superintendent of Business and Finance has responsibility for the oversight and accounting of the district's capital assets and the district's investment functions.

### ACCOMPLISHMENT

- The district has implemented a system of "positive pay" to help prevent check fraud.

### FINDINGS

- Irving ISD lacks a comprehensive risk management plan that addresses and mitigates the potential risks existing in the district.
- The district does not have a long-term plan to address the increasing costs for employee health insurance coverage.
- Irving ISD does not have policies and procedures to adequately track and account for its fixed assets.
- Irving ISD does not provide adequate security for the transport of cash deposits to its bank.

### RECOMMENDATIONS

- **Recommendation 13: Conduct a risk assessment of the district and develop a formal risk management plan.** Working with the superintendent, assistant superintendents, internal auditor, director of Security and Operations, director of Facilities, and the loss control consultant, the Irving ISD risk manager should develop a detailed risk assessment of the district and the associated risk management plan. The risk manager should present the plan to the Board of Trustees for their review and approval and, subsequently, communicate that plan to all employees in the district.
- **Recommendation 14: Form a task force consisting of Board of Trustee members, district employees, and its insurance consultants to study ways of addressing the health insurance issue.** This task force should consider various options as a way to manage health insurance costs.
- **Recommendation 15: Develop written fixed asset policies and procedures.** The Business Operations director should coordinate training for all staff responsible for fixed assets to inform relevant district personnel of the new procedures and to ensure these procedures are uniformly applied throughout the district. The district should use the bar code scanners and inventory technology implemented by Technology Services for all its assets.
- **Recommendation 16: Require that all district deposits be transported to the bank through the armored car contractor.** The assistant superintendent of Business and Finance should contact the district's armored car service to request that the administration building, especially the Tax Office, receive pick-ups on a daily basis.

### DETAILED ACCOMPLISHMENTS

#### POSITIVE PAY

The district has implemented a system of "positive pay" to help prevent check fraud. Offered by many financial institutions, positive pay is an effective way to prevent fraudulent or altered checks from being drawn against the district's bank account.

Positive pay requires that the district provide its bank with a listing of all check numbers along with the associated dollar amounts for any checks issued against an account. Upon presentation at the district's bank, the check is compared electronically against the list of transmitted checks, and unless all payment details match, the check is not honored. When an anomaly occurs, the bank is required to call the district to find out why the check presented does not match the check listing provided.

Irving ISD's bank does not charge separately for the positive pay services as they are included in the district's depository contract.

With check fraud on the increase due to affordable and sophisticated printing equipment used to create checks and false identification, it is necessary for organizations to take proactive measures to prevent financial losses. Using the checking account and routing numbers, both of which are provided on any check that an organization issues, anyone can create a fraudulent check and attempt to cash it.

According to a Nilson report, a source of news and reporting on consumer payment systems, check fraud amounted to approximately \$20 billion in 2003, up from \$12 billion in 1998 and \$9 billion in 1993. The American Bankers Association estimates that check fraud is growing at a rate of 25 percent per year. With these increased risks, Irving ISD has taken extra steps to ensure its finances are protected.

Irving ISD's investment manager reported to the review team that the positive pay feature has prevented fraudulent checks from clearing its bank account, indicating that the feature is providing adequate protection.

## DETAILED FINDINGS

### **COMPREHENSIVE RISK MANAGEMENT PLAN (REC. 13)**

Irving ISD lacks a comprehensive risk management plan that addresses and mitigates the potential risks existing in the district. In its 2003 Report to Management, the district's external auditor noted that the district "...currently does not employ a risk manager." The auditors noted that the lack of a risk manager resulted in several individuals throughout the district handling the functions associated with risk management such as property, casualty, and liability insurance; employee medical benefits; workers' compensation insurance and light duty programs; and districtwide safety issues. The external auditor recommended that the district

conduct a study to determine whether a full-time risk manager would be cost-beneficial.

Subsequently, in 2004, Irving ISD requested that the Texas Association of School Business Officials (TASBO), an organization dedicated to supporting the business and operations of school districts, review the district's risk management services. TASBO conducted the review and, in August 2004, issued a written report containing several observations and recommendations. The analysis covered seven areas: overall risk management, employee benefits, workers' compensation, property/casualty, general liability, school professional legal liability, and loss control. A key recommendation contained in the TASBO report included the addition of a risk manager.

Before the creation of the risk manager position, the external auditor and TASBO review team found that risk management functions were spread among several departments and not all departments coordinated adequately or operated efficiently. Specifically, the TASBO report cited that the various district employees tasked with administering risk management-related issues did not fully understand the legal and regulatory requirements of workers' compensation, Family Medical Leave Act (FMLA), Americans with Disabilities Act (ADA), and Temporary Disability Leave. In addition, due to the decentralized method of administering district policies, definitions for the district's "light duty" program for injured workers and "reasonable accommodation" related to ADA differed across the district. Employees also reported that the answers received from various sources throughout the district regarding benefits differed, and it was sometimes difficult to get responses to benefits questions.

The district created and filled a risk manager position in July 2006. Responsibilities of this position include:

- managing the district's insurance programs;
- overseeing the administration of employee health benefits;
- ensuring that safety precautions are implemented throughout the district; and
- enhancing safety awareness throughout the district.

In addition, the risk manager works with an outside loss control consultant who assists the district in identifying and mitigating its risks to reduce its insurance claims and associated expenses.



The risk manager has started several initiatives that are intended to address and mitigate risks in the district. These efforts include seeking and obtaining a \$3,000 loss control grant, meeting regularly with a loss control committee to review workers' compensation claims and identify underlying reasons for claims, and drafting a districtwide safety manual. While these initiatives are worthwhile efforts and will help address risk factors in the district, they are not part of any long-term or strategic planning regarding the district's risk exposure.

Some of the critical areas of risk management that have yet to be addressed through a long-term plan or through policies and procedures include lack of an employee wellness program to reduce the number and cost of medical claims, lack of a well-defined light-duty program for workers injured while on the job, and lack of a data protection plan. In addition, the review team noted other areas that were not being identified under the umbrella of risk management, which included lack of coordination for subcontractor insurance; lack of policies and procedures to ensure that outside organizations using district facilities maintain adequate liability insurance; and lack of a long-term approach to address the issue of the rising costs of health insurance.

Establishing the risk management function has laid the foundation for better managing the district's risks; however, without a formal risk analysis that identifies risks, analyzes potential consequences, and sets priorities for action, the district cannot adequately mitigate its risk of loss. Formal risk management plans can bring focus to the risk management function by communicating its importance to employees at all levels of the organization, prioritizing the most significant issues facing the district, and bringing greater efficiency to the expending of district resources.

There are several resources representing best practices that are available to assist public entities with developing risk management plans. The chart in **Exhibit 3-1** shows a sample of available resources.

The Public Entity Risk Institute (PERI) is one resource available to public entities, small businesses, and nonprofit organizations for assistance with their risk management responsibilities. PERI offers resources pertaining to benchmarking and performance measurement, risk management resource guides, risk evaluation and control, safety and health, workers' compensation, and risk financing and insurance, among other things. The institute provides

assistance through training, publications, data, and data analysis.

Irving ISD should conduct a risk assessment of the district and develop a formal risk management plan. Formal risk management plans ensure that initiatives to address risk priorities are communicated to Board of Trustee members and receive adequate funding.

Working with the superintendent, assistant superintendents, internal auditor, director of Security and Operations, director of Facilities, and the loss control consultant, the Irving ISD risk manager should develop a detailed risk assessment of the district and the associated risk management plan. The risk manager should present the plan to the Board of Trustees for their review and approval and, subsequently, communicate that plan to all employees in the district.

The risk manager should re-visit the plan annually to ensure that it is updated and reflective of current situations in Irving ISD.

#### **HEALTH INSURANCE FUND LOSSES (REC. 14)**

The district does not have a long-term plan to address the increasing costs for employee health insurance coverage. Irving ISD is self-insured for employee medical coverage and contracts with Cigna HealthCare to administer its plan. The district offers a basic health care plan to its employees for which it pays 100 percent of the premium. If desired, employees may increase the benefits available through the district's basic plan by "buying-up" to one of two optional plans.

Under the basic plan, the district contributes \$262.50 monthly per employee into the fund to cover premiums, claims expenses, and administrative costs. Included in the costs of administering the program is a Cigna claims representative who offices from the district's Risk Management department. The claims representative is responsible for assisting employees with eligibility and claims issues and providing education on how the insurance program works. Claims processing and reporting take place at CIGNA offices in north Texas. The district has an Employee Benefits Committee for the purposes of evaluating and making recommendations for insurance options for employees.

Employees may pay for coverage for their qualified dependents and are allowed to make payments into the fund through payroll deductions. The monthly costs of family plans are \$457.38 for employee and spouse; \$397.07 for employee and children; and \$580.21 for employee and family. If

**EXHIBIT 3-1  
RISK MANAGEMENT RESOURCES**

RESOURCE	DESCRIPTION	WEBSITE ADDRESS
Public Entity Risk Institute	National nonprofit organization committed to assisting small local governments in risk management	www.riskinstitute.org
Public Risk Management Association	An association of public sector risk managers	www.primacentral.org
Risk Management for Public Entities	Publication on risk management issued as a part of the Insurance Institute of America's Association in Risk Management certificate program	www.aicpcu.org
Texas Schools Risk Managers Association	An association providing assistance to Texas school districts, Educational Service Centers, Universities, and Colleges with information on risk management.	http://www.txsrma.org/missionstatement.htm

SOURCE: Performance Review Team, 2007.

employees chose to purchase insurance for their family members or to increase the amount of coverage for themselves, the employee's portion of the premiums are deducted from their paychecks.

In addition to health insurance benefits, the district provides supplemental plans for term life, accidental death and dismemberment, disability, cancer, and hospital care that employees can purchase through payroll deductions.

The district maintains an internal service fund to account for the revenues and expenses associated with the self-insured health plan. **Exhibit 3-2** below shows results of fund operations for the period of 2001-02 through 2005-06. With the exception of positive operating income for 2003 of \$102,125, the district has incurred losses from 2001-02 through 2005-06.

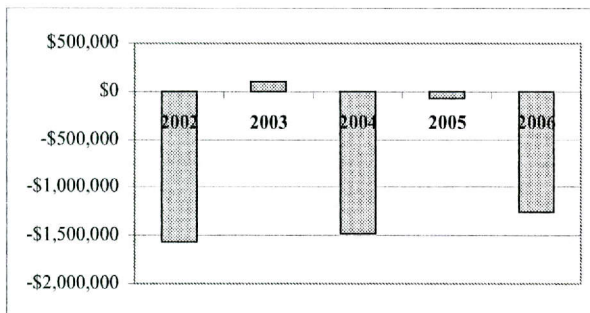
**Exhibit 3-3** shows the fund balance of the health insurance fund for the past five years. As shown in this exhibit, the fund

has had a negative fund balance for four out of the five years presented.

To compensate for these negative balances, the district's general fund has been covering the shortfall of the health insurance fund for these years. In 2001-02 and 2002-03, the district transferred \$476,401 and \$1.5 million, respectively to the fund. Additionally, in January 2007, the board voted to transfer an additional \$2.6 million to reduce the fund's negative balance.

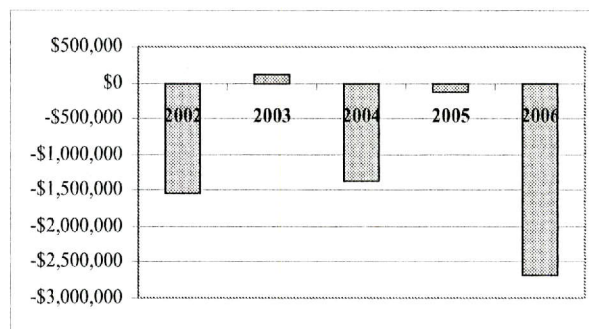
The district has stated that although other health insurance plans were considered, the board has determined that other plans are too expensive and do not offer employees adequate flexibility. For example, the state plan offered through the Teacher Retirement System of Texas (TRS) is one plan available to the district. **Exhibit 3-4** shows a comparison of the cost of the district's current plan and the TRS plan.

**EXHIBIT 3-2  
OPERATING INCOME/LOSSES FOR  
IRVING ISD HEALTH INSURANCE FUND  
2001-02 THROUGH 2005-06**



SOURCE: Irving ISD's Comprehensive Annual Financial Report for 2001-02 through 2005-06.

**EXHIBIT 3-3  
FUND BALANCES FOR  
IRVING ISD HEALTH INSURANCE FUND  
2001-02 THROUGH 2005-06**



SOURCE: Irving ISD's Comprehensive Annual Financial Report for 2001-02 through 2005-06.

**EXHIBIT 3-4  
IRVING ISD HEALTH PLAN COMPARED TO TRS PLAN  
2006-07**

COVERAGE TIER	TRS PREMIUM COST	IRVING ISD PREMIUM COST – BASIC PLAN*	DIFFERENCE
Employee Only	\$370.07	\$262.50	\$107.57
Employee and Spouse	\$834.80	\$457.38	\$377.42
Employee and Child(ren)	\$585.46	\$397.07	\$188.39
Employee and Family	\$918.40	\$580.21	\$338.19

\* Employee only coverage in basic plan paid by district.  
SOURCE: Irving ISD's 2006 Comprehensive Annual Financial Report.

The current basic premium of \$262.50 paid into the fund is estimated to generate \$879,000 in funding for the 2006-07 fiscal year. The district's contribution per employee for health coverage represents an increase of \$24.50 over 2005-06 rates. With the average loss over the past five years amounting to approximately \$851,732, the district anticipates that this increase in premium will be sufficient to cover its health care costs for the next fiscal year, but falls short of providing any long-term solutions to the issue of rising health care costs facing most employers nationwide. Failure to develop a long-term solution for its increasing health care costs could be detrimental for the district's long-term financial outlook.

Research from the National Coalition on Health Care (NCHC) indicates that the problem of increasing health care costs does not have a short-term solution. NCHC is a nationwide alliance of non-partisan organizations representing small and large businesses; labor, consumer, religious, and primary care provider groups; and health and pension funds. The purpose of the alliance is to find solutions for the national health care crisis.

NCHC research shows the following:

- In 2005, U.S. health care spending amounted to \$2 trillion and is expected to reach \$2.9 trillion by 2009 and \$4 trillion by 2015.
- In 2005, the U.S. spent 16 percent of its gross domestic product on health care.
- Premiums for employer-based health insurance increased by 7.7 percent in 2006.
- Since 2000, employer-based health insurance premiums have increased 87 percent, as compared to the cumulative inflation rate of 18 percent and wage growth of 20 percent for this same period.

- Health insurance expenses are the fastest growing cost component for employers.

Recent research also shows that as employees are required to cover more of their costs for health care, long-term costs increase. This is due to employees who opt out of required treatment, postpone seeking medical help, and reduce their consumption of prescription medications to avoid incurring additional costs. These behaviors, in turn, lead to more serious illness, disease, and hospitalization.

Alternatively, studies are showing that employers who offer wellness benefits, provide for free medical screenings and preventive care, and offer incentives for healthy lifestyles see their health costs decline. The American Journal of Preventive Medicine, for example, reports that for every dollar invested in work-site promotion programs, employers are seeing between \$3 to \$6 in long-term savings through reduced medical costs, absenteeism, workers' compensation claims, short-term disability claims, and on-the-job inefficiencies due to employee health problems.

Employee wellness programs are growing in popularity since establishing and maintaining a healthy workforce has a direct impact on health care costs. Since many of the most costly illnesses pertain to heart disease, hypertension, diabetes, and obesity—many of which are preventable or manageable—wellness programs can encourage employees to make healthier choices. Studies show that employers that operate wellness programs experience lower employee absentee rates, reduced disability claims, and lower health care costs.

The city of Austin has established an extensive wellness program for its employees. As a part of this program, the city contracts with providers to offer services to employees such as nutrition counseling and exercise classes at discounted rates.

Irving ISD's risk manager should form a task force consisting of Board of Trustee members, district employees, and its insurance consultants to study ways of addressing the health insurance issue. While the district does use an Employee Benefits Committee to perform assessment of various insurance options, the duties of the recommended task force are much broader and consider many different options as a way to manage health insurance costs. These include:

- reduce claims experience through the implementation of wellness programs and preventive services;
- consider contracting directly with health care providers to provide work-site health screenings and health fairs at no cost to employees;
- consider offering incentives to employees for adopting more healthy lifestyles;
- provide employees with free counseling and assistance for smoking cessation, weight loss, diabetes management, etc.;
- require additional information to be collected on and establish benchmarks for when the district should continue to be self-insured;
- reconsider TRS or other providers rather than continuing to be self-insured; and
- evaluate cost drivers associated with the existing self-insured plan and consider the fiscal impact associated with these, such as premiums, district contributions, and the benefits provided in the plan.

After consideration of the above options, the task force should develop a plan of action to manage health insurance costs and present this plan to the Board of Trustees for approval.

#### **FIXED ASSET ACCOUNTING (REC. 15)**

Irving ISD does not have policies and procedures to adequately track and account for its fixed assets. The district's Business Office Procedures and the Purchasing Handbook briefly discuss fixed assets, but only from the perspective of proper account coding when purchasing items considered to be fixed assets. The district has no written guidelines on how to track and account for its fixed assets.

A 2006 report issued by the district's Internal Auditor contained several findings related to fixed assets. **Exhibit 3-5** summarizes these findings.

For the past two years, the district's external auditors have cited in their Reports to Management, "The lack of periodic physical inventories can result in the failure to detect losses and transfers of assets and potential systemic problems related to capital asset management." In the 2005 Report to Management, the district responded that it would conduct a physical inventory in 2006 and then every two years thereafter.

As a result of the internal and external audit findings, the district has made several changes to the way it accounts for fixed assets. For instance, in the fall of 2006, the Business Operations director conducted an inventory accounting of all assets throughout the district. As a result of the inventory count, the director was able to identify errors or irregularities and make corrections to the district's accounting records. In addition, the district has implemented procedures for better determining whether planned purchases require capitalization. Making this determination early in the procurement process has helped the district ensure that items are given the proper accounting treatment. In addition, the Business Operations director has conducted training for departmental, campus, and accounting staff regarding the district's policies and procedures for fixed asset accounting.

#### **EXHIBIT 3-5 IRVING ISD FIXED ASSET AUDIT FINDING 2005-06**

##### **INTERNAL AUDIT FINDING**

Campus and departmental employees responsible for the tagging and tracking of fixed assets were not properly trained.

Not all fixed assets were being properly coded in the district's accounting system and were therefore not properly recorded as fixed assets.

Identification tags were not being placed on assets.

No regular fixed asset inventory counts were being conducted.

Technology equipment was not being properly recorded.

SOURCE: Irving ISD Fixed Asset Physical Inventory Report, Spring 2006.

Though the district does not have written procedures for tracking fixed assets, discussions with district staff revealed that informal procedures call for a campus or department level fixed asset coordinator to be responsible for tagging and tracking fixed assets. Each campus or department maintains a set of fixed asset tags that are to be affixed to new assets as they are placed in service. The coordinator is responsible for assigning a fixed asset number, tagging it, and communicating fixed asset information such as serial numbers and asset descriptions to the Business Office for inclusion in the fixed asset tracking system.

Further, fixed asset coordinators are responsible for asset inventory count. The Business manager periodically sends an asset listing to the coordinators who then note whether they have the property assigned to their location.

The district's value of assets as reported in its 2005–06 financial statements amounted to \$380 million net of depreciation. A detail of the components comprising fixed assets is presented in **Exhibit 3-6**.

Irving ISD's capitalization policy as described in its Comprehensive Annual Financial Report requires capitalization of items with an individual value of more than \$5,000 and an estimated useful life of more than two years. This means that items meeting this threshold are included in the district's assets and are depreciated over time. Items not meeting the threshold are expensed in the period in which they are acquired.

Irving ISD estimates a useful life of 10 years for capitalized equipment, such as furniture, fixtures, and equipment, five

years for computer equipment, three years for software, five years for automobiles, and 15 years for food service equipment. Buildings and improvements are given useful lives of 40 years, while land improvements and portable buildings are assigned useful lives of 20 years. Land is not depreciated.

The tagging and tracking of technology equipment is performed by the Technology Services Department rather than the Business Office. However, there is little or no coordination between Technology Services and the Business Office, thereby hindering accountability.

In the past, when the Technology Department has taken inventory of the technology equipment, most principals have been very cooperative, thereby facilitating the overall inventory effort and in so doing, ensuring that the inventory figures at their school are correct. However, there have been a few principals who have not been responsive to this effort and have not taken the steps necessary to see that their technology resources are correctly itemized. With the implementation of the new system, the Technology Department is very hopeful that school personnel will support their inventory efforts.

In spite of the district's efforts to improve its accounting for assets, there is still significant potential for asset discrepancies and irregularities in Irving ISD. For example, the use of asset identification tags is not a practice that the district uses in a uniform manner. The process for tagging equipment other than technology equipment has been decentralized, leaving campus or departmental staff with the responsibility of physically placing asset tags on items. These asset tag numbers are not recorded in the district's accounting records, making it difficult to track and account for specific items. Further, interviews with campus-based staff indicate that varying degrees of compliance with this requirement exist. Additionally, the identification tags for non-technology items that are used by the district are not readable by a bar code scanner. This prevents efficient conducting of asset inventory counts since all assets must be counted manually. The review team noted several equipment items that did not have properly affixed identification tags.

While the Technology Services Department is using asset tags and bar code scanners to conduct its inventory of technology items, the Business Office does not use the existing bar code capabilities for the inventory it is responsible for tracking. In addition, there is no formal coordination

**EXHIBIT 3-6**  
**IRVING ISD FIXED ASSET DETAIL**  
**2005–06**

DESCRIPTION	AMOUNT
Land	\$18,072,851
Construction in Progress	\$480,826
Total Capital Assets not Subject to Depreciation	\$18,553,677
Land Improvements	\$17,110,833
Buildings and Improvements	\$462,439,405
Furniture and Equipment	\$64,880,217
Total Capital Assets Subject to Depreciation	\$544,430,455
Accumulated Depreciation	(\$183,092,855)
<b>Total Capital Assets</b>	<b>\$379,891,277</b>

SOURCE: Irving ISD's 2006 Comprehensive Annual Financial Report.

between the Business Office and Technology Services in tagging, tracking, and accounting for assets.

There is also a lack of proper coordination between the Business and Finance Department and the warehouse in the identification, tracking, and accounting for the district's surplus inventory. As items are no longer needed, campus and department staff ship items to the district's surplus inventory; however, items being placed in surplus are not always taken off the district's records.

**Exhibit 3-7** shows the value of assets acquired by the district for the past five years. As this exhibit shows, 2002-03 acquisitions increased dramatically over the prior year. This is due mainly to the investment in technology improvements and the furnishing of new schools in the district. Although acquisitions in years 2003-04 through 2005-06 were not as high, they still remained higher than those of 2002.

Since the district is investing in technology and other assets at such significant levels, it is important to ensure that assets are properly accounted for and that they are adequately safeguarded. Failure to do so places the district at risk of incurring significant losses of fixed assets. The following best practices from other public schools have helped these entities address their fixed asset concerns.

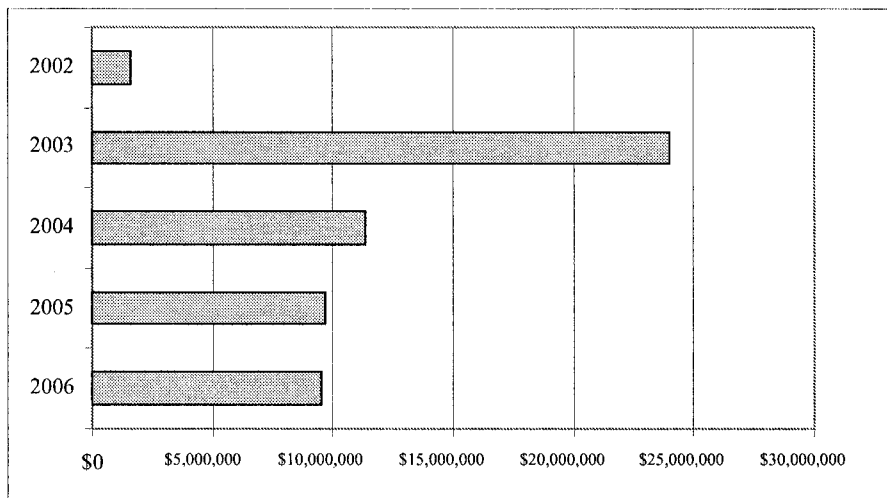
Clay County School District, Florida, for example, has reduced its exposure to asset losses and accounting errors by implementing spot audits throughout the year. Clay County's asset policies assign either a principal or department head as

asset custodian for their respective locations. Although the principal or department head may delegate the responsibility for fixed asset custody, they are ultimately responsible for ensuring policies and procedures are upheld. Furthermore, the fixed asset coordinator conducts spot audits throughout the year to ensure that assets are properly accounted for. If an asset is missing, and no police report has been filed, the asset is listed on a "missing assets" report. This report is presented to the school board quarterly. Principals and departments heads having significant losses are required to explain the reason to the board.

Clear Creek ISD (CCISD) uses an automated barcode system to increase accuracy and save time when tracking fixed assets. The district's state-of-the-art barcode technology and accompanying software allows the district to efficiently conduct physical inventories using hand-held barcode readers and then centrally track all fixed assets, location changes, and any item additions or deletions. As a result, the district is able to conduct cyclical inventories throughout the year.

CCISD identifies each room with a location tag affixed to the door jam and each asset with a barcoded tag. Fixed asset specialists assigned to each campus or department scan location tags and all barcoded items in the location and note any additional items without barcodes. The accounting department ensures items that need tags are barcoded and added to the central tracking system. Once the information has been uploaded, the system generates two reports. The "Items Scanned-No Information Available" report lists

**EXHIBIT 3-7**  
**EQUIPMENT ADDITIONS BY YEAR**  
**2001-02 THROUGH 2005-06**



SOURCE: Irving ISD's Comprehensive Financial Annual Reports for 2002 through 2006.

scanned items not identified in the central inventory. This indicates that the items either were not properly recorded upon receipt or were moved from another location without being properly recorded. The "Items Not Scanned" report lists items centrally identified, but not scanned during the inventory, indicating that items are missing. All reports are sent to the district's principals for campus verification and reconciliation. Principals complete a Fixed Asset Inventory Control Form for the items on each report identifying any that have been moved, lost, stolen, destroyed, or disposed.

In its report on how to improve school efficiency and effectiveness, "Top 10 Ways to Improve Public Schools," the Texas School Performance Review recommends that items costing less than \$5,000 should be tagged and tracked to prevent loss. This point is particularly salient when considering technology items since individual values are rarely more than \$5,000; however, due to the sheer volume of such items, unaccounted losses could eventually become significant.

Irving ISD should develop written fixed asset policies and procedures that include the following:

- responsibility for the custody of fixed assets should be specifically assigned to a principal, department head, or similarly high-level position for each location or cost center in the district;
- procedures for tagging and tracking valuable items costing less than \$5,000 should be established;
- regular inventory counts should be conducted; and
- fixed asset losses should be reported to the school board on a quarterly basis.

Further, the Business Operations director should coordinate training for all staff responsible for fixed assets to inform relevant district personnel of the new procedures and to ensure these procedures are uniformly applied throughout the district.

The district should use the bar code scanners and inventory technology implemented by Technology Services for all its assets. Since the district already owns this equipment, there is no additional fiscal impact associated with implementing these recommendations for improving accountability over fixed assets.

#### **TRANSPORT OF DISTRICT DEPOSITS (REC. 16)**

Irving ISD does not provide adequate security for the transport of cash deposits to its bank. The district maintains

a contract with an armored car service that picks up deposits on a daily basis from all campuses for student activity funds and cafeteria operations deposits. In addition, the contract includes deposit pick-ups from the administration building. In all, the district contract with the armored car services includes 34 pick-up locations.

Despite this service, the review team identified two departments, the Accounting and Tax Collection offices, that don't receive armored car service and do not take their deposits to the bank on a daily basis. Some district employees in these departments are responsible for personally delivering deposits to the bank. Employees reported that they keep funds locked up until they have a deposit of an amount that warrants making a trip to the bank. For example, in the Tax Office this threshold is \$50,000 combined cash and checks.

Failing to provide adequate protection of district funds as they are transported to the bank places the district at risk of loss. Additionally, this procedure takes employees away from their regular job duties, but more importantly, this situation places the employees transporting funds at risk of being injured should they be the victim of a robbery.

Irving ISD should require that all district deposits be transported to the bank through the armored car contractor. The assistant superintendent of Business and Finance should contact the district's armored car service to request that the administration building, especially the Tax Office, receive pick-ups on a daily basis.

For background information on Asset and Risk Management, see page 184 in the General Information section of the appendices.

**FISCAL IMPACT**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 3: ASSET AND RISK MANAGEMENT</b>							
13. Conduct a risk assessment of the district and develop a formal risk management plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
14. Form a task force consisting of Board of Trustee members, district employees, and its insurance consultants to study ways of addressing the health insurance issue.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
15. Develop written fixed asset policies and procedures.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
16. Require that all district deposits be transported to the bank through the armored car contractor.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTAL-CHAPTER 3</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>



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# **CHAPTER 4**

# **FINANCIAL MANAGEMENT**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 4. FINANCIAL MANAGEMENT

The goal of the Irving Independent School District (Irving ISD) Business Office is to provide accurate and timely financial information to the Board of Trustees and to district personnel. The assistant superintendent of Business and Finance has the primary responsibility for the district's financial activities. The financial functions falling under the purview of the Business and Finance Department include general ledger and grants accounting, budgeting, student activity funds accounting, accounts payable, payroll, tax collections, general accounts receivable, auditing, and investments. The assistant superintendent receives support from the director of Tax Collections, director of Purchasing, and director of Business Operations. The internal audit operations of the district report to the Board of Trustees.

The district prepares budgets for its General Operating, Food Service, Debt Service, and Capital Projects funds. The 2006–07 General Operating fund budget totaled \$206.4 million, of which 65.6 percent is dedicated to instruction, almost 9 percent is for maintenance, and nearly 7 percent for school administration. General administration accounts for just more than three percent of the 2006–07 operating budget.

### ACCOMPLISHMENTS

- Irving ISD uses several mechanisms including conservative budget practices, careful management of expenditures, prudent investment practices, regular fund balance projections, and a fund balance management policy to effectively manage its funds, which has allowed the district to establish and maintain a healthy fund balance.
- Irving ISD provides high quality, readily available financial information to the public such as preparing and presenting clear and concise annual budgets and Comprehensive Annual Financial Reports (CAFR) that are posted on the district website.

### FINDINGS

- Irving ISD lacks adequate control over access to the district's automated vendor files, leaving the district at risk to fraud and abuse.
- The district's internal audit plan lacks a formal organizational risk assessment.

- Irving ISD's paycheck distribution process is cumbersome and time-consuming.

### RECOMMENDATIONS

- **Recommendation 17: Improve internal controls over the vendor payment function by limiting accounting staff's access to automated vendor files.** To achieve proper separation of duties, the Purchasing Department should handle all changes to automated vendor files, including vendor set-up. Accounting staff, on the other hand, should be responsible for vendor payments. The assistant superintendent of Business and Finance should update policies, procedures, and job duties to eliminate breaches of internal control and separate the duties for accounts payable and purchasing staff. The assistant superintendent should request that the Technology Department prevent accounting staff members from having access to vendor files. Only Purchasing Department staff should be allowed such access. The district should provide annual internal control training for all Finance, Purchasing, and Personnel Department staff. The internal auditor should include an assessment of internal controls in the annual audit risk assessment.
- **Recommendation 18: Conduct an annual risk assessment of the organization before preparing the annual audit plan.** The internal auditor should develop a risk assessment methodology using the Institute of Internal Auditors' professional standards. The auditor should then conduct the risk assessment, including adequate input from the district's upper management. The district should update the auditor job description duties and responsibilities to require the auditor to conduct a districtwide annual risk assessment for developing the annual audit plan.
- **Recommendation 19: Adopt a promotional campaign to increase employee participation in direct payroll deposit.** The assistant superintendent of Business and Finance should be responsible for the development of the campaign and present it to the Irving ISD board for approval. The district should develop an employee education program including districtwide meetings, focus groups, and notices detailing the benefits of direct deposit and

the procedures for those employees who do not maintain bank accounts. The district should update new employee orientation materials to include direct payroll deposit option.

**DETAILED ACCOMPLISHMENTS**

**FUND BALANCE**

Irving ISD uses several mechanisms including conservative budget practices, careful management of expenditures, prudent investment practices, regular fund balance projections, and a fund balance management policy to effectively manage its funds, which has allowed the district to establish and maintain a healthy fund balance. **Exhibit 4-1** shows district general operating fund budgets by year for 2004–05 through 2006–07. As this exhibit shows, the total operating budget increased over this time period from almost \$182 million in 2004–05 to about \$189 million in 2005–06 and to over \$206 million in 2006–07. The instruction

expenditure category increased almost 12 percent from 2005–06 to 2006–07, the largest dollar value increase of all expenditure categories. For 2006–07, almost half of the \$14 million increase in instruction expenditures was due to state-mandated increases in pay for teachers, librarians, counselors, full-time nurses, and a \$500 salary supplement for all employees except administrators. In addition, the 2006–07 budget includes additional employee pay increases amounting to \$2.6 million that are funded through local revenues, stipends for bilingual/ESL teachers, increases in substitute teacher pay rates, and additional staff necessary to handle enrollment increases.

The largest percentage increase in the 2006–07 budget was in the transportation category—up by 30 percent over the prior year. This increase was due primarily to the addition of bus monitoring staff.

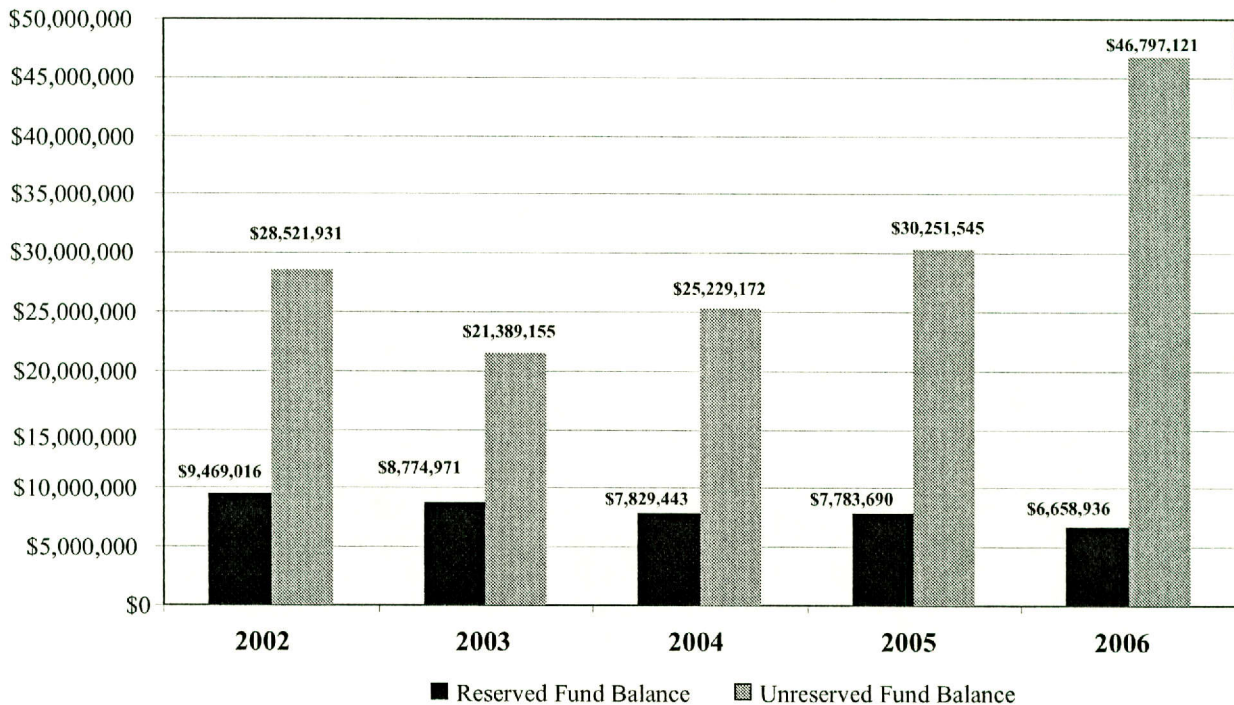
**Exhibit 4-2** presents the district’s General Fund balance, both reserved and unreserved, for 2001–02 through

**EXHIBIT 4-1  
IRVING ISD GENERAL OPERATING FUND BUDGET  
2004–05 THROUGH 2006–07**

EXPENDITURE CATEGORY	2004–05	2005–06		2006–07	
	AMOUNT	AMOUNT	PERCENTAGE INCREASE (DECREASE) FROM PRIOR YEAR	AMOUNT	PERCENTAGE INCREASE (DECREASE) FROM PRIOR YEAR
Instruction	\$118,463,275	\$121,451,595	2.5%	\$135,479,553	11.6%
Instructional Resources	\$3,699,698	\$3,838,448	3.8%	\$4,080,874	6.3%
Staff Development	\$1,982,223	\$2,194,506	10.7%	\$2,184,000	(0.5%)
Instructional Administration	\$3,138,115	\$3,231,357	3.0%	\$3,462,991	7.2%
School Administration	\$13,561,040	\$13,861,302	2.2%	\$14,209,236	2.5%
Counseling Services	\$7,978,079	\$8,560,596	7.3%	\$8,947,588	4.5%
Attendance Services	\$348,602	\$350,037	0.4%	\$384,450	9.8%
Health Services	\$1,777,614	\$1,847,643	3.9%	\$2,026,881	9.7%
Transportation Services	\$1,551,612	\$1,926,527	24.2%	\$2,504,423	30.0%
Food Services	\$274,358	\$232,921	(15.1%)	\$240,288	3.2%
Extracurricular Services	\$3,385,827	\$3,458,599	2.1%	\$3,485,535	0.8%
General Administration	\$5,707,681	\$5,872,753	2.9%	\$6,347,894	8.1%
Maintenance	\$16,071,081	\$17,546,214	9.2%	\$18,382,723	4.8%
Security	\$1,554,293	\$1,542,791	(0.7%)	\$1,612,719	4.5%
Data Processing	\$2,191,652	\$2,450,788	11.8%	\$2,791,668	13.9%
Community Services	\$99,170	\$122,370	23.4%	\$138,229	13.0%
JJAEP* Payment	\$125,000	\$125,000	0.0%	\$150,000	20.0%
<b>Total</b>	<b>\$181,909,320</b>	<b>\$188,613,447</b>	<b>3.7%</b>	<b>\$206,429,052</b>	<b>9.4%</b>

\*Juvenile Justice Alternative Education Program.  
Source: 2004–05, 2005–06, and 2006–07 Official Budgets, Irving ISD.

**EXHIBIT 4-2  
RESERVED AND UNRESERVED GENERAL FUND BALANCES  
2001-02 THROUGH 2005-06**



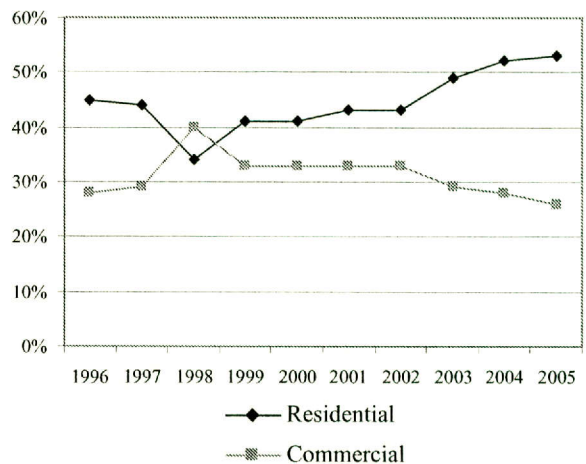
SOURCE: Irving ISD 2005-06 Comprehensive Annual Financial Report, Exhibit S-4, page 88.

2005-06. As this exhibit shows, Irving ISD’s fund balance, after taking a 20.6 percent drop due to teacher pay increases and supplemental payments to the district’s health insurance fund in fiscal year 2002-03, has steadily increased during 2003-04 through 2005-06.

The district and its Board of Trustees have carefully managed expenditures, even during economically slow periods. For instance, the Irving area, until recently, suffered from decreased commercial property values in the aftermath of an economic downturn. This downturn affected the district’s local property tax revenues.

The district’s property tax revenues are derived from residential, commercial, rural, and personal property values. The chart shown in **Exhibit 4-3** displays the district’s percent of residential and commercial values. As can be seen in this exhibit, beginning in 2001 and continuing through 2005, the relative percentage of residential property values increased while the relative percentage of commercial property values decreased. Declining commercial property values caused a decrease in property tax revenues generated from commercial

**EXHIBIT 4-3  
PERCENT OF RESIDENTIAL PROPERTY VALUES  
AS COMPARED TO PERCENT OF COMMERCIAL PROPERTY  
VALUES**



SOURCE: Irving ISD Comprehensive Annual Financial Report 2004-05, page 94.

property from 2001 to 2005. However, the district has indicated that beginning in 2006, commercial values have rebounded. In addition, the district received reductions in state funding.

**Exhibit 4-4** shows property tax values and total tax collections for the district for the past 10 years of 1997 through 2006. As the exhibit demonstrates, the district's property values decreased from 2002 to 2003 and from 2003 to 2004 by 0.7 percent and 0.9 percent, respectively. However, annual taxable values and tax collections have continued to increase since 2004.

To counter the effects of the loss of local revenue generated by business and decreased state revenues in 2003-04, the district made some difficult decisions, including eliminating positions throughout the district for a reduction of \$8 million and reducing departmental operating expenditures by \$1 million. In addition, the A-B Block schedule was replaced with a more cost-effective traditional schedule, resulting in savings of \$5.4 million.

In addition to carefully monitoring and controlling expenditures, the district's investment officer prepares fund balance projections and presents them to the board. The board reviews the fund balance quarterly to ensure that its targets are met. The board requires that at least 15 percent of operating expenditures be maintained in reserves.

The district also carefully monitors financial markets and shifts its investment of excess funds to capitalize on favorable

market changes. This has resulted in the past few years of greater than anticipated interest revenues.

Fund balance targets vary by industry or type of organization, but can typically range from two and a half to six months of cash operating needs for school districts. For Texas school districts, the Texas Education Agency (TEA) sets target or "optimum" fund balances. The formula for optimum fund balances calls for the general fund balance (unencumbered and unallocated) to equal the estimated amount needed to cover cash flow deficits for the fall period of the following fiscal year plus an estimated one month average of cash disbursements from the general fund for the nine months of the following fiscal year. **Exhibit 4-5** shows Irving ISD's optimum fund balance calculation using TEA's formula. TEA requires that school districts annually perform this calculation.

Fund balance is the difference between assets and liabilities as reflected on the balance sheet and serves as a measure of fiscal health for an organization. Fund balances can be reserved, set aside for specific future uses, or unreserved. Unreserved fund balances represent the resources available to an organization for immediate use in operations.

Fund balance levels are important because in the event of unforeseen increases in expenditures or reduced or delayed revenues, the school district will need to maintain its current operations. Without adequate fund balance levels, districts have been forced to incur interest expenditures for short-term borrowing. In addition, bond agencies evaluate how

**EXHIBIT 4-4**  
**IRVING ISD PROPERTY TAX VALUES AND COLLECTIONS**  
**1997 THROUGH 2006**

FISCAL YEAR	TOTAL ESTIMATED TAXABLE VALUE	PERCENTAGE INCREASE (DECREASE) FROM PRIOR YEAR	TOTAL TAX COLLECTIONS	PERCENTAGE INCREASE (DECREASE) FROM PRIOR YEAR
1997	\$5,958,312,768	N/A	\$98,182,280	N/A*
1998	\$6,133,433,560	2.9%	\$99,440,309	1.3%
1999	\$6,733,874,197	9.8%	\$111,658,407	12.3%
2000	\$7,150,517,228	6.2%	\$117,601,219	5.3%
2001	\$7,412,373,288	3.7%	\$123,217,354	4.8%
2002	\$7,683,491,069	3.7%	\$128,000,670	3.9%
2003	\$7,626,582,560	(0.7%)	\$131,186,493	2.5%
2004	\$7,554,198,014	(0.9%)	\$133,779,758	2.0%
2005	\$7,860,220,752	4.1%	\$139,679,748	4.4%
2006	\$8,239,493,587	4.8%	\$143,086,691	2.4%

\*Not applicable.

SOURCE: Irving ISD Comprehensive Annual Financial Report, 2006.

**EXHIBIT 4-5  
GENERAL FUND BALANCE AND CASH FLOW CALCULATION  
AUGUST 31, 2006**

DESCRIPTION	AMOUNT
Total General Fund Balance 8/31/06 [1]	\$53,456,057
Total General Fund Reserved Fund Balance [2]	\$1,618,251
Total General Fund Designated Unreserved Fund Balance [3]	\$5,040,685
Estimated amount needed to cover fall (9/1/06 – 1/31/07) cash flow deficits in the General Fund (net of borrowed funds and funds representing deferred revenues) [4]	\$0
Estimated Average Monthly Cash Disbursement of General Fund for period 9/1/06 – 5/31/07 [5]	\$15,686,317
Estimate of delayed payments from state sources (58XX) including August payment delays [6]	\$5,910,280
Estimate of underpayment from state sources equal to variance between Legislative Payment Estimate (LEP) and District Planning Estimate (DPE) or district's calculated earned state aid amount [7]	\$0
Estimate of delayed payments from federal sources (59XX) [8]	\$2,057,908
Estimate of expenditures to be reimbursed to General Fund from Capital Projects Fund (uses of General Fund cash after bond referendum and prior to issuance of bonds) [9]	\$0
General Fund Optimal Fund Balance [10] = (2+3+4+5+6+7+8+9)	\$30,313,441
<b>Excess/(Deficit) Undesignated Unreserved General Fund Balance [11] = (1-10)</b>	<b>\$23,142,616</b>

SOURCE: Irving ISD Schedule J-3, Fund Balance and Cash Flow Calculation Worksheet for General Funds as of August 31, 2006, presented in the 2006 Comprehensive Annual Financial Report, page 83.

well school districts manage their reserves and assign ratings. The rating a school district is assigned directly affects the interest rates that districts are charged on their long-term borrowing. Therefore, prudent fund balance management can result in lower operating costs over the long term.

Best practice research shows that organizations with established policies ensuring adequate fund balances have greater success in achieving financial success.

**QUALITY OF DISTRICT FINANCIAL INFORMATION  
AVAILABLE TO THE PUBLIC**

Irving ISD provides high quality, readily available financial information to the public such as preparing and presenting clear and concise annual budgets and CAFR that are posted on the district website. The district's annual official budget, prepared in accordance with TEA requirements and published on the district's website, contains an overview of budgeted revenues and expenditures, factors that were considered when preparing the budget, an overview of legislative changes that impact district finances, detailed information regarding tax rate calculations, and both summary and detailed budget presentations.

The CAFR contains comprehensive information on the district's actual historical financial performance and includes not only the financial information for all district funds but also supplemental information that helps the reader to understand the circumstances affecting the district's financial operations. Supplemental information contained in the CAFR includes 10-year trend data for property tax assessments, collections, and delinquencies; computation of the district's indirect cost rates; fund balance trends over 10 years; and demographic information such as principal tax payers, major employers, outstanding debt, and population, personal income, and unemployment rates. Similar to the official budget, the CAFR is published on the district's website.

The district received recognition for its CAFR for the past 18 years from both the Association of School Business Officials (ASBO) and the Government Finance Officers Association (GFOA). ASBO is a professional association of school business management professionals whose mission is to provide programs and services to promote high standards of school business management practices, professional growth, and the effective use of educational resources. The GFOA is a professional association of state and local finance officers in the United States and Canada. GFOA's mission is to enhance and promote the professional management of governments for the public benefit by identifying and developing financial policies and practices and promoting them through education, training, and leadership. One of the most critical efforts of the GFOA is the guidance it provides government entities in presenting budget and financial information in user-friendly formats that provide clear and concise information to decision-makers and stakeholders.

The key to providing transparency of budget and financial processes is to communicate the challenges facing a district and to explain the approach to dealing with the challenges.

Because school property taxes usually represent the most significant portion of local taxes, it is important that taxpayers are provided with a district's financial performance and budgetary needs. Many times voters rely on this information when considering whether to approve bond referendums.

Other stakeholders including bond agencies also rely heavily on the budget and financial information when considering what they will charge districts for long-term debt obligations.

The Texas Education Code (TEC) Sections 44.002 through 44.006 establish the legal requirements by which school districts must develop their budgets. A summary of these legal requirements include:

- The superintendent is the budget officer for the district and prepares or causes the budget to be prepared.
- The district budget must be prepared by a date set by the state board of education, currently August 20 (June 19 if the district uses a July 1 fiscal year start date).
- The president of the board of trustees must call a public meeting of the board of trustees, giving ten days public notice in a newspaper, for the adoption of the district budget. Any taxpayer in the district may be present and participate in the meeting.
- No funds may be expended in any manner other than as provided for in the adopted budget. The board does have the authority to amend the budget or adopt a supplementary emergency budget to cover unforeseen expenditures.
- The budget must be prepared in accordance with GAAP (generally accepted accounting principles) and state guidelines.
- The budget must be legally adopted before the adoption of the tax rate. However, if a school district has a July 1st fiscal year start date, then a school district must not adopt a tax rate until after the district receives the certified appraisal roll for the district required by Section 26.01, Tax Code. Additionally, a school district must publish a revised notice and hold another public meeting before the district may adopt a tax rate that exceeds the following: (1) the rate proposed in the notice prepared using the estimate; or (2) the district's rollback

rate determined under Section 26.08, Tax Code, using the certified appraisal roll.

There are many ways to satisfy these legal requirements. Irving ISD ensures that its financial and budget information is easy to understand and available to all stakeholders. Irving ISD provides this information under "Public Information" on the district's website at [www.irvingisd.net/publicinformation/publications.htm](http://www.irvingisd.net/publicinformation/publications.htm). For example, the district posts on its website the five most recent district annual budgets and CAFRs in user-friendly, easy-to-access formats.

## DETAILED FINDINGS

### INTERNAL CONTROL (REC. 17)

Irving ISD lacks adequate control over access to the district's automated vendor files, leaving the district at risk to fraud and abuse. The Purchasing Department is primarily responsible for establishing new vendors in the automated payment system. Purchasing Department procedures include verifying a vendor's correct address, obtaining taxpayer identification information, and assigning a unique vendor identification number. Purchasing Department staff does not have access to the automatic payment system.

However, the Accounts Payable supervisor, who oversees the payment functions for the district, also has the capability of establishing vendors in the payment system as well as the capability of scheduling payments. The Accounts Payable supervisor acts as a back-up to set up new vendors in the system when the Purchasing Buyer is absent. The district reports that the Accounts Payable supervisor has access to vendor file maintenance capabilities primarily to update vendor remittance addresses in a timely manner, since the Purchasing Department is understaffed. Even though the Accounts Payable supervisor has vendor file maintenance system access, the Accounts Payable clerks only have vendor inquiry capability.

Although no external or internal audits have detected a problem, access to both the vendor files and the payment files places the district at risk of a potential loss. That is, a person having access to both vendor files and payment functions can theoretically establish fictitious vendors in the system in addition to generating payments to that fictitious vendor.



By allowing the Accounts Payable supervisor access to vendor file maintenance capabilities, the department is breaching the internal control principle of separation of duties.

Internal controls are the measures taken by an organization for the purpose of protecting resources against waste, fraud, and inefficiency; ensuring accuracy and reliability in accounting and operating data; securing compliance with policies, rules, regulations, and laws; and evaluating the level of performance.

The elements of good internal controls, as defined in professional literature on the accounting profession, include:

- **Quality Personnel** — obtained by thoroughly interviewing prospective employees to ensure competency and trustworthiness, conducting background and reference checks, and verifying educational and prior job experience. In addition, good controls require that employees are properly trained and cross-trained to ensure that they know what they should and should not be doing. Employees need to have clearly established lines of authority and responsibilities documented in written job descriptions and procedures manuals. Organizational charts provide a visual presentation of lines of authority and responsibility. Periodic updates of job descriptions ensure that employees and supervisors are aware of the duties employees are expected to perform.
- **Documented Policies and Procedures** — necessary to provide a foundation for all activities that occur in an organization and to ensure that all employees understand the processes necessary to comply with those policies. Documented procedures help to ensure program and position continuity in the event of employee absences or employee transition into and out of positions. Procedures should include authorization procedures that provide a thorough review of supporting information to verify the propriety and validity of transactions. Approval authority should be commensurate with the nature and significance of the transactions and in compliance with policies.
- **Separation of Duties** — reduces the likelihood of errors and irregularities. An individual should not have responsibility for more than one of the three transaction components: authorization, custody, and record-keeping. When the work of one employee is checked by another, and when the responsibility for

custody for assets is separate from the responsibility for maintaining the records relating to those assets, appropriate segregation of duties exists. Proper internal controls help detect errors in a timely manner and deter improper activities. At the same time, proper internal controls and the segregation of duties should be devised to prompt operational efficiency and allow for effective communications.

- **Physical Restrictions** — involves having the proper procedures and processes in place to protect the physical custody of assets such as inventory, property, and data.
- **Documentation and Record Retention** — provides reasonable assurance that all information and transactions of value are accurately recorded and retained.
- **Monitoring Operations** — verifies that controls are operating properly. Reconciliations, confirmations, and exception reports provide the type of monitoring information on an ongoing basis. In addition, regular independent audits provide reasonable assurance that an organization's controls are working.

The establishment of sound internal controls does not imply that employees are untrustworthy or have the potential for wrongdoing. However, in assigning duties to establish adequate controls, the character of the employee holding the position should not be the basis for making a determination, but rather the position the employee holds. Good internal controls not only help to prevent and detect instances of wrongdoing, but they also protect innocent employees.

The district should improve controls over the vendor payment function by limiting accounting staff's access to automated vendor files. To achieve proper separation of duties, the Purchasing Department should handle all changes to automated vendor files, including vendor set-up. Accounting staff, on the other hand, should be responsible for vendor payments. Such a separation prevents the potential of having an employee establish a fictitious vendor and processing payments to that vendor exists.

The assistant superintendent of Business and Finance should update policies, procedures, and job duties to eliminate breaches of internal control and separate the duties for accounts payable and purchasing staff. The assistant superintendent should immediately contact the Technology Department to request that access to automated vendor files be restricted to only Purchasing Department staff.

To ensure that adequate internal controls remain in place, the assistant superintendent of Business and Finance should request that the internal auditor include an assessment of internal controls in an annual audit risk assessment. Further, all Finance, Purchasing, and Personnel Department employees should receive internal control training at least annually so that they understand the reasons for maintaining adequate separation of duties.

#### **INTERNAL AUDIT PLANNING (REC. 18)**

The district's internal audit plan lacks a formal organizational risk assessment. In 2004, Irving ISD requested a risk management review from the Texas Association of School Business Officials (TASBO). TASBO issued recommendations to the district to help improve its risk management functions. In this report, the TASBO review team recommended the creation of an internal auditor position. Specifically, the report stated, "An internal auditor with a strong audit program would...reduce risk to the District by providing protection for the financial assets and reputation of the District."

Subsequently, the district established the internal audit function in the 2005–06 budget and hired its first auditor in January 2006. The job description for the position states that the auditor will be responsible for planning, directing, and implementing an internal audit program that ensures compliance with accountability standards, laws, regulations, and policies. In addition, the auditor's job description requires that the auditor examine the effectiveness of the district's internal controls.

The internal auditor, in the position's reporting relationship to the Board of Trustees, meets quarterly with the district's Audit and Finance Committee. The committee includes three members of the board, the superintendent, the assistant superintendent of Business and Finance, and the Business Operations director.

The district requires that the auditor hold a Bachelor's degree in accounting, management, finance, or business. Although not required, the district prefers that the auditor hold a professional certification in accounting or internal auditing.

In August 2006, the auditor position was vacated when the then auditor was transferred into the district's Business Operations director position. The auditor position remained vacant for approximately seven months due to the district having difficulties in filling the position. The district hired a replacement auditor in March 2007.

In spite of the short amount of time that the first auditor was in place, the auditor developed and the board approved an audit charter, mission statement, and an audit plan. The audit charter spells out the roles of the internal auditor, its authorization and responsibilities, provides a definition of audit scope, and outlines reporting accountabilities.

The mission statement of the internal auditor states the following:

The mission of the internal auditor is to assist members of the Board of Directors and the superintendent in the effective discharge of their responsibilities. To this end, the internal auditor will furnish them with independent analyses and recommendations concerning the adequacy and effectiveness of the district's systems of internal control and the quality of performance of management in carrying out assigned responsibilities and achieving established objectives.

The audit plan developed in 2006 is presented in **Exhibit 4-6**. This plan, while not based on a formal risk assessment, was based on needs and areas of concern expressed to the auditor in informal interviews with upper management staff. The plan also included audits of traditional areas of risk such as payroll processes and campus audits. In addition, the audit of the district's fixed asset accounting was based on deficiencies identified in several reports issued by the district's external auditor.

Without an audit plan that is based on a formal risk assessment, the district may be expending valuable resources on areas of low risk. Alternatively, areas of high risk may be going without adequate review or analysis.

As one of the most critical steps in the audit planning process, a risk assessment helps organizations identify the possible events that will occur that can be harmful to the organization and/or can be a hindrance to the organization in achieving its goals.

Risk assessment is the first step in preparing an effective audit plan since it is a process to identify and analyze the risk an organization faces in the achievement of its goals and objectives. Rather than scheduling audits according to a standard cycle of rotation, audits should be based on an organization's risk factors. This allows the auditor to focus on the highest risk priorities within an organization and to devote limited resources accordingly.

The Institute of Internal Auditors (IIA) has established standards governing the internal audit function. IIA Standard

**EXHIBIT 4-6  
IRVING ISD INTERNAL AUDIT PLAN 2006**

AUDIT PROJECT	STATUS AS OF 12/20/06	BUDGETED HOURS	ACTUAL HOURS	(OVER)/UNDER BUDGET
Request for Qualifications	Complete	24	24	0
Fixed Asset Verification	Complete	310	494	(184)
Laptop Issuance/Tracking	In progress	142	2	140
Summer School Tuition Procedures	In progress	24	2	22
Department Audit(s)			0	0
Laptop Deposits	Not started	40	0	40
Elementary Campus Audits	Not started	56	0	56
Middle School Campus Audits	Not started	128	0	128
High School Campus Audits	Not started	160	0	160
Payroll Document Review	In progress	0	11	(11)
Assistance with External Audit	In progress	160	2	158
Fraud/Risk Assessment			0	0
<b>Audits Requested by Management</b>				
High School Drama Club	Complete	40	41	(1)
Academy Cashier Audit	Complete	4	5	(1)
Tax Office Review	Complete	16	16	0
Virtual Inventory System	Complete	6	8	(2)
Dr. Pepper Contract Review	Not started	16	0	16
<b>Total Hours</b>		<b>1,126</b>	<b>605</b>	<b>521</b>

SOURCE: Internal Audit plan as of December 20, 2006.

2010 pertaining to the planning of internal audits states that the internal auditor “should establish risk-based plans to determine the priorities of the internal audit activity, consistent with the organization’s goals.”

Standard 2010 further states that an organizational risk assessment should be undertaken at least annually, with the input of senior management and the organization’s governing board considered in the process.

By conducting regular risk assessments and basing the auditor’s annual audit plan on these assessments, an organization can focus its audit resources where they will be most effective. IIA Standard 2110 addresses the risk assessment function and states that internal audit activities should evaluate risk exposures relating to the organization’s governance, operations, and information systems regarding the following:

- reliability and integrity of financial and operational information;
- effectiveness and efficiency of operations;

- safeguarding of assets; and
- compliance with laws, regulations, and contracts.

Brevard Public Schools in Florida started conducting an annual risk assessment of the organization in 1999 when it determined that the audit function was concentrating on areas that were not necessarily the greatest risk to the organization. The school system engaged an external auditor to assist in conducting the risk assessment to ensure that its audit focus shifted to its most critical functions. Its internal auditor then used the risk assessment in developing the annual audit plan.

The district should conduct an annual risk assessment of the organization before preparing the annual audit plan. The internal auditor should develop a risk assessment methodology using the IIA’s professional standards. The internal auditor should work with upper management to conduct an annual risk assessment in the planning of district audits. The district should update the auditor job description duties and responsibilities to require the auditor to conduct a districtwide

annual risk assessment for developing the annual audit plan. **Exhibit 4-7** shows an overview of a suggested risk assessment methodology provided by IIA.

#### **DIRECT DEPOSIT (REC. 19)**

Irving ISD's paycheck distribution process is cumbersome and time-consuming. The district pays its employees in two payment cycles: administrators and teachers are included in the monthly payroll cycle while hourly employees are paid through the bi-weekly payroll cycle.

The district uses two timekeeping systems that have resulted in several efficiencies. Hourly employees use an automated time clock system to track their hours, while teachers and administrators use a substitute finder system to track their leave time. Both timekeeping systems interface with the payroll system, eliminating much of the manual data input necessary to process payroll transactions.

However, by issuing its payroll largely through physical paychecks, the district is limiting the efficiencies of the Payroll Department. Only about 15 percent of district employees receive their paychecks through direct deposit, resulting in the district issuing a total of 16,615 paychecks to employees during the 2006 calendar year. In addition, issuing physical paychecks is costing the district in processing fees and extra staff time to handle the paychecks. The payroll supervisor reported that lost paychecks are problems because they require the department to issue stop payment notices and then re-issue paychecks to the employees. Furthermore, during the summer when the district's teachers receive their paychecks by mail, if a teacher moves and forgets to notify the district of a change in address, the post office returns the

#### **EXHIBIT 4-7 RISK ASSESSMENT METHODOLOGY**

##### **Step One:**

Define the Organization's "Auditable Units"

##### **Step Two:**

Conduct Data-Gathering Interviews

##### **Step Three:**

Document Key Information on the Auditable Unit

##### **Step Four:**

Quantify Each Auditable Unit's Risk

##### **Step Five:**

Calculate the Weighted Risk

##### **Step Six:**

Prioritize Internal Audit Tasks By Weighted Risk and Create Audit Plan

SOURCE: Establishing an Internal Audit Activity Manual, Institute of Internal Auditors.

check to the district. During 2006, the district issued 86 stop payment notices for paychecks, taking approximately 75 hours of staff time to process and re-issue new checks. Re-issuing checks is not only an inconvenience to the Payroll Department but also to employees.

Other district departments reported to the review team that payroll distribution is inefficient and time consuming. Food Service managers, for instance, are required to pick up physical paychecks from the Administration Building and deliver them to each school where employees are located. The process of physically picking up paychecks from the central district office and delivering paychecks to campus-based staff takes managers away from their primary responsibilities.

Studies have shown that organizations using direct deposit realize cost and efficiency savings from the elimination of check stock and reduced processing fees. For instance, the National Automated Clearinghouse Association (NACHA)—the Electronic Payments Association states the benefits of direct deposit include:

- there are fewer checks to print and store;
- deposits to individual accounts occurs at a specific time and date;
- facsimile signature security isn't necessary with direct deposit since no signatures are required;
- lost and stolen checks are eliminated;
- financial institution service charges are reduced—typically, it costs more to process a paper check through an entity's bank account than a direct deposit transaction;
- the potential for errors is reduced because direct deposit requires less manual handling than a check;
- account reconciliation is simplified;
- fraud is reduced because there is less potential for counterfeit checks, stolen checks or signature plates, altered amounts, and forged signatures;
- problems with direct deposit are very rare—the chance of having a problem with a paper check is 20 times greater than with direct deposit;
- administration costs can be lowered due to the elimination of manual check preparation;

- organizations report savings of more than \$0.40 in direct processing costs for each paper check converted to direct deposit;
- direct deposit adds one more incentive to competitively attract employees; and
- productivity can be increased due to employees spending less time away from work to cash or deposit a payroll check.

One concern that many organizations have when implementing a mandatory direct deposit policy is how to pay those employees that do not maintain bank accounts. Many banks that offer direct deposit features also offer programs for employees without bank accounts. Some bank programs issue a debit card to the employee without a bank account, which allows employee access to funds or the ability to withdraw an entire paycheck on payday. These programs are offered at either no charge or minimal charge to the district or the employee.

The district should adopt a promotional campaign to increase employee participation in direct payroll deposit. The assistant superintendent of Business and Finance should be responsible for the development of the campaign and present it to the Irving ISD board for approval.

The district should develop an employee education program detailing the benefits of direct deposit and the procedures for those employees who do not maintain bank accounts. The district should hold a series of meetings and focus groups, both in English and in Spanish, to ensure that all employees understand how the new direct deposit system works and how to enroll in the program. The district should update new employee orientation materials to include direct payroll deposit options.

In addition to employee focus groups, the district should develop printed notices for posting on employee bulletin boards districtwide and electronic notices for posting on the district website so that all employees are aware of the direct deposit option, understand the benefits, and know how to participate in the direct deposit program. The notices should

Initial Campaign Period—Year 1: 20 percent  
 Year 2: 17 percent  
 Year 3: 15 percent  
 Year 4: 12 percent  
 Year 5: 10 percent

also include steps on how to enroll in the direct deposit program for employees without bank accounts.

A well-managed educational campaign for direct deposit could reduce the number of physical checks issued by an initial 20 percent. The effect of the campaign in subsequent years will begin to diminish since those employees most likely to participate will do so early on in the campaign.

For this reason, we assume reductions in the number of physical paychecks issued as follows:

Using the above assumptions for annual percentage reductions in physical paycheck issuances due to the direct deposit promotional campaign and the number of physical checks issued in 2006, the estimated fiscal impact by year would be as shown in **Exhibit 4-8**. In particular, using 16,615 physical paychecks issued to employees during 2006 as a base, the physical check processing savings estimate of \$0.40 per check, an estimated physical paycheck issuance reduction of 3,323 (16,615 x 20 percent), and assuming the savings start midway of the first year (seven out of 12 months), the district could save approximately \$775 (3,323 paychecks x \$0.40 per check x (7 / 12 months)) in 2007–08. The savings for the following years are \$904 (2,260 x \$0.40) in 2008–09, \$662 (1,655 x \$0.40) in 2009–10, \$450 (1,125 x \$0.40) in 2010–11, and \$330 (825 x \$0.40) in 2011–12. The estimated total five year savings is \$3,121.

The time efficiency savings to the district and for the Payroll Department, while difficult to quantify, would also be significant for Irving ISD.

**EXHIBIT 4-8  
 ESTIMATED ANNUAL SAVINGS FOR DIRECT DEPOSIT**

YEAR	NUMBER OF PAYCHECKS	PERCENTAGE REDUCTION	ACTUAL REDUCTION	ESTIMATED SAVINGS
0	16,615			
1	13,292	20%	3,323	\$775
2	11,032	17%	2,260	\$904
3	9,378	15%	1,655	\$662
4	8,252	12%	1,125	\$450
5	7,427	10%	825	\$330
Total			9,188	\$3,121

SOURCE: Performance Review Team, July 2007.

For background information on Financial Management, see page 187 in the General Information section of the appendices.

**FISCAL IMPACT**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 4: FINANCIAL MANAGEMENT</b>							
17. Improve internal controls over the vendor payment function by limiting accounting staff's access to automated vendor files.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
18. Conduct an annual risk assessment of the organization before preparing the annual audit plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
19. Adopt a promotional campaign to increase employee participation in direct payroll deposit.	\$775	\$904	\$662	\$450	\$330	\$3,121	\$0
<b>TOTAL-CHAPTER 4</b>	<b>\$775</b>	<b>\$904</b>	<b>\$662</b>	<b>\$450</b>	<b>\$330</b>	<b>\$3,121</b>	<b>\$0</b>

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# **CHAPTER 5**

# **PURCHASING AND WAREHOUSING**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 5. PURCHASING AND WAREHOUSING

Irving Independent School District's (Irving ISD) purchasing and warehouse functions are managed by the Purchasing Department, which falls under the direction of the assistant superintendent of Business and Finance and its Central Warehouse, which reports to the assistant superintendent of Support Services. Textbooks are managed under the Department of Teaching and Learning.

Texas schools are required to follow Chapter 44 of the Texas Education Code (TEC) in the purchasing of items for use in public education. In addition, Texas schools are allowed to participate with state and other local governments in interlocal agreements for purchasing under Local Government Code. Texas Government Code also allows school districts to participate in cooperative purchasing programs.

All school districts are required to follow Texas Education Agency's (TEA) Financial Accountability System Resource Guide (FASRG). The guide contains requirements regarding budgeting, auditing, purchasing, data management, and accountability, among other requirements. Module 3 of the FASRG pertains to the processes and practices required for the purchasing functions in Texas schools.

### ACCOMPLISHMENTS

- Irving ISD's Purchasing Department uses several mechanisms that allow it to operate an efficient and effective purchasing process with a small number of staff.
- The district disposes of its out-of-adoption textbooks in an efficient and cost-effective manner, while also providing benefits to underdeveloped countries.

### FINDINGS

- Irving ISD does not enforce its purchasing procedures requiring all planned purchases to be pre-approved.
- The district is not monitoring the efficiency and effectiveness of its Central Warehouse operations and cannot ensure that it is providing the most cost-effective services to its user departments and campuses.
- The district does not have an effective process to dispose of its obsolete furniture and equipment inventory.

- Irving ISD is not conducting enough textbook counts to adequately account for its textbook inventory.

### RECOMMENDATIONS

- **Recommendation 20: Enforce district procedures for encumbering purchases by properly completing purchase orders prior to making purchases.** The assistant superintendent of Business and Finance and the director of Purchasing should review methods to encourage departmental and campus staff to follow proper purchasing procedures, including consequences for not following the procedures. The assistant superintendent of Business and Finance and the director of Purchasing should also notify all vendors that purchases must be made with a signed purchase order, and employees should be informed of the district's intent to enforce district purchasing policies and procedures, including the ramifications for failing to follow the procedures.
- **Recommendation 21: Establish the Central Warehouse as an internal service fund and monitor it for efficiency to determine the most cost-effective way to maximize its use.** The assistant superintendent of Financial Services should establish an internal service fund for the operation of the district's warehouse. The assistant superintendent of Business and Finance, with input from the assistant superintendent of Support Services, should develop formulas for pricing goods "sold" to district departments and campuses to account for the cost of warehouse employees' salaries and benefits and operating expenses, such as utilities and equipment depreciation. By operating the warehouse as an internal service fund, the district will better be able to monitor internal expenditures to determine the full value (or cost) to the district. If the warehouse is not fully recovering its costs for providing goods to campuses and departments, the district could begin to phase out the items for which it can obtain direct from vendors at lower costs.
- **Recommendation 22: Aggressively pursue disposal of the district's obsolete assets.** The assistant superintendent of Support Services and the Warehouse/Transportation manager should immediately determine

which items contained in the surplus inventory can be hauled off to a landfill or recycled. Items such as wooden desks and chairs that are damaged beyond repair, computer diskettes, and mattresses should be disposed. The district could then contract with a reputable vendor to properly dispose of surplus computer and related equipment, since this equipment has little value in the secondary market. In addition, the district should pursue Internet and other types of auctions for the disposal of its equipment that is no longer needed. By making it easier for the public to view and purchase items from the district's surplus inventory, the district can more readily eliminate its surplus stock.

- **Recommendation 23: Reduce district textbook losses by conducting monthly textbook counts by classroom.** The textbook manager should implement procedures requiring that all teachers conduct inventory counts on a monthly basis. With the information available through the district's inventory tracking software, this process can be easily achieved. For those books that cannot be located, principals should be required to immediately notify parents. By identifying lost textbooks on a more timely basis, students and parents will have a greater opportunity for finding the missing books.

**DETAILED ACCOMPLISHMENTS**

**EFFICIENT AND EFFECTIVE PURCHASING ORGANIZATION**

Irving ISD's Purchasing Department uses several mechanisms that allow it to operate an efficient and effective purchasing process with a small number of staff. **Exhibit 5-1** provides purchasing staff composition for Irving ISD and its peer districts. As can be seen in this exhibit, Irving ISD has a smaller number of staff than any of the peers. Irving's Purchasing Department staffing and organization, which is presented in the purchasing and warehousing general information section of this report, has two less employees than the next closest peer (Grand Prairie) and has five fewer employees than the largest peers (Pasadena and United). The average size of 7 employees for the peer Purchasing Departments is more than twice the size of Irving's department.

To get an idea of how Irving ISD's Purchasing Department compares to its peers in terms of the volume each employee handles, **Exhibit 5-2** uses volume measures of total district employees, total revenues, and student enrollment. To account for variances in the size of each peer district, each of

**EXHIBIT 5-1  
IRVING ISD PURCHASING STAFFING COMPARED TO PEERS  
2006-07**

DISTRICT	PURCHASING STAFFING	TOTAL PURCHASING EMPLOYEES
Irving	<ul style="list-style-type: none"> <li>• 1 director</li> <li>• 1 secretary</li> <li>• 1 buyer</li> </ul>	3
Grand Prairie	<ul style="list-style-type: none"> <li>• 1 director</li> <li>• 1 assistant director</li> <li>• 1 secretary</li> <li>• 1 buyer</li> <li>• 1 distribution manager</li> </ul>	5
United	<ul style="list-style-type: none"> <li>• 1 director</li> <li>• 1 manager</li> <li>• 2 procurement officers</li> <li>• 4 purchasing assistants</li> </ul>	8
Pasadena	<ul style="list-style-type: none"> <li>• 1 director</li> <li>• 1 secretary</li> <li>• buyers</li> <li>• 1 bid clerk</li> <li>• 2 processing clerks</li> </ul>	8
Amarillo*	<ul style="list-style-type: none"> <li>• 1 director</li> <li>• 1 manager</li> <li>• 4 buyers</li> <li>• 1 secretary</li> </ul>	7
<b>Peer District Average</b>		<b>7</b>

\*Staffing reported here does not include a part-time Fixed Asset clerk. Position was eliminated from analysis to make results more comparable with the functions provided by Irving ISD Purchasing staff.

SOURCE: Phone survey of peer districts and Irving ISD Purchasing staffing data, 2007.

these volume measures is divided by Purchasing Department staff numbers to determine a per-employee figure.

As the exhibit shows, Irving ISD generally ranks favorably at the high end in the categories of comparison. That is, for each Irving ISD Purchasing Department employee, there are 1,287 total employees; each Purchasing Department employee handles \$69,982,927 in district revenues; and for each Purchasing Department employee there are 10,873 students.

Irving ISD's Purchasing Department is able to provide quality service to its user departments with a staff of only three employees due to several efficient practices, including use of automation, decentralized purchasing processes, training to system users, and extensive participation in purchasing cooperatives and interlocal agreements.

**EXHIBIT 5-2  
IRVING ISD AND PEER DISTRICTS  
GENERAL STATISTICS**

DISTRICT	NUMBER OF EMPLOYEES*	TOTAL EMPLOYEES TO PURCHASING EMPLOYEES	REVENUES**	REVENUES TO PURCHASING EMPLOYEES	STUDENT ENROLLMENT	STUDENTS TO PURCHASING EMPLOYEES
Irving	3,862.1	1,287.4	\$209,948,782	\$69,982,927	32,620	10,873.3
Grand Prairie	2,833.0	566.6	\$168,414,298	\$33,682,860	23,858	4,771.6
Amarillo	3,910.9	558.7	\$219,569,347	\$31,367,050	29,895	4,270.7
United	5,161.2	645.2	\$250,986,175	\$31,373,272	35,638	4,454.8
Pasadena	6,065.4	758.2	\$348,852,926	\$43,606,616	49,047	6,130.9
Peer District Average	4,492.6	632.2	\$246,955,687	\$35,007,450	34,610	4,907

\*Includes teachers, professional support, campus administration, central administration, educational aides, and auxiliary staff.

\*\*Includes local, state, and federal sources of revenue.

SOURCE: Performance review team's compilation of peer statistics based on Texas Education Agency's AEIS data for 2005–06.

The district implemented an efficient and effective automated purchasing system in 2005. Based on account codes entered when a user sets up a purchase requisition, the automated system electronically routes the requisition to the appropriate individuals for approval. All approvals are performed electronically as well through user names and system passwords.

Any issues causing a requisition to be rejected, such as an item needing to be bid or an item charged to an incorrect account code, are also electronically communicated to users so they can correct the issue. In addition, the automated system will not allow a requisition to be entered into the system if adequate budget funds are not available, thus eliminating a manual review to ensure that adequate funds are available.

The automated system reduces the amount of paper sent between departments for approval purposes. Not only does this cut down on the time necessary to handle paper copies, but it also eliminates the potential for lost documentation.

In addition to the automated purchasing system, the Purchasing Department makes extensive use of the Internet and its website to automate its processes. For instance, vendors have access to forms, instructions, and bid and Request for Proposal (RFP) information on the Irving ISD Website. Among the items available from the website are:

- vendor bidding instructions;
- conflict of interest questionnaires;
- bid and proposal specifications for the current year and the prior two years;

- bid results and tabulations for current bids in addition to the past five years; and
- vendor application that allows for direct submission of vendor information.

**Exhibit 5-3** through **Exhibit 5-5** show vendor information, bid and RFP information, and the conflict of interest questionnaire available on the Irving ISD Purchasing website.

Automating the vendor process through the website has reduced or eliminated the need for mailing out bid notices, manually updating vendor information for new or existing vendors, and conflict of interest questionnaires.

In addition, automation has reduced the amount of paper produced and handled by the Purchasing Department because nearly all files such as purchase orders and vendor databases are maintained electronically, eliminating the need for filing paper copies.

The district's purchasing functions are primarily decentralized in that designated employees at campuses and in departments are responsible for entering purchase requisition information into the automated purchasing system that routes the requests to the necessary individuals for electronic approval. After final approval from the necessary individuals and from the Accounting Department, Purchasing staff converts the requisition into a purchase order.

So that the procurement operations of the district run smoothly and efficiently, Irving ISD provides a Purchasing Handbook and system users receive training. During the

**EXHIBIT 5-3**  
**IRVING ISD PURCHASING WEBSITE**  
**VENDOR INFORMATION**

<p>Board of Trustees  Human Resources  Staff Development  Teaching &amp; Learning  Purchasing  Tax Office  Library Resources  Board Policy Online  Other Departments</p> <p>Contact Us  Search</p>	<p>Info    <b>BIDS/RFPs</b>    Auctions    Bid Tabulations    Form CIQ/CIQ    Contact Us</p>
<p><b>Vendors Submitting Bids</b></p> <p>Bids must be submitted in a sealed envelope on or before the date and time of opening. Bids will NOT be accepted by fax, email, or other transmissions.</p> <p>Bids received after date and time of opening will be returned to the vendor unopened. We are not responsible for US mail. Postmarks do not validate the bid; we must have sealed envelope in hand before the deadline.</p>	<p><b>Bids</b></p> <p>The district reserves the right to reject any or all bids, waive any informalities, and award a contract in the best interest of the district. Bids must be valid for at least 90 days and the District reserves the right to accept a second vendor, without rebidding, if the first selected vendor fails to deliver.</p>
<p><b>Conflict of Interest Questionnaire</b></p> <p>Effective January 1, 2006, Section 176.006, Local Government Code requires that persons or agents who contract or seek to contract for the sale or purchase of property, goods, or services with a local government entity shall file a completed conflict of interest questionnaire (Form CIQ). The Attorney General has ruled that the form must be filed even if it is a negative, see Opinion No. GA-0446.  <a href="http://www.oag.state.tx.us/opinions/op50abbott/ga-0446.htm">http://www.oag.state.tx.us/opinions/op50abbott/ga-0446.htm</a></p> <p>Updated forms MUST be filed no later than September 1st each year or seven business days after an event that would make a statement incomplete or inaccurate. Failure to disclose this information is a Class C misdemeanor. This requirement will be addressed in all request for bids or proposals but vendors doing business with the district by purchase orders must also complete this form.</p> <p style="text-align: center;"> <a href="#">Text of Chapter 176</a>    <a href="#">Blank Form CIQ</a> </p>	<p><b>Notification of Criminal History</b></p> <p>Texas Education Code, Section 44.034 requires that a person or business entity that enters into an contract with a school district must give advance notice if that person or an owner or operator of the business has been convicted of a felony. Contracts may be terminated for failure to give notice or if conduct is misrepresented. A certification page is include in all requests for bids and proposals but if a vendor is doing business by Purchase Orders, a notification form is still required for such convictions.</p> <p style="text-align: center;"><a href="#">Blank Certification Form</a></p>

SOURCE: Irving ISD's website, <http://www.irvingisd.net/purchasing/>, May 2007.

implementation of the new procurement system in 2005, users received initial training on the system's use. In March 2007, the department conducted follow-up and refresher training for system users. Prior to preparing annual budgets, system users also receive training on proper account coding structures so that items are charged to correct budgets.

Interviews with department- and campus-level employees responsible for ordering goods and supplies for their respective departments indicated that employees feel they are well trained and fully understand the district's procurement processes. Having well-trained district employees allows the purchasing function to operate smoothly.

Irving ISD has contracted or arranged for participation in a variety of cooperative purchasing agreements or interlocal contracts for the procurement of goods and services. Some of the formal agreements with other entities include:

- Regional Education Service Center X (Region 10) Purchasing Consortium Agreement
- Texas Cooperative Purchasing Network (TCPN)
- Texas Association of School Business Officials Buy Board
- Lewisville ISD Cooperative
- U.S. Commodities

**EXHIBIT 5-4  
IRVING ISD PURCHASING WEBSITE  
BID AND RFP INFORMATION**

The screenshot shows the Irving ISD Purchasing Department website. At the top, there are navigation links for News, Calendar, Jobs, Bids, and En e. The main header is "Purchasing Department" with a "Vendor's Application" link. Below the header are tabs for Info, Bids/RFPs, Auctions, Bid Tabulations, Form CIO/CIS, and Contact Us. A link says "Click here for Previous Year Bids and RFPs". The main section is titled "Current Year Bids/Proposals and Specifications". It contains a paragraph: "The following is a list of current bids/proposals for the Irving Independent School District. **If you download a bid/proposal, it is your responsibility to check back for amendments.** To view a bid/proposal specification, simply click on the bid of interest. If the bid does not come up right away, you may need to download the Adobe Acrobat Reader program free of charge, by clicking on the following link: [Adobe Acrobat Reader](#)". Below this is a table with three columns: Number, Description, and To Be Opened.

Number	Description	To Be Opened
07-50	<a href="#">K-5 Science Tool Kits</a>	6/7/07 2:30 PM
07-48	<a href="#">Norm-Referenced Testing Materials/Services</a>	5/31/07 3:30 PM
07-47	<a href="#">Scan Forms and Readers</a>	5/31/07 3:00 PM
07-46	<a href="#">Bank Courier Service</a>	5/31/07 2:30 PM
07-46	<a href="#">Fire Alarm/Sprinkler Systems Inspection and Repair</a>	5/31/07 2:00 PM
07-44	<a href="#">Library Books</a>	5/24/07 11:00 AM
07-43	<a href="#">High School Tape</a>	5/31/07 11:00 AM
07-42	<a href="#">High School Softball</a>	5/31/07 10:50 AM
07-41	<a href="#">High School Baseball</a>	5/31/07 10:40 AM

SOURCE: Irving ISD's website, <http://www.irvingisd.net/purchasing/bids.htm>, May 2007.

- Educational Purchasing Cooperative of North Texas (EPCNT)
- Texas Building and Procurement Commission (TBPC) Cooperative
- Department of Information Resources (DIR)
- Houston ISD Purchasing Agreement
- Regional Education Service Center IV (Region 4) Safe Schools Agreement
- Richardson ISD Commodity Processing Agreement

The district's Purchasing Handbook informs department and campus users of the purchasing cooperatives and interlocal agreements in place so that they can request items from these sources. For instance, the U.S. Communities cooperative provides discounted prices through a major office supply vendor. All employees are instructed as to how to order through this cooperative so that they can receive the

discounted prices. In addition, when reviewing electronic requisitions, Purchasing staff ensures that if possible, purchases are made from these agreements before going out for a separate bid.

Purchasing through cooperatives or from interlocal agreements satisfies the bidding laws proscribed by the Education Code. The benefits to Irving ISD not only include lower costs but also increase efficiencies since Purchasing Department staff does not have to expend the time and effort of soliciting, advertising, tabulating, and awarding bids.

In addition to running an efficient operation, the Purchasing Department's level of service provided to users is rated highly. The review team administered a survey to district employees asking them to rate various aspects of service. **Exhibit 5-6** provides a selection of responses from the survey.

As the responses demonstrate, more than 91 percent of district administrators and support staff and over 85 percent of principals and assistant principals either agreed or strongly

**EXHIBIT 5-5**  
**IRVING ISD PURCHASING WEBSITE**  
**CONFLICT OF INTEREST QUESTIONNAIRE**

<p>Board of Trustees  Human Resources  Staff Development  Teaching &amp; Learning  Purchasing  Tax Office  Library Resources  Board Policy Online  Other Departments</p> <p>Contact Us  Search</p>	<p>Info / Bids/RFPs / Auctions / Bid Tabulations / Form CIQ/CIS / Contact Us</p>			
	<p><b>Conflict of Interest Questionnaire - Form CIQ</b>  <b>and Local Government Officer - Form CIS</b></p> <p style="text-align: right;"><small>Adobe Acrobat Reader</small></p>			
	<p>The following vendors and local government officers have submitted Form CIQ/CIS indicating a personal affiliation or business relationship that might cause a conflict of interest for the Irving Independent School District. This information is posted in accordance with Section 176.009 Local Govt. Code.</p>			
	<p style="text-align: center;"><a href="#">Click here for blank forms.</a>      <a href="#">Read the text of Chapter 176.</a></p>			
	Name of Company or Individual	Potential Conflict (Y/N)	Form	Dated
	<a href="#">Alert Services</a>	Y	CIQ	12/20/06
	<a href="#">Stipes, Randy Board of Trustees</a>	Y	CIS	3/10/06
	<a href="#">AccuCut Services</a>	N	CIQ	8/21/06
	<a href="#">Advantage Office Products</a>	N	CIQ	UNDATED
	<a href="#">AIMS Education Foundation</a>	N	CIQ	8/14/06
<a href="#">Appelbaum Training Institute</a>	N	CIQ	1/25/07	
<a href="#">Arlington Sporting Goods</a>	N	CIQ	2/1/06	
<a href="#">Armstrong Office Concepts</a>	N	CIQ	3/19/07	
<a href="#">Asel Art Supply</a>	N	CIQ	5/24/06	
<a href="#">Athletic Warehouse</a>	N	CIQ	UNDATED	
<a href="#">Austin Athletic Mfg</a>	N	CIQ	1/27/06	
<a href="#">Baptist Athletic Supply (Baptist's Inc.)</a>	N	CIQ	2/10/06	
<a href="#">Bill Fritz Sports Corp</a>	N	CIQ	1/31/06	
<a href="#">Biz Supplies</a>	N	CIQ	3/5/07	

SOURCE: Irving ISD's website, <http://www.irvingisd.net/purchasing/FormCIQ.htm>, May 2007.

agreed with the statement "Purchasing gets me what I need when I need it." Almost 67 percent of principals and assistant principals and 75 percent of administrators and support staff said that the Purchasing Department "acquires the highest quality materials and equipment at the lowest cost." Further, more than 79 percent of administrators and support staff and over 68 percent of principals and assistant principals agreed or strongly agreed that purchasing processes are not cumbersome.

In interviews with the review team, several employees commented that when they have questions or need assistance, Purchasing staff are always available to provide help and go out of their way to get departments what they need.

### DONATION OF TEXTBOOKS

Irving ISD disposes of its out-of-adoption textbooks in an efficient and cost-effective manner, while also providing benefits to underdeveloped countries. The district donates its used textbooks that are no longer needed to a charitable

organization that picks up the books from the district at no charge and distributes them to schools overseas that are in need of the books. For 2006–07, the district donated its out-of-adoption secondary math books to an organization called Books for Africa.

Books for Africa collects, sorts, ships, and distributes books to classrooms and libraries in African countries. The books are donated from publishers, schools, libraries, individuals, and organizations. With the donated help of individuals and publishers, the organization is able to pick up shipments of books from school districts at no cost to the district.

Irving ISD learned of this donation option through its membership in the North Texas Textbook Coordinators Association (NTTCA). Upon close of school for the year, campus textbook coordinators ready all secondary math books for pick-up. The district's textbook delivery driver then takes the books to the textbook warehouse where staff compile and wrap the books for shipment. Once Books for

**EXHIBIT 5-6  
SURVEY RESPONSES  
IRVING ISD PURCHASING FUNCTION**

**DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY RESPONSES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Purchasing gets me what I need when I need it.	33.33%	58.33%	4.17%	4.17%	0.00%
2. Purchasing acquires the highest quality materials and equipment at the lowest cost.	22.92%	52.08%	18.75%	6.25%	0.00%
3. Purchasing processes are not cumbersome for the requestor.	22.92%	56.25%	14.58%	6.25%	0.00%
4. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	22.92%	45.83%	22.92%	8.33%	0.00%

**PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY RESPONSES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Purchasing gets me what I need when I need it.	29.63%	55.56%	12.96%	1.85%	0.00%
2. Purchasing acquires high quality materials and equipment at the lowest cost.	18.52%	48.15%	24.07%	9.26%	0.00%
3. Purchasing processes are not cumbersome for the requestor.	22.22%	46.30%	24.07%	7.41%	0.00%
4. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	27.78%	44.44%	16.67%	11.11%	0.00%

SOURCE: Performance review team survey results of respondents answering the survey, 2007.

Africa is notified that the shipment is ready, the books are picked up within a few days.

Texas Education Code Chapter 31 spells out the requirements for textbooks. Chapter 31.201, Disposition of Textbooks, states that districts may recycle or donate their used textbooks, but they are not allowed to sell them or to donate them to someone who is expected to sell them.

Out-of-adoption textbooks, if not managed properly, can end up costing districts valuable time and storage space. Many districts pay vendors to pick up and either recycle or shred their no longer used textbooks. By donating the textbooks, the district is not only saving storage and handling costs, but it is also being environmentally efficient, as well as providing a valuable resource to underprivileged children in other countries.

**DETAILED FINDINGS**

**ENCUMBERING PURCHASES (REC. 20)**

Irving ISD does not enforce its purchasing procedures requiring all planned purchases to be pre-approved. An encumbrance is a reserve or set-aside of funds made at the

time that goods are ordered. The purpose of encumbrance accounting is to ensure that departments and campuses have funds available at the time that payment is due for the goods ordered. This process prevents an overexpenditure of budgeted funds.

In Irving ISD, the automated accounting system provides for encumbrance accounting. At the time that a department or campus enters a requisition, funds are encumbered automatically. If a department or campus attempts to enter a purchase requisition without having adequate funding available, the automated system prevents the requisition from being made. In addition, once funds are encumbered, they remain on reserved status until the associated invoice is received and paid or until the funds are disencumbered for use elsewhere.

In many cases the purchase requisition is entered and submitted for approval only at the time of receipt of the invoice. These purchases are referred to as "pre-paid," since the purchase has already taken place and the requisition and subsequent purchase order process is only a formality.

**Exhibit 5-7** shows the percentage of pre-paid purchases to purchases made by obtaining proper pre-approval. As this exhibit shows, a total of 36,447 purchase orders were processed during 2005–06; 19,821 or over 54 percent of these purchase orders were for purchases made without proper approval. Of the total dollar value of purchase orders processed during fiscal year 2005–06, 48.1 percent were processed after purchases had already been made. (In obtaining these statistics from the district's Purchasing system, staff noted that included in the "pre-paid" amount are travel advances and bond payments for construction. These items could not be excluded from this analysis without a manual review of all 19,821 transactions. However, the review team estimates that the number of these valid pre-paid items does not significantly alter this comparison.)

Irving ISD's purchasing practices prior to implementing its new automated system allowed users to enter a purchase request and immediately receive a purchase order number. The new process, however, requires users to enter a purchase request, but a purchase order is not issued until Accounting and Purchasing reviews are made. Purchasing and Accounting personnel told the review team that some departments don't like waiting for purchase orders to be approved, but the turnaround time for approval is only a few hours. In addition, if someone has an "emergency" purchase, they are allowed to call the Purchasing Department for an immediate review and approval of the request.

District Purchasing and Accounting staff told the review team that they have tried to informally instruct departments and campuses in how to properly use the system, but there are no consequences for individuals who do not properly obtain a purchase order.

The FASRG requires that schools use encumbrance accounting to achieve adequate expenditure control. In addition to FASRG requirements to use encumbrance accounting, Chapter One, page 1.2, of the district's Purchasing Handbook states that "...it is the responsibility

of all department heads and school principals to monitor their budgets and approve the requisitions for procurement of goods and services based upon available funds."

Allowing departmental and campus staff to make purchases of goods and services without prior approval and encumbrance places the district at risk of overexpending its budget, which according to an audit report in 2005, it did in 2003–04. In addition, the district is at risk of purchasing items for which there was no prior approval.

A common practice used by many schools districts is enforcing purchasing procedures that require that all purchases are pre-approved and have a proper purchase order before making the purchase. In addition, many districts have clearly communicated consequences when employees neglect to follow purchasing procedures. For instance, Del Valle ISD has implemented a practice where any purchase made without a pre-approved purchase order becomes the responsibility of the purchaser. The purchaser is required to reimburse the district for a purchase if pre-approval was not properly received. In another example, Clay County Public Schools in Florida makes regular reports to its board that indicates when managers and principals fail to follow proper procurement procedures.

Irving ISD should enforce district procedures for encumbering purchases by properly completing purchase orders prior to making purchases. The assistant superintendent of Business and Finance and the director of Purchasing should review methods to encourage departmental and campus staff to follow proper purchasing procedures, including consequences for not following the procedures. The assistant superintendent of Business and Finance and the director of Purchasing should also notify all vendors that purchases must be made with a signed purchase order, and employees should be informed of the district's intent to enforce district purchasing policies and procedures, including any ramifications for failing to follow the procedures.

**EXHIBIT 5-7**  
**IRVING ISD PRE-PAID AND REGULAR PURCHASES**  
**2005–06**

	TOTAL PURCHASE ORDER VALUE	AMOUNT LIQUIDATED	PURCHASE ORDER BALANCE	PURCHASE ORDER COUNT
Total Purchase Orders	\$56,021,195	\$53,572,290	\$2,448,905	36,447
Pre-Paid	\$26,936,158	\$26,202,244	\$733,914	19,821
Percent of Total	48.1%	48.9%	30%	54.4%

SOURCE: Irving ISD Purchase Order reports, 2007.



**USE OF DISTRICT CENTRAL WAREHOUSE (REC. 21)**

The district is not monitoring the efficiency and effectiveness of its Central Warehouse operations and cannot ensure that it is providing the most cost-effective services to its user departments and campuses.

The district's Central Warehouse, a 40,500 square-foot facility, is located at 3620 Valley View Lane. The warehouse structure contains a central area that is used to store maintenance parts and supplies, custodial supplies, paper goods, medical supplies, office supplies, and teaching and learning supplies. In addition, the facility has an upper floor mezzanine consisting of 8,820 square feet of floor space that is used to store archived files, surplus computer equipment, and miscellaneous extra furniture and equipment no longer being used.

The Central Warehouse also houses some food used in the production of student lunches. A dry storage area occupies approximately 2,300 square feet of space; a walk-in cooler approximating 1,500 square feet and a 1,700 square-foot walk-in freezer are used to store commodities received through the United States Department of Agriculture Commodity program.

Using a district-produced catalog of inventory, departments and campuses requisition items from the Central Warehouse through the main accounting system, and warehouse delivery drivers deliver the orders to campuses and departments based on established delivery routes.

The Central Warehouse is staffed with a total of 15 full-time employees. The Warehouse/Transportation manager is responsible not only for the oversight of the warehouse but also for managing a contract with Dallas ISD for student transportation.

As of December 2006, the district's Central Warehouse inventory amounted to almost \$1.2 million (**Exhibit 5-8**).

Among the items reflected in this inventory are:

- 510 student chairs
- 98 various styles of desks and tables
- 130 laptop backpacks
- 280 laptop AC adapters
- 170 laptop batteries
- 13 VCRs
- 28 water hoses
- 4,000 light bulbs

**EXHIBIT 5-8****IRVING ISD CENTRAL WAREHOUSE INVENTORY  
AS OF DECEMBER 31, 2006**

MAJOR CATEGORY	VALUE 12/19/06
General Supplies*	\$782,392
Maintenance Supplies	\$277,370
Computer Products	\$65,811
Food Service Commodities	\$60,975
Health Services Supplies	\$3,196
<b>Total</b>	<b>\$1,189,744</b>

\*Category includes athletic, art, teaching, audio-visual, computer software, office, custodial supplies, and furniture.

SOURCE: Irving ISD Inventory List by Location, report dated 12/19/06.

Additionally, the inventory showed almost 500 printer cartridges amounting to \$42,284; \$39,358 worth of video projector bulbs; 17 student laptops with a total value of \$30,583; 43 laser printers with a combined value of \$14,524; 22 monochrome printers valued at \$14,157; 13 computer monitors amounting to over \$2,000; and over 11,000 chalkboard erasers valued at \$4,948.

The warehouse operation maintains an inventory of equipment used for departmental operations (**Exhibit 5-9**). These items had an original cost of \$355,116 at their time of purchase, and include nine 1-ton vans, two 2.5 ton bobtail vans, one pick-up truck, and various forklifts and pallet jacks.

In reviewing the acquisition dates for the warehouse equipment, several of the items have been in service longer than 10 years. All but one of the forklifts and pallet jacks are at least 12 years old; four of the vans are eight to 10 years old; and one van and one truck are 18 years old. The Warehouse/Transportation manager stated that in the upcoming 2007-08 budget, he would request additional replacement vehicles.

The 2006-07 operations budget for the Central Warehouse amounts to \$122,940 (**Exhibit 5-10**). This amount includes salaries and benefits for Central Warehouse employees of \$81,226, vehicle supplies of \$29,544, and contracted maintenance of \$5,270. General supplies for this budget period amount to \$3,300, telephone and fax expenses are \$2,000, and rentals/leases are \$1,000. The department also budgeted \$600 for employee travel and professional dues.

The district obtains discounted prices through the U.S. Communities purchasing cooperative for the online purchase of office, art, and educational supplies from a national vendor. The agreement through the cooperative requires school

**EXHIBIT 5-9**  
**IRVING ISD CENTRAL WAREHOUSE EQUIPMENT INVENTORY**  
**AS OF DECEMBER 2006**

ITEM	ACQUISITION DATE	ORIGINAL COST
1-Ton Cargo Van	3/30/06	\$14,528
1-Ton Cargo Van	5/14/05	\$13,671
1-Ton Cargo Van	1/19/98	\$17,884
1-Ton Cargo Van	1/19/98	\$17,884
1-Ton Delivery Van	3/31/00	\$29,712
1-Ton Delivery Van	1/18/99	\$27,347
1-Ton Delivery Van	10/27/97	\$27,409
1-Ton Delivery Van	4/19/95	\$26,819
1-Ton Delivery Van	3/7/89	\$17,522
2.5-Ton Bobtail	2/20/89	\$29,815
2.5-Ton Bobtail	5/5/00	\$37,585
S-10 Pick-up	8/7/03	\$11,963
Trailer Forklift	3/26/99	\$3,345
Walking Pallet Jack	8/18/95	\$3,317
Riding Pallet Jack	8/11/95	\$12,614
Standing Forklift	9/19/95	\$28,108
Riding Forklift	9/19/95	\$26,177
Scrubber	6/23/95	\$9,416
<b>Total</b>		<b>\$355,116</b>

SOURCE: Irving ISD Central Warehouse Equipment List, 2006.

**EXHIBIT 5-10**  
**IRVING ISD CENTRAL WAREHOUSE OPERATING BUDGET**  
**2006-07**

ITEM	BUDGET AMOUNT
Salaries, benefits, and overtime	\$81,226
Vehicle supplies	\$29,544
Contracted maintenance	\$5,270
General supplies	\$3,300
Telephone and fax	\$2,000
Rentals/leases	\$1,000
Employee travel and dues	\$600
<b>Total</b>	<b>\$122,940</b>

SOURCE: Irving ISD's Business Operations Department, May 2007.

district personnel ordering from the vendor to be authorized by assignment of a username and password. Users are only assigned a username and password upon completion of training on proper use of the Internet ordering system. The vendor's ordering system also requires that the user has a pre-approved purchase order number before any goods can be ordered and shipped. Once an order has been properly placed

over the Internet, items are shipped to the user location and are received the next day.

Irving ISD's Central Warehouse encourages employees to order from stock supplies before ordering from outside vendors. The Purchasing Handbook states, "Before placing a P.O. for supply items...those employees involved in the ordering process should make every effort to verify existing stock from the Irving ISD warehouse."

The review team compared a selection of prices for goods available from Irving ISD's Central Warehouse to prices for similar goods from national vendors. In most cases, the district's prices were lower than the outside vendor; however, the full cost of providing goods internally through the warehouse are not reflected in the current pricing structure. The price charged users of the Central Warehouse does not reflect the staff time necessary to place and evaluate bids, order stock, maintain stock including conducting regular inventory counts, and deliver goods to user departments.

The district has not formally analyzed the efficiency or effectiveness of operating its warehouse as compared to using just-in-time (JIT) deliveries. Staff interviewed stated that because of the discounted prices received by bulk purchases, the district saves money. However, the district hasn't quantified the savings, nor has it fully accounted for the costs of the staff, equipment, and utilities necessary to keep the warehouse operating.

Without conducting a cost-benefit analysis of providing the Central Warehouse services, the district is at risk of spending more than it is recovering from the internal "sale" of warehouse items.

Many school districts and other local governments across the county are moving away from operating central warehouses and, instead, are relying on other means of providing goods to its campuses and departments. Implementing an internal service fund is a mechanism by which organizations can ensure that the costs of their internal service operations are truly providing a benefit to the organization. Internal service funding is a governmental accounting method commonly used to manage the financing of goods or services provided by one department to other departments and schools on a cost-reimbursement basis. The school district of Jefferson County, Colorado, has been implementing internal service funds for its services for the past several years. Currently, the district maintains the following internal service funds:

- **Employee Benefit Fund** – manages the items associated with employee benefits such as medical, dental, and

vision insurance; group life and retired life insurance programs; retirement contributions; and other employee benefits. The fund receives revenues through health premiums and other charges.

- **Risk Management/Insurance Reserve Fund**—maintains an insurance reserve for self-insurance purposes and to fund liability, workers' compensation, and property insurance premiums. The fund's revenues are derived from charges to user departments and from insurance settlements received.
- **Fleet Maintenance Fund** – assigns all costs for maintenance of district vehicles to the appropriate users. Costs are allocated based on actual repair service plus the cost of fuel consumed.
- **Technology Fund** – allocates the costs of various technology-related activities to schools and departments.
- **Central Services Fund** – charges users for their share of printing, copier repair, and audio/visual repair.
- **Utility Revolving Fund** – tracks revenue and expenditures related to retrofitting buildings to gain energy efficiencies.

Jefferson County initially started implementing internal service funds in the early 1990s when user satisfaction with its technology services was rated low. In an attempt to improve service levels, the district allowed campuses and departments the option of using the in-house technology services or procuring services from an outside vendor. The technology fund was established to charge those users choosing to use in-house services. The philosophy behind this approach was to fairly charge users for the services they were obtaining from the district's Technology Department, while at the same time forcing the department to operate and compete much like a private vendor. As a result, the level of technology services improved, and the district was able to recover costs of providing these services to users.

In addition, some states have closed or curtailed central warehouse operations by implementing vendor-direct or "stockless" contracts. These types of procurement arrangements place the burden of stocking goods, protecting goods from waste, theft, and damage, and delivery of goods on an outside vendor. The maturity of the office supply industry over the past 10 years has made this just-in-time delivery option a practical solution for school districts. Prior to implementing its stockless contract, the State of Utah

operated its Central Stores function as an internal services fund.

Tyler ISD has achieved cost savings by eliminating its central warehouse and instead relying on cooperative purchasing arrangements and just-in-time deliveries of goods. The decision to close its warehouse helped the district save funds through the elimination of warehouse staff and delivery equipment.

The review team identified the school districts of Hartford, Connecticut; Manatee County, Florida; and Anne Arundel County, Maryland, as model school systems that have managed to save significant funds by eliminating or reducing their central warehouses.

The district should establish the Central Warehouse as an internal service fund and monitor it for efficiency to determine the most cost-effective way to maximize its use. The assistant superintendent of Financial Services should establish an internal service fund for the operation of the district's warehouse. The assistant superintendent of Business and Finance, with input from the assistant superintendent of Support Services, should develop formulas for pricing goods "sold" to district departments and campuses to account for the cost of warehouse employees' salaries and benefits and operating expenses, such as utilities and equipment depreciation.

By operating the warehouse as an internal service fund, the district will better be able to monitor internal expenditures to determine the full value (or cost) to the district. If the warehouse is not fully recovering its costs for providing goods to campuses and departments, the district could begin to phase out the items it can obtain directly from vendors at lower costs. Making more use of the district's JIT vendor might provide a viable option to purchasing a significant number and variety of items in bulk and having to store, transport, safeguard, track, and deliver to district users.

The fiscal impact of implementing this recommendation is difficult to estimate. However, by establishing the internal service fund, the warehouse would be required to include all its operating costs and overhead in the prices it charges users for its products, making it easier for the district to conduct a true cost comparison analysis. The implementation of this recommendation should ultimately lead to savings.

#### **DISPOSAL OF SURPLUS PROPERTY (REC. 22)**

The district does not have an effective process to dispose of its obsolete furniture and equipment inventory. The review

team observed several locations throughout the district that held items no longer used in departments and classrooms. A significant majority of these items consist of old computers and technology components such as printers, network hubs, monitors, and other peripheral equipment. Included in the locations used to store these items were the following:

- A portion of the Central Warehouse stores some excess classroom chairs, computers and related equipment, and miscellaneous office items;
- D.W. Gilbert Elementary School, no longer in use as a school, has several classrooms containing gym equipment, lawn and maintenance equipment such as lawnmowers, and custodial equipment such as vacuums and floor polishers; and
- The district's Secondary Reassignment Center contains surplus furniture, computer, science, and other equipment, occupying approximately 20,000 square feet of space.

When departments and campuses determine that an item is no longer needed, warehouse delivery drivers pick up these items and place them in one of the surplus storage areas. The Warehouse/Transportation manager inspects the items coming into surplus to determine if they could be of use in other areas of the district. If so, the manager sends a broadcast email inviting other district departments or campuses to request the items for their use. If a department or campus wishes to use the item(s), warehouse delivery drivers deliver the item(s) to them.

The district allows the public to purchase items from its surplus inventory every Thursday from 7:30 AM to 10:30 AM. Members of the public can view the items for sale at the Reassignment Center, and if they wish to purchase an item, they are required to make payment at the district's Central Administration Building. The purchaser is required to provide a district-issued receipt as proof of payment before the surplus item can be picked up.

The district also occasionally auctions its surplus property. The last two auctions held for surplus property were June 22, 2006 and August 2, 2006.

**Exhibit 5-11** shows the revenues received from the sale of vehicles and surplus property for the past three years. As this exhibit shows, the district has not received significant revenue from the sales of surplus items, particularly during 2006–07. The revenue generated during 2004–05 and 2005–06 was primarily due to the auction of used district vehicles.

**EXHIBIT 5-11**  
**IRVING ISD REVENUES FROM SURPLUS SALES**  
**2004–05 THROUGH 2006–07**

YEAR	AMOUNT
2004–05	\$32,608
2005–06	\$31,323
2006–07 *	\$969
<b>Total</b>	<b>\$64,900</b>

\* Through April 2007.

SOURCE: Irving ISD's Business Operations Department, May 2007.

The accumulation of surplus equipment is costing the district in storage space and the time necessary to track, inventory, and move the equipment. Additionally, many of the items the review team observed appeared to be of little or no value. These items included old mattresses, boxes of floppy disks, broken and damaged desks and chairs, and maintenance and custodial equipment that no longer worked.

Disposing of obsolete furniture and equipment can be an issue for school districts. School districts that keep up with the disposal of their surplus property are able to operate more efficiently and avoid having items that can either be sold or put to better use taking up valuable storage space.

Clay County Public Schools in Florida offers its surplus items for sale to the public several times throughout the year. The public sales are well advertised in and around the county, and a cashier is stationed at the sale location, making it easy for buyers to view, inspect, and purchase the items they want.

Irving ISD should aggressively pursue disposal of the district's obsolete assets. The assistant superintendent of Support Services and the Warehouse/Transportation manager should immediately determine which items contained in the surplus inventory can be hauled off to a landfill or recycled. Items such as wooden desks and chairs that are damaged beyond repair, computer diskettes, and mattresses should be disposed. The district could then contract with a reputable vendor to properly dispose of surplus computer and related equipment, since this equipment has little value in the secondary market.

In addition, the district should pursue Internet and other types of auctions for the disposal of its equipment that is no longer needed. By making it easier for the public to view and purchase items from the district's surplus inventory, the district can more readily eliminate its surplus stock.

The district could expect to receive additional revenue by aggressively pursuing the disposal of its surplus property;

however, these revenues will be offset by charges incurred in the disposal process. The most significant benefit of eliminating the surplus inventory will be in the time and effort saved by not having to store, move, and manage the three locations containing the items.

**TEXTBOOK ACCOUNTING (REC. 23)**

Irving ISD is not conducting enough textbook counts to adequately account for its textbook inventory. The district's textbook functions fall under the direction of the Teaching and Learning Department. The director of Learning Resources/Textbook coordinator is responsible for coordinating the textbook adoption process in accordance with relative state laws. Once textbooks have been adopted and ordered, the Textbook manager is responsible for oversight of the internal distribution, tracking, and accounting of the books.

Exhibit 5-12 shows the organizational structure of Irving ISD's textbook functions. The Textbook manager position is a new position, created in the 2005-06 budget and staffed in September 2006. Reporting to the Textbook manager are a Textbook clerk, a Textbook Warehouse clerk, and a part-time delivery driver.

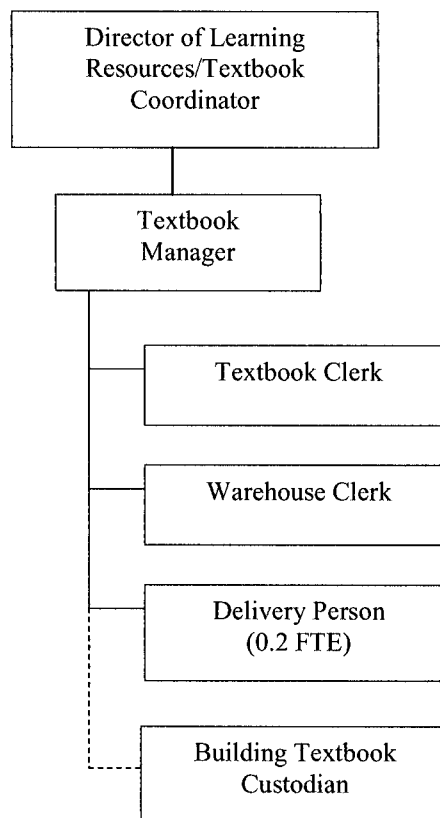
Building Textbook custodians are assigned for each campus. Typically, the textbook custodian is an assistant principal, but the position can be filled by anyone at the campus selected by the principal. Textbook custodians are responsible for the coordination of the textbook ordering, assignment, and accounting process at their campuses.

A review of textbook reports for 2003-04 to 2005-06 shows cumulative losses for this three-year period of \$367,265 (Exhibit 5-13).

Chapter 31 of the TEC governs the adoption, care, and accounting of textbooks. It states the following:

*Each student or his or her parent or guardian shall be responsible for all books not returned by the student, and*

**EXHIBIT 5-12  
IRVING ISD'S TEXTBOOK ORGANIZATION**



SOURCE: Irving ISD's Textbook manager, 2007.

*any student failing to return all books shall forfeit the right to free textbooks until the books previously issued but not returned are paid for by the student, parent, or guardian.*

*Under circumstances determined by the board, the district may waive or reduce the payment required if the student is from a low-income family. The district shall allow students to use textbooks at school during each school day.*

*If a book is not returned and payment is not made, the district may withhold the student's records, but shall not prevent the student from graduating, participating in a graduation ceremony, or receiving a diploma.*

**EXHIBIT 5-13  
IRVING ISD TEXTBOOK LOSSES BY YEAR  
2003-04 TO 2005-06**

YEAR	ELEMENTARY SCHOOLS	MIDDLE SCHOOLS	HIGH SCHOOLS	TOTAL
2003-04	\$53,751	\$37,969	\$87,616	\$179,336
2004-05	\$51,626	\$14,828	\$24,360	\$90,814
2005-06	\$40,868	\$20,485	\$35,762	\$97,115
<b>Total</b>	<b>\$146,245</b>	<b>\$73,282</b>	<b>\$147,738</b>	<b>\$367,265</b>

SOURCE: Irving ISD, textbook loss report, 2003-04 to 2005-06.

Further, the district's Student Handbook states that "Students are responsible for all textbooks and library books that are checked out to them. Lost or damaged books must be paid for in order for a student's records to be clear."

The district orders its textbooks primarily from the Texas Education Agency (TEA). When textbooks are received in the district, the textbooks are bar-coded and scanned into a districtwide textbook inventory system. As books are assigned to students and teachers, the unique bar code identification number is tracked so that district staff can determine who is responsible for the assigned books.

The textbook custodian at each campus is responsible for ensuring that the correct number of books are ordered based on enrollment projections, distribution of received textbooks to classrooms, and seeking reimbursement from students and parents for lost or damaged textbooks.

The district's textbook manager and his staff inventory textbooks twice per year. One inventory count includes a complete count of all textbooks; the second count is a limited count of only selected subjects. The inventory counts are conducted by manually counting each book by classroom.

When books are identified as missing, the textbook custodian at each campus is responsible for sending letters to parents notifying them of the loss or damage and that for lost books that are not returned, payment is due.

When payment is not collected for lost or damaged books, the reimbursement must be paid from the local campus's budget. Failure to identify lost books in a timely fashion is costing the district money which directly affects campus budgets.

Irving ISD staff indicated to the review team that collection for lost textbooks was difficult due to the district's high percentage (almost 69 percent) of economically disadvantaged students that cannot afford to pay for a lost or damaged book. By failing to account for textbooks on a more timely basis, a district will continue to incur these significant losses each year.

Districts can minimize the losses resulting from lost textbooks by maintaining accurate and up-to-date textbook inventory counts and by frequent inventory counts. For example, Smyth County Public Schools (SCPS) in Virginia requires that each teacher conduct a textbook count every four weeks. Those students who keep their textbooks at home are asked to bring their books to school in order to be included in the inventory counts. If books are determined to be missing or

unaccounted for, letters are immediately sent home to parents. By identifying missing books on a frequent basis and notifying parents in a timely manner, students are more likely to locate missing books, and SCPS has minimized its lost textbooks to only a small number each year.

Irving ISD should reduce district textbook losses by conducting monthly textbook counts by classroom. The textbook manager should implement procedures requiring that all teachers conduct inventory counts on a monthly basis. With the information available through the district's inventory tracking software, this process can be easily achieved. For those books that cannot be located, principals should be required to immediately notify parents. By identifying lost textbooks on a more timely basis, students and parents will have a greater opportunity for finding the missing books.

The savings that could result from implementing this recommendation are difficult to determine. However, if the district set a goal of reducing textbook losses by a conservative amount of 5 percent, the district could save \$4,856 annually (based on total textbook losses in 2005–06 of \$97,115 x 0.05).

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For background information on Purchasing and Warehousing, see page 196 in the General Information section of the appendices.

**FISCAL IMPACT**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 5: PURCHASING AND WAREHOUSING</b>							
20. Enforce district procedures for encumbering purchases by properly completing purchase orders prior to making purchases.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
21. Establish the Central Warehouse as an internal service fund and monitor it for efficiency to determine the most cost-effective way to maximize its use.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
22. Aggressively pursue disposal of the district's obsolete assets.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
23. Reduce district textbook losses by conducting monthly textbook counts by classroom.	\$4,856	\$4,856	\$4,856	\$4,856	\$4,856	\$24,280	\$0
<b>TOTAL-CHAPTER 5</b>	<b>\$4,856</b>	<b>\$4,856</b>	<b>\$4,856</b>	<b>\$4,856</b>	<b>\$4,856</b>	<b>\$24,280</b>	<b>\$0</b>





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## **CHAPTER 6**

# **HUMAN RESOURCES MANAGEMENT**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 6. HUMAN RESOURCES MANAGEMENT

For school districts, personnel costs are the primary driver of district budgets. With personnel costs comprising more than half of a district's budget, how a district manages its human resources directly affects its financial and operational performance.

Human resources management is a diverse discipline guided by numerous state and federal legal requirements for wage and benefit programs, anti-discrimination activities, certification provisions, and contract standards. An effective human resource department must have the skills to develop compensation and benefit programs that balance the personal needs of the employee and the financial needs of the district. Recruitment activities must attract skilled employees capable of meeting district performance expectations. Ongoing operations must reduce the risk of competent, trained employees leaving for better working conditions with other employers.

The Personnel and Administration Department of the Irving Independent School District (Irving ISD) facilitates all functions associated with the recruitment, selection, appraisal, recognition, compensation, and outplacement of professional and classified personnel. The MUNIS management information system, which went live in January 2006, has automated many routine human resource functions associated with both the initial set-up of new employees and ongoing activities such as leave and attendance monitoring; the district is still in the process of building up the system to its capacity use. The widespread application of technology is evident throughout the Personnel and Administration Department, enhancing the department's overall efficiency and effectiveness.

### ACCOMPLISHMENTS

- Irving ISD's annual background check process for all employees is thorough, with a rapid turnaround period for results.
- The New Teacher Liaison Induction Program in Irving ISD promotes teacher effectiveness and retention.
- The district enhances staff morale through a number of employee recognition programs for all employee categories.

- By using an online application process, Irving ISD has created an efficient and effective system for both external and internal applicants to seek positions in the school district.

### FINDINGS

- Irving ISD does not use an enrollment-based formula to determine staffing for campus assistant principals.
- The Personnel and Administration Department does not formally monitor the number of teachers hired from district recruiting trips conducted nationwide or the cost of each recruiting event.
- Irving ISD lacks a process to determine if its current strategies for increasing teacher retention and reducing turnover align with best practices.
- The Personnel and Administration Department lacks a formal disposal schedule and procedures manual to ensure the appropriate and timely destruction of personnel records at the end of their retention cycle.
- Irving ISD's Personnel and Administration Department lacks an internal procedure manual for departmental personnel to aid in cross-training and in orienting new hires.
- Irving ISD has not provided sufficient follow-up training on the management information system for Personnel and Administration Department personnel and campus administrators.
- Irving ISD does not have a schedule for regularly updating its job descriptions.

### RECOMMENDATIONS

- **Recommendation 24: Revise district staffing allocations to reflect industry enrollment-based standards for assistant principals to ensure allocations to campuses reflect changes in student enrollment.** Using enrollment-based standards can provide the district with a more conservative plan for staffing campus assistant principals, which will reduce costs and enable the district to reallocate funds based upon district priorities. Moving to the recommended

levels of staffing will also allow appropriate and equitable assignments of duties while still meeting student and staff needs. Based on current findings and using industry-staffing recommendations, it would require a reduction in assistant principals by 25 positions to meet industry standards.

- **Recommendation 25: Track the number of teachers hired through district recruiting trips conducted nationwide as well as the cost of each recruiting event.** In addition to tracking the number of candidates seen at each recruiting event, the district should create a database comprised of the information obtained through the manual and electronic registration forms collected at each event, as well as the number of applications received and the number of employees hired from this pool of candidates. The district should also include a question about how the applicant learned of employment opportunities in Irving ISD on its online professional application. The Personnel and Administration Department should track the cost of each recruiting event so that the cost and benefit of each trip can be determined. This data, combined with the data already being collected in the online survey of newly hired teachers, would serve to increase the accuracy of the effectiveness determination of a given recruitment venue and would allow the department to realize savings in reduced travel expenses as less productive venues are eliminated from the annual recruitment schedule.
- **Recommendation 26: Examine the current strategies for increasing teacher retention and reducing turnover to determine if they are aligned with best practices.** The district should form a task force that includes central office and campus administrators and teachers from across the district to review its current strategies and best practices from other districts, including the effectiveness of the exit interview process and mentoring program, factors at the campus level that may be contributing to the turnover rates, and the use of a teacher satisfaction survey. Findings from such a study could then be used for such things as modifying or expanding the current mentoring program, increasing efforts to maintain a competitive compensation package, and strengthening the instructional and administrative technology infrastructure in Irving ISD schools.
- **Recommendation 27: Develop a formal disposal schedule for records destruction that is in keeping with Texas State Library and Archives Commission**

**disposal timelines and a procedures manual with guidelines to ensure records security and confidentiality are maintained throughout the disposal process.** Developing a manual of procedures for disposal and including a formal schedule for records destruction as a component of the manual will help to alleviate a backlog of records that have reached the end of their retention cycle and the unnecessary use of records storage space.

- **Recommendation 28: Create an internal procedures manual that compiles the daily department functions and practices into a single document that can be used for cross-training and orientation of new departmental employees.** The manual should be divided by departmental sections such as recruiting; professional, paraprofessional, and classified personnel; benefits; and administrative services, and it should be properly indexed for easy reference. When completed, the manual should be posted on the department's Intranet site so that it is accessible to all Personnel and Administration Department employees. In addition to directions and procedures, the document should contain all accompanying forms used by department personnel for illustration purposes.
- **Recommendation 29: Identify key components of the management information system that are problematic due to insufficient training and contact the system vendor to develop a schedule of training on these particular components.** This training should provide participants with the opportunity to work hands-on with the system and have sufficient time for questions and answers about use of the system. The district should work with the vendor to determine how to address needs for follow-up assistance and training for new employees on the system.
- **Recommendation 30: Create a schedule for regularly reviewing all district job descriptions and updating them as needed.** The job descriptions should include the job title, a general description of the job functions, reporting relationships, characteristic duties, minimum and preferred qualifications, and physical and environmental characteristics for all current district positions. As job requirements change, the job descriptions should be revised/updated to ensure that they accurately reflect the new duties and responsibilities of the position.

## DETAILED ACCOMPLISHMENTS

### EMPLOYEE BACKGROUND CHECKS

Irving ISD's annual background check process for all employees is thorough, with a rapid turnaround period for results. While it is common practice for school districts to conduct background checks on all persons seeking initial employment in the district, it is not the norm for districts to perform annual checks of existing employees. Districts require disclosure of past criminal involvement on initial employment applications, with failure to truthfully disclose resulting in immediate termination. Additionally, many school districts have board policies requiring employees to self-report any criminal involvement or arrest within a specified time frame; the district then takes action on the notification in accordance with district policy and statutory requirements.

Section 22.083(a)(1) of the Texas Education Code authorizes school districts to conduct criminal history checks for any person whom the district intends to employ in any capacity. This is reflected in Irving ISD's Board Policy DC (LEGAL), which was revised in 2006 to expand the scope of background checks from initial checks of new employees to annual reviews of all employees.

Irving ISD conducts background checks on all its employees annually through the Texas Department of Public Safety Crime Records Service, and the results are returned to the district immediately. New employees are notified that Irving ISD conducts thorough background checks of new and existing employees; the district outlines its expectations in the Welcome Letter sent by the director of Personnel, which states:

*Irving ISD conducts regular criminal history checks on all Irving ISD personnel. If you should find yourself in a position where you have been arrested for a felony or any crime involving moral turpitude, you must report this information to your principal within three days of the arrest. In turn, the District may have an obligation to report this activity to SBEC, according to state law.*

*Failure to inform your principal, especially of an indictment, could result in termination of your contract. Moral turpitude includes, but is not limited to dishonesty, fraud, deceit, theft, misrepresentation, deliberate violence, sexual acts, possession or sale of controlled substances, public intoxication, driving while intoxicated, disorderly conduct, and abuse under the Texas Family Code.*

Employees are also informed of the practice and district expectations in their employee handbooks.

Irving ISD is also a member of a Regional Education Service Center IV (Region 4) Cooperative which, for a fee of \$35,000 per year, allows district staff access to an online service that conducts national background checks and provides reports within three to five days. This additional national background screening runs a check on employees through the Criminal Record and Sex Offender Data Center, which contains nearly 190 law enforcement databases from across the country and is updated monthly. The system runs a trace on Social Security numbers as well as fingerprints to provide a more comprehensive check on previous criminal histories of district applicants and employees. Irving ISD is currently developing a request for proposals (RFP) to determine if a better price can be secured for this service outside of the Region 4 Cooperative.

Irving ISD's practice of conducting routine criminal background checks of all employees annually, in addition to the initial pre-employment screening, provides an added level of security for all district stakeholders, assuring parents and the community that every effort is being made to keep those persons who should not be working with children out of the school system.

### MENTORING PROGRAM FOR NOVICE TEACHERS

The New Teacher Liaison Induction Program in Irving ISD promotes teacher effectiveness and retention. For the past ten years, Irving ISD has conducted a New Teacher Liaison Induction Program. The goals of the program are as follows:

- To meet the state and federal guidelines for implementation of a teacher induction/mentoring program for all new teachers;
- To guide first-year teachers in their professional development to promote maximum student achievement;
- To help first-year teachers become a part of the Irving team by making them feel welcome and secure;
- To help first-year teachers adjust to the school environment and facilitate the opening of the school year;
- To decrease attrition rates of effective first-year teachers; and

- To maximize Irving ISD financial resources by retaining first-year teachers.

The program pairs first-year teachers with retired master teachers that have been hired by the district and are each assigned campuses throughout the school district; in 2006–07 Irving ISD employed 11 retirees to serve as liaisons for its new teachers. These master teachers meet with the new teachers two to three times per week and are readily available for support. For many years, the new teachers received support from the master teachers for their first year only; in 2005–06, this support period was extended to two full years. The master teachers meet with the new teachers two to three times per week and provide support by conducting classroom observations, model lessons, and generally “showing the ropes” to these novice practitioners. District surveys of teachers who have participated in the program indicate that they have high levels of satisfaction and increased feelings of effectiveness in the classroom.

The New Teacher Liaisons offer many services for novice teachers. The following is a list of some of the services provided:

- Meet on a regular basis to answer questions and listen to concerns. This contact may occur in person, by telephone, or by email.
- Communicate information about staff development opportunities.
- Distribute reading material relevant to induction year teachers.
- Visit classrooms and provide feedback as requested.
- Assist in the location and use of appropriate district resources.
- Conduct after-school seminars on topics of interest.
- Host districtwide sessions throughout the year to facilitate exchange of ideas.
- Cover classes for new teachers to observe master teachers or go with them to observe.
- Provide assistance in specific areas such as development of lesson plans, classroom management and discipline, preparation for formal evaluation, grading and record keeping, organizational skills, time management, parent/teacher communications, motivational strategies, and specific individual needs.

The addition of the second year of mentoring and the availability of the master teachers sets this mentoring program apart from other school districts and provides novice teachers with a means to improve their instructional practice under the direction of these experienced professionals in a manner that is supportive rather than evaluative. The district hopes that adding a second year of mentoring services will result in increased retention of new teachers.

#### **EMPLOYEE RECOGNITION PROGRAMS**

The district enhances staff morale through a number of employee recognition programs for all employee categories. Irving ISD routinely recognizes employees as a means of promoting the hard work and dedication of these individuals and to raise morale throughout the organization. At every meeting of the Board of Trustees, there is a recognition item on the agenda; it is during this time that the board honors one professional educator as Teacher of the Month and one paraprofessional or classified employee as Employee of the Month. The district also annually recognizes both Campus and District Teachers of the Year. The process for these recognition programs is outlined in Irving ISD Board policy.

The Personnel and Administration Department has the responsibility of coordinating the Teacher of the Month and Teacher of the Year programs. The selected Teacher of the Month receives a letter from the director of Personnel informing them of their nomination and providing detailed instructions as to the protocols for the presentation at the school board meeting. Honorees are encouraged to bring friends and family to the event. Teacher of the Year awards are given in two categories: elementary and secondary. Each spring, every Irving ISD campus selects its Campus Teacher of the Year; each of these teachers is eligible for consideration as either the Elementary or Secondary Teacher of the Year. Those who choose to participate complete an application packet that is reviewed by the assistant superintendents, who select three to five teachers in each category to be interviewed by a committee of district stakeholders. Once selected, the two winners are given the opportunity to compete for the Texas Teacher of the Year at Region 10. Announcement of the winners is made during the first day all teachers report for the next school year. This award has a dedicated web page on the district’s website and visitors can see photographs and brief biographies of past winners. The site also links to a complete list of the Campus Teachers of the Year for each year.

In addition to professional staff, classified personnel are also recognized regularly by the district. Through the Employee of the Month program, a member of the classified personnel category, which includes food services, facilities, operations, warehouse, and security staff, is recognized at each monthly board meeting. In addition to the district recognition of these employees, specific departments also have recognition programs. The Facilities Services Department has an Employee of the Year recognition program in which selected recipients' names and photographs are displayed on a plaque in the Service Center lobby next to previous years' winners.

The recognition and reward of outstanding performance by Irving ISD employees plays a key role in creating a climate of excellence throughout the school district.

#### **EFFICIENT AND EFFECTIVE ONLINE APPLICATION SYSTEM**

By using an online application process, Irving ISD has created an efficient and effective system for both external and internal applicants to seek positions in the school district. Applicants for both professional and classified positions can complete the employment application and attach their resume, reference forms, and any other necessary documents through the Human Resources section of the Irving ISD website.

This online system not only allows prospective employees to submit applications for employment, but it also allows existing employees to request a transfer to fill vacancies at other job locations and/or positions within the school district. School administrators and other supervisors can access the applications and review accompanying paperwork such as resumes, transcripts, and reference letters and indicate to the director of Personnel which applicants they wish to interview and ultimately hire. This practice greatly expedites the hiring process and eliminates the need for campus administrators to travel to the central administration office to review paper files. Additionally, this practice frees Personnel and Administration Department staff from the responsibility of preparing application files for review.

Many school districts have websites that allow users to download applications to complete and mail or hand-deliver to the human resources office, and some have application forms that can be completed and submitted online. Irving ISD's site allows the entire application process to be completed online.

## **DETAILED FINDINGS**

### **CAMPUS STAFFING (REC. 24)**

Irving ISD does not use an enrollment-based formula to determine staffing for campus assistant principals. Irving ISD schools are staffed using a locally developed staffing formula that is designed to provide an equitable distribution of staff for all schools at a given level; formulas are subject to change each year. The staffing formula provides for a base allocation of personnel to all schools at the elementary, middle, and high school levels. Irving ISD staff states that campus staffing allocations are also based on discussions with campus principals, an analysis of data regarding specific campus conditions, current student enrollment, overall campus performance, and availability of funding.

The annual process of campus staffing begins in January when the director of Planning/Evaluation/Research provides student projection numbers to the Personnel and Administration Department. The process continues throughout the year and concludes in August with the adjustment of staffing levels based on the actual student enrollment numbers. **Exhibit 6-1** shows the complete chronology of district's campus staffing process.

**Exhibit 6-2** shows the current staff allocations for each school level based on Irving ISD's locally developed staffing formula. As shown in the exhibit, elementary schools are each allocated two assistant principals. The exceptions to this allocation include Schulze Elementary, which operated with only one assistant principal in 2006-07, and Stipes Elementary, which opened in 2006-07 with only one assistant principal assigned to it.

Interviews with Personnel and Administration Department staff indicate that the current standard of allocating each elementary and middle school with two assistant/vice principals and each high school with five assistant/associate/vice principals has been in place for a number of years. The standard at the elementary schools has been in place since the 1990s, when the district was in a period of high growth. During this time, several elementary campus enrollments rose to over 800 students; these schools were allocated a second assistant principal to meet the management and leadership demands that accompanied the growth. In the years following this increase at the elementary level, the campus principals reported positive outcomes in their ability to effectively monitor classroom instruction, manage student behavior, and provide campus leadership, resulting in Irving

**EXHIBIT 6-1  
CHRONOLOGY OF CAMPUS STAFFING PROCESS  
IRVING ISD**

**January**

- The director of Planning/Evaluation/Research provides student projection numbers to the Personnel and Administration Department.

**February**

- The director of Special Education provides special education staffing projections for each school to the Personnel and Administration Department.
- Teaching and Learning Department staff provides special funding position information to Personnel and Administration Department.
- The director of Personnel provides each principal with preliminary staffing projections.

**March/April**

- Principals meet with the director of Personnel and the appropriate director of Elementary/Secondary Teaching and Learning to discuss staffing issues and provide a preliminary staffing plan for their campuses.

**April**

- Teachers under contract that no longer have a position on their current campus due to staffing issues are placed elsewhere in the district according to district guidelines.

**August**

- After the first week of school, actual student numbers are reviewed for each campus to determine the actual staffing needs of the campus. Appropriate staffing adjustments are made as needed according to district guidelines. Any position units unused by a campus will revert back to the district.

SOURCE: Irving ISD Personnel and Administration Department, Personnel Handbook, 2007.

**EXHIBIT 6-2  
IRVING ISD STAFFING ALLOCATIONS FOR SCHOOLS  
2006-07**

ELEMENTARY	MIDDLE	HIGH
1 principal	1 principal	1 principal
2 assistant principals	2 vice principals	1 assistant principal
2 counselors (1 funded with Comp Ed)	2 counselors	1 associate principal for instruction
1 nurse	1 nurse	3 vice principals
1 librarian	1 librarian	6 counselors
.5 diagnostician	1 diagnostician	1 nurse
1 Instructional Technology Specialist	1 Instructional Technology Specialist	2 librarians
1 campus secretary	1 campus secretary	1 diagnostician
1 attendance clerk	1 attendance clerk	2 Instructional Technology Specialists
1 campus technician	1 data processing clerk	1 athletic coordinator
	1 in-school suspension aide	2 athletic trainers
	1 campus technician	1 campus secretary
	.5 library clerk	4 attendance clerks
		1 attendance facilitator (Comp Ed)
		1 data processing clerk
		1 counselor clerk
		1 vice principal clerk
		1 cashier clerk
		1 receptionist
		1 in-school suspension aide
		2 campus technicians
		1 ESL aide (Comp Ed)
		1 music accompanist

SOURCE: Irving ISD Personnel and Administration Department, Personnel Handbook, 2007.

ISD expanding the two assistant principal allocation to all district elementary schools.

The current process used by Irving ISD to determine staffing of campus assistant principals does not include an evaluation

of the staffing standards set by the Southern Association of Colleges and Schools (SACS), which are based on student enrollment.



Exhibits 6-3 and 6-4 present SACS standards for assistant principal staffing in elementary and secondary schools as determined by enrollment.

Exhibits 6-5, 6-6, and 6-7 show the number of assistant principals assigned to each elementary, middle, and high school in Irving as compared to SACS standards. As seen in the exhibits, the total number of assistant principals exceeds SACS standards by 21 positions at the elementary level and four positions at the middle school level.

The comparison of the district's staffing allocations for assistant principals with SACS standards reveals that the district employs 25 more assistant principals than recommended by SACS.

While the staffing of additional assistant principal positions has benefits for both the instructional and behavioral management programs at district campuses, the excess positions absorb valuable funding that can be used in other instructional areas of the district.

**EXHIBIT 6-3  
SACS MINIMUM STAFFING STANDARDS  
ELEMENTARY SCHOOLS**

MEMBERSHIP	1-249	250-499	500-749	750-999	1000-1249	1250-1499	1500+
<b>Position</b>							
Principal	1	1	1	1	1	1	1
Asst. Principal	0	0	.5	1	1.5	2	(Plus 1 per every 250 students over 1,500)
Guidance	.5	.5	1	1.5	2	2.5	
Librarian	.5	1	1	1	1	1	
Support Staff	.5	1	1.5	2.5	3	3	6

SOURCE: Southern Association of Colleges and Schools, 2007.

**EXHIBIT 6-4  
SACS MINIMUM STAFFING STANDARDS  
SECONDARY SCHOOLS**

MEMBERSHIP	1-249	250-499	500-749	750-999	1000-1249	1250-1499	1500+
<b>Position</b>							
Principal	1	1	1	1	1	1	1
Asst. Principal	0	.5	1	1.5	2	2.5	(Plus 1 per every 250 students over 1,500)
Guidance	.5	1	1.5	2	2.5	3	
Librarian	.5	1	1	1	2	2	
Support Staff	.5	2.5	4	4.5	5	5.5	6

SOURCE: Southern Association of Colleges and Schools, 2007.

**EXHIBIT 6-5  
ASSISTANT PRINCIPAL STAFFING AS COMPARED TO SACS STANDARDS  
IRVING ISD ELEMENTARY CAMPUSES  
2006-07**

ELEMENTARY CAMPUS	STUDENT ENROLLMENT	NUMBER OF IRVING ISD ASSISTANT PRINCIPALS	SACS STANDARD	DIFFERENCE
Barton	779	2	1	1
Brandenburg	849	2	1	1
Britain	851	2	1	1
Brown	876	2	1	1
Davis	805	2	1	1
Elliott	835	2	1	1
Farine	771	2	1	1
Gilbert	763	2	1	1

**EXHIBIT 6-5 (CONTINUED)**  
**ASSISTANT PRINCIPAL STAFFING AS COMPARED TO SACS STANDARDS**  
**IRVING ISD ELEMENTARY CAMPUSES**  
**2006-07**

ELEMENTARY CAMPUS	STUDENT ENROLLMENT	NUMBER OF IRVING ISD ASSISTANT PRINCIPALS	SACS STANDARD	DIFFERENCE
Good	868	2	1	1
Hanes	637	2	0.5	1.5
John Haley	789	2	1	1
Johnston	749	2	0.5	1.5
Keyes	887	2	1	1
Lee	681	2	0.5	1.5
Lively	860	2	1	1
Schulze	725	1	0.5	.5
Stipes	416	1	0	1
Thomas Haley	750	2	1	1
Townley	833	2	1	1
Townsell	782	2	1	1
<b>TOTAL</b>		<b>38</b>	<b>17</b>	<b>21</b>

SOURCE: Irving ISD Personnel and Administration Department and Southern Association of Colleges and Schools, 2007.

**EXHIBIT 6-6**  
**ASSISTANT PRINCIPAL STAFFING AS COMPARED TO SACS STANDARDS**  
**IRVING ISD MIDDLE SCHOOL CAMPUSES**  
**2006-07**

MIDDLE SCHOOL CAMPUS	STUDENT ENROLLMENT	NUMBER OF IRVING ISD ASSISTANT PRINCIPALS	SACS STANDARD	DIFFERENCE
Austin	894	1	1.5	-0.5
Bowie	1,016	2	2	0
Crockett	975	2	1.5	.5
Houston	1,072	2	2	0
Lamar	1,078	3	2	1
Travis	1,009	4	2	2
deZavala	1,018	3	2	1
<b>TOTAL</b>		<b>17</b>	<b>13</b>	<b>4</b>

SOURCE: Irving ISD Personnel and Administration Department and Southern Association of Colleges and Schools, 2007.

**EXHIBIT 6-7**  
**ASSISTANT PRINCIPAL STAFFING AS COMPARED TO SACS STANDARDS**  
**IRVING ISD HIGH SCHOOL CAMPUSES**  
**2006-07**

HIGH SCHOOL CAMPUS	STUDENT ENROLLMENT	NUMBER OF IRVING ISD ASSISTANT PRINCIPALS	SACS STANDARD	DIFFERENCE
Academy	1,460	4	2.5	1.5
Irving HS	2,342	5	6	-1
MacArthur HS	2,454	6	6	0
Nimitz HS	2,156	5	5.5	-0.5
<b>TOTALS</b>		<b>20</b>	<b>20</b>	<b>0</b>

SOURCE: Irving ISD Personnel and Administration Department and Southern Association of Colleges and Schools, 2007.

Irving ISD should revise district staffing allocations to reflect industry enrollment-based standards for assistant principals to ensure allocations to campuses reflect changes in student enrollment. Using enrollment-based standards can provide the district with a more conservative plan for staffing campus assistant principals, which will reduce costs and enable the district to reallocate funds based upon district priorities. Moving to the recommended levels of staffing will also allow appropriate and equitable assignments of duties while still meeting student and staff needs.

Based on current findings and using industry-staffing recommendations, it would require a reduction in assistant principals by 25 positions to meet industry standards. If Irving ISD decides to take this option, the fiscal impact of the reduction in assistant principal positions would result in an annual savings of \$1,859,475 beginning in 2008–09. This is based on the average annual salary for assistant principals, which is \$64,644. Benefits would be \$9,735 (\$64,644 x 15.06 percent) for a total average salary of \$74,379 (\$64,644 + \$9,735).

#### **RECRUITING TRIP TRACKING (REC. 25)**

The Personnel and Administration Department does not formally monitor the number of teachers hired from district recruiting trips conducted nationwide or the cost of each recruiting event. Irving ISD engages in an active recruiting effort to hire professional educators who will meet the needs of its diverse student population. The following are the key components of Irving ISD's current teacher recruitment plan:

- Attends approximately 45 teacher job fairs hosted by university career services.
- Makes an effort to obtain an ethnically diverse teacher candidate pool by attending job fairs at universities with a dominant minority student population.
- Works with the Public Information Director in producing a colorful and informative recruiting brochure.
- Attends yearly Texas Association of Bilingual Educators state conventions.
- Maintains membership in Region 10 Teacher Job Network.
- Recruits with Region 10 Teacher Job Network members.

- Post teacher vacancies via internet.
- Has an active and user-friendly website.
- Offers online application system.
- Has a toll free phone number.
- Follows up by maintaining contact with prospective teacher candidates seen at previous job fairs.
- Maintains contact with university career service offices by faxing vacancy notices and recruiting material to keep on file.
- Works closely with curriculum coordinators in an effort to find desirable candidates to fill positions.
- Stresses the district's technology plan.
- Maintains effective and colorful recruiting displays.
- Works with universities to maintain a strong student teacher program.

Additionally, each year Irving ISD holds a job fair during which all attendees are guaranteed at least one interview with a campus principal. The fair features four interview teams who conduct fifteen-minute screening interviews for qualifications and help in determining a potential best fit between the candidate and a district campus. The May 2006 job fair attracted over 900 applicants, of which 400 were hired.

Each component of the recruitment plan is designed to make the entire process as transparent and user-friendly as possible while incorporating elements to address specific staffing needs in the district. For example, the work with universities as a part of teacher recruitment focuses on obtaining teachers for high need areas such as bilingual education. Institutions targeted by Irving ISD for this purpose include University of Texas (UT)-Arlington, UT-El Paso, and the University of Dallas. Over the past three years the district has expanded its recruitment efforts to meet its targets for obtaining teachers in critical shortage areas such as math, science, and special education, as well as for minority teachers in all subject areas. Efforts to recruit teachers for these critical shortage areas include providing recent college graduates who teach bilingual elementary up to \$2,000 in reimbursement for their last semester of tuition, college textbooks, and fees, and offering stipends to district teachers certified and teaching in one of the critical shortage areas. As a part of these increased

efforts, the number of scheduled nationwide recruitment venues has grown from 24 in 2003–04 to 39 for 2006–07.

Expanded minority recruitment efforts include a *Grow Your Own* program that targets minority students who graduate from Irving ISD and go on to pursue a teaching degree. Instituted in 2003, the first stage of the program involved the creation of an organization in each of the four district high schools to “promote and support future educators.” Teachers who serve as sponsors for these organizations are given a \$1,000 stipend. The district has now established a partnership with Northlake College to enable students with limited financial resources the means to pursue a degree in education. Since the program’s inception, Irving ISD has hired 74 former students.

The coordinator of Recruiting and Paraprofessional Personnel worked with staff in the Technology Services Department in recent years to assemble a packet of informational materials to use as a marketing tool for applicants. The packet includes a compact disc that potential job applicants can view and receive detailed information about the school district; the materials have garnered national awards for content, layout, and appearance.

**Exhibit 6-8** displays the Irving ISD recruitment calendar for spring 2007. Staff representing the district at these events includes the coordinator of Recruiting and Paraprofessional

Personnel, the assistant superintendent for Personnel and Administration, the director of Personnel, the Certification officer, the coordinator of Classified Personnel, and campus principals. As shown in the exhibit, district staff visited 39 venues across Texas and neighboring states, as well as job fairs in Washington, Montana, and Minnesota.

In interviews with Personnel and Administration Department staff, it was reported that the district conducts an analysis of the results of the previous year’s recruitment activities and makes adjustments in the schedule based on budget considerations and whether or not the year’s activities led the district to reach its recruitment targets for selected teacher categories such as critical shortage areas and minorities. Irving ISD logs the number of contacts made at each recruiting event through manual and electronic registration forms that are filled out by each candidate; the form includes information such as the candidate’s name, email address, phone numbers, subject area, graduation date, and certification type and status; the ethnicity of the candidates is not recorded. Staff is not authorized to make job offers or offer letters of commitment to potential candidates at the recruiting events. Upon returning to the district, the coordinator of Recruiting and Paraprofessional Personnel sends resumes of promising candidates to the appropriate campus administrators for their review and consideration. District recruiting staff compiles the data into the IISD Job

**EXHIBIT 6-8**  
**IRVING ISD SPRING RECRUITMENT SCHEDULE**  
**SPRING 2007**

Feb. 14	Nashville Area Teacher’s Job Fair	Apr. 5	Angelo State University
Feb. 21	Harding University (Arkansas)	Apr. 5	University of Texas – Brownsville
Feb. 22	Henderson State University (Arkansas)	Apr. 6	Texas State University
Feb. 22	Baylor University	Apr. 6	University of Texas – Pan American
Feb. 23	Arkansas Tech (Arkansas)	Apr. 6	Abilene Christian University
Feb. 24	University of Central Arkansas (Arkansas)	Apr. 7	University of Texas – El Paso
Mar. 7	University of Mary Hardin-Baylor	Apr. 8	BEAM Bilingual Conference (Plano West HS)
Mar. 10	Bilingual Conference, Texas A&M – Kingsville	Apr. 10	West Texas A&M University
Mar. 22	University of Texas – San Antonio	Apr. 10	Texas Tech University
Mar. 23–25	Speech, Language and Hearing Association Conference, Gaylord, Texas	Apr. 10	University of Texas – Tyler
Mar. 28	University of Texas – Arlington	Apr. 12	Prairie View A&M University
Mar. 29	Texas Christian University	Apr. 17	Tacoma Teacher Job Fair (Tacoma, Washington)
Mar. 29	Sam Houston State University	Apr. 18	Texas A&M – Corpus Christi
Mar. 30	University of North Texas/Texas Woman’s University at UNT arena	Apr. 19	Texas A&M – Kingsville
Mar. 30	University of Central Colorado, Greeley, Colorado	Apr. 19	ECAP Alternative Certification Job Fair (Only open to ECAP students)
Apr. 3	Texas A&M University	Apr. 23	Montana Area Teacher Job Fair (Billings, Montana)
Apr. 4	Tarleton State University	Apr. 24	Minnesota Area Teacher Job Fair (St. Paul, Minnesota)
Apr. 4	University of Central Oklahoma	Apr. 26	Sul Ross State University (Alpine, Texas)
Apr. 5	University of Texas		
Apr. 5	University of Oklahoma		
Apr. 5	Texas A&M University – Commerce		

SOURCE: Irving ISD Personnel and Administration Department, 2007.

Fair Report, which includes all recruiting activities grouped into spring and fall event categories. The most recent report provided by the district tracks the number of candidates seen at each event for 2004–05 through 2006–07. The expenditures related to recruitment activities are not delineated in the Personnel and Administration Department budget; however, the travel budget for the department was \$16,426 in 2006–07.

While the district obtains and maintains informational and statistical data on the teacher candidates seen at each recruiting event, it does not formally track the numbers of teachers hired from each recruiting event as part of the analysis of the effectiveness of these trips. The district attempts to collect this information indirectly through an online survey administered to all new teachers through the first question on the survey, which asks, “Where did you receive your Bachelor’s degree?” The district then compiles a list of all the institutions from which at least five new teachers were hired; these institutions are then targeted for future teacher recruitment trips.

The recruiting schedule is reviewed each year by Personnel and Administration Department staff to determine the continued viability of current recruitment sites; however, the district does not formally track the number of teachers hired from each recruitment venue as a part of this verification process. While surveying newly hired teachers to determine their higher education institution of origin provides good demographic data, it does not provide specific information on the year-to-year success of visits to specific recruitment venues. Lack of access to this statistic when trying to assess the productivity of a given recruiting venue and its worthiness for inclusion on the department’s future recruitment schedule creates an information gap that hampers the accuracy of the assessment, including whether or not a given recruitment trip is or was worth the expenditure. As a result, the district cannot quantifiably conclude which recruiting trips are yielding the largest number of the best-qualified applicants.

Spring ISD conducts a thorough evaluation of its recruiting efforts each summer. The district tracks the cost of each recruiting effort in terms of both time and money. At each location, the district notes the number of interviews. Once the district recruits all new teachers, it analyzes the number of new hires from each campus or recruiting location for both the current year and the last three years. The director of Staff Placement then makes changes to the fall and spring recruiting schedule to reflect the success of the efforts.

The Personnel and Administration Department should track the number of teachers hired through district recruiting trips conducted nationwide as well as the cost of each recruiting event. In addition to tracking the number of candidates seen at each recruiting event, the district should create a database comprised of the information obtained through the manual and electronic registration forms collected at each event, as well as the number of applications received and the number of employees hired from this pool of candidates. The district should also include a question about how the applicant learned of employment opportunities in Irving ISD on its online professional application. The Personnel and Administration Department should track the cost of each recruiting event so that the cost and benefit of each trip can be determined. This data, combined with the data already being collected in the online survey of newly hired teachers, would serve to increase the accuracy of the effectiveness determination of a given recruitment venue and would allow the department to realize savings in reduced travel expenses as less productive venues are eliminated from the annual recruitment schedule.

The expenditures related to spring 2007 recruitment activities are not delineated in the Personnel and Administration Department budget; however, the travel budget for the department was \$16,426 in 2006–07. Until a more detailed analysis of the current recruitment schedule has been completed and venues eliminated, it is not possible to determine the exact savings to the district if this recommendation is implemented. However a reasonable estimate would be a ten percent reduction in the current travel budget per year, or \$1,643 annually beginning in 2007–08. These savings could increase as additional modifications are made to the recruitment schedule in future years.

#### **TEACHER RETENTION AND TURNOVER (REC. 26)**

Irving ISD lacks a process to determine if its current strategies for increasing teacher retention and reducing turnover align with best practices. A report prepared by the Irving ISD Personnel and Administration Department in fall 2006 identified 531 professional employee resignations occurred during the 2005–06 school year. This represented a turnover rate of 21 percent, up slightly from 19.8 percent in 2004–05. Of the 531 resignations, 455 were submitted by teachers, which also represented 21 percent of the total teaching staff. This is also an increase from 19.6 percent in 2004–05.

**Exhibit 6-9** displays the number of resignations among classroom teachers and professional staff, which includes all certified personnel that are not classroom teachers such as guidance counselors, principals, and librarians, since 2001–02. As shown in the exhibit, the number and percent of professional staff and classroom teachers leaving the system has increased from 16 percent to 21 percent over the five-year period.

**Exhibit 6-10** shows the teacher turnover rates for Irving ISD, its peer districts, and the state. As shown, Irving ISD’s teacher turnover rate is twice that of two of its peer districts, nearly nine percent higher than the peer district average, and nearly six percent higher than the statewide average.

**Exhibit 6-11** shows the turnover rates for professional staff and teachers in all Irving ISD schools. As shown in the exhibit:

- Teachers in the early childhood centers had the highest rate of turnover (25%) followed by high school teachers (24%).
- The schools with the highest rates of professional staff turnover were Kinkeade Early Childhood Center (30%), Keyes Elementary (32%), Irving High School (30%), and Townsell Elementary, deZavala Middle, and Nimitz High (all with 29 percent). These same schools had the highest rates of teacher turnover, topped by Kinkeade Early Childhood Center with 38 percent.
- The schools with the lowest rates of professional staff turnover were Wheeler and RAC alternative schools with six and nine percent respectively, Pierce Early Childhood Center (10%), and Gilbert Elementary (10%). These same schools also had the lowest rates of teacher turnover, along with Bowie Middle (11%).

The Personnel and Administration Department compiles data collected from exit interviews with resigning personnel. Over the last four years, “resigning to teach in a neighboring district that is closer to home” was the most frequent reason cited for leaving the district. The second highest reason given was “moving,” followed by “other” and “home/family responsibilities.”

The district has acknowledged the turnover rate as a problem and has targeted this area for improvement in the Personnel and Administration section of the District Improvement Plan, recognizing that if the current situation continues, the district will have to invest considerably greater resources in recruitment of and support for the increased numbers of new teachers. Board Goal #5 is to *“provide salary, benefits, professional development training, and working conditions conducive to recruiting and retaining high quality, highly qualified professional and paraprofessional staff whose culture and ethnic origins reflect the diversity of the Irving ISD student population.”*

A high teacher turnover rate adversely affects teaching and learning as students lose the continuity and coherence of the school’s curriculum. This is a significant concern in Irving ISD, especially considering that the turnover rate has continually risen over the past five years. The impact of cost and inefficiency to the district is high, as the district continues to incur high costs associated with recruiting, hiring, and mentoring new replacement teachers.

Research on teacher retention has found the following to be factors related to a district’s ability to successfully reduce teacher attrition:

- **Workforce conditions that encourage the capabilities and emphasize the worth of individuals.** School

**EXHIBIT 6-9  
RESIGNATIONS OF PROFESSIONAL STAFF AND CLASSROOM TEACHERS  
2001–02 THROUGH 2005–06**

SCHOOL YEAR	NUMBER OF RESIGNATIONS	PERCENTAGE OF RESIGNATIONS	NUMBER OF RESIGNATIONS	PERCENTAGE OF RESIGNATIONS
	PROFESSIONAL STAFF		CLASSROOM TEACHERS	
2005–06	531	21.0%	455	21.0%
2004–05	514	19.9%	425	19.6%
2003–04	564	21.9%	---	19.6%
2002–03	514	19.9%	---	16.7%
2001–02	458	17.7%	---	16.0%

SOURCE: Irving ISD Personnel and Administration Department, 2007.

**EXHIBIT 6-10  
TEACHER TURNOVER RATES  
IRVING ISD, PEER DISTRICTS, AND THE STATE  
2005-06**

SCHOOL DISTRICTS	TEACHER TURNOVER RATES
Irving ISD	21.0%
Amarillo ISD	10.7%
United ISD	10.1%
Grand Prairie ISD	14.4%
Pasadena ISD	13.5%
Peer District Average	12.2%
Statewide Average	14.6%

SOURCE: Texas Education Agency, Academic Excellence Indicator System (AEIS), 2005-06.

climates and working conditions that include teacher decision making practices regarding both instruction and school governance issues, enforce student discipline policies, incorporate professional development opportunities, strive for teaching assignments aligned with certification and background, and provide extra compensation for difficult and time-consuming duties facilitate the sharing of knowledge and skills among new, mid-career, and more experienced teachers.

- **School leaders that create supportive climates for teachers.** Supportive schools have strong induction programs that reflected the principal's personal involvement in meeting with new teachers, having her/his office open for conversations, assigning new teachers

**EXHIBIT 6-11  
TURNOVER RATES FOR PROFESSIONAL STAFF AND TEACHERS  
IRVING ISD CAMPUSES  
2005-06**

CAMPUS	PROFESSIONAL STAFF		CLASSROOM TEACHERS	
	RESIGNATIONS	TURNOVER PERCENT	RESIGNATIONS	TURNOVER PERCENT
Clifton	7	23%	7	29%
Kinkeade	9	30%	9	38%
Pierce	3	10%	2	9%
<b>EC Total</b>	<b>19</b>	<b>21%</b>	<b>18</b>	<b>25%</b>
Barton	10	17%	10	19%
Brandenburg	9	15%	9	16%
Britain	16	21%	15	22%
Brown	13	20%	12	21%
Davis	9	14%	9	15%
Elliot	7	11%	7	12%
Farine	12	19%	11	20%
Gilbert	6	10%	5	9%
Good	17	26%	15	25%
John Haley	11	17%	9	15%
Tom Haley	8	15%	7	14%
Hanes	8	14%	8	16%
Johnson	12	24%	9	19%
Keyes	22	32%	19	30%
Lee	9	16%	8	16%
Lively	18	27%	17	28%
Schulze	11	19%	9	18%
Townley	12	18%	9	16%
Townsell	19	29%	18	30%
<b>EL Total</b>	<b>229</b>	<b>19%</b>	<b>206</b>	<b>19%</b>

**EXHIBIT 6-11 (CONTINUED)**  
**TURNOVER RATES FOR PROFESSIONAL STAFF AND TEACHERS**  
**IRVING ISD CAMPUSES**  
**2005-06**

CAMPUS	PROFESSIONAL STAFF		CLASSROOM TEACHERS	
	RESIGNATIONS	TURNOVER PERCENT	RESIGNATIONS	TURNOVER PERCENT
Austin	14	19%	12	19%
Bowie	10	12%	8	11%
Crockett	17	23%	14	21%
de Zavala	20	29%	19	32%
Houston	20	27%	18	26%
Lamar	15	20%	10	15%
Travis	20	27%	20	32%
<b>MS Total</b>	<b>116</b>	<b>22%</b>	<b>101</b>	<b>22%</b>
Academy	13	13%	13	15%
Irving HS	47	30%	44	32%
MacArthur HS	28	19%	24	18%
Nimitz HS	44	29%	37	29%
<b>HS Total</b>	<b>132</b>	<b>23%</b>	<b>118</b>	<b>24%</b>
Union Bower	10	23%	10	26%
Wheeler	1	6%	1	8%
RAC	1	9%	1	10%
<b>Other Total</b>	<b>12</b>	<b>13%</b>	<b>12</b>	<b>15%</b>
<b>Grand Total</b>	<b>508</b>	<b>20%</b>	<b>455</b>	<b>21%</b>

SOURCE: Irving ISD Personnel and Administration Department, 2007.

classroom rosters that were not heavily weighted with challenging students, and providing mentors early in the school year.

Many districts monitor why teachers leave through instruments such as exit interviews and teacher satisfaction surveys. These districts base strategies to retain teachers on improving teacher satisfaction with their work environment. Killeen ISD conducts workplace audits to improve the work environment of its employees, and as a result has reduced teacher turnover rate and improved job satisfaction for all employees. Improving retention rates help to reduce the district's cost in recruiting and training replacement staff.

Reducing teacher turnover has tremendous cost benefits to school districts in addition to the benefits realized by having a highly qualified, experienced, and stable workforce. In the November 2000 report *The Cost of Teacher Turnover*, prepared for the State Board for Educator Certification by the Texas Center for Educational Research, data from the 1998-99 school year was used to determine the costs of teacher

turnover around the state. The estimates used in the report are considered conservative because they do not calculate the actual costs an organization invests in termination, recruitment and hiring, substitutes, learning curve loss, and training. Although based on salary, these costs are the total turnover costs not including the salary and benefits associated with the position; they are additional costs due to the fact that an employee left the organization and must be replaced.

The five districts used for comparison purposes in **Exhibit 6-12** had enrollments between 15,000 and 78,000 students in 1998-99 and had turnover rates between 12 and 22 percent. For 2005-06 Irving ISD enrolled 32,620 students, and had a teacher turnover rate of 21 percent. The formula used to determine the cost of turnover per departing teacher is based on 25 percent of the leaver's annual salary including benefits. As shown, the average cost of teacher turnover in the North Texas school district, a location comparable to that of Irving, is \$11,750 per departing teacher.



Irving ISD should examine the current strategies for increasing teacher retention and reducing turnover to determine if they are aligned with best practices. The district should form a task force that includes central office and campus administrators and teachers from across the district to review its current strategies and best practices from other districts, including the effectiveness of the exit interview process and mentoring program, factors at the campus level that may be contributing to the turnover rates, and the use of a teacher satisfaction survey. Findings from such a study could then be used for such things as modifying or expanding the current mentoring program, increasing efforts to maintain a competitive compensation package, and strengthening the instructional and administrative technology infrastructure in Irving ISD schools.

The district should consider administering the exit interview and any satisfaction surveys online; district personnel could access these documents through the Irving ISD Intranet. This would allow teachers to remain anonymous as they answer questions related to why they are leaving the district or their level of job satisfaction; they would be more likely to share their concerns, issues, problems, and dissatisfactions if the district assures that it will not identify or retaliate against them.

The savings for implementation of this recommendation is based on Irving ISD reducing the teacher turnover by 46 positions, which is 10 percent of the 455 teacher resignations in 2005–06. This would result in an annual savings to the district of \$540,500 (46 positions x the average North Texas district turnover cost of \$11,750).

**RECORDS DISPOSAL (REC. 27)**

The Personnel and Administration Department lacks a formal disposal schedule and procedures manual to ensure the appropriate and timely destruction of personnel records at the end of their retention cycle. The Personnel and Administration Department maintains employment records for both current and former Irving ISD employees. Eight department record clerks are assigned the responsibility of ensuring the proper maintenance and storage of employee records. Each clerk is responsible for ensuring the proper maintenance of information in the files and has established filing systems within each of the files to facilitate prompt retrieval of information.

Due to the large number of employee files, the records of current employees are divided among the department’s staff members by school, so as to give each a similar quantity of files across elementary, middle, and high schools. The “dead” files of former employees are also assigned to specific records clerks. The clerks, who are the physical custodians of these records, keep them in file cabinets in each of their respective offices. Both the cabinets and office doors are able to be secured when unattended. The offices are equipped with fire retardant systems to prevent damage in the event of a fire. In addition to the records stored in the individual clerk offices, there is a walk-in storage vault that is equally secure. The walk-in vault contains archival records of certificated staff dating back more than fifty years. Older records are stored off-site in a warehouse maintained by the district. The warehouse also houses all records for classified personnel no longer employed by the district.

The district has a document entitled *Records Control Schedule* that outlines the legal requirements for records retention and

**EXHIBIT 6-12  
COST OF TURNOVER PER DEPARTING TEACHER**

YEARS OF EXPERIENCE	NORTH TEXAS DISTRICT	PANHANDLE DISTRICT	SOUTH TEXAS DISTRICT	WEST TEXAS DISTRICT	CENTRAL TEXAS DISTRICT	STATE AVERAGE
0 Years	\$10,328	\$8,750	\$9,063	\$8,906	\$7,575	\$8,231
5 Years	\$10,567	\$8,905	\$9,892	\$9,595	\$8,869	\$9,365
10 Years	\$11,490	\$10,541	\$11,589	\$10,541	\$10,541	\$10,910
15 Years	\$12,504	\$11,800	\$13,052	\$11,865	\$11,800	\$12,170
20 Years	\$13,860	\$12,750	\$13,357	\$12,895	\$12,750	\$13,122
<b>Average Turnover Cost</b>	<b>\$11,750</b>	<b>\$10,549</b>	<b>\$11,391</b>	<b>\$10,760</b>	<b>\$10,307</b>	<b>\$10,760</b>

SOURCE: “The Cost of Teacher Turnover”, Texas State Board for Educator Certification, November 2000.

disposal as specified by the Texas State Library and Archives Commission (TSLAC). The document outlines these requirements for all records including those of students, employees, and business and finance. The personnel records section of the document outlines the retention period for all components of the employee file, such as performance appraisals, in-service records, and verification of employment eligibility forms, and specifies the disposition of the record—whether it can be destroyed or must be maintained for perpetuity. The district does not have a clearly articulated set of procedures related to maintaining the security and confidentiality of records throughout the disposal process.

The district has an industrial shredder that is used to destroy records at the end of their retention cycle. Interviews with department administrators revealed that such destruction occurs annually, but that there is no formal written schedule for destruction. There is no policy in place regarding records destruction that would require this task be accomplished according to a specific dated schedule. TSLAC's directive regarding the disposal of records states:

*This [TSLAC] schedule establishes mandatory minimum retention periods for the records listed. No local government office may dispose of a record listed in this schedule prior to the expiration of its retention period. A records control schedule of a local government may not set a retention period for a record that is less than that established for the record on this schedule.... Actual disposal of such records by a local government or an elective county office is subject to the policies and procedures of its records management program.*

The lack of procedures related to the disposal process and specified dates for proposal compromises the integrity of Irving ISD's records retention process, as well as district and employee data.

Best practices dictate that organizations with records maintenance responsibilities have a clearly articulated set of procedures related to maintaining the security and confidentiality of records throughout the disposal process and specify designated time frames for records destruction. A manual representing best practices entitled *Destruction of Records: A Practical Guide* outlines specific procedures related to legal principles, methods of records destruction, the proper handling of sensitive information, and guidelines for using a private contractor for records destruction. **Exhibit 6-13** illustrates a sample of the contents of this manual.

The appendix of the manual contains a checklist of tasks that should accompany the destruction of records to ensure their proper disposal. The checklist is displayed in **Exhibit 6-14**.

The Personnel and Administration Department should develop a formal disposal schedule for records destruction that is in keeping with TSLAC disposal timelines and a procedures manual with guidelines to ensure records security and confidentiality are maintained throughout the disposal process. Developing a manual of procedures for disposal and including a formal schedule for records destruction as a component of the manual will help to alleviate a backlog of records that have reached the end of their retention cycle and the unnecessary use of records storage space.

#### **INTERNAL DEPARTMENTAL PROCEDURAL MANUAL (REC. 28)**

Irving ISD's Personnel and Administration Department lacks an internal procedure manual for departmental personnel to aid in cross-training and in orienting new hires. The administrators and staff of the Personnel and Administration Department work with a well-developed set of routines and procedures for carrying out the tasks and responsibilities of the department. In interviews with departmental staff, each employee was well-versed in the particulars of their job requirements and had organized methods for completing job assignments. However, all of the institutional knowledge of these staffers is not written in one comprehensive document.

Traditionally, when a new employee joins the department, the practice has been to try to provide an opportunity for the new employee to receive training from their predecessor prior to the individual's departure. While this does provide a new employee with insight into how the job has been performed previously, it does not ensure uniformity of training and is completely reliant on the ability and availability of the departing employee to provide the training.

Failure to have a written manual of the department's daily routines and procedures presents the potential problem of lost knowledge as staff members retire or move to other jobs within the district. Interviews with department staff revealed an awareness of this potential loss and the need for such a document; such a manual is currently being developed by the Benefits coordinator, who is outlining procedures involved with employee benefits for staff members.

**EXHIBIT 6-13****SAMPLE CONTENT FROM RECORDS DESTRUCTION PROCEDURES MANUAL****Appropriate**

Appropriate methods for destruction are irreversible and environmentally friendly.

These are dealt with in more detail below. Suitable methods of destruction for different media are covered elsewhere in the manual.

**Irreversible**

Destruction of records should be irreversible. This means that there is no reasonable risk of the information being recovered again.

Failure to ensure the total destruction of records may lead to the unauthorized release of sensitive information.

A number of cases have been reported in the media where records have been found "unearthed" in local garbage tips after they had been buried, or left in cabinets that had been sold. Records have also been found on the hard drives of computers that have been sold. Such occurrences are very bad publicity for your organization.

**Environmentally-friendly**

Records should be destroyed in an environmentally-friendly manner. Both paper and microforms should be recycled where possible.

**Timely**

While records should not be destroyed while there is still a need for them, it is also important not to keep records longer than is necessary, to minimize storage costs and retrieval efficiency. If a decision is made to retain records longer than the minimum retention period, a record of the reasons for the decision should be documented to assist with disposal at a later date.

Records are usually destroyed when they have reached the end of a specified retention period. However, prior to their destruction, you must ensure that the records are no longer required. Therefore timely destruction must be balanced by internal authorization.

**Documented**

The destruction of all records must be documented, so that your organization is able to ascertain whether a record has been destroyed. Proof of destruction may be required in legal proceedings or in response to Freedom of Information (FOI) requests.

SOURCE: "Destruction of Records: A Practical Guide", New South Wales, 2005.

**EXHIBIT 6-14****CHECKLIST FOR RECORDS DISPOSAL**

- The records are authorized for destruction under a relevant and current disposal authority
- The organization no longer requires the records
- The records are not the subject of a current or pending court case or FOI request
- Internal authorization has been obtained
- The records have no special security requirements  
OR
- The records have high security level and locked bins and/or in-house shredding are required for security destruction
- Appropriate service provider contacted
- A covered van/truck specified for records removal
- Service provider asked to supply certificate of destruction
- Specified that records are to be destroyed on day of collection
- Certificate received by organization
- Records destroyed and details of destruction documented in the organization's records system.

SOURCE: "Destruction of Records: A Practical Guide", New South Wales, 2005.

There are a number of advantages to investing the time and energy necessary to develop a written internal procedural manual, including:

- Ensuring continuity in the department in the event that key personnel leave.
- Ensuring consistent decision-making, meaning that all customers receive the same information/counsel regardless of who responds to the inquiry.
- Usage as a training tool in cross-training existing employees as well as in orientation for new hires.
- Helping to evaluate or benchmark job performance against established standards documented in the human resources section of the district policy manual and in job descriptions for each position in the department.
- Ensuring consistency between and among departments whose operations overlap, such as human resources and payroll.

The Personnel and Administration Department should create an internal procedures manual that compiles the daily department functions and practices into a single document that can be used for cross-training and orientation of new departmental employees. The manual should be divided by departmental sections such as recruiting; professional, paraprofessional, and classified personnel; benefits; and

administrative services, and it should be properly indexed for easy reference. When completed, the manual should be posted on the department's Intranet site so that it is accessible to all Personnel and Administration Department employees. In addition to directions and procedures, the document should contain all accompanying forms used by department personnel for illustration purposes.

**Exhibit 6-15** provides a sample index for a procedure manual showing the major category headings and sample topics. This is representative of the type of information that should be contained in the Irving ISD manual; it is not an exhaustive list.

#### **INSUFFICIENT TRAINING ON THE MUNIS SYSTEM (REC. 29)**

Irving ISD has not provided sufficient follow-up training on the management information system for Personnel and Administration Department personnel and campus administrators. Irving ISD is recognized as a leader in administrative technology applications. One of its most recent accomplishments in this area was the implementation of a management information system that integrates human resources and payroll functions to allow for a more efficient and less paper-intensive set-up of employees. When the new system went live in January 2006, users were provided a two-hour orientation, but no additional training has been conducted since then for either existing or new employees. Training is important for department staff that use the system to work with employee benefits, leave, and payroll issues, and for campus administrators who use the system during the process of hiring campus personnel. Interviews indicate that there is concern about the ability for the system to be effective if users are not appropriately trained. Training has been requested for existing and new personnel, but at the time of the onsite review, there were no plans in place for additional training on the system. It is unclear whether additional training is part of the original contract with the system vendor or would require the district to incur additional costs for this service.

The *Irving ISD Long-Range Plan for Technology 2007–2010* includes goals and objectives for implementing technology across the district. Goal #5, *Provide leadership to enhance technology for administrative functions*, has an action item directing the district to provide specialized training on management information systems used by the Personnel and Administration, Business and Finance, and Teaching and Learning Departments. The target dates in the plan for this training are July 2007 through June 2010.

This lack of training has prevented a full implementation of all the human resources capabilities of the management information system and increases the chances of clerical error by department staff. With the significant financial investment that has been made in this system and the advantages in increased efficiency that can be realized through full utilization of it, the district is failing to realize a full return on its investment by not providing the necessary training.

School districts across the country have faced similar challenges with incorporating new technology into the various operational areas of the system. Two of the biggest challenges are finding time for training and overcoming employee resistance to change. Kent School District in Washington has created a series of online tutorials that are designed to be self-paced and very user-friendly.

Personnel and Administration Department staff and campus administrators should identify key components of the management information system that are problematic due to insufficient training and contact the system vendor to develop a schedule of training on these particular components. This training should provide participants with the opportunity to work hands-on with the system and have sufficient time for questions and answers about use of the system. The district should work with the vendor to determine how to address needs for follow-up assistance and training for new employees on the system.

#### **JOB DESCRIPTION UPDATES (REC. 30)**

Irving ISD does not have a schedule for regularly updating its job descriptions. Board Policy DC (LOCAL) relates to district employment practices, including job descriptions. The policy states, "The Superintendent or designee shall define the qualifications, duties and responsibilities of all positions and shall ensure that job descriptions are current and accessible to employees and supervisors."

Job descriptions for vacant positions within the district are posted on its website for viewing by potential job applicants. Interviews with Personnel and Administration Department personnel indicate that the department procedure with regard to job description updates is to review and amend them as needed when a vacancy is posted for a particular position. Review team examination of the district's job descriptions revealed that a majority of the descriptions have been updated within the last five years, but nearly thirty percent have not been updated in 10 or more years. **Exhibit 6-16** shows the categories of job descriptions by operational area and range of update periods. As shown in the exhibit, 63

**EXHIBIT 6-15  
SAMPLE INTERNAL PROCEDURE MANUAL FOR SCHOOL DISTRICT PERSONNEL DEPARTMENT**

**HIRING PROCEDURES**

Guidelines for Hiring (All Personnel)

**LICENSED/PROFESSIONAL PERSONNEL**

- Resignation Guidelines
- Notification of Resignation
- Resignation Information Form
- Employee Benefits Notification, Licensed – Classified
- Teacher Candidate Evaluation Form
- Position Advertisement
- Reference Check
- Sample Letter of Regret
- Example New Hire – Transfer
- FTE Breakdown
- Example Assignment Change
- Example Hourly Teaching Authorization
- Statement of Policy DP318
- Reduction-in-Staff, Transfer Request – Elementary
- Reduction-in-Staff, Transfer Request – Secondary
- Teacher Transfer Procedure/Transfer Requests

**CLASSIFIED PERSONNEL**

- Position Advertisement
- Classified Personnel Assignment Schedule with Job Codes
- Classified Salary Schedule
- Hiring Procedures
- Position Interview Form
- Reference Check
- Sample Letter of Regret
- Completion of Employee File
- Hire-Change Form
- Resignation Instructions
- Statement of Policy DP318B
- Employee Benefits Notification, Licensed – Classified
- Notification of Resignation
- Transfer Request
- Guidelines for Evaluation of Classified Personnel

**OTHER MISCELLANEOUS**

- Personnel Forms
- Non-Renewal Processes

**LEAVE**

- Personal Leave before or after Holiday
- Check List-Adoption Leave – Licensed
- Check List – Adoption Leave – Classified
- Leave of Absence, Personal
- Request for Leave of Absence (Personal – No Pay)
- Leave of Absence (1 Year) – Licensed
- Request for Leave of Absence (1 Year) – Licensed
- Leave of Absence (1 Year) – Classified
- Request for Leave of Absence (1 Year) – Classified
- Check List for Extended Illness – Licensed
- Check List for Extended Illness – Classified
- Family and Medical Leave Act (FMLA)
- FMLA Leave Clarification
- Family and Medical Leave Request, Licensed – Classified
- FMLA Acknowledgement
- Medical Certification Statement, Employee's Own Serious Illness
- Sick Bank – Licensed
- Request for Sick Bank – Licensed
- Statement of Policy DP324 NEG
- Sick Bank – Classified
- Request for Sick Bank – Classified
- Statement of Policy 326 NEG
- Request for Critical Family Illness Leave – Classified
- Request for Critical Family Illness Leave – Licensed
- Checklist for FMLA – Licensed
- Military Leave
- Request for Military Leave of Absence
- Statement of Policy DP334
- Application for Educational Leave
- Sabbatical Leave

**SUBSTITUTES**

- Emergency Substitute Pool Guidelines
- Guidelines for Substitutes
- Evaluation Procedures
- Pay Schedules
- Orientation Schedule
- Reminders and Tips for SubFinder System

SOURCE: Jordan, Utah School District Human Resources Department, 2007.

percent of all job descriptions were updated within the last six years, 10 percent within the last seven to nine years, and 19 percent within the last ten years or more. An additional eight percent of the job descriptions had no date of origin or update.

An accurate and up-to-date job description describes the major areas of a job or position. The basis of the job description is a careful analysis of the important facts about a job, such as the individual tasks involved and the methods used to complete the tasks as well as the purpose and responsibilities of the job, the relationship of the job to the larger organizational structure, and the qualifications needed to perform the job. Outdated job descriptions can create problems with providing fair and equitable evaluation and compensation of employees. If over time, job responsibilities expand or change without a corresponding adjustment of the job description, salaries might be misaligned with the duties of a given position. In a similar fashion, when attempting to fairly appraise an individual's performance, if the required job tasks and written job description are not aligned, there is a potential for conflict and legal action on the part of the employee in the case of a less than satisfactory performance appraisal.

A comprehensive job description includes the job title, the job's overall position in the organization (reporting relationships), essential and non-essential functions, job qualifications (education and/or experience), and physical and environmental characteristics. Components of a comprehensive job description include the following:

- **Job Title:** a brief, general idea of what the job entails, its level of activity, and its scope of responsibility (that is, executive director of human resources, social worker, office secretary)
- **General Description:** a brief summary of the main purposes and functions of the job
- **Reporting Relationship(s):** the position the incumbent reports to and the positions reporting to the incumbent
- **Characteristic Duties:** a list of the job duties and responsibilities (usually in order of importance or percentage of time spent)
- **Minimum and Preferred Qualifications:** the education, training, experience, and skill requirements considered essential to satisfactorily perform the job (minimum qualifications) and the qualifications that may enhance the job holder's ability to perform the job (preferred qualifications)
- **Physical and Environmental Characteristics:** the physical requirements necessary in order to perform the essential functions of the job and statements regarding working conditions (that is, noise and temperature levels and any dangerous equipment the job holder must use)

The Personnel and Administration Department should create a schedule for regularly reviewing all district job descriptions and updating them as needed. The job descriptions should include the job title, a general description of the job functions,

**EXHIBIT 6-16**  
**IRVING ISD JOB DESCRIPTIONS BY OPERATIONAL AREA**  
**RANGE OF UPDATE PERIODS**

OPERATIONAL AREA	AMOUNT OF TIME SINCE LAST UPDATE					TOTAL
	0-3 YEARS	4-6 YEARS	7-9 YEARS	10+ YEARS	NO DATE	
District Administration	2	3	1	1	1	8
Personnel/Administration	15	5	2	1	2	25
Teaching/Learning	34	35	8	16	5	98
Business/Finance	3	1	6	5	4	19
Support Staff	5	7	0	2	2	16
Campus Staff	6	22	4	17	3	52
<b>Total (Number)</b>	<b>65</b>	<b>73</b>	<b>21</b>	<b>42</b>	<b>17</b>	<b>218</b>
<b>Total (Percentage)</b>	<b>30%</b>	<b>33%</b>	<b>10%</b>	<b>19%</b>	<b>8%</b>	

SOURCE: Irving ISD Personnel and Administration Department, 2007.

reporting relationships, characteristic duties, minimum and preferred qualifications, and physical and environmental characteristics for all current district positions. As job requirements change, the job descriptions should be revised/ updated to ensure that they accurately reflect the new duties and responsibilities of the position.

For background information on Chapter 6, Human Resources Management, see page 200 in the General Information section of the appendices.

**FISCAL IMPACT**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 6: HUMAN RESOURCES MANAGEMENT</b>							
24. Revise district staffing allocations to reflect industry enrollment-based standards for assistant principals to ensure allocations to campuses reflect changes in student enrollment.	\$0	\$1,859,475	\$1,859,475	\$1,859,475	\$1,859,475	\$7,437,900	\$0
25. Track the number of teachers hired through district recruiting trips conducted nationwide as well as the cost of each recruiting event.	\$1,643	\$1,643	\$1,643	\$1,643	\$1,643	\$8,215	\$0
26. Examine the current strategies for increasing teacher retention and reducing turnover to determine if they are aligned with best practices.	\$540,500	\$540,500	\$540,500	\$540,500	\$540,500	\$2,702,500	\$0
27. Develop a formal disposal schedule for records destruction that is in keeping with TSLAC disposal timelines and a procedures manual with guidelines to ensure records security and confidentiality are maintained throughout the disposal process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
28. Create an internal procedures manual that compiles the daily department functions and practices into a single document that can be used for cross-training and orientation of new departmental employees.	\$0	\$0	\$0	\$0	\$0	\$0	\$0

**FISCAL IMPACT (CONTINUED)**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 6: HUMAN RESOURCES MANAGEMENT (CONTINUED)</b>							
29. Identify key components of the management information system that are problematic due to insufficient training and contact the system vendor to develop a schedule of training on these particular components.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
30. Create a schedule for regularly reviewing all district job descriptions and updating them as needed.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTAL-CHAPTER 6</b>	<b>\$542,143</b>	<b>\$2,401,618</b>	<b>\$2,401,618</b>	<b>\$2,401,618</b>	<b>\$2,401,618</b>	<b>\$10,148,615</b>	<b>\$0</b>



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# **CHAPTER 7**

## **FACILITIES USE AND MANAGEMENT**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 7. FACILITIES USE AND MANAGEMENT

The assistant superintendent of Support Services is responsible for the facilities use and management functions of Irving Independent School District (Irving ISD). The assistant superintendent supervises the director of Facilities and the director of Security and Operations. The director of Facilities oversees the design, construction, and maintenance functions. The director of Security and Operations oversees the custodial services. The division director of Planning/Evaluation/Research, who reports to the assistant superintendent of Teaching and Learning, supports the facilities staff in planning functions.

The facility departments are responsible for operating and maintaining 44 permanent facilities to serve a student enrollment of more than 32,000 in 2006–07. The district's facilities include 35 schools and 100 single classroom portable buildings for a total of about 4.5 million square feet located on 559.32 acres of district property.

### ACCOMPLISHMENTS

- Irving ISD prepares accurate short-range and long-range enrollment projections that are used for staffing and facility needs projections.
- The district uses effective planning processes, including attendance zone adjustments and portable classroom deployment, to balance the utilization of its facilities before resorting to capital construction projects.
- The district uses effective planning processes to assess the facility needs of all its schools.
- Irving ISD has effective cost control over construction projects.
- The district effectively manages its maintenance staff.
- Irving ISD utilizes effective custodial management practices.

### FINDINGS

- Irving ISD does not have a department or any staff member that is solely responsible for the planning, design, and construction of school facilities who can ensure that effective policies and procedures are in place.

- Irving ISD does not have a facilities master plan that is based on the district's improvement plan to ensure that the district's facilities are supporting the district's educational goals and programs.
- Irving ISD does not utilize maintenance and custodial staffing standards in order to maintain adequate staffing levels when making staffing decisions for maintenance and custodial services.
- Irving ISD's energy management program has not updated its standards and guidelines since the early 1990s.

### RECOMMENDATIONS

- **Recommendation 31: Establish and fill a capital projects program manager position.** The district should prepare a capital projects program manager job description and advertise for the position. This program manager would be responsible for all aspects of planning, design, and construction of capital projects for the district and would report to the director of Facilities. The program manager should meet with the director of Facilities and establish goals and objectives for the following year.
- **Recommendation 32: Consolidate and enhance the existing facility planning processes to result in a facilities master plan that will ensure the district's facilities are supporting and enhancing the district's educational goals and programs.** The district should contract an outside consultant to develop the facilities master plan that is integrated with the district planning process. The consultant's scope of work and fee will vary depending on how much of the district's data, enrollment projections, and facility assessments can be used by the consultant. The district should task the director of Facilities with developing a request for proposals (RFP) for a facility planning consultant and with defining the scope of work to be done.
- **Recommendation 33: Establish district maintenance and custodial staffing guidelines based on industry standards for making appropriate staffing level decisions.** The district should review national custodial and maintenance staffing formula norms and select or

modify one that is appropriate for its circumstances. The director of Security and Operations should establish a process for staffing decisions based on comparing the district to national norms along with an analysis of district needs and budget constraints. The district should increase maintenance and custodial staffing levels incrementally over the next five years to 100 percent of the best staffing levels.

- Recommendation 34: Establish a process to regularly review and update all energy management programs and standards.** At a minimum, the energy management program should reinvigorate campus-based energy savings programs that target the behaviors of the building users. A new program could offer financial rewards for successful campuses based on increased savings of utility bills. The program should develop high performance standards for all new construction. The energy manager should lead this effort and oversee the work being done by a district architectural consultant hired to update the building design guidelines. The district should work with the U.S. Department of Energy and become active in the Energy Smart Program.

**DETAILED ACCOMPLISHMENTS**

**SHORT-RANGE AND LONG-RANGE ENROLLMENT PROJECTIONS**

Irving ISD prepares accurate short-range and long-range enrollment projections that are used for staffing and facility needs projections. The division director of Planning/Evaluation/Research prepares annual enrollment projections

used for projecting the number of teachers and classrooms needed at each school. In addition, the district employs an outside consultant to periodically prepare long-range enrollment projections used in the districtwide facility planning process.

The director of Planning/Evaluation/Research uses a cohort survival method with a three-year rolling average to project enrollments. The director projects enrollments by student type, grade, and school basis. The director uses these enrollments to develop the number and type of teachers and classrooms needed at each school. The projections also help in determining where portable classrooms will be needed. **Exhibit 7-1** shows a comparison of these projections to the actual enrollments.

As **Exhibit 7-1** shows, the district’s projections for total enrollment are accurate to within one percent of total actual enrollment.

**EFFECTIVE CLASSROOM UTILIZATION PLANNING PROCESS**

The district uses effective planning processes, including attendance zone adjustments and portable classroom deployment, to balance the utilization of its facilities before resorting to capital construction projects.

The director of Planning/Evaluation/Research oversees the attendance boundary adjustment process. The district appoints a committee composed of the school principal, a parent, and appropriate central staff to consider possible attendance zone adjustments. The committee holds public meetings to receive input from all stakeholders. Upon

**EXHIBIT 7-1  
IRVING ISD ENROLLMENT PROJECTIONS  
2003–04 THROUGH 2005–06**

SCHOOL LEVEL	2003–04			2004–05			2005–06		
	PROJECTED	ACTUAL	PROJECTED PERCENTAGE ABOVE (BELOW) ACTUAL	PROJECTED	ACTUAL	PROJECTED PERCENTAGE ABOVE (BELOW) ACTUAL	PROJECTED	ACTUAL	PROJECTED PERCENTAGE ABOVE (BELOW) ACTUAL
Elementary	16,386	16,356	0.2%	16,772	16,709	0.4%	16,920	17,154	(1.4%)
Middle School	7,146	7,065	1.1%	7,076	7,111	(0.5%)	7,199	7,084	1.6%
High School	7,984	7,948	0.5%	7,971	8,267	(3.7%)	8,408	8,542	(1.6%)
Alternative Education	65	54	16.9%	54	56	(3.7%)	56	56	0.0%
<b>Total</b>	<b>31,581</b>	<b>31,423</b>	<b>0.5%</b>	<b>31,873</b>	<b>32,143</b>	<b>(0.8%)</b>	<b>32,583</b>	<b>32,836</b>	<b>(0.8%)</b>

SOURCE: Irving ISD, Division of Planning/Evaluation/Research, 2007.

consideration of the public input, the committee puts forth a recommendation to the school board for approval. The committee recommendations include stipulations regarding issues such as grandfathering of current students, intradistrict transfers, and discussion regarding hazardous route transportation.

**Exhibit 7-2** lists the attendance boundary recommendations that the district presented to the board in the last six years. As the exhibit shows, the district adjusted all middle school zones in 2001–02 as a result of adding a new middle school. In 2002–03 and 2004–05, the district adjusted several elementary school zones to balance the enrollments. In 2006–07, the district adjusted zones due to a new elementary school opening. As shown, the district adjusted attendance boundaries every two years when appropriate.

The director of Planning/Evaluation/Research uses the annual enrollment projections to determine classroom needs at each school facility. The district maintains approximately 100 portable classrooms that can be mobilized to meet classroom needs as they vary from one school to the next on an annual basis. **Exhibit 7-3** shows the capacity and utilization of each school with and without portable classrooms. As the figures indicate, the district is at a 96.4 percent districtwide utilization rate. Irving ISD is maximizing the use of its facilities in a very balanced manner.

**EXHIBIT 7-2  
ATTENDANCE BOUNDARY ADJUSTMENTS  
2001–02 THROUGH 2006–07**

YEAR	ZONE CHANGES CONSIDERED AND APPROVED
2001–02	All middle schools (due to opening of new Zavala Middle School)
2002–03	W.T. Hanes, Farine, Brandenburg, T.J. Lee, Otis Brown, Elliot Elementary Schools (enrollment relief at Otis Brown and T.J. Lee Elementary Schools)
2004–05	Jackie Mae Townsell, T.J. Lee, Thomas Haley Elementary Schools (enrollment relief at the new Townsell Elementary School)
2006–07	Elliot, Davis, Townley, Brown, Otis Brown, John Haley Elementary Schools, (due to opening of new Stipes Elementary School)

SOURCE: Irving ISD, Division of Planning, Evaluation and Research, 2007.

**EFFECTIVE FACILITIES NEEDS ASSESSMENT PROCESS**

The district uses effective planning processes to assess the facility needs of all its schools. For the 2001 bond program, the district contracted with a private architectural firm to conduct a facility assessment. The district used a four-step process in conjunction with the architectural firm to conduct the physical assessments at each school. The process included input from campus principals, food service, maintenance, technology departments, and a Citizen’s Task Force. The

**EXHIBIT 7-3  
CLASSROOM CAPACITY AND UTILIZATION  
2005–06**

CAMPUS	CLASSROOMS IN BUILDING	TOTAL CLASSROOMS AVAILABLE WITH PORTABLES	TOTAL CLASSROOM NEED	UTILIZATION WITHOUT PORTABLES	UTILIZATION WITH PORTABLES
Barton	52	59	50.6	97.3%	85.8%
Brandenburg	45	53	54.1	120.2%	102.1%
Britain	62	62	61.5	99.2%	99.2%
Brown	51	61	57.7	113.1%	94.6%
Davis	52	61	51.4	98.8%	84.3%
Elliott	53	56	51.9	97.9%	92.7%
Farine	47	51	52.0	110.6%	102.0%
Gilbert	52	55	53.0	101.9%	96.4%
Good	52	58	56.7	109.0%	97.8%
J. Haley	53	57	53.4	100.8%	93.7%
T. Haley	49	49	48.1	98.2%	98.2%
Hanes	46	46	41.9	91.1%	91.1%
Johnston	53	55	52.7	99.4%	95.8%
Keyes	46	61	61.6	133.9%	101.0%

**EXHIBIT 7-3 (CONTINUED)**  
**CLASSROOM CAPACITY AND UTILIZATION**  
**2005-06**

CAMPUS	CLASSROOMS IN BUILDING	TOTAL CLASSROOMS AVAILABLE WITH PORTABLES	TOTAL CLASSROOM NEED	UTILIZATION WITHOUT PORTABLES	UTILIZATION WITH PORTABLES
T. J. Lee	53	53	46.0	86.8%	86.8%
Lively	52	61	56.3	108.3%	92.3%
Schulze	53	53	47.9	90.4%	90.4%
Townley	49	56	55.3	112.9%	98.8%
Townsell	50	53	51.6	103.2%	97.4%
<b>Total Kindergarten-5th Grade</b>	<b>970</b>	<b>1,060</b>	<b>1,003.7</b>	<b>103.5%</b>	<b>94.7%</b>
Clifton	22	22	21.4	97.3%	97.3%
Kinkeade	22	23	20.8	94.5%	90.4%
Pierce	22	23	19.8	90.0%	86.1%
<b>All Early Childhood Schools</b>	<b>66</b>	<b>68</b>	<b>62.0</b>	<b>93.9%</b>	<b>91.2%</b>
<b>Total Elementary</b>	<b>1,036</b>	<b>1,128</b>	<b>1,065.7</b>	<b>102.9%</b>	<b>94.5%</b>
Austin	57	65	59.1	103.7%	90.9%
Bowie	51	62	63.7	124.9%	102.7%
Crockett	60	60	53.9	89.8%	89.8%
de Zavala	60	60	56.8	94.7%	94.7%
Houston	56	61	60.5	108.0%	99.2%
Lamar	56	65	62.4	111.4%	96.0%
Travis	58	65	59.6	102.8%	91.7%
<b>Total Middle Schools</b>	<b>398</b>	<b>438</b>	<b>416.0</b>	<b>104.5%</b>	<b>95.0%</b>
Irving	132	134	131.0	99.2%	97.8%
MacArthur	103	122	131.7	127.9%	108.0%
Nimitz	108	112	118.8	110.0%	106.1%
UBCL*	27	35	34.1	126.3%	97.4%
The Academy	78	78	76.0	97.4%	97.4%
<b>Total High Schools</b>	<b>448</b>	<b>481</b>	<b>491.6</b>	<b>109.7%</b>	<b>102.2%</b>
<b>Total Secondary Schools</b>	<b>846</b>	<b>919</b>	<b>907.6</b>	<b>107.3%</b>	<b>98.8%</b>
<b>Total District</b>	<b>1,882</b>	<b>2,047</b>	<b>1,973.3</b>	<b>104.9%</b>	<b>96.4%</b>

\*Union Bower Center for Learning.

SOURCE: Irving ISD, Division of Planning/Evaluation/Research, 2007.

district presented a final report with prioritized recommendations to the board for approval. **Exhibit 7-4** outlines this four-step process.

**EXHIBIT 7-4  
FACILITY NEEDS ASSESSMENT PROCESS**

STEP	PROCESS
1	<b>Initial Needs Assessment</b> —The district contacts and requests the campus principals to submit a needs assessment of their campus. The maintenance, food service, and technology departments provide an assessment of each campus relative to their needs. The district compiles information into a needs assessment form.
2	<b>Needs Assessment</b> —The district schedules meetings at each campus with the principal. The meeting participants discuss and refine identified needs to produce a Phase I – Needs Assessment Study document. The consultant determines overall costs of identified needs in the document.
3	<b>Citizens Needs Assessment</b> —Once the Board of Trustees reviews and accepts the needs assessment, the board appoints a Citizen’s Task Force to assess the needs. This group then schedules a meeting with each building principal and discusses applicable needs. The district then prepares a report to the Board of Trustees for acceptance.
4	<b>Final Needs Assessment</b> —The district prepares a final report based on available funding. This process involves an administrative committee meeting with each building principal to prioritize needs. The district submits a final report to the Board of Trustees for acceptance.

Source: Irving ISD, Facilities Services, 2007.

Once the assessment process was completed, the architectural consultant produced a program document. The document identified the needs at each school through text and drawings. A cost-estimating consultant was retained to develop cost estimates for all the projects. In addition to projects at existing schools, the consultant utilized the enrollment projections produced by a demographic consultant to determine the need for new facilities.

Irving ISD is currently undertaking the same process in preparation for the next bond issue.

**EFFECTIVE CONSTRUCTION COST CONTROL PROCESS**

Irving ISD has effective cost control over construction projects. The 2001 bond program was divided into four phases. A review of the original contract amounts and the change order amounts in all four phases indicated that Irving ISD was maintaining effective cost controls. The change

order totals were generally in negative dollars, which indicates a savings over the contract amount. The review team found savings was not the case in all examples but was more often the rule. **Exhibit 7-5** lists the contract and change order amounts of Phase III projects (Phase III is the most recent phase where all the projects have been closed). As the exhibit shows, all of these projects had negative change order amounts.

**EXHIBIT 7-5  
2001 BOND PROJECTS — PHASE III CHANGE ORDER RATES**

PHASE III PROJECT	CONTRACT AMOUNT	CHANGE ORDERS	PERCENTAGE OVER (UNDER) CONTRACT
<b>Elementary School</b>			
Elliott	\$1,473,233	(\$76,332)	(5.2%)
F.M. Gilbert	\$481,657	(\$45,720)	(9.5%)
Hanes	\$1,562,848	(\$45,742)	(2.9%)
Keyes	\$1,562,848	(\$45,742)	(2.9%)
Schulze	\$1,185,235	(\$98,106)	(8.3%)
Townley	\$1,172,142	(\$52,000)	(4.4%)
Townsell	\$2,049,224	(\$67,415)	(3.3%)
<b>Middle School</b>			
Austin	\$3,226,013	(\$211,872)	(6.6%)
Houston	\$2,043,649	(\$29,137)	(1.4%)
Lamar	\$1,691,722	(\$146,157)	(8.6%)
Travis	\$4,210,477	(\$25,282)	(0.6%)
<b>Total</b>	<b>\$20,659,048</b>	<b>(\$843,505)</b>	<b>(4.1%)</b>

Source: Irving ISD, Facilities Services, 2007.

Costs per square foot and the percentage of change in construction costs from the original contract can be measures of how well a construction project was designed and managed. Poorly designed or managed projects will often have excessive square footage costs and high change order percentages. Change orders can be initiated by the contractor, architect, or school district and are sometimes necessary. However, change orders should be minimized because changes to a design typically cost more during the construction phase of a project than in the planning stage. According to the Council of Educational Facility Planners International (CEFPI), a reasonable change order budget is three to four percent of the construction budget. Renovation projects will typically have somewhat higher rates (six to eight percent) due to the unknown conditions in existing construction.

Irving ISD uses a process that has three key elements to manage construction projects. The first element is the district's use of Construction Manager (CM) at Risk contracts. The district hires a construction manager that agrees to a "not to exceed" construction cost. The CM is then legally responsible to either bring the project in at the agreed cost (budget) or be financially responsible for the costs over budget. Secondly, district staff builds into the budget a board-approved contingency to cover necessary changes. Any contingency funds not used in the project are returned to the district. The third element is the district's use of spreadsheets to regularly monitor project budgets and bond expenditures.

By maintaining control over change orders and utilizing a process for managing construction projects using construction manager at risk contracts and contingency funds, the district practices effective cost controls on its construction projects.

#### **EFFECTIVE MANAGEMENT OF MAINTENANCE STAFF**

The district effectively manages its maintenance staff. The Irving ISD Maintenance Department is typically organized with three main crews: grounds, utilities, and structural. The grounds crews are site-based while the other crews go where they are needed. The foreman assigns tasks to crews based on work orders received from the school personnel. The grounds crew and the painting crew have a pre-assigned schedule. The grounds crews mow the lawns at each site weekly. Maintenance staff paints the exterior of the schools on a seven- to nine-year cycle. The frequency of both of these cycles meets or exceeds industry standards.

The Maintenance Department uses a work allocation process which is simple and straightforward but includes several critical steps. For each school, the school secretary electronically initiates work orders. Having one person at a school responsible for initiating work orders keeps the process orderly and minimizes duplicate work orders. The maintenance department expeditor sorts the work orders into one of three categories: warranty, emergency, or standard. After categorizing work orders, the expeditor forwards the work orders to the appropriate supervisor for assignment to maintenance staff. The categorization of work orders helps prioritize the work load. Once maintenance staff completes the work order, the maintenance staff has it signed off on by the school personnel. This sign-off helps ensure the work has been completed to the satisfaction of the "customer." The director reviews the work status reports weekly and quarterly to ensure the department's goals are being met. These goals

are to complete emergency work orders within two days and standard work orders within two weeks. The information loop is completed when the director meets monthly with the school principals to receive feedback on the performance of the maintenance department.

In addition, maintenance staff initiates work orders for preventive maintenance. At present, the staff does this manually because the department has not set up the preventive maintenance function included in the district's new software system. The district is working to include this function in 2007.

The review team visited a randomly selected group of schools and found them to look maintained. Interviews with school principals revealed that they were pleased with the service and quality of work from the maintenance department. Surveys of district administrative staff, principals, assistant principals, teachers, parents, and students reported overwhelming positive assessments of the maintenance of schools. **Exhibit 7-6** shows the results of those surveyed. Survey respondents that strongly agree or agree with the statement, "Buildings are properly maintained in a timely manner" are as follows: 84 percent of district administrative staff, 92 percent of principals and assistant principals, 78 percent of teachers, 73 percent of parents, and 62 percent of students.

#### **EFFECTIVE MANAGEMENT OF CUSTODIAL STAFF**

Irving ISD utilizes effective custodial management practices. The Irving ISD Operations Department employs several best practice management practices. The operations manager surveys school principals on a monthly basis to inquire on the performance of the custodial staff. The schools return responses using email allowing the department to process requests quickly. The custodial coordinators visit each school monthly and issue "Action Reports," which list items needing the attention of the custodial staff. The coordinators monitor these reports to determine if staff deals with all the items appropriately. The operations manager chairs the Operations Communications Council. The council meets monthly and provides a forum for the staff to air concerns, complaints, and recommendations.

Review team site visits and surveys of district administrators, principals, teachers, and parents reveal that the schools are being kept clean. The survey results are shown in **Exhibit 7-7**. Survey respondents that strongly agree or agree with the statement, "Schools are clean" are as follows: 92 percent of district administrative staff, 94 percent of principals and



**EXHIBIT 7-6  
SURVEY RESULTS ON MAINTENANCE OF FACILITIES  
2007**

<b>BUILDINGS ARE PROPERLY MAINTAINED IN A TIMELY MANNER.</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
District Administrative Staff	46%	38%	8%	8%	0%
Principals and Asst. Principals	48%	44%	0%	7%	0%
Teachers	18%	60%	9%	11%	2%
Parents	18%	55%	17%	6%	4%
Students	15%	47%	19%	14%	5%

SOURCE: Performance review team survey results of respondents answering the survey, 2007.

**EXHIBIT 7-7  
SURVEY RESULTS ON CLEANLINESS OF FACILITIES  
2007**

<b>SCHOOLS ARE CLEAN.</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
District Administrative Staff	52%	40%	2%	6%	0%
Principals and Asst. Principals	56%	38%	2%	4%	0%
Teachers	19%	64%	6%	9%	2%
Parents	20%	55%	7%	12%	5%
Students	15%	37%	18%	22%	8%

SOURCE: Performance review team survey results of respondents answering the survey, 2007.

assistant principals, 83 percent of teachers, 75 percent of parents, and 52 percent of students. As the results show, the majority of those surveyed feel that the schools are being kept clean.

**DETAILED FINDINGS**

**ORGANIZATIONAL STRUCTURE OF FACILITIES  
DEPARTMENT (REC. 31)**

Irving ISD does not have a department or any staff member that is solely responsible for the planning, design, and construction of school facilities who can ensure that effective policies and procedures are in place. The director of Facilities is currently finishing construction activities from a \$249.5 million 2001 bond program. The director oversaw these activities prior to being promoted to the position of director of Facilities. The director is now responsible for the maintenance and energy management functions of all district facilities in addition to the capital construction program. **Exhibit 7-8** shows the current organizational chart of the facilities department.

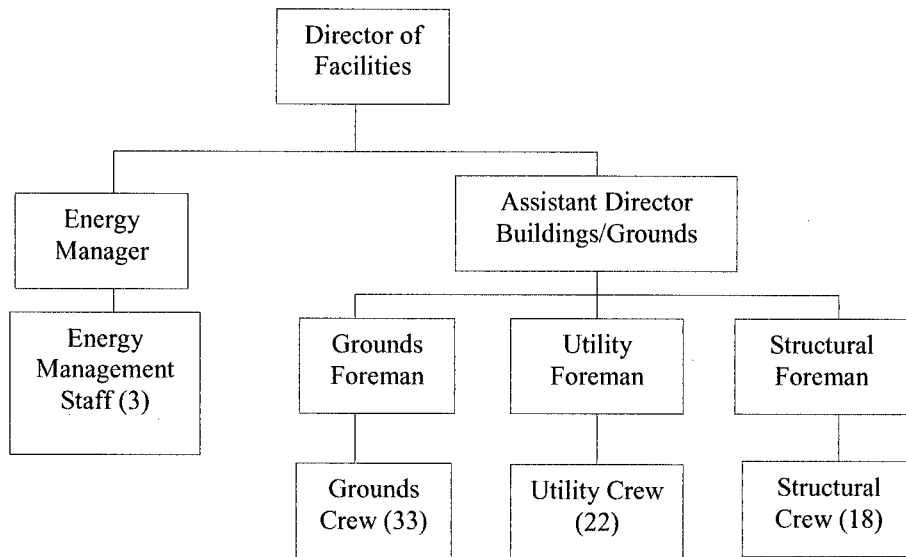
The district is beginning the planning phase for a future bond program. The district hired an architectural firm to assess the facility needs and update the educational specifications and design standards. The facility needs assessment will determine

the scope of future capital construction projects. The educational specifications and design standards will establish the guidelines for the design of these projects. Although Irving ISD has had an engineer overseeing a previous bond program, the assistant superintendent of Support Services and the director of Facilities currently share the oversight of capital construction activities.

The oversight of the planning and execution of a capital construction program for a district as large as Irving ISD is intrinsically a complex and involved process. By having oversight of district capital construction programs shared between two or more individuals, the district increases the risk of gaps in responsibilities and miscommunications, which can negatively impact the success of the building program. If the program has multiple program managers during the course of the planning, design, and construction activities, there is a greater likelihood that the needs of the building users will not be met and the standards of quality will not be maintained.

Most school districts assign at least one professional facility planner, architect, or construction manager to be responsible for the building program process from beginning to end to ensure consistency, equity, and a high level of quality. For

**EXHIBIT 7-8  
IRVING ISD FACILITIES DEPARTMENT ORGANIZATIONAL CHART  
2006-07**



SOURCE: Irving ISD, Department of Facilities, 2007.

these districts, the facility program manager is responsible for ensuring that:

- the facility assessments are comprehensive;
- the educational specifications meet the educational goals of the district;
- the design standards will produce high performing facilities and meet the needs of the maintenance department;
- the planning process is inclusive and transparent;
- the final design documents address the identified needs;
- the final construction documents are complete and protect the interests of the district;
- the bidding process is competitive and achieves the best value for the district;
- the construction standards are up-to-date and energy efficient
- the review process for new facilities includes value engineering,
- all projects undergo a post-occupancy review,
- the construction process is kept on budget and on schedule; and

- the finished facilities function as designed for the district.

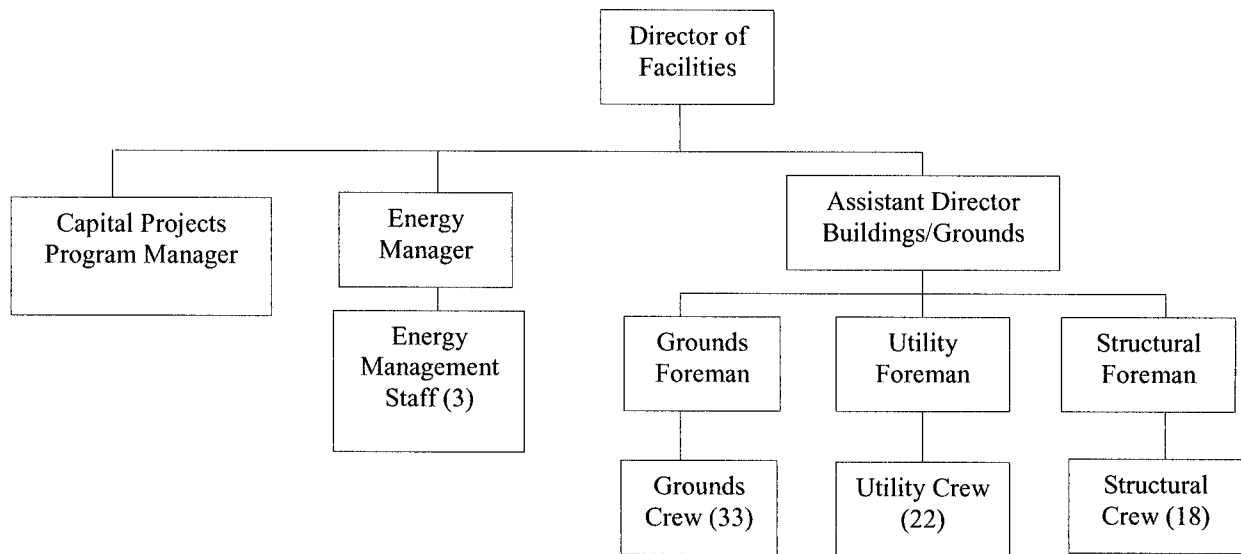
Irving ISD should establish and fill a capital projects program manager position. The district should prepare a job description and advertise for the position. Once the position is filled, the new program manager should meet with the director of Facilities and establish goals and objectives for the following year. This position would be responsible for all aspects of planning, design, and construction of capital projects for the district and would report to the director of Facilities. The requirements for the position should include capital projects management experience and school facility design experience. The successful candidate should have the ability to work well with both large and small public groups, be detailed oriented, and have a customer service perspective. The district should insure that the program manager has sufficient information technology skills.

The fiscal impact of this recommendation would be the cost of the program manager's salary and benefits. The total annual cost would be approximately \$103,554 (\$90,000 salary plus benefits of 15.06 percent). The cost for this position would be approximately half this amount, or \$51,777, for the first year if the position is filled in January 2008.

**Exhibit 7-9** shows how the new capital projects program manager would fit into the existing organization.

**EXHIBIT 7-9**

**IRVING ISD FACILITIES DEPARTMENT ORGANIZATIONAL CHART WITH NEW PROGRAM MANAGER  
2006-07**



SOURCE: Performance Review Team, 2007.

**FACILITIES MASTER PLAN (REC. 32)**

Irving ISD does not have a facilities master plan that is based on the district's improvement plan to ensure that the district's facilities are supporting the district's educational goals and programs. The district has several effective planning processes including the development of accurate enrollment projections, maximization of classroom utilization, and assessment of facility needs. However, these planning processes are not integrated and do not produce a long-range plan for the maintenance and improvement of the facilities that is directly linked to the district's improvement plan and the educational goals and programs.

By not having a facilities master plan linked to the district's improvement plan, the district does not ensure effective planning and utilization of facilities in the short and long-term. Without a facilities master plan, the district does not ensure that when it expends funds to improve a building one year, the district must close that building in subsequent years for an unanticipated reason such as for a lack of enrollment. The district lacks a facilities master planning process that is transparent and includes a public input process, which is instrumental in gaining public support for financing. And finally, the lack of a facilities plan that is not clearly tied to educational goals may result in less than effective facilities. The schools may not have the appropriate spaces or equipment for the specific educational programs located in the individual schools.

A comprehensive long-range (ten-year) facilities master plan would include the following elements:

- a review of the District Improvement Plan and Campus Improvement Plans to assess the district's current and future educational goals and programs and determine the facility implications of those programs;
- ten-year enrollment projections by school, by grade, and by year;
- an analysis of the capacity over the ten-year planning period of the district's facilities compared to the projected enrollments—this analysis should include adjustments to facility capacities that would be caused by new or revised program needs;
- an assessment of all facilities that determines the physical condition deficiencies, the educational suitability deficiencies, and the technology deficiencies;
- a public input process to gather input on facilities needs by all district stakeholders;
- a ten-year plan that identifies the capital improvements required at each school site (the plan would prioritize the improvements and schedule their sequence in the planning period, and would identify budgets for each school);

- an analysis of how the plan remediated all identified deficiencies, met all capacity needs, and supported all educational goals and programs;
- a funding strategy (or strategies) to implement the plan; and
- an ongoing implementation and monitoring process for the plan.

The district should consolidate and enhance the existing facility planning processes to result in a facilities master plan that will ensure the district’s facilities are supporting and enhance the district’s educational goals and programs. The district implementation of this recommendation may require the engagement of an outside consultant to develop a facilities master plan that is integrated with the district planning process. The consultant’s scope of work and fee will vary depending on how much of the district’s data, enrollment projections, and facility assessments can be used by the consultant. The district should task the director of Facilities with developing a request for proposals (RFP) for a facility planning consultant and with defining the scope of work to be done. The district’s typical process for hiring a consultant should be followed. The consultant fees should range around \$300,000.

**MAINTENANCE AND CUSTODIAL STAFFING GUIDELINES (REC. 33)**

Irving ISD does not utilize maintenance and custodial staffing standards in order to maintain adequate staffing levels when making staffing decisions for maintenance and custodial services. The district makes maintenance and custodial staffing decisions based on budget constraints and not on best practice standards for staffing levels. A comparison of Irving ISD maintenance budget figures to national norms indicates the district budgets about \$1.12 per square foot for its maintenance functions compared to a national norm of \$1.64, as published by the American School and University magazine in its 2006 Annual Maintenance and Operations (M&O) Study.

**Exhibit 7-10** compares the maintenance and custodial staffing levels of Irving ISD to the national norm from the same 2006 American School and University study. This comparison shows that Irving ISD provides maintenance services to more grounds square footage (gsf) per maintenance worker than the national norm. The district differs from the norm by 10,145 gsf per maintenance worker. This difference adds up to 527,540 gsf districtwide (52 maintenance staff x 10,145 gsf per maintenance worker).

**Exhibit 7-10** also shows a comparison of the district’s maintenance and custodial staffing with national norms. This comparison is based on 2007 data compiled by the Facilities Services Department. The district has 52 maintenance staff servicing 4,700,000 total gsf with an average of one maintenance staff per 90,385 gsf, which is 10,145 gsf over the norm per maintenance staff. There are 153 custodians cleaning 4,530,188 facilities square feet with an average of one custodian cleaning 29,609 square feet, which is 6,887 square feet over the norm per custodian.

The Association of Physical Plant Administrators (APPA) publication, Custodial Staffing Guidelines Second Edition, published in 1998, establishes custodial staffing levels based on five defined levels of cleaning. Level 2, ordinary tidiness, establishes a staffing level of one custodian for every 20,000 square feet of facility and is used to evaluate the staffing levels in Irving ISD. In addition, the performance review team has adjusted this standard to reflect the reality that custodians often perform duties, such as light maintenance, that are beyond cleaning. The adjustment adds 0.5 FTE for elementary schools, 0.75 FTE for middle schools, and 1.0 FTE for high schools.

**EXHIBIT 7-10  
COMPARISON OF DISTRICT MAINTENANCE AND CUSTODIAL STAFFING TO NATIONAL NORM  
2006-07**

STAFFING AREA	NUMBER OF STAFF	DISTRICT SQUARE FOOTAGE	NATIONAL NORM SQUARE FOOTAGE PER STAFF	DISTRICT SQUARE FOOTAGE PER STAFF
Maintenance	52	4,700,000 (grounds)	80,240	90,385
Custodial	153	4,530,188 (facilities)	22,722	29,609

SOURCE: Facilities Services, Irving ISD, 2006 Maintenance and Operations Study, American School and University Magazine.

Exhibit 7-11 presents a comparison of Irving ISD's staffing levels with this best practice.

The district is below national norms for custodial and maintenance staffing. For custodians, the comparison in the Exhibit 7-11 shows the district to be staffing custodial crews

**EXHIBIT 7-11  
CUSTODIAL STAFFING COMPARISON WITH ADJUSTED BEST PRACTICE  
2006-07**

SCHOOL NAME	PERMANENT GROSS SQUARE FEET (GSF)	PORTABLE GSF	TOTAL GSF	CURRENT CUSTODIAL POSITIONS (FTE*)	SQUARE FEET PER CUSTODIAL	BEST PRACTICE (GSF/20,000)	OVER (UNDER) BEST PRACTICE
<b>Elementary School</b>							
Barton Elementary School	82,266	3,744	86,010	3.0	28,670	5.0	(2.0)
Brandenburg Elementary School	83,600	1,536	85,136	3.0	28,379	5.0	(2.0)
Britain Elementary School	107,400	0	107,400	3.5	30,686	6.0	(2.5)
Brown Elementary School	93,910	6,912	100,822	3.0	33,607	5.5	(2.5)
Davis Elementary School	95,146	1,536	96,682	3.0	32,227	5.5	(2.5)
Elliott Elementary School	89,714	2,208	91,922	3.0	30,641	5.0	(2.0)
Farine Elementary School	86,030	1,536	87,566	3.0	29,189	5.0	(2.0)
Gilbert Elementary School	93,492	0	93,492	3.0	31,164	5.0	(2.0)
Good Elementary School	88,325	4,608	92,933	3.0	30,978	5.0	(2.0)
John Haley Elementary School	86,659	3,072	89,731	3.0	29,910	5.0	(2.0)
Thomas Haley Elementary School	89,938	0	89,938	3.0	29,979	5.0	(2.0)
Hanes Elementary School	98,756	0	98,756	3.0	32,919	5.5	(2.5)
Johnston Elementary School	89,142	0	89,142	3.0	29,714	5.0	(2.0)
Keyes Elementary School	88,321	4,608	92,929	3.0	30,976	5.0	(2.0)
Lee Elementary School	97,068	0	97,068	3.0	32,356	5.5	(2.5)
Lively Elementary School	91,258	6,912	98,170	3.0	32,723	5.5	(2.5)
Schulze Elementary School	93,831	0	93,831	3.0	31,277	5.0	(2.0)
Stipes Elementary School	98,200	0	98,200	3.0	32,733	5.5	(2.5)
Townley Elementary School	91,354	2,304	93,658	3.0	31,219	5.0	(2.0)
Townsell Elementary School	104,120	768	104,888	3.0	34,963	5.5	(2.5)
<b>Total</b>	<b>1,848,530</b>	<b>39,744</b>	<b>1,888,274</b>	<b>60.5</b>	<b>31,211</b>	<b>104.5</b>	<b>(44.0)</b>
<b>Middle School</b>							
Austin Middle School	149,936	2,304	152,240	6.0	25,373	8.5	(2.5)
Bowie Middle School	183,166	1,536	184,702	6.0	30,784	10.0	(4.0)
Crockett Middle School	148,378	0	148,378	6.0	24,730	8.0	(2.0)
de Zavala Middle School	148,871	0	148,871	6.0	24,812	8.0	(2.0)
Houston Middle School	197,737	0	197,737	6.0	32,956	10.5	(4.5)
Lamar Middle School	155,035	3,840	158,875	6.0	26,479	9.0	(3.0)
Travis Middle School	166,860	2,976	169,836	6.0	28,306	9.0	(3.0)
<b>Total</b>	<b>1,149,983</b>	<b>10,656</b>	<b>1,160,639</b>	<b>42.0</b>	<b>27,634</b>	<b>63.0</b>	<b>(21.0)</b>

**EXHIBIT 7-11 (CONTINUED)**  
**CUSTODIAL STAFFING COMPARISON WITH ADJUSTED BEST PRACTICE**  
**2006-07**

SCHOOL NAME	PERMANENT GROSS SQUARE FEET (GSF)	PORTABLE GSF	TOTAL GSF	CURRENT CUSTODIAL POSITIONS (FTE*)	SQUARE FEET PER CUSTODIAL	BEST PRACTICE (GSF/20,000)	OVER (UNDER) BEST PRACTICE
<b>High School</b>							
Irving High School	391,234	1,536	392,770	12.0	32,731	20.5	(8.5)
MacArthur High School	256,890	14,920	271,810	11.0	24,710	14.5	(3.5)
Nimitz High School	352,721	3,072	355,793	11.0	32,345	19.0	(8.0)
The Academy of Irving ISD	183,000	0	183,000	9.0	20,333	10.0	(1.0)
<b>Total</b>	<b>1,183,845</b>	<b>19,528</b>	<b>1,203,373</b>	<b>43.0</b>	<b>27,985</b>	<b>64.0</b>	<b>(21.0)</b>
<b>Ancillary Facilities</b>							
Administrative Annex	11,908	0	11,908	0.5	23,816	0.5	0
Administration Building	89,245	0	89,245	3.0	29,748	4.5	(1.5)
Ratteree	32,880	0	32,880	1.0	32,880	1.5	(0.5)
Service Center	76,000	0	76,000	0.5	152,000	4.0	(3.5)
Reassignment Center	19,875	0	19,875	0.5	37,750	1.0	(0.5)
Wheeler Center	47,994	0	47,994	2.0	23,997	2.5	(0.5)
<b>Total</b>	<b>276,902</b>	<b>0</b>	<b>277,902</b>	<b>7.5</b>	<b>37,054</b>	<b>14.0</b>	<b>(6.5)</b>
<b>District Total</b>	<b>4,459,260</b>	<b>69,928</b>	<b>4,530,188</b>	<b>153.0</b>	<b>29,609</b>	<b>245.5</b>	<b>(92.5)</b>

\*Full-time equivalents.

SOURCE: Facilities Services, Irving ISD, 2007; Association of Physical Plant Administration, Custodial Staffing Guidelines, Second Edition, 1998.

at about 92.5 positions below best practices. For maintenance, **Exhibit 7-10** shows the district to be short on maintenance staff as well. District staffing decisions based on budget constraints have produced staffing levels below best practice levels and national norms which put the district at risk for inadequate provision of maintenance and custodial services. If the district continues making maintenance and custodial staffing decisions based primarily on budget constraints, the district may have less staff servicing more square footage that could eventually result in poor staff morale, poor performance, and an unstable work force.

The district should establish district maintenance and custodial staffing guidelines based on industry standards for making appropriate staffing level decisions. The district guidelines should include a process for staffing decisions based on comparing the district to national norms along with an analysis of district needs and budget constraints. Irving ISD should increase maintenance and custodial staffing levels incrementally over the next five years to 100 percent of the best staffing level. The district may be able to adjust the staffing guidelines to meet specific needs, but should not solely base staffing level decisions on budget constraints.

The fiscal impact of this recommendation would be the cost of employing an additional 92.5 custodial staff (245.5 best practice staff level – 153 existing district staff = 92.5 additional staff) and 6.6 maintenance workers (4,700,000 gsf in district / 80,240 gsf per maintenance worker according to national norm = 58.6 national norm staffing; 58.6 national norm staff level – 52 existing district staff = 6.6 additional staff). The performance review team recommends that the district hire approximately one-fifth of the additional custodians and maintenance workers each year for five years to reach 100 percent of best practice. Staging the increase in staffing over five years will allow the district to appropriately train and supervise the new hires.

The additional maintenance and custodian staffing requirements to meet standards over the next five years are shown in **Exhibit 7-12**. The cost of hiring 92.5 additional custodians would be approximately \$2,263,767 annually (\$19,627.20 average annual custodian salary + 24.69% benefits x 92.5 staff). Consequently, the fiscal impact would be approximately \$226,377 the first year (assuming implementation starts mid-year), \$905,507 the second year, \$1,358,260 the third year, \$1,811,014 the fourth year, and \$2,263,767 the fifth year and each year thereafter.

**EXHIBIT 7-12  
ADDITIONAL STAFFING REQUIREMENTS TO MEET STANDARDS FOR MAINTENANCE AND CUSTODIANS**

	2007-08	2008-09	2009-10	2010-11	2011-12
<b>Custodian</b>					
Added positions (FTE*)	18.5	18.5	18.5	18.5	18.5
Total positions	18.5	37	55.5	74	92.5
Total Salaries	\$226,377	\$905,507	\$1,358,260	\$1,811,014	\$2,263,767
<b>Maintenance</b>					
Added positions (FTE*)	2.6	1	1	1	1
Total positions	2.6	3.6	4.6	5.6	6.6
Total Salaries	\$49,753	\$137,779	\$176,051	\$214,322	\$252,594
<b>Total Salaries**</b>	<b>\$276,130</b>	<b>\$1,043,285</b>	<b>\$1,534,311</b>	<b>\$2,025,336</b>	<b>\$2,516,361</b>

\*Full-time equivalents.

\*\*Salary calculations utilized rounding to the nearest dollar.

SOURCES: Salaries and Benefits in Texas Public Schools, 2006-07: Auxiliary Report, Texas Association of School Boards, pp. 477 and 511; Maintenance Services, Irving ISD, 2007; Association of Physical Plant Administration, Custodial Staffing Guidelines, Second Edition, 1998.

The cost of hiring 6.6 additional maintenance workers is approximately \$252,594 annually (\$30,693.60 average annual maintenance salary + 24.69% benefits x 6.6 staff). Consequently, the fiscal impact would be approximately \$49,753 the first year (assuming implementation starts mid-year), \$137,779 the second year, \$176,051 the third year, \$214,322 the fourth year, and \$252,594 the fifth year and each year thereafter.

**ENERGY MANAGEMENT PROGRAM (REC. 34)**

Irving ISD's energy management program has not updated its standards and guidelines since the early 1990s. Irving ISD's energy management program accomplishes many productive and cost-saving functions. The program monitors the HVAC equipment in every school to ensure the equipment is working properly and being shut off when not needed. The district accomplishes this through a central computerized control system. The energy manager monitors all utility bills to ensure they are accurate. The district relamped all light fixtures with energy-efficient lamps and ballasts five years ago. The district contracts with a consultant to act as a broker to coordinate the purchase of its energy needs. **Exhibit 7-13** shows some of the cost savings the program has realized for the district in the last five years. The annual savings represent savings in energy use, while the one-time savings represent rebates from the local utility company.

Many of the district energy management efforts began in the early 1990s have not been updated by the staff. The majority of the assessment reports, policy manuals, building

specifications, audits, and campus-based initiatives provided to the review team are dated from the 1990s. The district staff has not reviewed and updated these documents and programs to meet today's challenges. The district's "Energy Management Guidelines for New Construction" were last updated in 1993, 14 years ago.

If the energy management program does not change, Irving ISD will lose the opportunity to capture additional savings by not making its most recent construction projects "high performance," not capitalizing on implementing programs to

**EXHIBIT 7-13  
ENERGY MANAGEMENT PROGRAM SAVINGS  
2001 THROUGH 2006**

ITEM	SAVINGS	
	ANNUAL	ONE-TIME
Installation of motion sensors in conjunction with the building automation system.	\$140,000	\$0
District-wide lighting retrofit, replacing all T12 four lamp/two 65w ballasts fixtures with two T8 lamp/one 35w ballast and reflector.	\$300,000	\$652,055
HVAC upgrades for 19 elementary schools that increased the SEER rating on each individual classroom for a typical 8 SEER rating to a 12 SEER rating.	\$47,500	\$0
Applied and received a rebate for HVAC upgrades, resulting in increased SEER rating through the local utility.	\$0	\$22,268

SOURCE: Irving ISD, Department of Facilities, 2007.

increase energy-saving behaviors at school sites, and not working with available governmental programs and energy conservation/efficiency groups to secure energy-saving grants and assistance. Currently, the schools have little incentive to increase energy-saving behaviors. The environment of energy management is constantly changing and the district is not updating programs to stay cost-effective.

Irving ISD should establish a process to regularly review and update all energy management programs and standards. The district should, at a minimum, initiate the following efforts:

- Reinvigorate campus-based energy-saving programs that target the behaviors of the building users. The new program should offer financial rewards for successful campuses based on increased savings of utility bills.
- Develop high performance energy efficiency standards for all new construction. The Energy Manager should lead this effort and oversee the work being done by a district architectural consultant hired to update the building design guidelines.

- Work with the U.S. Department of Energy and become active in the Energy Smart Program. The federal government has many programs and certifications that will increase the energy efficiency of the district.

By regularly updating and implementing district energy management programs and standards, the district will ensure maximum energy costs savings and efficiencies.

For background information on Facilities Use and Management, see page 212 in the General Information section of the appendices.

**FISCAL IMPACT**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 7: FACILITIES USE AND MANAGEMENT</b>							
31. Establish and fill a capital projects program manager position.	(\$51,777)	(\$103,554)	(\$103,554)	(\$103,554)	(\$103,554)	(\$465,993)	\$0
32. Consolidate and enhance the existing facility planning processes to result in a facilities master plan that will ensure the district's facilities are supporting and enhancing the district's educational goals and programs.	\$0	\$0	\$0	\$0	\$0	\$0	(\$300,000)
33. Establish district maintenance and custodial staffing guidelines based on industry standards for making appropriate staffing level decisions.	(\$276,130)	(\$1,043,285)	(\$1,534,311)	(\$2,025,336)	(\$2,516,361)	(\$7,395,423)	\$0
34. Establish a process to regularly review and update all energy management programs and standards.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTAL-CHAPTER 7</b>	<b>(\$327,907)</b>	<b>(\$1,146,839)</b>	<b>(\$1,637,865)</b>	<b>(\$2,128,890)</b>	<b>(\$2,619,915)</b>	<b>(\$7,861,416)</b>	<b>(\$300,000)</b>



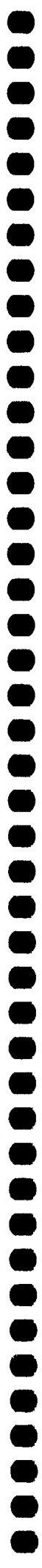
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# **CHAPTER 8**

# **TECHNOLOGY MANAGEMENT**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 8. TECHNOLOGY MANAGEMENT

The Irving Independent School District's (Irving ISD) Technology Services Department is headed by an executive director and is located in the Teaching and Learning Division. The department is divided into the following five units: Data Services/Public Education Information Management System (PEIMS), Technical Services, Data Processing and Networking, Learning Resources, and Career and Technical Education (CTE).

The Data Services/PEIMS unit is mainly responsible for coordinating all phases of the PEIMS, Pentamotion Student Information System (SIS), attendance reporting, and electronic grade book systems. The major responsibilities of the Technical Services unit include supervising maintenance and repair efforts, overseeing the installation of new equipment, administering the help desk, and managing the technology inventory system. The Data Processing and Networking unit is charged with maintaining a sound and robust network, providing programming support for administrative applications, overseeing security, and ensuring disaster recovery.

The Learning Resources unit is responsible for coordinating the services of the school-based librarians, planning and providing staff development for school personnel, centrally managing the textbook function, and administering the centralized purchasing of library resources. The Career and Technical Education unit is responsible for the administration, planning, and implementation of all the district's CTE programs and services; this unit works in cooperation with school principals to supervise the counselors who advise and schedule students into CTE programs.

Also located in the Teaching and Learning Division, but not as a part of the Technology Department, is the Instructional Technology unit. This unit reports directly to the assistant superintendent for Teaching and Learning and maintains responsibilities that include developing and maintaining a quality program of computer instruction for all K-12 students, assisting instructional personnel to integrate technology into all educational programs, promoting and maintaining the use of technology in all instructional areas, maintaining the district's website, and serving in the lead role with regards to the district's long-range planning for instructional technology.

### ACCOMPLISHMENTS

- Irving ISD's implementation of laptops at all high school campuses has made the district a national leader in the use of one-to-one computing.
- The Technical Services unit earns the district income for its work in performing warranty labor on desktops and laptops.
- Irving ISD provides a variety of instructional technology resources that enhance the district's educational delivery system.

### FINDINGS

- The current organizational location of the Irving ISD Technology Services Department prevents it from conducting its function in an effective and efficient manner.
- The current organizational location of the Irving ISD Instructional Technology unit prevents it from conducting its function in an effective and efficient manner.
- The low average salary of Irving ISD campus technicians contributes to a high turnover rate for the position and adversely affects technical support on the campuses.
- Irving ISD lacks a comprehensive disaster recovery plan that would allow the district to maintain operations in the event of a catastrophe.

### RECOMMENDATIONS

- **Recommendation 35: Move the Technology Services Department from its current location in the Teaching and Learning Department to report directly to the superintendent.** The recommended relocation of the Technology Services Department maintains all functions associated with the department, the executive director, and the directors of the five units which comprise the department, but moves their reporting responsibility from the assistant superintendent of Teaching and Learning to the superintendent. The executive director of Technology Services should work with the superintendent to determine job responsibilities under this new structure to determine which position

will make the final decision on issues such as hiring of additional department personnel, approval of technology contracts, and acquisition of software.

- **Recommendation 36: Move the Instructional Technology unit from its current location reporting to the assistant superintendent of Teaching and Learning into the Technology Services Department.** The recommended relocation of the Instructional Technology unit maintains all functions associated with the unit, its directors, and staff, but moves the unit's reporting responsibility from the assistant superintendent of Teaching and Learning to the executive director of Technology Services. This move will ensure lines of communications among the units of the Technology Services Department are open and effective and should increase the efficiency of the technology function districtwide.
- **Recommendation 37: Increase the salaries of the campus technicians to be comparable to the Region 10 average.** Salary increases should reduce the turnover rate for this position and improve technical support on the campuses. The executive director of Technology Services should work with the Personnel and Administration Department to review the salary schedule and current salaries for the district's campus technicians and adjust salaries as appropriate to ensure comparability with the average salaries of Region 10 campus technicians.
- **Recommendation 38: Develop and implement a comprehensive disaster recovery plan that would allow the district to maintain operations in the event of a catastrophe.** A comprehensive disaster recovery plan will help the district quickly secure information and technology assets and restore critical operations and technology services as soon as possible after the crisis has passed. As part of the development process, the district should establish a disaster recovery planning committee; perform a risk analysis of possible disasters; establish priorities for processing and operations; determine practical alternatives for processing in case of a disaster; gather materials and documentation; organize and document a written plan; develop testing criteria and procedures; and test the plan.

## DETAILED ACCOMPLISHMENTS

### INNOVATIVE LAPTOP INITIATIVE

Irving ISD's implementation of laptops at all high school campuses has made the district a national leader in the use of one-to-one computing. A growing number of school districts across the country have begun to implement one-to-one computing environments, providing a laptop to each student, usually in the secondary schools. Irving ISD began its initiative in 1996–97 when it issued laptops, funded through the passage of a bond referendum, to all teachers. In 2001–02, the first student laptops, funded through the passage of a \$249.5 million bond referendum (\$54.8 million of which was dedicated to technology), were issued to students attending the Academy of Irving ISD. During the next two school years, wireless laptops were issued to all students in grades 9–12, and in 2004–05, \$975,000 in Texas Immersion Pilot (TIP) grant funds were used to provide 950 wireless laptops to students at Lorenzo de Zavala Middle School and 350 wireless laptops to students at Lively Elementary School. The number of wireless laptops currently in use by the district's students totals 9,604.

Students receiving laptops are required to pay a nonrefundable annual use and maintenance fee of \$50 and are obligated to pay reasonable costs for damaged laptops, which vary depending upon the nature of the damage. Principals have the authority to waive the annual use fee if a student is from a family that is unable to afford it. Similarly, the repair costs may be waived, but principals typically require students to "work off" the costs by performing duties for the school.

Since beginning the program, Irving ISD has had a two percent loss rate for the laptops, which compares favorably to the four percent loss rate that occurs in the private sector. When a laptop is stolen, the student or parent must file a stolen property report with the police within 48 hours; the loss fee of \$200 is contingent upon the filing of this report. If the stolen property report is not filed within the allotted time, the student or parent is obligated to pay the fair market value of the laptop. The fees and other requirements are spelled out in a *Student/Parent Laptop Handbook* that is provided to the student upon receipt of the laptop.

Students are free to take their laptops home or elsewhere; they are turned in to their school at the end of the school year. All laptops are stored according to serial number in shelves within a secure area in the school where they remain throughout the summer. When school begins in the fall, the school distributes the computers back to the students.

Survey comments indicate that campus staff is supportive of the laptop program. Teachers are able to incorporate technology into all of their classes through everyday use of the laptops and are proud of the district's reputation as a leader in the use of instructional technology. Campus administrators see the laptops as both a tremendous opportunity and the best tool for students to use in today's classrooms.

During visits to Irving ISD campuses, the review team observed several teachers using the laptops in their lessons. Students in both core and elective classes use laptops to follow along with the teacher during instruction, for research, and to complete independent and group assignments.

Since 2004, researchers from the University of North Texas have been conducting a longitudinal evaluation of the laptop program. In a presentation made at the February 2007 Texas Computer Education Association conference, early findings of the evaluation were reported to the attendees. Students using the laptops state that they are able to learn more, want to keep the laptops after graduation, and cannot live without the laptops.

These early findings also indicate some of the secondary benefits to students, including: more enjoyment of school because they are able to find and present information better; more than 1,000 students have taught other member(s) of their families how to use the computer at home; and 76 percent of students plan to attend college.

The researchers characterized the difficulties of incorporating laptops into their teaching methods as "growing pains for teachers". Teachers participating in the laptop program indicated that there have been problems with classroom management and, initially, inconsistent enforcement of student policies regarding the laptop. However, the researchers found that daily classroom use of the laptops has increased gradually since 2004, with few teachers desiring to "go back to the old way"; adjustment to the program was found to typically occur by year three.

Of parents responding to a 2006 survey conducted about the laptop program, ninety percent believe technology is important (or very important) for future job prospects/careers, and sixty percent would support a bond referendum to provide continued funding for the laptop program. This was true for parents whose children are in a laptop school as well as for those whose children are not.

As it was one of the first districts to implement a one-to-one laptop program, Irving ISD is considered by other educators across the country to be a leader in this area. To illustrate, in summer 2007 the district held its sixth annual technology conference, which included over 150 sessions plus workshops that provided more intensive study of specialized areas; the conference also featured a number of national speakers making presentations related to one-to-one computing.

#### **WARRANTY WORK COMPENSATION**

The Technical Services unit earns the district income for its work in performing warranty labor on desktops and laptops. Irving ISD's vendor, like other leading manufacturers, conducts a self-maintainer program. An organization can arrange with their vendor to become a self-maintainer, provided their technicians are certified to repair that vendor's equipment, which can be accomplished by submitting an application for certification of district technicians to the company. The Irving ISD request for proposals (RFP) required that the vendor include the cost of certifying 50 technicians, and all respondents complied, so the cost of obtaining the certification necessary to participate in the self-maintainer program was covered by the payment made by the district to the vendor for the laptops.

All of the district's computer technicians and campus technicians are certified as repair technicians by their laptop vendor, and they perform all the repair work required on the vendor's computers. Since the technicians are certified, they are performing warranty work for the vendor and, as a result, the district is compensated for the warranty work performed. Compensation payments average \$25,000 per month; once deposited into the Technical Services unit budget, the funds are used primarily to support the one-to-one laptop program. By implementing the self-maintainer program, Irving ISD is able to fund summer staffing needs and replacement parts not covered under warranty, such as batteries and missing chargers, through the monthly compensation payments.

#### **INSTRUCTIONAL TECHNOLOGY RESOURCES**

Irving ISD provides a variety of instructional technology resources that enhance the district's educational delivery system.

#### **ONLINE CURRICULUM MANAGEMENT SYSTEM**

Irving ISD maintains its entire curriculum in an online curriculum management system. The system vendor has worked very closely with the district to include features in the product that meet the district's needs. Teachers and others

are able to access the information from school, home, or elsewhere. Additionally, the system has the capability to disaggregate student data pulled from the district's Pentamation files. This allows teachers to track the performance of individual students, identifying specific weaknesses of students and preparing learning activities targeted at those areas. The system also includes a host of learning resources that the teacher can draw upon to assist students when learning new objectives or working on objectives with which they have previously had difficulty.

#### **THE TECHFUSION PROCESS**

Irving ISD uses the TechFusion process to integrate technology into the classroom. The district defines TechFusion as "the integration that occurs when technology and the Texas Essential Knowledge and Skills (TEKS) are fused together in a learning experience. This fusion occurs over time, building on a foundation of knowledge and skills, moving through the application of those skills to everyday tasks, and evolving into a transparent use of technology for teaching and learning. TechFusion empowers teachers by giving them choices that meet their curriculum needs in the type and quality of technology use in the classroom."

TechFusion consists of four strands: desktop publishing, multimedia, data management, and online learning. Within each strand there are three stages: knowledge, application, and integration. The ultimate goal of TechFusion is to provide Irving ISD students with the necessary tools for success in a changing world. It embeds the TEKS into the district's Board goals, which then become part of the District Improvement Plan (DIP) and are reflected in each Campus Improvement Plan (CIP).

Each teacher is expected to submit two technology-oriented lesson plans annually that are stored on the TechFusion area of the district website; these lesson plans then become resources for other teachers to use in their lesson planning. This requirement is written into the DIP and is expected to appear in CIPs as well. However, the submission of these lesson plans is not used as a factor in teacher evaluations.

#### **ONLINE COURSE MANAGEMENT**

Teachers in Irving ISD use a comprehensive and flexible e-learning software platform for online course management. The system offers a customizable portal and online communities for students, teachers, and staff and provides teachers with tools to create, enhance, and customize a

teaching and learning environment that meets diverse teaching objectives and learning needs.

District teachers use this online tool for posting assignments, identifying class resources, assessments, storing and posting grades, identifying helpful websites for teacher and student use, interacting and collaborating with other teachers, and maintaining a calendar that is useful for keeping up with classroom activities. The system is accessible from both school and home, which assists teachers in planning lessons and students as they complete homework.

#### **A DIGITAL PROJECTOR IN EVERY CLASSROOM**

Every classroom in Irving ISD has a ceiling-mounted digital projector that can be used by teachers or students for displaying projects or lessons. District teachers use the digital projector to display lesson materials, run video clips, and illustrate how students are to perform certain activities related to the lesson. They also can use it to display materials, maps, and other resources found on the district's intranet or on educational websites. Likewise, students use the digital projector when making oral presentations or when videoconferencing on a lesson with students from another school.

Other districts maintain several such projectors on each campus and have teachers check them out for use in the classroom. By universally installing digital projectors in each classroom, an Irving ISD teacher never has to modify lesson plans to work around projector availability.

### **DETAILED FINDINGS**

#### **LOCATION OF THE TECHNOLOGY DEPARTMENT (REC. 35)**

The current organizational location of the Irving ISD Technology Services Department prevents it from conducting its function in an effective and efficient manner. The Technology Services Department is currently part of the Teaching and Learning Department. It is led by an executive director and includes the following units, each of which is led by a director:

- Data Services/PEIMS;
- Technical Services;
- Data Processing and Networking;
- Learning Resources; and
- Career and Technical Education.

During interviews, the superintendent indicated that teaching and learning are considered to be the district's top priorities. Structuring the Technology Services Department as part of the Teaching and Learning Department elevates its importance in support of that mission and reflects the philosophy that its placement will ensure that schools get the best technical support possible. District personnel support this philosophy, having indicated during interviews that technical support is typically readily available at both the central administration and campus levels.

There are, however, some problems associated with the department's current organizational location. The emphasis on technology-related instructional services means that there is less of an emphasis on these services as related to the district's business functions. For example, at the time of the review team's onsite work there was a debate among three assistant superintendents as to the need for an additional position within the Technology Services Department. Two assistant superintendents wanted to add a position that would allow their two departments, which are associated with the business functions of the district, to receive better technical services. However, the assistant superintendent of Teaching and Learning, who must approve the new position and in whose department the position would be located, believed the position was not needed. Debates on decisions such as this divert the assistant superintendent of Teaching and Learning from the position's core function which, according to the job description is to direct, plan, evaluate, and provide leadership for the overall instruction programs of the district.

Other similar issues existed at the time of the onsite visit, which also detracted from the time available for the assistant superintendent of Teaching and Learning to spend on instructional issues. These include the assistant superintendent's concern regarding the district's lack of an adequate disaster recovery plan, the high level of turnover the district is experiencing among its campus technicians, and the time required for the assistant superintendent to review technology contracts and software acquisition requests from district departments, campuses, and personnel, which is lengthy and inefficient. These additional responsibilities take time away from the district's teaching and learning function. Interviews with Technology Services Department staff revealed no criticisms of the current organizational location of the department, but several staffers did indicate that the current structure occasionally causes some problems, such as the inability of department supervisors to know if adequate

technical support is being provided to district users, and as the district and department get larger, technical services are being reduced. While these are critical issues, it is not appropriate that they impact the district's teaching and learning function in the manner that they do currently. The issues associated with the current organizational location of the Technology Services Department prevent the department from conducting its function in an effective and efficient manner.

In the private sector, the Information Technology Department is rarely located within another department. It typically reports to the chief executive officer (CEO), or if the organization is very large, to the deputy CEO or chief operating officer. This location within the organization's structure keeps the Information Technology Department in a neutral position so that decisions are not swayed by the priorities of any one department. The placement also makes it clear that the department is a resource for the entire organization and helps to ensure that all users perceive that they are equally served.

The Gartner Group's October 2001 Research Note entitled *K-12 E-Education: Technology Framework* cited the issue of structure for a technology department in a school district. According to the Gartner Group, a school district's Department of Information Technology (DoIT) should have three divisions: administrative systems, which includes technologies used to run school district data systems and business operations; curriculum and instructional support, which should focus on the primary mission of K-12 schools by supporting quality instruction through e-learning activities; and communications and delivery, which should take responsibility for voice, video, and data communications throughout the district.

According to the recommended framework, school systems should:

- establish a DoIT that is independent of other functional areas and headed by a CIO who reports directly to the superintendent;
- divide total responsibility for district technology among the three divisions of the DoIT—administrative systems, curriculum and instructional support, and communications and delivery;
- reassign other technical staff from other school system organizations to the DoIT; and

- require that the DoIT plans and implements the client-centric, Web-enabled delivery of information and instructional systems.

The structure recommended by the Gartner Group is used by many school districts across the country. Texas districts that operate under this organizational structure include the Keller, Cypress-Fairbanks, Spring, Plano, Denton, Clear Creek, Katy, Carrollton-Farmers Branch, Grand Prairie, Spring Branch, and Birdville ISDs.

The district should move the Technology Services Department from its current location in the Teaching and Learning Department to report directly to the superintendent. This move will ensure that the assistant superintendent of Teaching and Learning and others in the Teaching and Learning Department will be able to devote their full attention to their core function, as well as allow the Technology Services Department to conduct its function in a more effective and efficient manner.

The recommended relocation of the Technology Services Department maintains all functions associated with the department, the executive director, and the directors of the five units that comprise the department, but moves their reporting responsibility from the assistant superintendent of Teaching and Learning to the superintendent. The executive director of Technology Services should work with the superintendent to determine job responsibilities under this new structure to determine which position will make the final decision on issues such as hiring of additional department personnel, approval of technology contracts, and acquisition of software.

#### **LOCATION OF THE INSTRUCTIONAL TECHNOLOGY UNIT (REC. 36)**

The current organizational location of the Irving ISD Instructional Technology unit prevents it from conducting its function in an effective and efficient manner. The district's Instructional Technology unit is currently located in the Teaching and Learning Department, but it is not a part of the Technology Services Department; the unit reports directly to the assistant superintendent of Teaching and Learning. Four positions housed at the central administration office report to the director of Instructional Technology; the unit is charged with developing and maintaining a quality program of computer instruction for all K–12 students; assisting instructional personnel to integrate technology into all educational programs; promoting and maintaining the use of technology in all instructional areas; maintaining the district's

website; and serving in the lead role with regard to the district's long range planning for instructional technology. **Exhibit 8-1** displays the current organizational structure of this department.

Although the directors of Learning Resources and Career and Technical Education, instruction-related units, are part of the Technology Services Department, the Instructional Technology unit is not. While interviews indicate that there are no significant problems with the unit's current location, the organizational structure is critical to successful operations over time. Under the current structure, technology users are not in close touch with the most technically proficient staff in Irving ISD. With the rapid and constant changes occurring in the technology industry, it is exceedingly difficult for even experienced technology staffers to keep up with the almost daily developments. These rapid changes make it extremely difficult for those whose main emphasis is instruction to keep abreast of these new developments. The primary responsibility of the Technical Services and Data Processing and Networking units is to support technology, and they must track new developments in the field in order to fulfill their job duties. It is integral to the function of the Technology Services Department that these units work closely with the Instructional Technology unit, particularly as the Instructional Technology unit assists the district and campuses in developing grant proposals and planning for the use of technology in instructional.

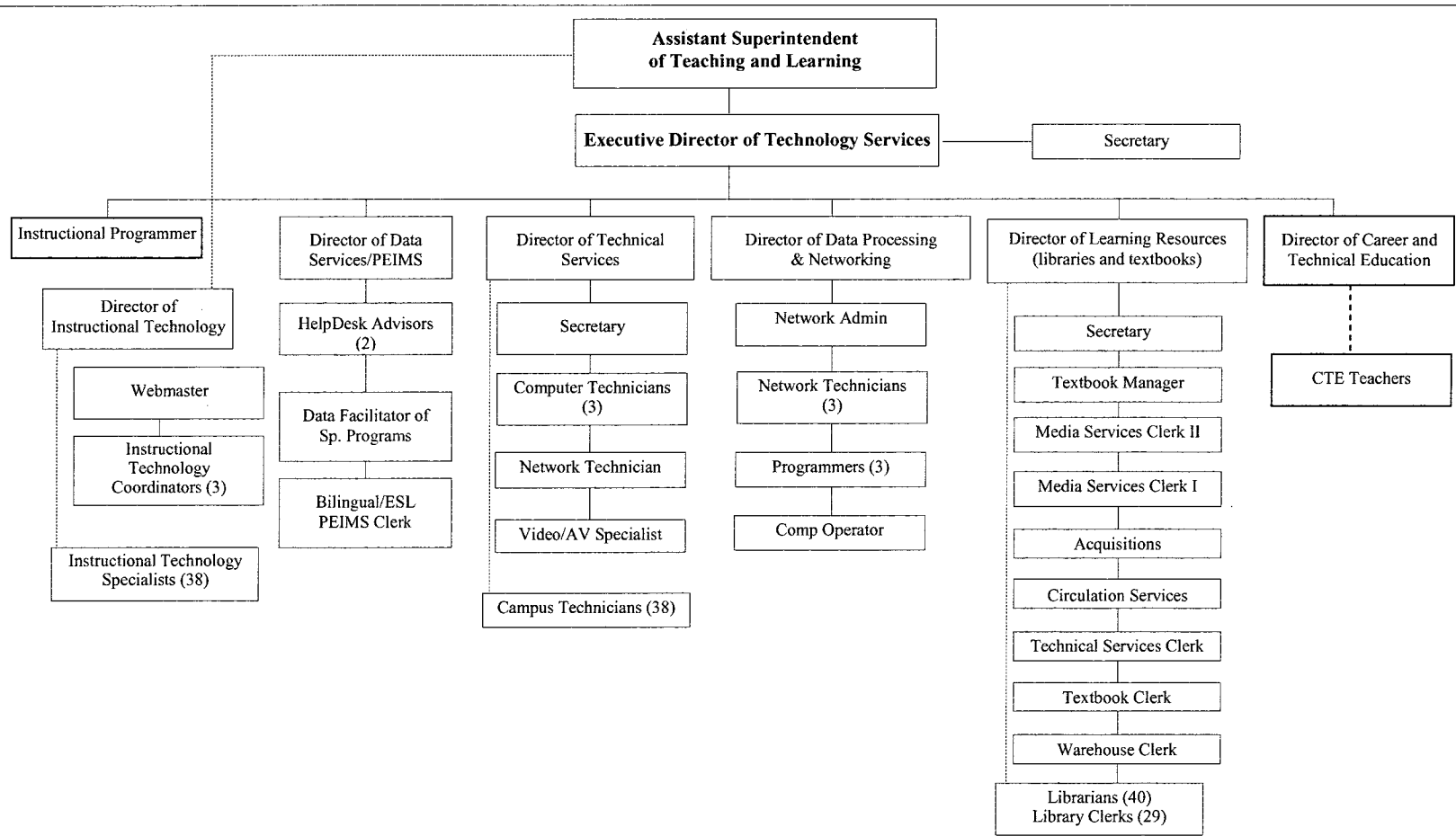
Where once the administrative and instructional technology units of a school district could operate effectively as independent entities, that is no longer the case as technology has changed significantly over the years. The most important change that has occurred in technology is the role networks play and the expanded impact they will have in the future. Thus, if instructional technology is to maintain its successful functionality, there must not only be special attention provided to the technical aspects of implementing the networks, but also careful consideration given to the specific requirements a school district and its campuses have for making successful use of those networks.

The federal E-rate program has made this infrastructure tie even more critical. It is important that personnel from both network support and instructional technology are involved in developing E-rate proposals and planning for the use of these resources in schools.

The International Society for Technology in Education (ISTE), an internationally recognized non-profit organization



**EXHIBIT 8-1  
TECHNOLOGY SERVICES DEPARTMENT  
CURRENT ORGANIZATIONAL STRUCTURE**



SOURCE: Irving ISD Technology Services Department, 2007.

dedicated to advancing the effective use of technology in pre-K–12 education, has developed a Technology Support Index rubric to assist school districts in determining their needs in a variety of technology support areas. In the index, school districts are divided into one of the following four categories for various areas of technology usage and support:

- *Low Efficiency:* Direction comes from multiple points within the organization, and reporting is not functionally logical. Cross functional collaboration is difficult or non-existent.
- *Moderate Efficiency:* The reporting structures are difficult to identify, and direction comes from multiple points in the organization. Cross-functional collaboration exists.
- *Satisfactory Efficiency:* The technical support functions and instructional technology functions report differently, but each unit is cohesively organized and there is communication between the units.
- *High Efficiency:* All of the technology functions report through the same unit in the organization, providing for a logical chain of command and communication structures with the unit clearly supporting the district mission.

Although Irving ISD is classified as a district of *Satisfactory Efficiency* with regard to the Technology Support Index, the only factor keeping it from *High Efficiency* is the reporting differences between the technical support and instructional technology functions. The reporting structure of this index is consistent with The Gartner Group's October 2001 Research Note entitled *K–12 E-Education: Technology Framework*, which recommends that the curriculum and instructional support unit be located within the Department of Information Technology. The Gartner Group also recommends that school districts establish a Department of Information Technology that is independent of other functional areas and headed by a CIO who reports directly to the superintendent.

The district should move the Instructional Technology unit from its current location reporting to the assistant superintendent of Teaching and Learning into the Technology Services Department. The recommended relocation of the Instructional Technology unit maintains all functions associated with the unit, its director, and staff, but moves the unit's reporting responsibility from the assistant superintendent of Teaching and Learning to the executive director of Technology Services. This move will ensure lines of communications among the units of the Technology

Services Department are open and effective and should increase the efficiency of the technology function districtwide.

Existing staff members in the executive director of Technology Services and Instructional Technology unit director positions of the Technology Services Department are related by marriage, or affinity. Given that Irving ISD's Board Policy DBE (LEGAL) states that nepotism provisions apply to relations within the second degree of affinity; the district should ensure that legal and local policies are in place to address any possible nepotism violations that might occur with the relocation of the Instructional Technology unit into the Technology Services Department.

**Exhibit 8-2** shows the recommended organizational structure of the Technology Services Department with the inclusion of the Instructional Technology unit.

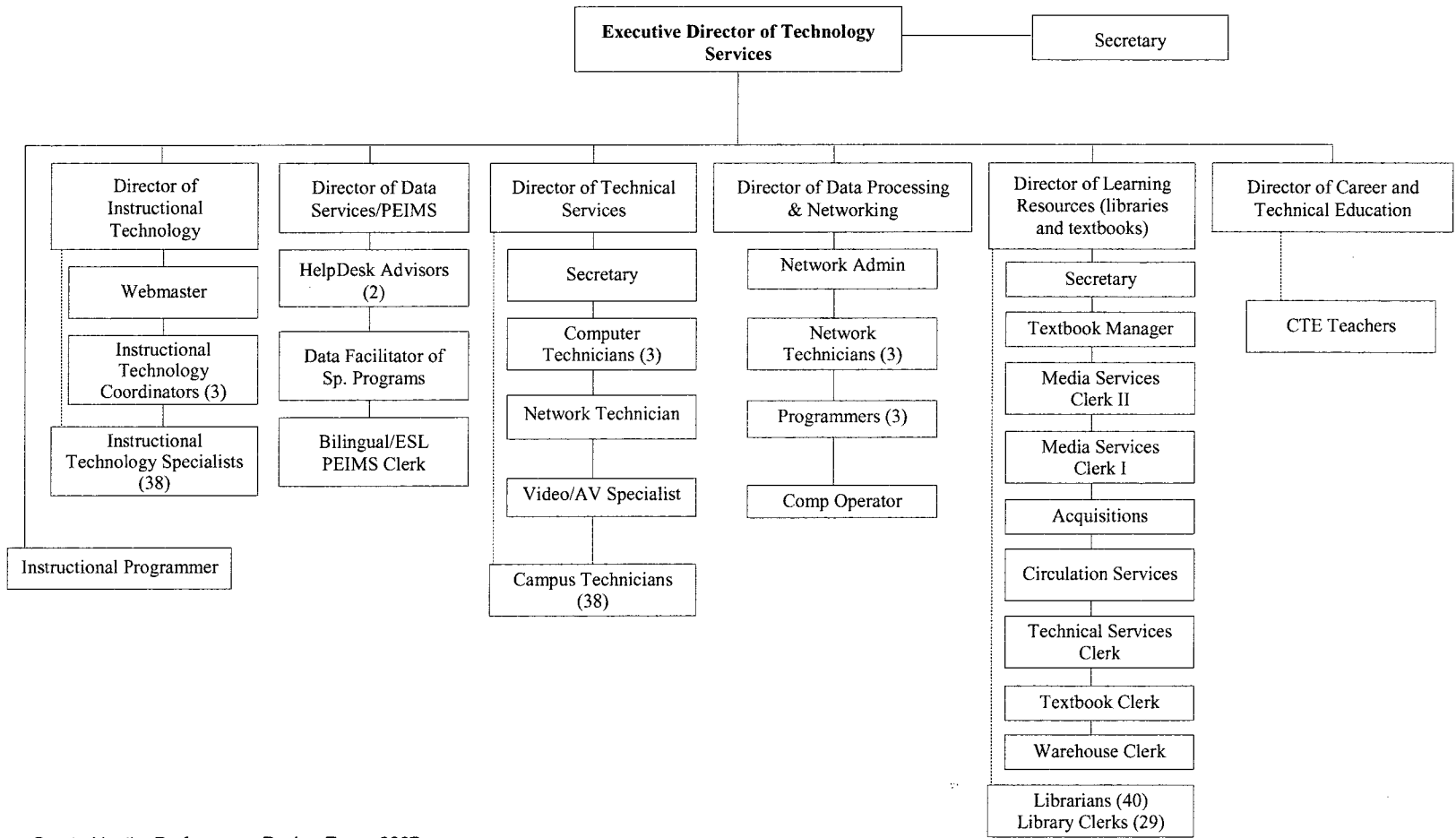
#### **CAMPUS TECHNICIAN TURNOVER (REC. 37)**

The low average salary of Irving ISD campus technicians contributes to a high turnover rate for the position and adversely affects technical support on the campuses. In the district, one campus technician is assigned to each campus, except for the high school campuses where two are assigned. While the technicians work closely with the instructional technology specialists (ITS) who assist teachers with technology integration into the classroom, the campus technicians work almost exclusively on technical problems. Job responsibilities of the campus technicians include:

- resolving technical problems for teachers, students, and staff;
- repairing computers and other hardware;
- installing new software;
- configuring computers for connectivity; and
- assisting with the resolution of software problems.

Interviews with Technology Services Department staff identified the number one problem in the department as the high turnover rate among campus technicians; the district lost 10 out of 38, or 26 percent, of its staff members in 2006–07. Exit interviews indicate that campus technicians leave the district due to insufficient salaries. One technician left the district for a similar position which paid three times the school district salary. The district's campus technicians are prized in both the public and private sector due to their experience working in technical support and the certification

**EXHIBIT 8-2  
TECHNOLOGY SERVICES DEPARTMENT  
RECOMMENDED ORGANIZATIONAL STRUCTURE**



SOURCE: Created by the Performance Review Team, 2007.

and knowledge they have acquired in performing warranty work on the district's computers through the self-maintainer program.

In 2006–07, Irving ISD participated in a salary survey for all district positions conducted by the Texas Association of School Boards (TASB). It is not mandatory for Texas school districts to participate in the TASB salary study, but of the 1,031 Texas public school districts that received the Salary Survey questionnaire from TASB, 748 responded with salary information for positions in their districts; Using the TASB information as the basis for comparison reveals that Irving ISD's campus technician salaries are low when compared with the salaries of peer and neighboring districts, as well as Region 10. As seen in **Exhibit 8-3**, the average salary for campus technicians in Irving ISD is \$23,693, which is well below the average salary of peer districts United ISD and Pasadena ISD, and more than \$8,500 below the Region 10 average.

The high turnover rate of Irving ISD campus technicians results in continuous training of new technicians by the Technical Services unit staff, which reduces the time that staff has available to provide support to the central administration office and campuses. Until the new campus technician gains experience in providing technical support to campus staff, which could take several months, the campus might not receive the level of support that is needed. Additionally, when a campus technician leaves the district, the campus ITS is usually drafted to fill the void. Interviews

with instructional technology specialists revealed that when a campus technician vacancy occurs, almost all of the position's time is spent on technical support; there is little time or availability to help teachers with instructional technology issues.

Irving ISD should increase the salaries of the campus technicians to be comparable to the Region 10 average. Salary increases should reduce the turnover rate for this position and improve technical support on the campuses. The executive director of Technology Services should work with the Personnel and Administration Department to review the salary schedule and current salaries for the district's campus technicians and adjust salaries as appropriate to ensure comparability with the average salaries of Region 10 campus technicians.

The fiscal impact estimation for the salary increase would be based on the \$8,543 difference between Region 10 and Irving ISD's average salaries (\$32,236 - \$23,693), which would be required to in order for Irving ISD to become competitive with area districts. An increase in salaries for the 38 campus technicians would result in an annual cost to the district of \$324,634 (\$8,543 x 38). The district should implement this recommendation for the 2008–09 school year.

**EXHIBIT 8-3  
CAMPUS TECHNICIAN SALARY COMPARISON  
IRVING ISD, PEER AND NEIGHBORING DISTRICTS, AND  
REGION 10  
2006–07**

DISTRICT	AVERAGE SALARY OF CAMPUS TECHNICIANS
Hurst-Euless-Bedford ISD*	\$20,869
<b>Irving ISD</b>	<b>\$23,693</b>
Lewisville ISD**	\$24,938
United ISD*	\$35,636
Pasadena ISD*	\$37,536
Carrollton-Farmers Branch ISD**	\$58,052
<b>Region 10</b>	<b>\$32,236</b>

\*Peer district.

\*\*Neighboring district that shares a boundary with Irving ISD.

SOURCE: Texas Association of School Boards (TASB) 2006–07 Salary Study for Auxiliary positions.

**DISASTER RECOVERY PLAN (REC. 38)**

Irving ISD lacks a comprehensive disaster recovery plan that would allow the district to maintain operations in the event of a catastrophe. The district's external auditor has cited Irving ISD each year since 1996 for its lack of a business continuity or disaster recovery plan. The auditor recommends that the district develop and test a business continuity plan coupled with a disaster recovery plan. Interviews with district administrators indicate there is no formal plan in place which would ensure the district could support the network and continue both its business and educational operations in the event of a catastrophe. Currently, backup files are stored in a fireproof vault at a campus near the central administration building; if a tornado or some other disaster were to come through and hit one facility, it is likely that the other would be hit as well due to their close proximity.

As part of its contract for the acquisition of the MUNIS management information system, the district's finance and human resources software package, the vendor is responsible for providing disaster recovery services hosted on their system in Maine, along with three years of support, maintenance, and licensing for the system.

For budget year 2006–07, the Technology Services Department submitted a \$65,000 budget request to hire a vendor to develop a plan for disaster prevention and business recovery districtwide. A request for proposals (RFP) was prepared in order for the district to select a vendor experienced in creating and implementing disaster recovery and business continuity plans. The project would include plans for the continuity of all services that comprise the operation and maintenance of Irving ISD. Despite the recommendations of the external auditor, and the request from the Technology Services Department, Irving ISD did not provide funding for development and implementation of the plan.

Since the Technology Services Department was not successful in securing funding to hire a company to create a full disaster recovery and business continuity plan in 2006–07, the director of Data Processing and Networking, who is responsible for disaster recovery, submitted a budget request for 2007–08 solely to cover the cost of off-site disaster recovery services for the Pentamation Student Information System (SIS), similar to the services provided as part of the MUNIS contract. This request seeks \$25,350 for a one-time cost to set up remote disaster recovery services with Pentamation in Pennsylvania, as well as recurring costs of \$20,592, which would occur annually beginning in year one for maintenance of student data and testing of backup capabilities at its Pennsylvania site. Having both the MUNIS and Pentamation disaster recovery systems in place would ensure the district could continue many critical services indefinitely as long as Internet access was available to district staff.

Failure to have a disaster recovery plan in place means that in the event of a natural or man-made disaster, the district would find it difficult if not impossible to continue to carry out its business and educational functions. Or as one high level official of the district described in an interview, “The district would come to a grinding halt” in the event of a disaster.

The primary objective of a disaster recovery plan is to protect a school district if all, or part, of its operations and technology services become unusable. Planning minimizes the disruption of operations and ensures some level of organizational stability and an orderly recovery after a disaster.

According to the National Center for Educational Statistics, the key elements of a disaster recovery plan include:

- building a disaster recovery team;
- obtaining and/or approximating key information;

- performing and/or delegating key duties;
- specifying details within the plan;
- testing the plan; and
- dealing with damage.

The Glen Rose Independent School District (GRISD) developed a comprehensive disaster recovery plan to handle the loss and recovery of its critical information systems. GRISD’s plan includes emergency contacts for the Technology Department staff, the district, and software and hardware vendors. The plan includes protocols for both partial and full recoveries of all systems to ensure that the technology staff is knowledgeable in every aspect of recovery and restoration. The plan outlines designated alternate sites dependent upon the type of outage that occurs. GRISD also has a storage area network providing for live storage throughout the day, in addition to the end-of-day storage protocol. This provides two sets of data storage creating a safety net of redundant materials.

Irving ISD should develop and implement a comprehensive disaster recovery plan that would allow the district to maintain operations in the event of a catastrophe. A comprehensive plan will help the district quickly secure information and technology assets and restore critical operations and technology services as soon as possible after the crisis has passed.

As part of the development process, the district should:

- Establish a disaster recovery planning committee including representatives from all functional areas of the district;
- Perform a risk analysis of possible disasters, including natural, technical, and human threats and determine the potential consequences and effects associated with each scenario;
- Establish priorities for processing and operations, including key personnel, information processing systems, maintenance, documentation, vital records, and policies and procedures;
- Determine practical alternatives for processing in case of a disaster, including facilities, software, communications, data files, customer service, and user operations;
- Gather materials and documentation, including critical telephone numbers, hardware and software inventories,

insurance policies, master call lists, master vendor lists, and data file backup and retention schedules;

- Organize and document a written plan providing detailed documentation and procedures, including methods to maintain and update the plan to reflect any significant internal, external, or systems changes;
- Develop testing criteria and procedures to determine the accessibility of any off-site backup disaster recovery system, provide training to district staff, and demonstrate the district's ability to recover; and
- Test the plan, including checklists, simulation tests, parallel tests, and full-interruption tests.

In order to implement a comprehensive disaster recovery plan, the district will incur a one-time cost of \$65,000, as specified by the 2006–07 Technology Services Department's budget request, to hire a vendor to develop a plan for disaster prevention and business recovery districtwide. Additional costs include a one-time cost of \$25,350 to set up remote disaster recovery services for the student information services system, and an annual cost of \$20,592 for maintenance of student data and testing of backup capabilities by the vendor. The planning process should begin in 2007–08, with one-time and annual costs beginning in 2008–09.

For background information on Technology Management, see page 215 in the General Information section of the appendices.

**FISCAL IMPACT**

RECOMMENDATION	2007–08	2008–09	2009–10	2010–11	2011–12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 8: TECHNOLOGY MANAGEMENT</b>							
35. Move the Technology Services Department from its current location in the Teaching and Learning Department to report directly to the superintendent.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
36. Move the Instructional Technology unit from its current location reporting to the assistant superintendent of Teaching and Learning into the Technology Services Department.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
37. Increase the salaries of the campus technicians to be comparable to the Region 10 average.	\$0	(\$324,634)	(\$324,634)	(\$324,634)	(\$324,634)	(\$1,298,536)	\$0
38. Develop and implement a comprehensive disaster recovery plan that would allow the district to maintain operations in the event of a catastrophe.	\$0	(\$20,592)	(\$20,592)	(\$20,592)	(\$20,592)	(\$82,368)	(\$90,350)
<b>TOTAL-CHAPTER 8</b>	<b>\$0</b>	<b>(\$345,226)</b>	<b>(\$345,226)</b>	<b>(\$345,226)</b>	<b>(\$345,226)</b>	<b>(\$1,380,904)</b>	<b>(\$90,350)</b>

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# **CHAPTER 9**

# **TRANSPORTATION**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 9. TRANSPORTATION

Irving Independent School District (Irving ISD) provides student transportation services, including all regular, special education, and extracurricular routes, through an intergovernmental agreement with Dallas County Schools (DCS). Oversight for the program is provided by the district's director of Security and Operations. The district operates approximately 130 regular and special bus routes on a daily basis. In 2005–06, Irving ISD transported an average of 3,321 students per day to and from school on regular bus routes, for a total of 343,634 route miles. Irving ISD also transported an average of 453 students on special bus routes, for a total of 370,557 miles in 2005–06.

The district does not provide any transportation to students living within two miles of their respective schools, except for those students living in areas designated as hazardous. Hazardous routes are routes that are deemed unsafe, by district transportation officials, for students to walk. These include heavy traffic areas and areas without sidewalks or sufficient roadside for pedestrians. Irving ISD also contracts with DCS for numerous additional bus trips for athletic, educational, and extracurricular programs.

Irving ISD buses operate on a schedule to support staggered bell times, permitting each bus to make multiple runs. Irving ISD elementary schools begin at 7:45AM and end at 2:45PM. Middle and high schools begin at 8:15AM and end at 3:45PM.

### FINDINGS

- Irving ISD does not adequately manage its contract for outsourced transportation services and is operating the program under vague contractual terms.
- The district lacks a formal practice or procedure to annually assess the quality or efficiency of the transportation services provided by the contractor and automatically renews the existing transportation agreement.
- Irving ISD does not require DCS to use the district's student residence data to design the most efficient bus routes.
- Irving ISD bell schedules do not allow for maximum bus routing efficiency.

- Irving ISD does not require DCS to submit the results of their stakeholder survey to the district and does not conduct an internal satisfaction survey assessing the quality of DCS services.

### RECOMMENDATIONS

- **Recommendation 39: Renegotiate the terms of the intergovernmental agreement with DCS to ensure the specifics for the provisions of transportation services are delineated within the contract.** Prior to renegotiating the contract, a team of district stakeholders, as designated by the superintendent, should meet to determine the priorities of transporting district students, ensuring that the provisions of the Texas Education Code (TEC) related to school transportation are clearly defined and stated. At a minimum, this team should consider setting contract term limits, require submission of performance data based on a set of selected indicators, specify the district programs to be served, and establish contract accountability. In addition, the district transportation needs, identified by this team, should be incorporated into the intergovernmental agreement with the transportation provider. Additionally, the board of trustees should expand its board Policy CNA (LOCAL) related to transportation management to ensure that adequate oversight is provided by district staff.
- **Recommendation 40: Develop contractual language requiring a formal annual review of the intergovernmental agreement for transportation services, including all appropriate performance benchmarks.** Criteria should be set to ensure that the transportation service provider is meeting the district's expectations annually. The director of Security and Operations should work with the service provider's staff to create appropriate performance goals in each of the selected areas. Annual review data should be presented to the superintendent and the board for consideration prior to contract renewal or amendment.
- **Recommendation 41: Require DCS to use Irving ISD student residence data to populate the routing software.** Irving ISD officials should provide DCS with these data as defined in the intergovernmental

agreement and work with routing staff to facilitate an annual redesign of all Irving ISD base routes. The DCS agreement should be amended to mandate this action before the signing of the annual agreement at the end of the fiscal year.

- **Recommendation 42: Adjust the campus bell schedules, creating a triple-tier structure that allows for separate start and end times for the elementary, middle, and high school campuses.** Irving ISD director of Security and Operations should meet with DCS area director of Transportation to determine what start and ending times would allow them to operate efficiently. The district should communicate the change to parents and students in advance, allowing them to prepare for the adjustment.
- **Recommendation 43: Initiate an annual comprehensive satisfaction survey to determine the level of overall satisfaction with the transportation service provider and require the existing provider to discontinue conducting their survey.** The director of Security and Operations should work with the Warehouse/Transportation manager to develop survey items to elicit responses on selected performance criteria. These data should then be used in yearly programmatic decision-making and in developing annual performance targets for the transportation vendor. The district should agree to provide the service provider with a copy of the survey results.

## DETAILED FINDINGS

### TRANSPORTATION CONTRACT MANAGEMENT (REC. 39)

Irving ISD does not adequately manage its contract for outsourced transportation services and is operating the program under vague contractual terms. Irving ISD and DCS have a longstanding contractual relationship for the provision of student transportation services. DCS is a governmental agency that provides a variety of services, including transportation, to the independent school districts of Dallas County. DCS is funded by a property tax levied in Dallas County and user fees paid by the school districts that purchase DCS services. The complete funding for transportation services in Irving ISD is made up of funds from DCS, Irving ISD, and the state transportation reimbursement program as outlined in the Texas Education Code (TEC) §42.155 and administered by the Texas Education Agency (TEA).

Irving ISD and DCS officials were not able to pinpoint the exact date of the first intergovernmental agreement to provide transportation services, but the district's Warehouse/Transportation manager stated that he reviewed a document that dates back as far as 1961 linking the district to DCS. The review team examined the most recent agreement between the DCS and Irving ISD dated August 2001, and according to the district assistant superintendent for Support Services, the agreement has been in place since 1991 with no term limits. The assistant superintendent for Support Services also indicated that the parties typically meet in June or July of each year to discuss the cost for the previous year and what is going to increase for the coming year. Minor changes to the agreement are made during this meeting based on the needs of the district.

DCS has assigned an area director of Transportation to directly manage and control student transportation operations for the Irving ISD contract. Transportation services in Irving ISD are organized under the assistant superintendent for Support Services and are overseen by the director of Security and Operations. The Warehouse/Transportation manager under the director of Security and Operations is responsible for managing, directing, and administering the district's transportation program.

To assist in facilitating the district's transportation program, the board of trustees has adopted board Policies CNA (LEGAL) and CNA (LOCAL). Board Policy CNA (LEGAL) outlines the legal requirements for providing transportation services, including the authority, funding for eligible students, hazardous conditions, transporting students to school, contracting for services, and others. Board Policy CNA (LOCAL) states that *"the District contracts with the county superintendent's office for transportation of students."* The county superintendent refers to DCS. The district has not outlined any specifics in its policies as to the district's responsibility for oversight and management of the contract with the county superintendent's office. The district indicated that DCS's board does not have a policy regarding hazardous routes, which TEC §42.155(d) allows districts to provide to the commissioner of Education the definition of hazardous conditions applicable to the district to receive reimbursement for these miles. Although board Policy CNA (LEGAL) outlines the legal authority on hazardous conditions, there was no documented evidence of the district's position on providing transportation for students in areas considered hazardous. In an interview with the executive director of Transportation with DCS, it was stated that the district

transports some hazardous-conditions students within two miles of the campus; however, it is unclear from the data received from the district and DCS if hazardous route miles are claimed and if the district has declared the hazardous route area for the district with TEA.

The key provisions of the existing intergovernmental agreement are:

- Irving ISD and DCS agree to operate the student transportation program in compliance with the law, both state and federal.
- Irving ISD is responsible for furnishing DCS student data by August 1st of each school year and will coordinate with DCS for pickup points.
- DCS agrees to provide transportation as requested by Irving ISD for extracurricular activities at a cost determined annually (programs not eligible for state reimbursement will be paid by the district at a pre-determined cost).
- DCS and Irving ISD will share equally the cost of new buses based on the bus replacement schedule. Seventy-one passenger and larger buses are replaced on a fifteen-year cycle and mini buses are replaced on an eleven-year cycle.
- DCS will provide annually to Irving ISD an estimated operational cost for the following school year that the district is to pay in 10 equal installments.
- DCS will provide bus monitors as requested by Irving ISD. The cost for the monitors will be paid for by the district.
- DCS will have sole responsibility for employing, assigning, and dismissing all drivers. Irving will refer all questions or allegations regarding drivers to DCS for investigation.

The intergovernmental agreement, however, does not clearly state all of the transportation programs that are included in the “operational costs,” such as: regular, special education, career and technology, hazardous conditions, disciplinary alternative education, and other district-operated programs. The district allows DCS to handle all state reporting for reimbursement and has not established any internal district policies or procedures to review the reports for accuracy nor has it outlined provisions of accountability in the agreement. Additionally, the district does not receive performance documentation from DCS to determine the efficiency and

effectiveness of DCS services. Interviews with both DCS and Irving ISD transportation officials confirmed that Irving ISD does not maintain performance data or require submission of annual data from DCS. Based on Irving ISD interviews with the review team, the district seems to have an overall satisfaction with the provision of student transportation services from DCS. However, while there is no evidence that DCS is providing inefficient services, there is an equal lack of evidence supporting the positive perceptions of Irving ISD officials.

The lack of contract management and specific contractual terms does not allow the district to ensure that DCS is meeting the transportation needs of the district and its students. Although DCS operates the district’s transportation program, Irving ISD is still accountable to the state for funds that are received and expended on behalf of the district. The lack of accountability for the provision of services in the agreement leaves the district and DCS open to potential liabilities and improprieties. The district cannot effectively oversee this critical functional area without specific district board policies and procedures to govern the transportation program.

Contracted services are often of great benefit to school districts. In the area of student transportation, this is especially true because this service is one of the most visible, problematic, and costly of district functions. Districts that contract for transportation services usually ensure that the terms of the contract are clear and specific. The responsibilities for both parties are clearly defined and the contract has term limits. Some districts set three- to five-year terms for contractual agreements with an annual review to ensure the terms of the contract are met each year. Whether using contracted or in-house transportation services, many districts use performance indicators to assess ongoing performance. Some of the transportation performance indicators typically used by districts are shown in **Exhibit 9-1**. These indicators assist transportation departments in consistently tracking and monitoring performance. The transportation departments are able to compare statistics to those of peer districts and its own history. Ideally, transportation departments annually select a target goal for each indicator and track progress towards that goal. The results are communicated to district leadership, and the public, via annual board reports and presentations. This data can also be used for internal analysis and reporting purposes. The result could lead to improved oversight and accountability of the student transportation services.

**EXHIBIT 9-1  
OVERVIEW OF POSSIBLE  
STANDARD TRANSPORTATION PERFORMANCE INDICATORS**

PERFORMANCE AREA	PERFORMANCE INDICATOR
Safety	Accidents per 100,000 miles
	Incidents per 100,000 miles
	Number of first, second, and third student discipline referrals
Cost Efficiency	Operation cost per route mile
	Annual operation costs per route
	Operation costs per student for regular education, special education, magnet, and diversity busing
Cost Effectiveness	On-time performance
	Average rider trip time in minutes
	Average bus occupancy
Customer Service	Number of complaints by category
	Statistics on contractor response to complaints

SOURCE: Prepared by the performance review team, 2007.

Irving ISD should renegotiate the terms of the intergovernmental agreement with DCS to ensure the specifics for the provisions of transportation services are delineated within the contract. Prior to renegotiating the contract, a team of district stakeholders, designated by the superintendent, should meet to determine the priorities of transporting district students, ensuring that the provisions of the TEC related to school transportation are clearly defined and stated. At a minimum, this team should consider setting contract term limits, require submission of performance data based on a set of selected indicators, specify the district programs to be served, and establish contract accountability. The district should at minimum require inclusion of the following performance data:

- student ridership;
- route mileage;
- linear density information;
- behavior incident reports;
- accident reports;
- fuel costs; and
- maintenance costs.

In addition, the district transportation needs, identified by this team, should be incorporated into the intergovernmental agreement with the transportation provider. This process

should become a standard practice for Irving ISD when negotiating with providers for transportation services.

Additionally, the board of trustees should expand its board Policy CNA (LOCAL) related to transportation management to ensure that adequate oversight is provided by district staff. This policy should at least allow for:

- district review of the state transportation reports prior to the service provider submitting them to TEA;
- receipt of performance indicators from the service provider; and
- assignment of detailed management oversight of this function to a district position.

**ANNUAL PERFORMANCE REVIEW (REC. 40)**

The district lacks a formal practice or procedure to annually assess the quality or efficiency of the transportation services provided by the contractor and automatically renews the existing transportation agreement. DCS provides all transportation services for the district and invoices Irving ISD for all associated costs as outlined in the intergovernmental agreement. A review of the contract received from the district dated August 2001 does not show evidence that DCS is required to annually provide the district with performance data. Irving ISD transportation officials meet with DCS officials annually to discuss the terms of the transportation agreement. At this annual meeting, minimal changes are made to the contract, based on the changing needs of Irving ISD. Interviews and document reviews also did not show evidence of standardized performance benchmarks, or annual review criteria, used by Irving ISD to make a decision on whether or not to continue or amend the agreement with DCS. In addition, the review team found no other formal review of the annual contract by the board, the district's attorney, or the superintendent.

Additionally, the terms for terminating or amending this agreement do not specifically address the provider's performance, and Irving ISD automatically renews the agreement with little formal consideration of annual effectiveness. The terms used in the agreement related to amending or terminating the contract are:

Section III of the agreement:

*This Agreement may be terminated upon written notice by one party to the other party. Such notice shall be given by the terminating party to the other party no later than February 1st of the terminating year. This Agreement may*

*be amended or terminated at any time by mutual consent of the parties.*

*In the event the Agreement is not terminated as provided above, the Agreement shall be automatically continued for the next school year.*

Section VIII of the agreement:

*This Agreement may be terminated by either party by giving written notice to the other party of intent to terminate fifteen months in advance of date of agreement.*

*This agreement may be amended on the anniversary date of said Agreement upon consent of both parties, but only in writing and signed by both parties hereto.*

Without clearly defined performance benchmarks used to track outcomes of the previous year's agreement, the district has no basis for conducting a comprehensive review and no rationale for substantially changing the existing agreement. Thus, DCS's performance has no impact on contract renewal or amendment. Annual data reviews will allow Irving ISD to:

- assess the quality and efficiency of DCS management practices;
- make appropriate programmatic changes to ensure that DCS services match the actual needs of Irving ISD; and
- hold DCS accountable if these needs are not met.

School districts throughout the United States often use performance measures to monitor outside contractors that provide transportation services. These districts typically establish predetermined benchmarks and performance expectations during contract negotiations to include in the contract language. The contract managers in these districts receive reports from the providers and monitor performance based on the measures established in the contract to determine if the benchmarks have been met and if reported performance is within the ranges set for each measure. This data allows districts to make informed decisions when renegotiating or amending their contract agreements. Hartford Public Schools in Connecticut includes contractual language that requires a formal annual review of transportation contracts to assess efficiency and effectiveness, enacting penalties if stated benchmarks are not met. Hartford also conducts monthly reviews of financial and performance indicators, as a progress monitoring measure.

Irving ISD should develop contractual language requiring a formal annual review of the intergovernmental agreement for

transportation services, including all appropriate performance benchmarks. Criteria should be set to ensure that the transportation service provider is meeting the district's expectations annually. The director of Security and Operations should work with the service provider's staff to create appropriate performance goals in each of the selected areas. Annual review data should be presented to the superintendent and the board for consideration prior to contract renewal or amendment.

#### **DATA-DRIVEN BUS ROUTING (REC. 41)**

Irving ISD does not require DCS to use the district's student residence data to design the most efficient bus routes. DCS uses a routing software system to manage its bus routes for Irving ISD. Routing systems are designed to create the most efficient bus routes using student residence data. The systems accomplish this by automatically analyzing student residence data, imported from district databases, to automatically create the most efficient bus routes. These systems interface with area mapping programs, and often GPS systems, to maximize efficiency of bus routes by minimizing the number of buses needed to transport students. However, Irving ISD has not required DCS to use student data to assign bus routes on an annual basis. In fact, interviews with Irving ISD and DCS transportation officials revealed that Irving ISD student data has never been imported into the routing system. Thus, the existing Irving ISD bus routes have changed little since they were originally designed using manual processes. There is no formal record of route creation, as they have been developed, by DCS, since the early 1960s. While there was no documentation of the original date that Irving ISD routes were created, interview data revealed that most bus routes have remained essentially the same for over a decade.

By not importing student data into the computer system, Irving ISD loses the route efficiency function of the routing software system. What remains is the route management function, which while important, is a secondary function of the program. Based on multiple industry case studies and hundreds of school district performance reviews, it is generally accepted that districts can expect to realize reductions in overall transportation costs based on improvements in bus routing efficiency.

A review of transportation literature provides information relating to successes of those school districts moving from manual to computerized bus routing software. Districts with at least 2,500 students can expect to achieve significant cost savings by implementing a computerized routing program.

The Fairfax County school district in Virginia found that using such software can result in a 5 percent to 10 percent reduction in the number of bus routes in a district. Additionally, the Marion County school district in Florida found that using routing software allowed it to eliminate one district office staff person. Based on this type of industry information, the use of computerized routing software to design efficient bus routes by using student databases has become the national norm.

The director of Security and Operations should require DCS to use Irving ISD student residence data to populate the routing software. Irving ISD officials should provide DCS with these data as defined in the intergovernmental agreement and work with routing staff to facilitate an annual redesign of all Irving ISD bus routes. The DCS agreement should be amended to mandate this action before the signing of the annual agreement at the end of the fiscal year.

This fiscal impact assumes that Irving ISD could expect to realize a cost savings of five percent of its total cost, at minimum, by initiating this practice. Using the actual 2005–06 transportation cost received from the district, five percent annual savings is \$112,034 (\$2,240,689 total cost × 5 percent savings = \$112,034). To allow for implementation, this recommendation should begin in 2008–09.

**CAMPUS BELL SCHEDULES (REC. 42)**

Irving ISD bell schedules do not allow for maximum bus routing efficiency. Prior to 2003–04, Irving ISD maintained a school bell schedule that was essentially the same for all grade levels; elementary schools ran from 8:00AM to 3:00PM, and all secondary schools ran from 8:00AM to 3:30PM. Since a change that year, Irving ISD has moved to a structured school start and ending time schedule; however, it does not use this practice to its full advantage. Irving ISD’s start and ending times allow for all elementary school bus routes to be completed at the same time. These buses are then available to pick up secondary students. However, since middle and high schools begin and end at the same time, DCS must operate enough buses for all Irving ISD middle and high schools simultaneously. Overall, DCS operates 136 bus routes to transport Irving ISD students. These include the following.

Regular Education Routes:

- 7 pre-kindergarten;
- 26 elementary;
- 10 middle school;

- 40 high school (including Ratteree Career Center and Alternative routes); and
- 7 homeless.

Special Education Routes:

- 24 elementary;
- 13 middle school; and
- 9 high school.

**Exhibit 9-2** details the 2006–07 opening and closing times for Irving ISD schools. By operating the middle and high school routes simultaneously, Irving ISD is not realizing the most cost-efficient method of transporting students throughout the district by possibly reducing the number of routes and drivers.

**EXHIBIT 9-2**  
**IRVING ISD SCHOOL OPENING/CLOSING TIMES**  
**2006–07**

GRADE LEVEL	START TIME	ENDING TIME
Elementary Schools	7:45AM	2:45PM
Middle Schools	8:15AM	3:45PM
High Schools	8:15AM	3:45PM

SOURCE: Irving ISD Transportation Department, 2007.

Staggering school bell schedules to maximize bus routing has become the national norm. Many school districts across the country, including United ISD, Clear Creek ISD, and Kingsville ISD in Texas, have adjusted their traditional bell schedules to utilize multi-tiered routing. Many technical reports and publications relate cost savings of at least 10 percent to the implementation of multi-tiered school bus routing, through the reduction of needed buses, drivers, and associated costs. St. Lucie County School District in Florida reported eliminating the need for 18 buses and 9 bus routes.

Irving ISD should adjust the campus bell schedules, creating a triple-tier structure that allows for separate start and end times for the elementary, middle, and high school campuses. Irving ISD director of Security and Operations should meet with DCS area director of Transportation to determine what start and ending times would allow them to operate efficiently. The district should communicate the change to parents and students in advance, allowing them to prepare for the adjustment.

While the exact amount of cost savings will depend on programmatic decisions made by Irving ISD in regard to the

final design of secondary routes, it is likely that significant reductions in overall cost will be realized. This fiscal impact estimates that Irving ISD could expect to realize a cost savings of five percent of its total cost, at minimum, by initiating this practice. Using the actual 2005–06 transportation cost received from the district, five percent annual savings is \$112,034 ( $\$2,240,689 \text{ total cost} \times 5 \text{ percent savings} = \$112,034$ ). To allow for implementation, this recommendation should begin in 2008–09.

**STAKEHOLDER SURVEYS (REC. 43)**

Irving ISD does not require DCS to submit the results of their stakeholder survey to the district and does not conduct an internal satisfaction survey assessing the quality of DCS services. DCS surveys Irving ISD school administrators to ascertain perceptions of transportation services, but Irving ISD does not receive, and has not requested, data derived from this process. DCS and Irving ISD transportation staff interviews and a subsequent records review revealed that Irving ISD has no formal process to assess the satisfaction of school administration, students, parents, or other relevant stakeholders in regard to transportation services.

As transportation is one of the most publicly visible functions within any district, the need for routine monitoring of customer satisfaction is imperative. If Irving ISD continues to forgo conducting stakeholder surveys, decisions made may not be consistent with the views of the stakeholders and could potentially cause issues within the district regarding transportation. **Exhibit 9-3** shows the results of the review team Transportation survey conducted with Irving ISD school principals and assistant principals. The responses reveal a high level of satisfaction with DCS transportation services in some key operational areas. Collecting this type of data on an annual basis can provide valuable insight to Irving ISD officials regarding transportation quality.

A well-designed customer satisfaction survey can provide essential information to guide district decisions focused on departmental improvement. An ongoing cycle of customer satisfaction surveys serve as the basis for a continuous improvement model that is grounded in customer feedback. This concept is important in any operation but is essential in student transportation.

Potential areas of concern can be identified and investigated in the interest of overall departmental improvement. These data can be used to benchmark performance in the overall improvement effort from year to year. In general, customer satisfaction data is often used to:

- identify needed service changes;
- establish appropriate quality and process standards;
- plan for new initiatives, services, or events; and
- justify needed changes, such as the purchase of new equipment or the addition/deletion of bus routes.

Irving ISD should initiate an annual comprehensive satisfaction survey to determine the level of overall satisfaction with the transportation service provider and require the existing provider to discontinue conducting their survey. The director of Security and Operations should work with the Warehouse/Transportation manager to develop survey items to elicit responses on selected performance criteria. These data should then be used in yearly programmatic decision-making and in developing annual performance targets for the transportation vendor. The district should agree to provide the service provider with a copy of the survey results.

For background information on Transportation, see page 220 in the General Information section of the appendices.

**EXHIBIT 9-3  
TRANSPORTATION SURVEY RESULTS**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The drop-off zone at the school is safe.	35.19%	59.26%	3.70%	1.85%	0.00%
2. The district has a simple method to request buses for special events.	31.48%	55.56%	9.26%	3.70%	0.00%
3. Buses arrive and leave on time.	25.93%	55.56%	5.56%	12.96%	0.00%
4. Adding or modifying a route for a student is easy to accomplish.	14.81%	40.74%	29.63%	14.81%	0.00%

SOURCE: Performance Review Team survey results of respondents answering survey, 2007.

**FISCAL IMPACT**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 9: TRANSPORTATION</b>							
39. Renegotiate the terms of the intergovernmental agreement with DCS to ensure the specifics for the provisions of transportation services are delineated within the contract.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
40. Develop contractual language requiring a formal annual review of the intergovernmental agreement for transportation services, including all appropriate performance benchmarks.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
41. Require DCS to use Irving ISD student residence data to populate the routing software.	\$0	\$112,034	\$112,034	\$112,034	\$112,034	\$448,136	\$0
42. Adjust the campus bell schedules, creating a triple-tier structure that allows for separate start and end times for the elementary, middle, and high school campuses.	\$0	\$112,034	\$112,034	\$112,034	\$112,034	\$448,136	\$0
43. Initiate an annual comprehensive satisfaction survey to determine the level of overall satisfaction with the transportation service provider and require the existing provider to discontinue conducting their survey.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTAL-CHAPTER 9</b>	<b>\$0</b>	<b>\$224,068</b>	<b>\$224,068</b>	<b>\$224,068</b>	<b>\$224,068</b>	<b>\$896,272</b>	<b>\$0</b>



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# **CHAPTER 10**

## **FOOD SERVICES**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 10. FOOD SERVICES

The Irving Independent School District (Irving ISD) Food Services Department operation is an award-winning program that feeds over 32,000 students and staff on a daily basis from full service kitchens on 34 campuses and two satellite campuses. The two satellite campuses, Union Bower and Wheeler, are provided fully prepared meals from Irving High and Schulze Elementary schools. The district participates in the United State Department of Agriculture's School Breakfast Program and the National School Lunch Program.

A director of the Food Services Department manages the department and has a secretary, two receptionists, one full-time and one part-time clerk, an assistant director of the Food Services Department, an office manager, a dietician, and three area supervisors. Responsibilities of the director include managing all components of food service while ensuring compliance with federal, state, and local regulations.

The area supervisors each have approximately 10 schools within an area of the district to oversee daily operations. These supervisors report to the Assistant Director of Food Services. The assistant director of Food Services is contracted for 230 days per year and assists the director in all responsibilities with a specific focus on personnel management.

### ACCOMPLISHMENTS

- T.J. Lee Elementary has incorporated practices that have resulted in this Irving ISD school winning the first Healthier US Schools Challenge Silver Award in Texas.
- Irving ISD has implemented a peanut-free school cafeteria practice to ensure that students with allergic reactions are able to eat any of the meals provided.
- The district has developed a practice to team retired cafeteria supervisors or managers with new school cafeteria managers to assist in creating a more efficient management of campus food service programs.

### FINDINGS

- While the district has implemented a successful breakfast in the classroom program in eight elementary schools, this practice is not required of other campuses.

- The Irving ISD Food Services Department does not consistently inform cafeteria managers of their campuses' financial status by providing monthly profit and loss statements.
- Irving ISD does not use a formal survey process to evaluate customer satisfaction related to the Food Services Department.

### RECOMMENDATIONS

- **Recommendation 44: Implement the breakfast in the classroom program in all elementary schools within the district.** The Food Services Department should work directly with campus principals and staff to carry out this implementation. Expansion of this program to the other elementary schools will provide more students with the opportunity for a healthy breakfast.
- **Recommendation 45: Generate and distribute monthly profit and loss statements to each school cafeteria manager on a timely and consistent basis.** These statements should be generated by campus to compare actual results with budgeted standards and prior year results. Key operating statistics (i.e., food and payroll expenses as a percentage of revenue, cost per meal, meals served per labor hour) should be tracked by the cost center and integrated with profit and loss statements. Once these are identified, the director of the Food Services Department should identify unfavorable budget variances or trends and work with cafeteria managers and staff to reverse these situations in a timely manner.
- **Recommendation 46: Create an annual student survey process that includes follow-up data analysis related to the Food Services Department.** Results from these surveys should be collected and the data stored and analyzed through statistical programs to provide analyses for Food Services Department operations. The Food Services Department should review the results of the analysis with cafeteria managers to determine what changes, if any, are needed to better satisfy students. This newly developed survey practice should include a section for comments to allow for additional student input.

## DETAILED ACCOMPLISHMENTS

### USDA AWARD WINNING PRACTICES

T.J. Lee Elementary has incorporated practices that have resulted in this Irving ISD school winning the first Healthier US Schools Challenge Silver Award in Texas. Practices implemented over the 2006–07 year for this school include enrollment in the USDA Team Nutrition program, offering reimbursable lunches that demonstrate healthy menu planning, practices, and principles of the *Dietary Guidelines for Americans* and that meet USDA nutrition standards, providing nutrition education to students, providing opportunities for physical activities, maintaining an average daily reimbursable lunch participation of 70 percent or higher of school enrollment, and adhering to guidelines established by the USDA's Food and Nutrition Service for foods served or sold in schools outside the National School Lunch Program.

Specifically, the school volunteered to be a part of this year-long process that included providing reimbursable lunches through targeted menu planning to meet USDA nutrition standards; nutrition education activities in the classroom overseen by the school cafeteria manager; a parent fair where nutritional information was disseminated; and profiling food products each month to show the nutritional values of commercial items as compared to items offered in the cafeteria.

By implementing best practices to reach these goals, Irving ISD and T.J. Lee Elementary School were awarded the Silver Star Award. This award is the first of its kind in Texas.

The Food Services Department is currently working with all other elementary schools to implement these practices in order to replicate the success at T.J. Lee.

### PEANUT-FREE CAFETERIAS

Irving ISD has implemented a peanut-free school cafeteria practice to ensure that students with allergic reactions are able to eat any of the meals provided. This practice was instituted in 2006 since some students are at great risk where peanut-containing products are served or provided. Irving ISD recognizes that if these individuals are exposed to peanuts, their allergic reactions can be severe, and can be fatal. For example, peanut butter and jelly sandwiches have been replaced with a meat sandwich. The district has also removed peanut products from all meals served. The removal of peanuts and peanut butter provides a safer school cafeteria environment.

Irving ISD employs a districtwide process to implement this practice. School nurses report any student with food allergies to the Food Services Director by relaying this information through the school cafeteria managers. Cafeteria managers send this information to the assistant director of Food Services. Upon receipt of this information, the dietician is then contacted to follow up with parents and doctors to ask for any additional, specific information regarding the student's dietary needs. This dietary information is forwarded to school nurses and cafeteria managers, who enter the data into the point-of-sale (POS) system.

For students with dietary allergies, the district has implemented an alert flash used with the POS system upon check-out. In the event that a student might select a harmful food item, the alert flash will notify the cashier. The food item can then be removed from the student's tray and substituted.

### TEAMING NEW MANAGERS WITH RETIRED MANAGERS

The district has developed a practice to team retired cafeteria supervisors or managers with new school cafeteria managers to assist in creating a more efficient management of campus food service programs. Upon completion of managerial training provided by food service administrative staff, new cafeteria managers are teamed with an individual from a pool of retired staff who previously held positions of supervisor or manager. These former employees assist with on-the-job training and work on an as-needed basis for a maximum of 20 hours per week as stipulated by the Teachers Retirement System of Texas. The annual cost for hiring retired managers is \$7,607. Retired staff provide additional and more intensified training on topics such as production record, inventory, and market orders and areas covered during manager training such as POS, cashiers, recognizing reimbursable meals, fire safety, and inventory training.

By implementing this practice, new managers can consult with former peers on a formal basis, have specific questions regarding the position answered, and gain insight into certain aspects of the position that cannot be covered in a regular training session.

## DETAILED FINDINGS

### BREAKFAST IN THE CLASSROOM (REC. 44)

While the district has implemented a successful breakfast in the classroom program in eight elementary schools, this practice is not required of other campuses. Schools that participate in this program have packaged breakfast meals

that are delivered to classrooms in warming bags by food service staff just after the first bell rings. This allows teachers to begin classroom instruction on time without having to wait on late-arriving students to finish eating breakfast in the cafeteria while still allowing these tardy students the opportunity for a healthy and hot breakfast.

As shown in **Exhibit 10-1**, schools that participate in the breakfast in the classroom program have significantly higher meal participation than those schools only serving breakfast

in the cafeteria. This increase was rapidly achieved the same year as implementation of the program. Elementary schools that participate in this program have, on average, a 58 percent higher student meal participation rate and net revenues that are 37 percent higher than non-participating campuses.

Irving ISD is losing opportunities for increased student meal participation, as shown for those schools participating in this successful program, by not requiring implementation in all elementary schools. With 68.7 percent of the student body

**EXHIBIT 10-1  
BREAKFAST IN THE CLASSROOM  
CAMPUS COMPARISON ANALYSIS  
OCTOBER 2006**

<b>BREAKFAST IN THE CLASSROOM ELEMENTARY SCHOOLS</b>	<b>STUDENT PARTICIPATION COUNT</b>	<b>STUDENT PARTICIPATION RATE</b>	<b>REVENUE</b>	<b>EXPENDITURES</b>	<b>NET</b>
Britain	661	80%	\$59,608	\$39,689	\$19,919
Good	640	79%	\$59,459	\$38,299	\$21,160
J. Haley	648	84%	\$56,224	\$37,616	\$18,608
Keyes	736	89%	\$59,622	\$38,521	\$21,101
Lively	740	86%	\$58,394	\$37,325	\$21,069
Schulze	512	83%	\$46,960	\$36,163	\$10,797
Gilbert	623	80%	\$52,960	\$39,981	\$12,979
Townsell	656	79%	\$56,512	\$31,937	\$24,575
<b>Averages:</b>	<b>652</b>	<b>83%</b>	<b>\$56,217</b>	<b>\$37,441</b>	<b>\$18,776</b>
<b>NON-BREAKFAST IN THE CLASSROOM ELEMENTARY SCHOOLS</b>	<b>STUDENT PARTICIPATION COUNT</b>	<b>STUDENT PARTICIPATION RATE</b>	<b>REVENUE</b>	<b>EXPENDITURES</b>	<b>NET</b>
Barton	267	34%	\$46,756	\$27,974	\$18,782
Brown	225	27%	\$44,043	\$28,414	\$15,629
T. Haley	168	23%	\$36,999	\$25,210	\$11,789
Johnston	212	32%	\$36,588	\$18,731	\$17,857
T.J. Lee	148	20%	\$35,177	\$24,692	\$10,485
Farine	145	19%	\$35,730	\$23,597	\$12,133
Brandenburg	194	22%	\$44,930	\$33,133	\$11,797
Elliott	181	22%	\$39,622	\$25,564	\$14,058
Hanes	109	17%	\$27,273	\$21,793	\$5,480
Townley	211	25%	\$43,456	\$32,314	\$11,142
Davis	227	29%	\$40,848	\$30,724	\$10,124
Stipes	100	23%	\$20,449	\$14,551	\$5,898
<b>Averages:</b>	<b>182</b>	<b>24%</b>	<b>\$37,656</b>	<b>\$25,558</b>	<b>\$12,098</b>
<b>DIFFERENCES FOR BREAKFAST IN CLASSROOM</b>					
<b>Above/(Below) averages</b>	<b>470</b>	<b>59%</b>	<b>\$18,561</b>	<b>\$11,883</b>	<b>\$6,678</b>
<b>% Difference for Breakfast in Classroom</b>	<b>72.0%</b>	<b>71.1%</b>	<b>33.0%</b>	<b>31.7%</b>	<b>35.6%</b>

SOURCE: Irving ISD, Food Services Department, 2006.

economically disadvantaged and, therefore, eligible for at least reduced price lunches, there are many more students who could be participating in this great program that may not have the opportunity for such a meal at their homes.

The district should implement the breakfast in the classroom program in all elementary schools within the district. The Food Services Department should work directly with campus principals and staff to carry out this implementation. Expansion of this program to the other elementary schools will provide more students with the opportunity for a healthy breakfast. While expansion of this program will result in increased costs, the revenues gained will be larger than the increase.

Increased revenue from implementing this recommendation assumes all non-participating elementary campuses will achieve the average 83 percent meal participation that was rapidly achieved by the participating elementary campuses. The estimated additional revenue by campus is located in **Exhibit 10-2**. To give the district the time needed to implement this recommendation, the 2007–08 fiscal impact is prorated to begin in January 2008 for a revenue increase of \$172,823 ( $\$345,646 / 2$ ). The total annual revenue increase to the district for the remaining years is \$345,646 with a total 5-year revenue increase of \$1,555,407 ( $(4 \text{ years} \times \$345,646) + \$172,823$ ).

**EXHIBIT 10-2**  
**ESTIMATED SAVINGS BY NON-PARTICIPATING CAMPUSES**  
**BREAKFAST IN THE CLASSROOM IMPLEMENTATION**

CAMPUS	REVENUE*
Barton	\$27,068
Brown	\$32,416
T. Haley	\$30,754
Johnston	\$28,460
T.J. Lee	\$33,028
Farine	\$40,869
Branden	\$32,710
Elliott	\$38,979
Hanes	\$21,275
Townley	\$25,849
Davis	\$18,852
Stipes	\$15,386
<b>Total:</b>	<b>\$345,646</b>

\*Assumes all campuses reach 83 percent meal participation rates.  
SOURCE: Created by the Performance Review Team, 2007.

**PROFIT AND LOSS STATEMENTS (REC. 45)**

The Irving ISD Food Services Department does not consistently inform cafeteria managers of their campuses' financial status by providing monthly profit and loss statements. The department creates campus-specific profit and loss reports, which are reviewed monthly by the Food Services Department director and assistant director, but interviews with both site managers and Food Services Department administrative staff confirmed that these reports are not provided to the campuses in a timely manner nor are made available on the website. One School Supervisor stated that they do not receive many financial statements and the ones which are received come late. For example, in February 2007 this supervisor received the financial statements for September, October, November, and December of 2006.

Without such information, campus management is not certain of their monthly financial status and cannot perform an analysis of food sale performance or identify financial inefficiencies; therefore, management cannot improve departmental operating performance at the campus level on a timely basis.

Industry best practices identify the need to track individual Food Services Department programs by site to promote financial efficiency and overall operational effectiveness. Effective profit and loss reporting systems often assist departments in further enhancing cafeteria-level cost controls and increasing department profitability. For example, South San Antonio ISD routinely provides profit and loss statements to each campus on a monthly basis.

The district should generate and distribute monthly profit and loss statements to each school cafeteria manager on a timely and consistent basis. These statements should be generated by campus to compare actual results with budgeted standards and prior year results. Key operating statistics (i.e., food and payroll expenses as a percentage of revenue, cost per meal, meals served per labor hour) should be tracked by the cost center and integrated with profit and loss statements. Once these are identified, the director of the Food Services Department should identify unfavorable budget variances or trends and work with cafeteria managers and staff to reverse these situations in a timely manner.

**STUDENT SURVEYS (REC. 46)**

Irving ISD does not use a formal survey process to evaluate customer satisfaction related to the Food Services Department. Documentation was provided showing the use of informal customer surveys at Nimitz High School. This survey was

conducted in 2003, yet no follow-up record was kept to show what the district did with the results of the survey.

This multiple choice survey was conducted to rate student's opinions on the appearance, texture, and taste of Stromboli and Potatoes O'Brien. A written comments section was also provided as part of the survey. However, subsequent steps that food service staff performed in response to survey results were not recalled by staff. Furthermore, it was documented and corroborated through interviews that this was the last customer survey performed by the Food Services Department in the district. According to the district, the Food Services Department typically surveys customers several times a year on new products under consideration for the upcoming year's menu. However, the district does not elicit feedback through a comprehensive customer survey.

The necessity of student surveys is highlighted by the review team's survey of students regarding food quality. Of those students who participated in this survey, 56.33 percent disagreed or strongly disagreed that their cafeteria's food looks and tastes good.

When school districts do not survey students on menu options, they are not able to obtain critical feedback that can be used to address potential customer satisfaction issues and ensure high meal participation. This can lead to a loss of reimbursement monies for the district.

The *School Food Service Survey* Guide published by the National Food Service Management Institute (NFSMI) contains a detailed methodology for conducting food service surveys and provides examples of the actual survey instruments by school level. The group can also provide national data from which to make comparisons. **Exhibit 10-3** details the factors and questions comprising the high school version of the survey.

Irving ISD food service staff should create an annual student survey process that includes follow-up data analysis related to the Food Services Department. Results from these surveys should be collected and the data stored and analyzed through statistical programs to provide analyses for Food Services Department operations.

The process should begin with student surveys at campuses selected by the Food Services Department and be followed by an analysis of their responses. Additionally, the Food Services Department should review the results of the analysis with cafeteria managers to determine what changes, if any, are needed to better satisfy students. Action plans should be developed in order to address concerns. This newly developed

**EXHIBIT 10-3  
NFSMI HIGH SCHOOL FOOD SERVICE SURVEY**

**Food Quality**

- The flavor of the food is \_\_\_\_
- The quality of the brands offered is \_\_\_\_
- The quality of the food choices is \_\_\_\_
- The quality of the ingredients used is \_\_\_\_
- The variety of food offered is \_\_\_\_
- Are foods on the serving line are attractively presented

**Staff**

- Food service staff are courteous
- Food service staff treat me with respect
- Food service staff are friendly
- Food service staff smile and greet me when I am served
- Food service staff listen to the students
- Food service staff answer my questions
- The appearance of the food service staff is \_\_\_\_

**Nutrition**

- Information on calories contained in food is available
- Information on fat contained in food is available
- Nutrition information on food products is posted

**Diversity**

- The choices of food available allow me to meet religious needs
- The choices of food allow me to meet my ethnic and cultural preferences

**Time/Cost**

- The time available to eat once seated is \_\_\_\_
- Overall, time given for meals is adequate
- The number of serving lines is adequate
- The school food service prices are reasonable for what I get

**Dining Ambiance**

- The noise level in the dining area is OK
- The dining area temperature is comfortable
- Special events/promotions are offered
- Theme days/special events are offered
- Tables in the dining area are clean

SOURCE: National Food Service Management Institute website, 2007.

survey practice should include a section for comments to allow for additional student input.

For background information on Food Services, see page 223 in the General Information section of the appendices.

**FISCAL IMPACT**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 10: FOOD SERVICES</b>							
44. Implement the breakfast in the classroom program in all elementary schools within the district.	\$172,823	\$345,646	\$345,646	\$345,646	\$345,646	\$1,555,407	\$0
45. Generate and distribute monthly profit and loss statements to each school cafeteria manager on a timely and consistent basis.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
46. Create an annual student survey process that includes follow-up data analysis related to the Food Services Department.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTAL-CHAPTER 10</b>	<b>\$172,823</b>	<b>\$345,646</b>	<b>\$345,646</b>	<b>\$345,646</b>	<b>\$345,646</b>	<b>\$1,555,407</b>	<b>\$0</b>



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# **CHAPTER 11**

## **SAFETY AND SECURITY**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 11. SAFETY AND SECURITY

Irving Independent School District (Irving ISD) has processes and policies that address the typical safety and security issues facing modern school districts. Irving ISD campuses are routinely expected to identify potential safety issues. Campus visits revealed that each Irving ISD school is equipped with portable heart defibrillators, emergency equipment is well maintained, and playgrounds meet modern safety standards. Site visits to selected schools show that many Irving ISD school-based staff are vigilant in their monitoring of campus visitors and display expertise in a wide range of security best practices.

Irving ISD employs 18 security staff, excluding the director of Security and Operations. Twelve of these positions are full-time employees (one security lead, eight security patrol officers, and three security dispatch officers), and six are nine-month positions (security parking lot attendants). The security lead coordinates the activities of the remaining security staff under the supervision of the director. The district also operates an extensive School Resource Officer (SRO) program through an interlocal agreement with the City of Irving Police Department. This program is to assist the district in maintaining a safe, orderly, and secure environment conducive to learning. Furthermore, the district has developed comprehensive policies on crisis response and provides excellent training in this area.

Overall, Irving ISD staff communicated satisfaction with district practices in safety and security. In a survey of students, parents, and employees' responses to the statement, Students feel safe and secure at school, 21.5 percent of the parents, 19.0 percent of students, and 0.0 percent of principals/assistant principals either disagreed or strongly disagreed, reflecting confidence in district efforts. The district bolsters the understanding of its policies by disseminating a comprehensive set of documents which detail approved practices and expectations, including the student code of conduct.

### ACCOMPLISHMENT

- Irving ISD has developed and implemented an excellent crisis response training program focused on preparing Irving ISD schools for a spectrum of on-campus crises.

### FINDINGS

- Irving ISD lacks a coordinated crisis response plan and practice drill with local emergency response agencies while planning for crisis response.
- Irving ISD does not have a formal, ongoing process for centrally assessing school safety and security on a regular basis.
- Irving ISD does not have a policy and centralized process to coordinate the purchase, installation, and operation of security equipment.
- The Irving ISD School Resource Officer program is not efficiently aligned with the function of the district Security and Operations Department.

### RECOMMENDATIONS

- **Recommendation 47: Implement a coordinated interlocal crisis management process to plan and practice for school crises.** The director of Security and Operations should coordinate a meeting with the local emergency response agencies to present the idea of a coordinated mock crisis response drill and plan out the process for implementation. The district should develop a plan to conduct the mock drills on the campuses throughout the district when it is feasible for all of the agencies involved.
- **Recommendation 48: Expand the role of the Security Task Force Committee to include an annual assessment of physical security at each school and district building and have the committee develop recommendations for improvement.** The committee should compile and review statistical security data for each school to determine the focus of security resources. The committee should also identify sources of funding, if needed, for the recommended security measures and present them to the superintendent and board for approval. The task force assessment should be conducted on an annual basis as a supplement to the once every three years Security Audit required by Texas Education Code 37.108.
- **Recommendation 49: Develop and adopt a districtwide policy that outlines the standards**

**regarding the purchase, installation, and operation of security equipment.** The director of Security and Operations, with input from Safety and Security staff, Purchasing staff, and school administration, should develop policy language addressing these issues and a list of approved vendors for the purchase and installation of safety and security equipment. The policy and vendor list should be submitted to the superintendent and the board for review and approval. The policy should include specific requirements for the selection, purchasing, and installation of all security equipment in Irving ISD schools and district buildings. The responsibility for coordinating the oversight and implementation of the new policy should be given to the director of Security and Operations and annual status reports on security equipment purchases and installation should be submitted to the board.

- **Recommendation 50: Reassign the operational responsibility of the School Resource Officer program under the director of Security and Operations, where this program is funded.** The sergeants that serve as the supervisors should report to the director of Security and Operations and serve as the liaison between the SRO's and the Security and Operations department. Although each school principal may provide some of the day-to-day supervision on the campus, the overall coordination of this program, including acting as a liaison between Irving ISD and the City of Irving Police Department, should be controlled centrally, in the Security and Operations department.

## DETAILED ACCOMPLISHMENT

### CRISIS RESPONSE MANAGEMENT AND READINESS

Irving ISD has developed and implemented an excellent crisis response training program focused on preparing Irving ISD schools for a spectrum of on-campus crises. Each of Irving ISD's schools has a crisis management team comprised of professionals, paraprofessionals, and classified personnel including principals, teachers, office staff, librarians, nurses, and custodians. Each team's sole purpose is to prepare to respond to any number of crisis situations. As a component of the overall Irving ISD crisis management plan, the director of Security and Operations has developed and implemented a curriculum using a "tabletop" format that covers a series of school-level responses to crises. Although the district has developed standard crisis response protocols in the Irving ISD Crisis Management Plan detailed in the *Irving ISD Crisis*

*Management Handbook*, which covers situations ranging from child abduction to how to handle an active shooter on campus, when participating in the "tabletop" training team members are encouraged to personalize their responses relative to their campus environment. These trainings are delivered in approximately one hour and cover background topics as well as simulations of potential situations. School leaders and teachers receive instruction, delivered by the director, on general crisis response strategies as well as the specific actions to be taken according to their positions. As of March 2007, the trainings had been delivered to over 80 percent of the Irving ISD schools during 2006–07.

Interviews with school administrators revealed an exceptionally positive response to the training. Interviews also revealed that many Irving ISD administrators have a precise and common understanding of many modern best practice concepts of crisis management and response. One result of this process is that individual Irving ISD campus crisis response plans display a high level of standardization due to the fact that training in this area has been centrally designed and delivered. Both district- and school-level plans are revisited annually to assess quality and to amend the plans based on the changing needs of the school district. Training participants generally feel that the tabletop training prepares them to respond appropriately in a given crisis situation.

The director developed this curriculum and training using knowledge from his many years as a military officer specializing in law enforcement and utilizing resources collected from agencies such as the Center for Safe Communities and Schools. The first tabletop session was presented in September 2001.

This level of standardized training exceeds typical standards of school readiness preparation.

## DETAILED FINDINGS

### INTERLOCAL CRISIS RESPONSE COORDINATION (REC. 47)

Irving ISD lacks a coordinated crisis response plan and practice drill with local emergency response agencies while planning for crisis response. Irving ISD has developed a districtwide crisis management plan and individual campus plans and has provided excellent training in crisis response to the campus crisis management teams. Additionally, board Policy CKC (LOCAL) requires principals to conduct fire, tornado, or other emergency drills designed to assure the orderly movement of students and personnel to the safest areas available in the event of a similar situation. Reports of

these drills should be submitted to the superintendent or designee on a regular basis. However, no evidence was identified to support that Irving ISD has implemented a process to actively plan and practice school crisis response activities with local law enforcement and emergency response agencies.

Districts that coordinate crisis response planning and practice drills have maximized their crisis readiness. Some districts have tapped into federal grant money to assist with implementing such programs. The Sweetwater District School, in Chula Vista, CA, received \$250,000 in federal grant money to work with local police and fire departments, hospitals, mental health agencies, and government officials to improve and strengthen its emergency response and crisis management plans. This district had its school site teams trained in Community Emergency Response Team Training and Standardized Emergency Management System Training to prepare for the first mock drill. After the drill, the school officials and the agencies involved debriefed. A similar practice proved to be invaluable at Sissonville High School in Kanawha County, West Virginia, as no more than four months following the practice drill, the campus was faced with a crisis situation that required immediate response. School officials attribute the practice drills with local emergency response agencies to the success of the response, restoring order to the campus in a matter of minutes.

Irving ISD should implement a coordinated interlocal crisis management process to plan and practice for school crises. The director of Security and Operations should coordinate a meeting with the local emergency response agencies to present the idea of a coordinated mock crisis response drill and plan out the process for implementation. The district should develop a plan to conduct the mock drills on the campuses throughout the district when it is feasible for all of the agencies involved.

#### **DISTRICT SECURITY ASSESSMENT (REC. 48)**

Irving ISD does not have a formal, ongoing process for centrally assessing school safety and security on a regular basis. The level of security in Irving ISD schools ranges in quality, generally following differences in the age of the individual building. Typically, the newer buildings are equipped with self-locking, electronically keyed doors, improved security lighting, and security cameras, as well as benefit from modern architectural designs that reduce security risks. Conversely, the older Irving ISD buildings are

generally easier to enter and provide more opportunities for security breaches.

Based on a directive from the superintendent, in recognition of the increased nationwide focus on school security, Irving ISD initiated a one-time process to determine school security needs in fall 2006–07, which led to a series of recommendations to improve campus security throughout the district. Members of this task force were appointed by the director of Security and Operations, who also led the group through the process. The Irving ISD Security Task Force Committee is comprised of relevant stakeholders that include:

- parents;
- district administrators;
- school administrators; and
- school resource officers.

This committee met four times during 2006–07 to assess and discuss security needs in Irving ISD. This process was conceived and sufficiently conducted to take the committee members from the development of purpose to the construction of informed recommendations for improvement. Interviews and a review of meeting minutes detailed the evolution of this process. Each of the four meetings had a specific purpose designed to lead the committee members toward a practical product. A summary of meeting minutes, provided by the Security and Operations Department, detailed the content of each meeting.

- Meeting 1: Defined the purpose of the Task Force and identified challenges (vulnerabilities) relative to physical security (life-safety issues) within the Irving ISD.
- Meeting 2: Provided possible solutions and identified systems designed to answer those vulnerabilities recognized in the first meeting.
- Meeting 3: Fully explored security systems identified and discussed implementation in terms of stages at each academic stratum. Planned to obtain associated costs to be presented at next meeting. Security audit reports by school were reviewed as well as oral reports from school and district administrators. Incident reports were also reviewed to determine the appropriateness of school readiness.
- Meeting 4: Provided a matrix of solutions needed per academic level with associated estimated costs per solution given. Ensured committee membership agreement with recommendations.

This process resulted in a series of recommendations aimed at addressing the challenges identified by the committee. These include:

- **Develop Closed Circuit Television (CCTV) system types and cost estimates for future board consideration.** This recommendation forwards the idea of installing security camera systems in all Irving ISD secondary schools that do not have them and replacing older or sub-standard systems in the secondary schools that currently have camera systems. The cost for this recommendation cannot be estimated without additional information on equipment type and amount of equipment.
- **Begin the proposal process for keyless entry installation at remaining sites.** This system allows for exterior doors to be locked without disrupting the access of school personnel. Further, it eliminates the need for keys that are often lost, causing the need to re-key external locks. It also provides additional accountability of staff entry and exit of Irving ISD buildings. Total costs are estimated by Irving ISD to be \$685,000.
- **Include additional staffing to provide hall monitors as part of the 2007–08 budget process.** The committee's concept for this recommendation would place four monitors per high school and two monitors per middle school for a total of 30 hall monitors. These unarmed staff members would patrol the school halls to suppress incidents of violence or other inappropriate behavior within Irving ISD schools and serve as a supplement to school SROs. Annual costs are estimated by Irving ISD to be \$452,000.
- **Begin the proposal process for visitor identification system installation at all schools.** The system currently being piloted in selected Irving ISD schools provides immediate information on visitors by comparing personal information with Registered Sexual Offender lists in 49 states. This process also serves to formalize existing requirements for visitors to sign in when entering all Irving ISD schools. This recommendation would cost approximately \$133,000 the first year of implementation and approximately \$16,500 each subsequent year.
- **Conduct “see what we can see” audits at each campus at least once per year.** These audits would be conducted by existing Irving ISD staff (not yet specified by Irving

ISD) and would provide feedback to school and district administrators on the status of school security.

These recommendations generated support among Irving ISD district and school staff, and thus, were presented to the superintendent and the board in the spring of 2007. Board members were generally positive and supported the forwarding of these ideas; however, formal approval to implement the recommendations has yet to occur. In addition, no appropriations of funds have been approved to begin implementation of these recommendations. The director of Security and Operations is working to provide the superintendent and board additional information on the recommendations and is planning to request funds from the board in future meetings.

Texas Education Code § 37.108, the Multihazard Emergency Operations Plan, requires districts to at least once every three years conduct a security audit of the district's facilities. Districts have been given three years from the September 1, 2005, to have the initial audit completed. At the time of review, Irving ISD was in the process of negotiating with Regional Education Service Center 10 to conduct the district's security audit.

Although the district initiated this one-time security task force to study the security needs of the district and is planning to comply with TEC §37.108, there was no documentation indicating that the district has an ongoing plan and process to regularly assess the district's security needs and make improvements as needed.

Districts that regularly review and assess the safety and security needs of their schools and district buildings are able to identify a possible security breach before it occurs. Killeen ISD uses statistical incident data to compare and analyze trends over a period of time. This information is used to develop monthly, semester, and annual reports of incidents at each campus, which are then used to determine methods for improvement. Galena Park ISD, through a contract with Harris County Department of Education, conducts a safety and security audit and issues a report. The audit process includes three levels of assessment, including a baseline assessment for necessary improvement, a progress review, and the success of implementation. Irving ISD's initiative to appoint the Security Task Force Committee is a step in the right direction; however, the need for an ongoing committee to regularly assess the district's needs can result in a higher level of security for staff and students.

The district should expand the role of the Security Task Force Committee to include an annual assessment of physical security at each school and district building and have the committee develop recommendations for improvement. The committee should compile and review statistical security data for each school to determine the focus of security resources. The committee should also identify sources of funding, if needed, for the recommended security measures and present them to the superintendent and board for approval. The task force assessment should be conducted on an annual basis as a supplement to the once every three years Security Audit required by Texas Education Code 37.108.

#### **SECURITY EQUIPMENT STANDARDS (REC. 49)**

Irving ISD does not have a policy and centralized process to coordinate the purchase, installation, and operation of security equipment. In the absence of any centralized process for approving or purchasing security equipment, over time, some Irving ISD schools have purchased security equipment, including camera systems and visitor tracking software, without having these systems reviewed and approved by district officials. These items have been purchased directly by the schools, using funds from the school budget. Feedback from Irving ISD district and school staff identified problems with the quality and operation of some of these systems. Purchased systems have often been low-quality, not compatible with emerging technologies, or not sufficient to meet the ever-increasing need for school security.

The lack of centralized oversight in this area has resulted in a lack of coordination and standardization in the implementation of security equipment across Irving ISD campuses. Further, Irving ISD is not capitalizing on centralized bidding and volume purchasing practices that would result from centralizing these processes.

Systems used to protect students and staff are often costly, as they are delivered using modern technology. School districts have to weigh their desire to improve school safety with the costs of technology-based solutions. As a result, there is often the tendency for individual schools to seek out solutions that the school district may be slow to adopt. While these decisions may be effective, they also run the risk of misalignment with overarching district security plans. These decisions are also often made without the input of district officials with expertise in security issues.

Irving ISD should develop and adopt a districtwide policy that outlines the standards regarding the purchase, installation, and operation of security equipment. The

director of Security and Operations, with input from Safety and Security staff, Purchasing staff, and school administration, should develop policy language addressing these issues and a list of approved vendors for the purchase and installation of safety and security equipment. The policy and vendor list should be submitted to the Superintendent and the board for review and approval. The policy should include specific requirements for the selection, purchasing, and installation of all security equipment in Irving ISD schools and district buildings. The responsibility for coordinating the oversight and implementation of the new policy should be given to the director of Security and Operations and annual status reports on security equipment purchases and installation should be submitted to the board.

#### **SCHOOL RESOURCE OFFICERS (REC. 50)**

The Irving ISD SRO program is not efficiently aligned with the function of the district Security and Operations Department. SROs are charged with providing an armed presence on Irving ISD school campuses and are responsible for responding to incidents that require law enforcement intervention. In 2006–07, Irving ISD contracted with the City of Irving Police Department for the service of 17 SROs. According to the contractual agreement, there are SROs placed throughout the school district; two assigned to cover the district's twenty elementary schools; one assigned to each of the seven middle schools; one assigned to the High School Academy; two SROs assigned to each of the three high schools; and one sergeant assigned to share the supervisory responsibilities of the SRO program. According to the director of Security and Operations, the City of Irving fully funds an additional sergeant to assist with the supervisory responsibilities. One sergeant supervises the SRO's at the elementary and middle school campuses and the other supervises the SRO's at the high school campuses.

The 2006–07 organizational structure of Irving ISD places the supervisory responsibility for SROs in the area of Teaching and Learning under the purview of both the director of Campus Operations and the director of Security and Operations. However, the funding for these officers comes from the Security and Operations budget, placing the fiscal responsibility for this service on the director of this department. In addition to the fact that the placement of SRO supervisory responsibility is separated from the budgetary responsibility, the placement of SRO supervisory responsibility is outside of the Security and Operations department that operates similar district programs. The mission of this department is to "provide a safe, secure and

orderly environment at school and at school-sponsored events for all staff, students, parents and patrons of the Irving ISD". The Irving ISD SRO program is closely associated with the mission of this department, which coordinates security officer patrols, school safety programs, and crisis response.

This situation creates the potential for communication gaps in the provision of critical school security services. By placing the SRO program under the supervision of Teaching and Learning staff, Irving ISD is missing an opportunity to provide a more seamless and coordinated school security effort. School district functions should always be aligned both fiscally and operationally.

There are many examples of school systems similar to Irving ISD that also fund SRO programs in conjunction with local police forces, co-locating SRO coordination in the same administrative division as the Security department, including a similar situation in Victoria ISD. In Victoria ISD, the Risk Management and Security director oversees the function of the SROs for the district.

Irving ISD leadership should reassign the operational responsibility of the SRO program under the director of Security and Operations, where this program is funded. The sergeants that serve as the supervisors should report to the director of Security and Operations and will serve as the liaison between the SROs and the Security and Operations department. Although each school principal may provide some of the day-to-day supervision on the campus, the overall coordination of this program, including acting as a liaison between Irving ISD and the City of Irving Police Department, should be controlled centrally, in the Security and Operations department.

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For background information on Safety and Security, see page 229 in the General Information section of the appendices.



**FISCAL IMPACT**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL	ONE TIME
						5-YEAR (COSTS) SAVINGS	(COSTS) SAVINGS
<b>CHAPTER 11: SAFETY AND SECURITY</b>							
47. Implement a coordinated interlocal crisis management process to plan and practice for school crises.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
48. Expand the role of the Security Task Force Committee to include an annual assessment of physical security at each school and district building and have the committee develop recommendations for improvement.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
49. Develop and adopt a districtwide policy that outlines the standards regarding the purchase, installation, and operation of security equipment.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
50. Reassign the operational responsibility of the SRO program under the director of Security and Operations, where this program is funded.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTAL-CHAPTER 11</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>



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# **CHAPTER 12**

## **COMMUNITY INVOLVEMENT**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 12. COMMUNITY INVOLVEMENT

Irving Independent School District (Irving ISD) enjoys a high level of support from the community. From academics to a wide range of extracurricular activities, parents and members of the community volunteer their time to work in schools. Through the activities of the Irving Schools Foundation, Irving ISD teachers and students receive grants and scholarships to pursue further study in their fields of endeavor.

The district has additional community outreach through its policies allowing outside groups to use school facilities, including classrooms, multi-purpose room, and athletic fields. Outside groups that regularly use Irving ISD facilities include the Boy and Girl Scouts, churches, and community athletic teams.

### ACCOMPLISHMENTS

- Irving ISD maintains a strong and active school foundation to support its teachers and students.
- Irving ISD uses several sources including local media, its website, and publications to keep stakeholders aware of district news, events, and resources.
- The district established the Irving Celebration of Excellence Awards to recognize the contributions of educators, students, and business partners who enhance the quality of Irving ISD schools.
- Irving ISD has implemented an internationally-recognized home instruction program that teaches parents how to prepare their pre-school children for success in school.

### FINDINGS

- Irving ISD has numerous business partnerships but no formal process to have representatives from those businesses meet to share best practices and resources.
- Irving ISD lacks a process to assist district stakeholders address tensions that have arisen with the changing demographics in the district.

### RECOMMENDATIONS

- **Recommendation 51: Establish a process for volunteers across campuses to communicate about**

**school needs and available resources.** The Partnerships in Education (PIE) coordinator should schedule a series of meetings throughout the year to allow volunteers to meet and share best practices and resources. This process would facilitate better use of all available business resources and better serve campus needs. In addition, the PIE website could be used as a community bulletin board, advertising needs at schools around the district and soliciting support from both existing and potential volunteers.

- **Recommendation 52: Create a process to promote understanding across cultural/ethnic groups in the district.** The district should work through the business relationships it has established or with area universities to find a facilitator to help them establish a process for a series of community dialogues. Irving ISD has a strong base of support among the business community through its Irving School Foundation and Partnerships in Education program. The larger corporate entities that support these efforts would have diversity training resources within their companies and could be possible sources for locating a skilled facilitator to coordinate the community dialogue activities. The process could start as a series of small group discussions with parents of all ethnic backgrounds from around the district, participating voluntarily to begin the process of discussing issues that are being felt and discussed within ethnic groups, but not openly and productively across social and cultural lines. The dialogues would serve to raise awareness and to develop strategies for how the community can work as a whole to support all of its students.

### DETAILED ACCOMPLISHMENTS

#### IRVING SCHOOLS FOUNDATION

Irving ISD maintains a strong and active school foundation to support its teachers and students. The Irving Schools Foundation (ISF) was created in 1985 through the vision of a former board member who asked the superintendent for help with creating the foundation. The superintendent assigned one of his staff members to serve as executive director, who in turn established the foundation as a separate entity from the school district with an independent board.

The ISF was established as 501(C)(3) charitable organization whose mission is to *seek to maximize educational opportunities for teachers and students by funding projects and activities that are not within the budgetary guidelines of the Irving Independent School District and for which tax dollars may not be expended.*

With strong support from school district leadership and the business community, the ISF has established the following grant and scholarship programs:

- **Grants-to-Teachers:** To encourage teachers to develop innovative programs and advance new approaches to teaching. Grants are awarded three times per year and vary in amount from \$100 to \$1,000 each.
- **Teacher Enrichment Grants:** To help teachers attend enrichment seminars, classes, or workshops that cost \$500 or less. These grants are applied for and awarded on a monthly basis.
- **Teacher Scholarships:** \$500 awards to assist teachers pursuing continuing education or graduate study in the teaching profession. To be eligible for the scholarship, the teacher must have completed three years with the district and plan to return the following year.
- **Teacher of the Year Awards:** Recognize teacher excellence in the classroom. In 2006–07, two teachers were chosen to represent the district and awarded \$500 each, and 35 teachers, one from each campus, received \$200 awards.
- **Student Scholarships:** 56 different scholarships ranging from \$500 to \$5,000 are awarded annually to graduating seniors.
- **Motivational Scholarships:** Available to students in grades 9–12 who have overcome or who are in the process of overcoming adverse social, economic, or personal situations to graduate from high school. Eligible students may apply for:
  - financial assistance for summer school or night school tuition
  - a four-year \$5,000 scholarship to obtain post-secondary education
- **Grants for Professional Growth for Site Administrators:** To help administrators attend summer institutes, workshops, and other professional updates led by experts in a given subject area. Awards range from \$500 to \$1,000 each.

- **School Site Grants:** Awarded annually to help schools address unique needs.

All of the efforts of the ISF are led and coordinated by a board of directors, a full-time executive director, and a Donor Services Coordinator/Office Manager who are employed by the foundation. **Exhibit 12-1** shows the current membership of the ISF Board of Directors. As shown in the exhibit, ISF board members represent a cross-section of the community, including current and former K–12 and post-secondary educators and representatives from large and small businesses. The members of the board have helped to form a network that allows the district to make connections with other businesses and organizations in support of programs to help the students and teachers of Irving ISD.

The executive director of the Irving Schools Foundation brings a wealth of leadership experience in fund-raising for non-profit organizations, including previous experience as a member of the ISF board and chair of one of its major fundraising events, *Breakfast with the Stars*, in 2002. With the support of the ISF board and the Irving ISD superintendent, the executive director is responsible for working with current and potential sponsors for ISF events and activities.

The foundation provides a myriad of ways for individuals and corporations to support ISF efforts, including sponsorships to underwrite events such as the Teacher of the Year Awards program. Sponsorships get the donor's logo or name on signage at the event and in the program. Other sponsorship opportunities include the Breakfast with the Stars, an event which honors scholarship recipients from Irving ISD high schools. Sponsors of the scholarships sit with their recipient and are recognized for their contributions.

The foundation has an attractive website that provides information on sponsoring events and making donations. The site provides news of recent and upcoming ISF events and features a section entitled "Success Stories," where visitors to the site can read about students who have really made a difference with the support they received from the foundation.

The success of these efforts is notable as documented in the *ISF Annual Report* for June 2005 through May 2006, including the following achievements:

- Received \$70,000 in matching grant funds to provide motivational scholarships for Irving ISD students.

**EXHIBIT 12-1  
IRVING SCHOOLS FOUNDATION  
BOARD OF DIRECTORS  
2006-07**

BOARD MEMBER NAME	POSITION	EMPLOYER
Diana Pfaff	President	Irving Visitors & Convention Bureau
Lisa Watkins	President-Elect	CRO, Inc.
Gerri Kunstadt	Vice-President	Retired Educator
Myrna Mercer	Vice-President	Community Volunteer
Woody Schober	Vice-President	Retired Educator
Lisa Mazon	Secretary	Mazon and Associates
Nancy Rissing	Treasurer	Community Volunteer
Gloria Agyemang	Board Member	Sam's Club
Joy Apple	Board Member	Educator
Angel Biasatti	Board Member	Chesapeake Energy Corporation
Detra Craig	Board Member	North Lake College
Chris Deel	Board Member	Community Volunteer
Valerie Jones	Board Member	Irving ISD Board Trustee
Kerri Miene	Board Member	State Farm Insurance
Amanda O'Neal	Board Member	Las Colinas Medical Center
Phil Sims	Board Member	Automation Image
Burnell Stehman	Board Member	Retired-Fidelity Investments
Randy Stipes	Board Member	Alert Services, Inc.
Brandon Strom	Board Member	Capital One
Jack Singley	Ex-Officio Member	Irving ISD Superintendent

SOURCE: Irving Schools Foundation Website, 2007.

- Funded four Irving ISD teachers who were accepted to the three-week Summer Institute for Teachers sponsored by the Dallas Institute's Teacher Academy.
- The Jordan Wayne Luddeke Memorial Scholarship Golf Tournament raised \$18,000 for student scholarships.
- A private donation of \$10,000 was made to the Beatrice Ponce Garcia Scholarship Fund.
- Major Saver Fundraiser generated \$8,181 for ISF and \$8,181 for Irving ISD elementary schools.
- A payroll deduction campaign netted \$117,932.
- Raised \$8,200 in support of the Teacher of the Year awards.
- Raised \$74,000 through Breakfast with the Stars, an annual ISF celebration.

With these and other activities throughout the year, ISF was able to award \$15,040 in Teacher Endowment Grants, \$14,815 in grants to teachers, \$12,705 to night school and summer school scholarships, and \$106,975 in college scholarships to students.

School districts have discovered the value of these types of public-private partnerships with educational foundations, and ISF is a model for how they can be valuable to schools.

**KEEPING STAKEHOLDERS INFORMED ABOUT IRVING ISD**

Irving ISD uses several sources including local media, its website, and publications to keep stakeholders aware of district news, events, and resources. The information on the website and in publications is available in English and Spanish. The Public Information Office releases district news and information to a well-established network of media outlets in the area, in addition to placing the information on its website. In addition to the coverage it gets from the local

media, the district produces ISTV, which is broadcast on cable television. The Public Information Office posts a daily broadcast schedule for ISTV, along with links to instructional videos on its website.

The district website provides a wealth of information on several different web pages, each with links to additional information or resources. The various pages include information targeting parents, students, the community at large, potential business partners or donors, teachers and staff, and job seekers. The “news” link includes stories on awards and achievement of Irving ISD staff and students, as well as general interest information, such as a warning on the dangers of hand sanitizers due to the high alcohol content. The various departments post documents on the website for public access. These documents include the District Improvement Plan, information on the district laptop program, course descriptions, the student handbook, the crisis management plan, budgets, and budget audits. The website offers links for automatic Spanish translation from each of its pages so that Spanish-speaking families have access to all the information on the website.

Irving ISD also produces numerous publications to keep both internal and external stakeholders informed, including the following:

- *District Weekly*
- Board Action
- Board Agenda for next Board of Trustees Meeting
- *Inside Irving ISD*
- Annual Reports
- Basic Facts Brochures
- Base Zone Directory
- Board of Trustees Brochure
- Bilingual/ESL/Migrant Department Brochure
- Board Policy Online

These publications are available online, and many include back issues.

Publication of these documents on the website allows immediate access to the public at any time and reduces the costs of having to reproduce hard copies of each for wide distribution.

By reaching out to the community in a variety of media and in a bilingual format, the district seeks to ensure it reaches the widest audience possible to provide information about the school district and to assist parents and other interested stakeholders in supporting children and schools.

### **IRVING CELEBRATION OF EXCELLENCE AWARDS**

The district established the Irving Celebration of Excellence (ICE) Awards to recognize the contributions of educators, students, and business partners who enhance the quality of Irving ISD schools. The ICE Awards are awarded annually and designed to recognize outstanding achievement by Irving ISD students, groups of students, campuses, and the district in general. Awards are presented in six categories: Academics, Fine Arts, Athletics and Physical Education, Community Service, Special Campus/District, and Innovative Programs. Within each category, awards are presented in three divisions: elementary, middle school, and high school.

The selection criteria in the nomination process for the ICE awards centers on identifying students and teachers who have earned an honor or achievement that represents excellence. Examples include students with perfect attendance for their entire school career (grades K–12) and winners of National Merit Scholarships. The process allows meritorious students and teachers to be recognized as representative of Irving ISD.

In addition to the awards for schools and students, ICE honors community business partners through the Golden Apple award. Golden Apple awards are given each year to community partners who “enhance quality educational opportunities for Irving ISD students.” Two Golden Apples are awarded annually—one for an individual and one for a business or organization.

The ICE awards are sponsored by local businesses and are recognized in the program and on the website. **Exhibit 12-2** shows the sponsors for the 2007 ICE awards.

The district has an ongoing commitment to the event, which provides an additional opportunity to reach out to community businesses and other organizations.

### **HOME INSTRUCTION FOR PARENTS OF PRESCHOOL YOUNGSTERS (HIPPY)**

Irving ISD has implemented an internationally-recognized home instruction program that teaches parents how to prepare their pre-school children for success in school. Irving is one of ten communities in Texas participating in the Home Instruction for Parents of Preschool Youngsters (HIPPY), a three-year program in which parents use games and play activities to teach children shapes and colors, how to tell stories, solve problems, and acquire other school readiness skills. The district implemented the program in 1999–2000 with 35 four-year-olds from one of the district’s early



**EXHIBIT 12-2  
2007 COMMUNITY BUSINESS SPONSORS FOR THE ICE AWARDS**

**Platinum Level Support**

- Bank of America
- Charter Builders Inc.
- Credit Union of Texas
- First Southwest Company
- Nokia
- Quantum Custom Homes
- Senator Chris Harris
- Wal-Mart

**Gold Level Support**

- NetSync Network & Solutions
- RBC Capital Markets

**Silver Level Support**

- Freeman Mazda-Hyundai
- Jim Deatherage & Associates
- Multi/forms, Inc.
- Quality ACT, L.P.
- Wireless Generation

**Bronze Level Support**

- ACT-Houston at Dallas
- Awards & Trophies of Irving, Inc.
- Boyle & Lowry, LLP
- Canon USA
- Cat Hospital of Las Colinas
- CMW Financial
- CompBenefits
- DeVry
- DFW Smiles
- Effective Plan Management, Inc.
- SLI, Inc./McDonald's
- Texas Land Records
- The Expo Group, L.P
- Vector Concepts
- Westway Ford

**Other**

- Capistrano's Café & Catering
- Paradise Fruits and Vegetables
- Roach Howard Smith & Barton, Inc.
- Snow's Florist
- Irving Independent School District

SOURCE: Irving Celebrates Excellent Awards Program, 2007.

childhood centers who were identified as either English Language Learners (ELL) or economically disadvantaged. In 2006–07, the Irving ISD program served 455 children who live in the district. While most of the children are recruited through the district’s early childhood centers, some of the families served learn about the program from neighbors and self-refer. According to the director of the program, there were 250 children on the waiting list in 2006–07, and families often call a year before registration time asking for the program services.

In order to participate in HIPPY, the district pays the national program an annual fee that covers the cost of affiliation/licensure, training and technical assistance, and program development. In 2006–07, the district fee was \$5,000, and Texas HIPPY, based at the University of North Texas, provided the training and technical assistance. In order to participate in HIPPY, the district must have a coordinator and two assistant coordinators for each group up to 180 children, and one half-time home visitor for each group of 10 to 15 children.

HIPPY’s mission is to bring families, organizations, and communities together to remove barriers that limit a child’s ability to succeed. Participating parents receive information on literacy, adult basic education, and GED opportunities in both English and Spanish to enhance their own education. They are also taught the importance of reading and modeling this behavior for their children. The program stresses spending at least one hour per week at a library.

Texas HIPPY partners with AmeriCorps so that home visitors/instructors are eligible for \$2,363 educational scholarships after one year of service. Several HIPPY home instructors have earned these scholarships, and some parent participants have been offered jobs as paraprofessionals in the district.

A 2005–06 state-wide evaluation report conducted by Texas HIPPY found:

- 82.9 percent of HIPPY parents were reported by their child’s kindergarten teacher as equally or more involved than the parents of other children in the class.
- 64.7 percent of HIPPY parents increased their level of parental involvement at their child’s school.
- 75.3 percent of HIPPY parents increased the amount of time spent engaging their children in literacy activities at home.

In terms of school readiness, the program evaluation found:

- 94.4 percent of HIPPIY children were reported as “average” or “above average” in classroom adaptability by their kindergarten teachers.
- 95.7 percent of HIPPIY children were reported as “average” or “above average” in classroom behavior.

As evidenced by the waiting list, the program is succeeding in getting low-income and/or ELL families engaged in preparing their young children for school success.

**DETAILED FINDINGS**

**PARTNERSHIPS IN EDUCATION (REC. 51)**

Irving ISD has numerous business partnerships but no formal process to have representatives from those businesses meet to share best practices and resources. Twenty years ago, the Partnerships in Education (PIE) program was founded in the district as a means to solicit business partnerships to support Irving ISD schools. The purpose was to recruit volunteers to work with schools. In 2006–07, there were nearly 140 local and national companies who allowed their employees time to volunteer in Irving ISD schools. The volunteers helped with the following activities and events.

- |                         |                                 |
|-------------------------|---------------------------------|
| • Tutoring/Mentoring    | • Holiday Activities            |
| • Reading               | • Guest Speakers                |
| • In-Kind Donations     | • Special Events                |
| • Job Shadowing         | • Community Gardens             |
| • Tours/Field Trips     | • Internships                   |
| • Adopt-A-Family        | • Teacher Workshops             |
| • School Uniform Drives | • Book and School Supply Drives |

Irving ISD staffs a full-time position to coordinate the PIE program. Every elementary, middle, and high school in the district has at least one business partner, with an overall district average of five partnerships per school. These PIE volunteers work in their assigned schools with students, teachers, and other school personnel. Each school has a contact person for the PIE program who coordinates the volunteer schedules and helps to ensure a good match between volunteer and school need.

While the volunteers provide a service to their particular campus, they have little opportunity to interact with other PIE volunteers across the district. During a focus group

conducted by the review team, the PIE volunteers said this was the first time they had experienced an opportunity to meet and learn what volunteers across the district were doing to help meet their school’s needs. Some volunteers had access to materials and resources that other schools were missing.

PIE volunteers provide an invaluable service to the district, with their time and in-kind contributions equating to untold hundreds of thousands of dollars each year; however, with no formal networking among the volunteers, they are missing opportunities for maximizing the resources they are able to provide to the district.

Some school districts develop mechanisms for school volunteers to meet and share resources. For example, Berea City Public Schools in Ohio has established a Volunteer Council comprised of volunteers, community members, and school personnel. The council shares community ideas and resources across the communities and schools and publishes an annual Community Resource Directory that is made widely available.

The PIE coordinator should establish a process for volunteers across campuses to communicate about school needs and available resources. The PIE coordinator should schedule a series of meetings throughout the year to allow volunteers to meet and share best practices and resources. This process would facilitate better use of all available business resources and better serve campus needs. In addition, the PIE website could be used as a community bulletin board, advertising needs at schools around the district and soliciting support from both existing and potential volunteers.

**BRIDGING CULTURAL DIVIDES IN THE SCHOOL COMMUNITY (REC. 52)**

Irving ISD lacks a process to assist district stakeholders address tensions that have arisen with the changing demographics in the district. Like many districts across Texas, Irving ISD has seen a tremendous increase in the number of children from Hispanic households. From 2000–01 to 2005–06, the Hispanic population increased from 48.8 percent to 62.7 percent, while the White population declined from 31.5 percent to 19.5 percent. **Exhibit 12-3** shows the district’s growth patterns by ethnicity from 2000–01 to 2005–06.

While the district is making efforts to meet the needs of all students and their families by translating district news publications into Spanish, including information on the district website, there is tension between the groups as

**EXHIBIT 12-3  
CHANGES IN STUDENT DEMOGRAPHICS  
2000-01 TO 2005-06**

STUDENT GROUP	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	PERCENTAGE POINT CHANGE
Hispanic	48.8%	52.0%	55.0%	57.8%	60.8%	62.7%	13.9%
African-American	13.7%	13.3%	12.9%	12.7%	12.1%	13.1%	(0.6%)
White	31.5%	29.0%	26.6%	24.2%	22.1%	19.5%	(12.0%)
Asian/Pacific Islander	5.4%	5.3%	4.9%	4.8%	4.5%	4.2%	(1.2%)

SOURCE: Academic Excellence Indicator System (AEIS) Multi-Year History District Report, 2000-01 to 2005-06.

evidenced by some parents, students, and teachers expressing resentment that too many accommodations are being made for ELL students.

In parent surveys distributed by the review team, some parents noted their perception that non-native students received undeserved services and advantages. There was also a very strong “English only” sentiment expressed with regards to teaching students in schools. The following are excerpts from the “Comments” section of the parent survey administered by the performance review team. They are representative of the comments made on the topic of services provided to Hispanic students:

- *I think that the non English speaking students NEED to know ENGLISH! It holds everyone back for the teachers to have to cater to these students and explain it in THEIR language when they live in AMERICA. Our laws & requirements for citizenship are FAR more lenient than any other country. If we were to live in another country it would be REQUIRED that we learn their language.*
- *There are way too many elem. classes which are Spanish. We MUST make children speak English as their PRIMARY language - NOT a second language. All classes should be in English.*
- *The Spanish speaking community should not be catered to in America to speak English! I find it offensive [sic] to here [sic] Spanish being spoke in a school where you should be requiring English to be spoken.*
- *The elementary school that my son attends is 75% Hispanic and most all these kids are seen eating free lunches and breakfast. How does Irving ISD know for sure that these kids' parents don't earn enough money for their kids to purchase either full price or reduced lunches at school? It is unfair and discriminatory that my tax dollars are paying for "free" lunches that mostly Spanish/Latin kids get to take advantage of. And yet my own child has to pay full price!*

The sentiments expressed by teachers on this topic were mixed. They were concerned over the lack of English-speaking ability on the part of Hispanic students, but not in agreement on the manner in which resources were used to support them in their native language. Comments from teachers included the following:

- *I am concerned about the following: Spanish speaking students receive too little English instruction impacting their readiness for state exams. Students are kept in bilingual education classes when (based on standardized tests) they are ready to transition to ESL classes. Again impacting their readiness for state exams. Some of the Spanish speaking teachers do not have enough English language experience/ability to ensure student success in English. The insistence of administration to NOT use state issued textbooks for instruction. Surrounding districts that use the textbooks have exemplary and recognized ratings. Yet most of our schools are barely acceptable.*
- *In the case of the Hispanic population, the district needs to put more attention in the bilingual programs to help the kids in their native language and subsequently lower the dropout rate in the high schools.*
- *For the average non-ESL student, I believe the educational services are adequate. However, the district seems to struggle with meeting the needs of special education (inclusion) and ESL students. These students are often passed on to the next grade without the basic skills necessary to succeed. The administration suggests that these students be given the minimum grade of 70 for whatever effort they put into their work, even if they have not learned the necessary basic skills to earn a passing grade.*
- *Irving ISD needs to staff more ethnic staff in central office, administrative, and teacher positions.*

In interviews with organizations that work directly with parents in the school community, concerns were expressed

over language barriers and cultural differences that interfered with the organization's ability to carry out its mission in the school and to fully engage Hispanic parents into the current system of volunteering and working with students in school. The problem with getting volunteers from this parent group was primarily economic. For example, the majority of parents work during the day and cannot take time from their jobs to come to school during the work day; however, the language issue was also a factor at organizational meetings and other events where parents from all groups gathered.

In an educational environment where resources are stretched thin and decisions on budget priorities have to be made, failure to unite around issues that can be agreed upon—the need for high quality, caring teachers and administrators, the desire for all children to graduate and become productive citizens—can often result in communities rallying around disparate causes that set one segment of the community against the other.

One approach to addressing the tensions that often result from changes in the demographics of a school district is through community dialogue. The United States Department of Justice Community Relations Service has developed the *Community Dialogue Guide: Conducting a Discussion on Race*, which outlines the key components to a successful dialogue on racially and/or culturally charged topics:

- **Move towards solutions rather than continue to express or analyze the problem.** An emphasis on personal responsibility moves the discussion away from finger-pointing or naming enemies and towards constructive common action.
- **Reach beyond the usual boundaries.** When fully developed, dialogues can involve the entire community, offering opportunities for new, unexpected partnerships. New partnerships can develop when participants listen carefully and respectfully to each other. A search for solutions focuses on the common good as participants are encouraged to broaden their horizons and build relationships outside their comfort zones.
- **Unite divided communities through a respectful, informed sharing of local racial/cultural history and its consequences for different people in today's society.** The experience of “walking through history” together can lead to healing.
- **Aim for a change of heart, not just a change of mind.** Dialogues go beyond sharing and understanding to transforming participants. While the process begins

with the individual, it eventually involves groups and institutions. Ultimately, dialogues can affect how policies are made.

The guide contains detailed steps to initiating dialogue and provides suggestions for adapting the strategies to meet the needs of a specific community issue. The initial dialogue activities represent the beginning of a continuous process of gauging attitudes in the schools and community and providing strategies that can support a district in accepting and promoting its diversity as a strength.

Cambridge Public Schools in Massachusetts has created such dialogues, specifically addressing the achievement gap between white and minority students. The district is holding a series of forums sponsored by the teachers' union, a private foundation for children's issues, and an early childhood advocacy group—The Cambridge 0–8 Council, and the Cambridge Public Schools.

Waterloo (Iowa) School District faced similar circumstances in dealing with a rapidly changing student and community demographics. In a community-wide effort with the local police department and the Waterloo Commission on Human Rights, a series of “study circles” were held around the district to bring people together to discuss race. These “circles” have featured healthy discussions on the topic and raised awareness throughout the community.

Irving ISD should create a process to promote understanding across cultural/ethnic groups in the district. The district should work through the business relationships they have established or with the area universities to find a facilitator who would help them establish a process for a series of community dialogues. Irving ISD has a strong base of support among the business community through its Irving School Foundation and Partnerships in Education program. The larger corporate entities that support these efforts would have diversity training resources within their companies and could be possible sources for locating a skilled facilitator to coordinate the community dialogue activities. The process could start as a series of small group discussions with parents of all ethnic backgrounds from around the district, participating voluntarily to begin the process of discussing issues that are being felt and discussed within ethnic groups, but not openly and productively across social and cultural lines. The dialogues would serve to raise awareness and to develop strategies for how the community can work as a whole to support all of its students.

The fiscal impact is estimated at a one-time cost of \$50,000 based on hiring a facilitator to work with the district in establishing, starting, and overseeing the process of community dialogues.

For background information on Community Involvement, see page 233 in the General Information section of the appendices.

**FISCAL IMPACT**

RECOMMENDATION	2007-08	2008-09	2009-10	2010-11	2011-12	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
<b>CHAPTER 12: COMMUNITY INVOLVEMENT</b>							
51. Establish a process for volunteers across campuses to communicate about school needs and available resources.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
52. Create a process to promote understanding across cultural/ethnic groups in the district.	\$0	\$0	\$0	\$0	\$0	\$0	(\$50,000)
<b>TOTAL-CHAPTER 12</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$50,000)</b>



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# **APPENDICES**

**IRVING INDEPENDENT SCHOOL DISTRICT**

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# GENERAL INFORMATION

## CHAPTER ONE EDUCATIONAL SERVICE DELIVERY

This general information section reviews supplemental information and data for the educational service delivery functions of the Irving Independent School District (Irving ISD). It includes data that was not used in the findings and provides the reader with additional background information about educational service delivery in Irving ISD.

### COMPENSATORY EDUCATION

State compensatory education funds were authorized by the Legislature to provide financial support for programs and/or services designed by school districts to increase the achievement of students deemed at-risk for dropping out of school. State law, Section 29.081, Texas Education Code, requires districts to use student performance data to provide accelerated intensive instruction to students who have not performed satisfactorily or who are at-risk of dropping out of school.

The 2004–05 Annual Evaluation for State Compensatory Education in the Irving ISD school district documents the following supplemental programs provided for at-risk students:

- **In prekindergarten, kindergarten, or grade 1, 2, or 3 who did not perform satisfactorily on a readiness test:**

Within school-day tutoring; after-school tutoring; extended-day instruction; summer school; Home Instruction for Parents of Preschool Youngsters (HIPPO program) for children ages 3, 4, and 5; and Reading Recovery for certain first graders

- **In grade 7, 8, 9, 10, 11, or 12 who did not maintain an average equivalent to 70 in two or more subjects in the foundation curriculum:** PLAN test administered to all ninth graders to help plan high school and post-high school academics; extended-day and extended-year instruction (OEYP); summer school; within school-day tutoring; after-school tutoring; Reading Improvement class (high school); READ 180 labs; and credit retrieval option at high school

- **Not advanced from one grade level to the next:** Within school-day tutoring; after-school tutoring; summer school; extended day and extended year services (OEYP); credit retrieval option at high school; and credit acceleration option at high school
- **Did not perform satisfactorily on TAKS** Within school-day tutoring; after school tutoring; summer school; and personal graduation plans for grades 6 through 12
- **Is pregnant or is a parent:** Parenting Education Program
- **Placed in discipline Alternative Education Program:** Experiential (Ropes Training) workshops; and family counseling services
- **Expelled; on parole, probation, deferred prosecution or other conditional release; in the custody or care of DPRS; and/or resides in a residential placement facility:** Credit acceleration options at alternative campus; credit retrieval option (self-paced, computer-assisted instruction); night school; experiential workshops; and family counseling
- **Students reported to have dropped out of school:** Exit interviews; longitudinal tracking of students; credit acceleration option; credit retrieval option; and GED option
- **Students of limited English proficiency:** Middle School AP Spanish program for eighth graders to earn high school and college course credit; sheltered classes available in grades 6 through 12; Language Development Program for secondary newcomers with no English; systematic effort for all teachers in Irving ISD to get ESL endorsement within five years; uniform graphic organizer system used with all students in prekindergarten through grade 12; and inquiry-based, hands-on science curriculum
- **Homeless:** McKinney-Vento Coordinator; and infrastructure in place at Irving ISD to provide same-day meals and transportation, provide school supplies and school uniforms as needed, tutoring, and summer school

Furthermore, the 2004–05 Annual Evaluation for State Compensatory Education also documents efforts to develop infrastructure to identify and track at-risk students. In anticipation of a sustained, year-to-year increase in the percent of students coded as at-risk in Irving ISD, the following initiatives were implemented or continued during 2004-05 to identify and track students. These measures included:

• **Coding Students:**

All campuses are proactive about coding students as at-risk according to the 13 at-risk indicators. Information is provided to each classroom teacher once each semester detailing which students are at-risk and why they have been coded as at-risk. In grades 6 through 12, this information is provided to teachers period by period.

• **Irving ISD Curriculum:**

The district curriculum has been revised to align with TEKS and to allow Web-based access. The online curriculum has the capacity for teachers to “drill down” to view accommodations and modifications for at-risk/struggling students.

• **Student Data Management System:**

The district is working to make student at-risk status available to teachers in the student data management system, so that the information is available electronically rather than providing paper copies (referenced above). During 2004–05, the district also implemented a procedure to develop and store personal graduation plans online and continued developing and piloted an elementary student tracking system (online) that contains year-to-year information that teachers need regarding their students.

• **Benchmark Assessments:**

During 2004-05, Irving ISD administered interim/benchmark assessments aligned to the district’s curriculum and scope/sequence. These benchmarks, called TEKSchecks, are tracked within the student data management system. This allows teachers to make immediate adjustments to instruction to accommodate for struggling learners. Prior year performance on state assessments is also available to teachers for current students via the data management system. This allows data-based decisions to drive instruction in Irving ISD.

**ENGLISH LANGUAGE LEARNERS**

Irving ISD offers a transitional model for English language learners (ELL). **Exhibit A-1** shows the minimum time and teaching for prekindergarten through fifth grade.

**EXHIBIT A-1  
IRVING ISD  
TRANSITIONAL MODEL FOR ENGLISH LANGUAGE LEARNERS  
MINIMUM TIME AND TEACHING FOR PREKINDERGARTEN  
THROUGH FIFTH GRADE  
PERCENTAGE VERSUS TIME\***

GRADE	PERCENTAGE SPANISH/ ENGLISH	TIME SPANISH/ENGLISH
Prekindergarten	90/10	2 hours 30 minutes/ 30 minutes
Kindergarten	70/30	3 hours 30 minutes/ 1 hour 30 minutes
First	60/40	3 hours/2 hours
Second	50/50	2 hours 30 minutes/ 2 hours 30 minutes
Third	50/50	2 hours 30 minutes/ 2 hours 30 minutes
Fourth	20/80	1 hour/4 hours
Fifth	10/90	30 minutes/ 4 hours 30 minutes

\*This is based on five hours of classroom instructional time. The time of English instruction in the Fine Arts and Physical Education classes are additional.  
SOURCE: Irving ISD, Department of Curriculum and Instruction, 2006.

The *Bilingual/ESL Program Evaluation* from 2006 documents that the language levels of elementary students show a consistent pattern that the majority of students made progress from *Beginning* to *Intermediate* to *Advanced* to *Advanced High* language levels in kindergarten through fifth grade. The language levels of middle school students indicate a consistent pattern that students in grades 6, 7, and 8 are at the *Advanced* and *Advanced High* language levels. The language levels of high school students indicate a pattern that the majority of the students are at the *Advanced* language level.

Irving ISD developed a Bilingual/ESL Continuous Improvement Plan and is implementing and monitoring progress toward achieving the initiatives outlined therein. The plan’s initiatives aim to improve the academic performance of students who are bilingual or English language learners. The implementation of focused initiatives should continue to ensure a districtwide focus on improved academic performance of bilingual students and English language learners.

The Irving ISD Office of Bilingual Education and English as a Second Language (ESL) conducted a focused data analysis of bilingual education and ESL programs for the 2006–07 school year. Three goals and activities have been established to address the ESL English TAKS passing rate in ESL English language arts, ESL science TAKS, and Spanish science TAKS, as shown in **Exhibit A-2**.

Irving ISD has a comprehensive Continuous Improvement Plan for improving the academic performance of ESL students. If the plan is not showing progress, the focus committee will reconvene at the Bilingual/ESL Director's direction to readdress the plan. Using TEKSchecks district data, district stakeholders (ESL and English/language arts teachers/coordinators and division directors) will address possible reasons why selected students are not progressing.

### **CAREER AND TECHNICAL EDUCATION**

Irving ISD offers career and technology education (CTE) programs in Business Education, Career Orientation, Health Science Technology, Marketing Education, Family and Consumer Sciences, Early Childhood and Teacher Preparation, Technology Education, Automotive Technician, Automotive Collision Repair and Refinishing, Electronics, Cosmetology, Criminal Justice, Media Technology, Advertising Design, Computer Aided Drafting and Design, and A+, N+, and CISCO certification programs. Admission into these programs is based on student interest, ability, age, and space availability.

CTE programs are currently offered at all secondary campuses. Current programs at MacArthur, Nimitz, Irving and Union Bower include: Business, Marketing (I,M,N); Family and Consumer Science, and Technical Education (I,M,N). Currently, the Academy of Irving ISD offers CTE programs open to all students at all campuses. Irving ISD, however, is committed to building CTE enrollment by expanding CTE programs to the other area high schools in 2007-08. The district plans to expand regional opportunities to high school students in one or more specialties. All courses will follow one or two career pathways with the more advanced career pathways being offered at the Academy. The guidance counselors work with individual students to create the career pathways based upon student interests. Expanded CTE offerings are based on a CTE study that was conducted in 2006 to determine the workforce and community business needs in the area.

Middle school students enroll in a CTE program of interest and career exploration. The middle school experience is

critical for choosing a pathway in high school. Curriculum is currently being rewritten to include career clusters. Career interest inventories are also being made available to students.

An example of a specialized career pathway offered at Union Bower Center for Learning, the district's alternative school, is the accelerated automotive technician certification program. The course is designed to provide students currently enrolled at Union Bower Center with the opportunity to participate in an accelerated automotive technician program, which will provide the training, skills, and resources necessary to assist students in securing employment in the automotive industry. The purpose of the accelerated program is to prepare students for immediate employment as automotive technicians, with at least one certification for immediate employment as automotive technicians and a 10-hour Occupational Safety and Health Administration (OSHA) safety certification. The training specifically focuses on preparing students for employment as oil change technicians, automotive parts technicians, fleet maintenance technicians, state inspectors, and apprentice mobile electronics installers. In addition, post-secondary educational opportunities are introduced and encouraged for students interested in additional training and certifications.

The CTE strategic plan, which was developed in 2006–07, identifies four goals for improving CTE programs. Irving ISD is currently implementing the following goals:

- Ensure that each secondary campus commits to building strong pathways for its students, leading toward seamless post-secondary transitions, utilizing national and regional data to drive decisions.
- Promote a rigorous curriculum that integrates state of the art technology with authentic work and provides the relevancy necessary to promote academic achievement, and prepare students for post secondary experiences.
- Integrate academic learning and workplace knowledge, skills, and technologies that promote student achievement, increase student engagement, and develop leaders and life-long learners.
- Create and utilize a marketing plan to inform students, parents, teachers, guidance counselors, and the community about the CTE program and its link to post-secondary opportunities.

**EXHIBIT A-2  
IRVING ISD  
CONTINUOUS IMPROVEMENT PLAN  
2006-07**

GOAL	ACTIVITIES
<p><b>Goal 1:</b> Sixty percent of limited English proficient (LEP) students will meet the 2007 standard in ESL English TAKS in science. Thirty-five percent of LEP students will meet the 2007 standard on ESL science TAKS. Thirty-five percent of LEP students will meet the 2007 standard on fifth grade Spanish science TAKS.</p>	<ul style="list-style-type: none"> <li>- Identify campuses, using D2SC, that do not meet the 60 percent standard on ESL English science on TAKS.</li> <li>- Provide appropriate placement/programs for students not meeting the state content standards or mastering TEKS objectives (tutoring, small group instruction, summer school).</li> <li>- Campuses who did not meet the standard in Spanish science may consider establishing after-school activities for enrichment and extension of the science curriculum for those students who did not meet the standards.</li> </ul>
<p><b>Goal 2:</b> By the end of the August 2007, the district will provide staff development on ESL strategies, language development, sheltered instruction, vocabulary development, and science content.</p>	<ul style="list-style-type: none"> <li>- Campus administration will provide staff development to teachers on disaggregating test data to monitor individual student progress in English Language Arts TEKS.</li> <li>- District coordinators will provide staff development to campus staff on ELA strategies, ELA resources, and district curriculum updates.</li> <li>- Science kit training will be provided for all kindergarten through fifth grade science teachers.</li> <li>- Campus administrators will emphasize guided reading instruction.</li> <li>- All bilingual teachers will follow the district Time and Teaching model for ELA instruction.</li> <li>- District ESL coordinators will provide ARISE staff development on improving academic instruction through the content areas using sheltered instruction strategies.</li> <li>- Bilingual/ESL coordinators will meet regularly with Lead Bilingual/ESL teachers to discuss data analysis of student assessments and the progress of individual students on mastering the ELA TAKS.</li> <li>- Instructional practices targeting LEP students will be monitored to identify the need for additional teacher training.</li> <li>- Principals will provide opportunities for new teachers to meet with and observe master teachers' best practices with a focus on ELL.</li> </ul>
<p><b>Goal 3:</b> By the end of August 2007, the district will develop parent involvement activities and provide staff development on research for increasing parent involvement.</p>	<ul style="list-style-type: none"> <li>- Consider hiring a parent involvement coordinator to improve parent involvement activities that directly affect instruction for ELL students.</li> <li>- The district parent involvement committee will plan activities that encourage parents to participate actively in their child's education.</li> <li>- High school campuses will provide sessions for parents to discuss the TAKS issues and the use of computer technology in the classroom.</li> <li>- The bilingual/ESL and language arts coordinators will create "tip" sheets for parents on strategies they can use at home to enhance their child's learning, specifically in reading and oral language development.</li> <li>- Parent involvement activities and parent sessions will be provided during the bilingual prekindergarten/kindergarten summer school program.</li> <li>- Summer school students will be provided a take-home pack with student/parent activities.</li> <li>- There will be meeting with high school parents to provide information to Path to Scholarships.</li> <li>- Information to parents about local and state requirements for promotion and graduation will be provided.</li> <li>- Summer school for LEP students' reinforcement in mastering content standards will be provided.</li> <li>- Counselors will develop a personal graduation plan for identified priority students who did not meet the state standard and review progress.</li> <li>- Provide an opportunity for high school students who did not meet the TAKS standard to attend Path to Scholarships sessions conducted by ESL specialists.</li> </ul>

SOURCE: Irving ISD, Department of Curriculum and Instruction, 2006.

**TESTING COORDINATORS**

Every school in Irving ISD has a testing coordinator who is someone other than a guidance counselor. The role of the testing coordinator involves helping to determine students who are exempt, students needing retakes, and students who may have 504 accommodations. The testing coordinators also assist with monitoring, as do all campus personnel, on testing day.

On elementary campuses, testing coordinators may help with interpreting norm-referenced tests to identify students for gifted and talented programs. Both elementary and secondary counselors may also assist with credit-by-exam. On secondary campuses, testing coordinators encourage students to take career tests seriously and counsel students on options for college entrance exams. Furthermore, testing coordinators are expected to be available to help students, teachers, and parents interpret test results.

**GUIDANCE AND COUNSELING SERVICES**

The effectiveness of the developmental guidance and counseling program is directly related to the counselor-to-student ratio within the program. Ratio recommendations are wide ranging. The American School Counselor Association recommends a maximum ratio of one guidance counselor for every 250 students. The Texas School Counselor Association, Texas Association of Secondary School Principals, and the Texas Elementary Principals and Supervisors Association have recommended ratios of one guidance counselor for

every 350 students. Currently, Irving ISD maintains one guidance counselor for every 365 students. Even though this ratio is slightly higher than the recommended 1:350, guidance counselors are not responsible for test coordination at their schools and thus have more time to work directly with students.

The district emphasizes the four components of the Comprehensive Developmental School Guidance and Counseling Program as recommended by the Texas Education Agency. Counselors have had staff development on the state guidelines and the recommended percentages of time for elementary, middle school, and high school counselors.

**SAT AND ACT RESULTS**

SAT and ACT results indicate that the Irving ISD Class of 2006 scored significantly higher, on average, on the combined SAT critical reading and mathematics composite and 0.4 points higher on the ACT composite than did the class of 2005. As shown in **Exhibit A-3** and **Exhibit A-4**, students lag both the state and in overall performance on these college entrance examinations. Although Irving ISD average is slightly below the state and national averages, the Irving ISD class of 2006 gained 15 composite SAT points over the class of 2005, while the state average gained only two points and the national average on the SAT fell by seven points. This improvement reverses a four-year decline in the average composite SAT scores for Irving ISD.

**EXHIBIT A-3  
MEAN SAT SCORES, NUMBER TESTED, AND PERCENTAGE OF STUDENTS  
TAKING THE SAT  
2005-06 AND 2006-07**

SCHOOL	2005-06 SCHOOL YEAR					2006-07 SCHOOL YEAR					
	NUMBER TESTED	PERCENT OF STUDENTS	MEAN			NUMBER TESTED	PERCENT OF STUDENTS	MEAN			
			VERBAL	MATH	TOTAL			CRITICAL READING	MATH	TOTAL	WRITING
Irving High School	108	35%	468	482	950	137	42%	477	491	968	471
MacArthur High School	165	47%	480	484	964	179	45%	479	506	985	475
Nimitz High School	160	51%	484	492	976	170	49%	488	505	993	482
Academy	131	42%	487	482	969	87	30%	185	496	981	469
<b>Irving ISD</b>	<b>565</b>	<b>44%</b>	<b>481</b>	<b>486</b>	<b>967</b>	<b>574</b>	<b>42%</b>	<b>482</b>	<b>500</b>	<b>982</b>	<b>475</b>
<b>TEXAS</b>	<b>133,115</b>	<b>54%</b>	<b>493</b>	<b>502</b>	<b>995</b>	<b>129,784</b>	<b>52%</b>	<b>491</b>	<b>506</b>	<b>997</b>	<b>487</b>

SOURCE: Irving ISD, Department of Planning, Evaluation, and Research, 2006.

**EXHIBIT A-4  
MEAN ACT SCORES, NUMBER TESTED, AND PERCENTAGE OF STUDENTS  
TAKING THE ACT  
2005-06 AND 2006-07**

SCHOOL	2005-06 SCHOOL YEAR			2006-07 SCHOOL YEAR		
	NUMBER TESTED	PERCENT OF STUDENTS	MEAN ACT COMPOSITE	NUMBER TESTED	PERCENT OF STUDENTS	MEAN ACT COMPOSITE
Irving High School	76	24%	19.0	70	21%	20.2
MacArthur High School	97	28%	19.2	108	27%	19.9
Nimitz High School	84	27%	20.2	79	23%	20.5
Academy	98	31%	19.5	84	29%	19.1
<b>Irving ISD</b>	<b>356</b>	<b>27%</b>	<b>19.5</b>	<b>343</b>	<b>25%</b>	<b>19.9</b>
<b>TEXAS</b>	<b>72,294</b>	<b>NA</b>	<b>20.2</b>	<b>73,524</b>	<b>NA</b>	<b>20.3</b>

NOTE: NA = not applicable.

SOURCE: Irving ISD, Department of Planning, Evaluation, and Research, 2006.

**GRANTS**

Irving ISD employs a grant coordinator who oversees the grant application process. The district offers a centralized process for seeking grants, notifying schools of grant opportunities, and assisting in the preparation of grant applications. Irving ISD received funding for approximately 40 percent of the grants requested.

Irving ISD seeks grant funds to support district initiatives. Between 2002-03 through 2006-07, Irving ISD submitted 69 proposals for state, federal, or private funding. **Exhibit A-5** summarizes the grant awards received by Irving ISD during that period.

**LIBRARY AND MEDIA SERVICES**

Survey results taken while onsite at the district for this review document that library and media services are “excellent” in Irving ISD. Library and media staff report that libraries have adequate collections of bilingual books. Irving ISD is currently collecting data to determine the degree to which library and media specialists collaborate with classroom teachers. The data will be used create the 2007-08 district improvement plan.

**Exhibit A-6** shows the Texas State Library and Archives Commission’s (TSLAC) School Library Programs: Standards and Guidelines for Texas, 2004.

Irving ISD employs 39 library and media specialists, who are assigned to schools based on student enrollment. High schools are assigned two library and media specialists; middle and elementary schools are assigned 0.5 to 1.0 library and

media specialists consistent with student enrollment. Based on the TSLAC library standards staffing, Irving ISD library and media specialists staffing are acceptable.

**Exhibit A-7** shows library and media resources available to students for all schools in Irving ISD. As shown, Irving ISD exceeds industry standards for total number of items per student.

**SCHOOL NURSES**

Each school in Irving ISD is assigned a full-time registered nurse who serves the health needs of students as well as provides training for teachers and other school personnel. In schools with larger student populations such as Irving High School, a clinical assistant is provided to assist with workloads. Regular duties of the nurses include in-class lessons on personal hygiene, HIV/AIDS, and sex education using an abstinence-based curriculum. For medically fragile students, nurses provide care and monitoring for various feeding and/or breathing apparatus and other life-sustaining services.

Health care services are provided by nurses to staff members and include such things as blood pressure monitoring, flu shots (provided by an outside vendor so that staff family members may also receive inoculation), Hepatitis A and B shots, and Vitamin B-12 shots for teachers, who pay for this injection themselves. Training provided to staff members includes blood-borne pathogens and handling seizure episodes. Nurses also teach CPR classes every two years, with every nurse being a certified CPR instructor. In addition, the school nurses conduct a districtwide health fair and attend school “Meet the Teacher” nights.

**EXHIBIT A-5  
CUMULATIVE GRANT STATUS  
2002-03 TO 2006-07**

GRANT NAME	AMOUNT FUNDED
Community Technology Centers	\$500,000
21st Century Community Learning Centers*	\$777,000
Regional School for the Deaf	\$4,925
Regional School for the Deaf	\$10,000
Texas High School Completion and Success	\$336,478
Texas Homeless Education Assistance	\$300,000
IBM Adult Literacy	\$37,000
Comprehensive School Reform	\$1,799,700
First Lady's Family Literacy Initiative	\$24,999
Technology Immersion Pilot	\$975,000
Tobacco Compliance	\$5,000
21st Century Community Learning Centers**	\$2,100,000
Smaller Learning Communities	\$1,200,000
AllState Insurance	\$11,000
Comprehensive School Reform	\$450,000
Investment Capital Fund -- Keys EL	\$50,000
Texas Accelerated Science Program	\$200,000
Texas Math, Science, and Technology Academies	\$200,000
AllState Insurance	\$11,000
One Community One Child	\$9,990
Ezra Jack Keats Foundation	\$320
Investment Capital Fund	\$50,000
21st Century Community Learning Centers -- Cycle 4	\$3,330,000
Investment Capital Fund	\$50,000
<b>TOTAL GRANT AWARDS</b>	<b>\$12,432,412</b>

\*Good, Irving High School, Houston, DeZavala.  
 \*\*Austin, Houston, Brandenburg, Townsell.  
 SOURCE: Irving ISD, Department of Curriculum and Instruction, 2007.

**GUIDANCE COUNSELORS**

Irving ISD allocates to each high school campus a set amount of guidance counselors based on a counselor-to-student ratio of 1 to 350. This ratio is an industry standard that is recommended by the Texas School Counselor Association (TSCA), Texas Association of Secondary School Principals (TASSP), and Texas Elementary Principals and Supervisors Association (TEPSA). Additionally, each elementary school is provided two counselors, one of which is funded through

**EXHIBIT A-6  
TSLAC LIBRARY STANDARDS STAFFING  
2005-06**

RATING	STAFFING -- CAMPUS ENROLLMENT OF 501-1,000 AVERAGE DAILY ATTENDANCE		NUMBER OF ITEMS BOOKS, AUDIOVISUAL, SOFTWARE
Exemplary	2 Certified Librarians		12,000 items or at least 24 items per student at elementary; at least 20 items per student at middle school level; at least 16 items per student at high school level, whichever is greater
	2 Paraprofessionals		
Recognized	1.5 Certified Librarians		10,800 items or at least 22 items per student at elementary; at least 18 items per student at middle school level; at least 14 items per student at high school level, whichever is greater
	1.5 Paraprofessionals		
Acceptable	1 Certified Librarian		9,000 items or at least 20 items per student at elementary; at least 16 items per student at middle school level; at least 12 items per student at high school level, whichever is greater
	1 Paraprofessional		

SOURCE: Texas State Library and Archives Commission, School Library Standards, 2005.

federal Compensatory Education funds, and middle schools are allocated two per campus. The only campus that does not follow this standard is the Academy, which employs five counselors.

**Exhibit A-8** compares each campus' student enrollment to the number of counselor positions the district has allocated to that campus. This student-per-counselor ratio is then compared to the 1:350 counselor-to-student ratio.

**EXHIBIT A-7  
IRVING ISD  
LIBRARY AND MEDIA COLLECTIONS  
2006-07**

	TOTAL # OF ITEMS	NONBOOK ITEMS	BOOKS ONLY	NUMBER OF STUDENTS	BOOKS PER STUDENT
<b>High Schools</b>					
Academy	13,813	606	13,207	1,420	9.3
Irving HS	22,322	1,621	20,701	2,253	9.2
MacArthur HS	22,897	1,164	21,733	2,378	9.1
Nimitz HS	28,870	2,025	26,845	2,093	12.8
Union Bower LC	8,836	641	8,195	328	25.0
<b>Middle Schools</b>					
Austin	20,191	1,707	18,484	901	20.5
Bowie	16,668	1,070	15,598	1,027	15.2
Crockett	22,504	1,950	20,554	964	21.3
Houston	17,329	893	16,436	998	16.5
Lamar	16,515	1,539	14,976	1,111	13.5
Travis	16,117	924	15,193	1,057	14.4
deZavala	22,445	1,094	21,351	988	21.6
<b>Elementary Schools</b>					
Barton	23,294	4,055	19,239	792	24.3
Brandenburg	23,479	2,992	20,487	870	23.5
Britain	22,504	2,338	20,166	836	24.1
Brown	19,592	2,860	16,732	807	20.7
Davis	23,133	1,634	21,499	782	27.5
Elliott	28,699	4,029	24,670	801	30.8
Farine	22,635	5,815	16,820	761	22.1
Gilbert	28,182	4,435	23,747	787	30.2
Good	28,670	6,589	22,081	829	26.6
Hanes	16,769	1,426	15,343	627	24.5
John Haley	23,792	2,545	21,247	769	27.6
Johnston	16,661	2,288	14,373	668	21.5
Keyes	23,653	3,224	20,429	845	24.2
Lee	22,454	3,727	18,727	746	25.1
Lively	24,207	3,595	20,612	874	23.6
Schulze	18,033	1,928	16,105	607	26.5
Stipes	10,417	867	9,550	427	22.4
Thomas Haley	14,371	1,356	13,015	741	17.6
Townley	20,416	3,890	16,526	844	19.6
Townsell	23,282	5,918	17,364	827	21.0



**EXHIBIT A-7 (CONTINUED)**  
**IRVING ISD**  
**LIBRARY AND MEDIA COLLECTIONS**  
**2006-07**

	TOTAL # OF ITEMS	NONBOOK ITEMS	BOOKS ONLY	NUMBER OF STUDENTS	BOOKS PER STUDENT
<b>Early Childhood Schools</b>					
Clifton	12,851	1,866	10,985	613	17.9
Kinkeade	14,637	3,086	11,551	639	18.1
Pierce	13,258	1,225	12,033	684	17.6
<b>Other</b>					
Administration	5,244	801	4,443		
Ratteree	32,725	3,152	29,573		
<b>Totals for District</b>	<b>741,465</b>	<b>90,875</b>	<b>650,590</b>	<b>32,694</b>	<b>19.9</b>

SOURCE: Irving ISD, Department of Curriculum and Instruction, 2006.

**EXHIBIT A-8**  
**STUDENT ENROLLMENT, NUMBER OF COUNSELORS,**  
**AND STUDENTS PER COUNSELOR COMPARED TO STANDARD**  
**IRVING ISD CAMPUSES**  
**2006-07**

CAMPUS	STUDENT ENROLLMENT	NUMBER OF COUNSELORS	STUDENTS PER COUNSELOR	STUDENTS OVER (UNDER) 350:1 STANDARD*
Irving HS	2,342	6	390	40
MacArthur HS	2,454	6	409	59
Nimitz HS	2,156	6	359	9
Academy HS	1,460	5	292	(58)
Austin MS	894	2	447	97
Bowie MS	1,016	2	508	158
Crocket MS	975	2	488	138
De Zavala MS	1,018	2	509	159
Houston MS	1,072	2	536	186
Barton Elementary	779	2	390	40
Brandenburg Elementary	849	2	425	75
Britain Elementary	851	2	426	76
Brown Elementary	876	2	438	88
Davis Elementary	805	2	403	53
Elliot Elementary	835	2	418	68
Farine Elementary	771	2	386	36
Gilbert Elementary	763	2	382	32
Good Elementary	868	2	434	84
John Haley Elementary	789	2	395	45
Tom Haley Elementary	750	2	375	25
Hanes Elementary	637	2	319	(32)
Johnston Elementary	749	2	375	25

**EXHIBIT A-8 (CONTINUED)**  
**STUDENT ENROLLMENT, NUMBER OF COUNSELORS,**  
**AND STUDENTS PER COUNSELOR COMPARED TO STANDARD**  
**IRVING ISD CAMPUSES**  
**2006-07**

CAMPUS	STUDENT ENROLLMENT	NUMBER OF COUNSELORS	STUDENTS PER COUNSELOR	STUDENTS OVER(UNDER) 350:1 STANDARD*
Keyes Elementary	887	2	444	94
Lee Elementary	681	2	341	(10)
Lively Elementary	860	2	430	80
Schulze Elementary	725	2	363	13
Stipes Elementary	416	2	208	(142)
Townley Elementary	833	2	417	67
Townsell Elementary	782	2	391	41

\*Standard: 350 to 1: student to counselor ratio.  
 SOURCE: Irving ISD January 2006 Manning Table.

**CHAPTER TWO**  
**DISTRICT LEADERSHIP, ORGANIZATION, AND**  
**MANAGEMENT**

**BOARD-SUPERINTENDENT RELATIONS**

Based on interviews in the district, survey results, and attendance at a board meeting, relations between the superintendent and board in Irving ISD are positive.

School districts in Texas are governed by an elected board of trustees. The primary responsibilities of a board are to engage in planning, establish policies, and provide the resources for attaining district goals. A superintendent serves as the administrative leader of a district and is responsible for implementation of policies and the daily operations of the district. In Irving ISD, the board and the superintendent operate with recognition of their respective roles.

In interviews with board members, responses to questions related to board-superintendent relations were consistently positive. All five board members interviewed had positive responses including such comments as: "There is a good working relationship with the superintendent" and "The relationship is very cordial and very professional." Members did note that differences of opinion sometimes developed but that relations always remained strong. Several of the board members also noted that relationships among board members were outstanding. In the interview with the superintendent, he was complimentary of the board and described his relations with the board as very good.

Campus principals and assistant principals serve in positions that enable them to be aware of board-superintendent

relations. In a survey conducted as a part of the performance review, persons serving in these positions responded positively about the board and the superintendent. As shown in **Exhibit A-9**, the respondents gave very high ratings to the board for their commitment to receive public input, their sensitivity to the opinions and desires of others, and an understanding of their role as policymakers and not day-to-day managers.

Additionally, these principals and assistant principals were positive in their responses related to the superintendent's leadership. Of particular importance were the responses to question eight on the survey. Although a fairly high percentage of respondents expressed no opinion on the question, not a single individual disagreed or strongly disagreed with the question: "The morale of central administration is good." High morale in a district is correlated with the relationship between the board and superintendent as well as relationships among board members. It should be noted that in interviews conducted in the district, campus principals were positive in their comments about the board and superintendent, and they indicated they receive support as needed.

Another group responding to the recent survey included district administrators and support staff (**Exhibit A-10**). Because of their employment location being in the central administration building, personnel in this group are in a position to be aware of board-superintendent relations. The responses of this group closely mirrored the responses of the principals and assistant principals. The percentage of responses in the strongly agree and agree categories is very positive. In regard to morale in central administration, only slightly over six percent of the respondents disagree or

**EXHIBIT A-9  
PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY  
DISTRICT ORGANIZATION AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school board allows sufficient time for public input at meetings.	46.30%	44.44%	9.26%	0.00%	0.00%
2. School board members listen to the opinions and desires of others.	51.85%	37.04%	11.11%	0.00%	0.00%
3. School board members understand their role as policymakers and stay out of the day-to-day management of the district.	57.41%	31.48%	9.26%	1.85%	0.00%
4. The superintendent is a respected and effective instructional leader.	55.56%	33.33%	9.26%	1.85%	0.00%
5. The superintendent is a respected and effective business manager.	72.22%	24.07%	1.85%	1.85%	0.00%
6. Central administration is efficient.	29.63%	53.70%	9.26%	7.41%	0.00%
7. Central administration supports the educational process.	42.59%	53.70%	3.70%	0.00%	0.00%
8. The morale of central administration staff is good.	31.48%	46.30%	22.22%	0.00%	0.00%

SOURCE: Performance Review Team survey results of respondents answering survey, 2007.

**EXHIBIT A-10  
DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY RESULTS  
DISTRICT ORGANIZATION AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school board allows sufficient time for public input at meetings.	60.42%	31.25%	8.33%	0.00%	0.00%
2. School board members listen to the opinions and desires of others.	60.42%	37.50%	2.08%	0.00%	0.00%
3. The superintendent is a respected and effective instructional leader.	66.67%	27.08%	2.08%	2.08%	2.08%
4. The superintendent is a respected and effective business manager.	79.17%	18.75%	0.00%	2.08%	0.00%
5. Central administration is efficient.	45.83%	47.92%	0.00%	4.17%	2.08%
6. Central administration supports the educational process.	64.58%	31.25%	2.08%	0.00%	2.08%
7. The morale of central administration staff is good.	37.50%	52.08%	4.17%	4.17%	2.08%

SOURCE: Performance Review Team survey results of respondents answering survey, 2007.

strongly disagree with the statement: “The morale of central administration is good.” Other responses to the questions resulted in very favorable opinions of the board and superintendent.

Members of the board and superintendent maintain a relationship that enables the district to address the challenges and opportunities facing the district without the impediment of serious governance issues.

**DISTRICT IMPROVEMENT PLAN**

Irving ISD annually develops a District Improvement Plan (DIP) in accordance with state requirements. The process for developing the DIP originates with the selection of a District Improvement Committee (DIC) appointed by the board. The assistant superintendent for Teaching and Learning coordinates the work of the committee. This committee begins its work in September of the school year in which the plan will be developed for the next school year. The DIC is composed of district professional staff, parents of students

enrolled in the district, business representatives, community members, and students. The chair of the committee for 2006–07 represented both parents and business. The full committee usually meets as a group in meetings early in the school year but then breaks into subcommittees for work on each of the six goals. The 2006–07, committee consisted of 15 district professional staff, 12 parents, three business representatives, four community members, and five students.

In an interview by the review team with the chairman of the 2006–07 DIC, it was reported that the district provided an orientation for the members of the committee related to their responsibilities and the nature of their work and was appropriate and sufficient for the members to carry out their mission. At the board meeting on May 1, 2006, the chairman of the committee presented the plan, and it was accepted by the board as the DIP for 2006–07. In his remarks to the board, the chairman stated that he appreciated the way in which the plan was developed in Irving ISD. He also noted that in other districts the DIP was often developed by the administration and just approved by the DIC. But in Irving ISD, he stated, “The committee developed the plan and used the six board goals as the foundation for the DIP.”

Each year, the goals developed and approved by the board become the foundation for the DIP and the district’s goals. Board members have a goal-setting session usually in November, in which they identify the issues that are normally approved at the December board meeting. Board goals for the 2007–08 were approved at the regular meeting of the board on December 11, 2006.

The document is framed within the context of the district’s vision and mission statements:

**Vision Statement**

*The Irving ISD shall be recognized as the premier provider of educational services that meet the needs of every student.*

**Mission Statement**

*The Irving ISD, in partnership with families and the community, resolves to meet the educational needs of students by cultivating the skills of learning, thinking, and communicating.*

The DIP outlines the board goals, the performance objectives for each goal, and strategies for achieving the objective. For each goal, the plan also contains more specific information. An example of the format for this information from the 2006–07 DIP is found in **Exhibit A-11**.

The documents produced by each of the six subcommittees are comprehensive documents. These documents were available for review and the data contained in the documents is significant. It is apparent that the subcommittees devote considerable time to the development of the specific strategies and other information related to their respective goals. An example of data available for a subcommittee to consider in developing strategies for a goal can be found in the document prepared by the subcommittee working on this goal: “Strengthen all advanced academic, core and elective curricula and continue to ensure full and equal access for all students to all advanced academic and elective classes, as well as extra-curricular and co-curricular activities.” The information available to this subcommittee resulted from an exit survey of

**EXHIBIT A-11  
DISTRICT IMPROVEMENT PLAN FOR ACADEMICS  
SPRING 2006 THROUGH SPRING 2007**

STRATEGIES INCLUDING PROFESSIONAL DEVELOPMENT	TARGET GROUP	STAFF/OTHER PERSONS RESPONSIBLE	TIMELINE START/ END	RESOURCES NEEDED: HUMAN MATERIAL FISCAL	EVIDENCE OF MONITORING/ ATTAINMENT
Administering TEKS checks at regularly scheduled intervals for grades 3–12.	Students grades 3–12	GT Department, Bilingual/ ESL Department, District Coordinators, Technology Department Campus ITS, Department of Evaluation/ Planning/ Research	October 2006– May 2007	Printing of tests, Scantron sheets, combined funding	TEKS check data
Incorporating the appropriate use of graphing technology in the conceptual development of materials in grades 6–12.	Grades 6–12 teachers and students	Secondary Math Coordinators, Special Services Coordinators, Technology Coordinators	June 2006– June 2007	Graphing calculators, training materials, computer software	District and state assessments, PDAs, walk-throughs, classroom observation

SOURCE: Irving ISD, Department of Teaching and Learning, 2007.

seniors in which they responded to various questions related to their experiences in an Irving high school. This survey yielded interesting and valuable information that undoubtedly assisted members of the subcommittee in developing strategies for the goal identified above.

A document, "Progress Toward Our Goals," is developed on an annual basis to chart the progress of the district in its pursuit of the goals. These documents are available from previous years, and they provide direction and information for district personnel as well as for future committee members who will serve on a District Improvement Committee.

On December 11, 2006, the Irving board adopted the six goals listed below. These will become the foundation for the 2007–08 District Improvement Plan.

**Board Goals**

- Provide a safe, secure and orderly environment at all school district facilities and district-sponsored events, for students, staff, parents, and patrons of the Irving ISD, and make emergency preparedness a high priority.
- Achieve an exemplary district rating in the Texas Accountability System with each campus achieving a rating above academically acceptable and meeting No Child Left Behind standards while preparing all students for education beyond high school.
- Strengthen all advanced academic, core, and elective curricula and continue to ensure full and equal access for all students to all advanced academic and elective classes, as well as extra-curricular and co-curricular activities.
- Expect all professional staff to effectively facilitate teaching and learning by using current digital resources and tools to mentor, monitor, and motivate students to higher levels of learning so that all graduates can identify, analyze, organize, and communicate information in a 21st century environment.
- Provide salary, benefits, staff development, and working conditions conducive to recruiting and retaining a highly qualified, ethnically diverse staff.
- Encourage and assist all parents to be active partners in the education of their children and expand opportunities for parental and community input to decision makers.

**LEGAL SERVICES**

The Irving ISD has a contract with Jim Deatherage and Associates, P.C., of Irving to provide professional legal services for the district. The district's contract with the school attorney is reviewed approximately every two to three years and may be amended as deemed appropriate by the district. The current contract is in effect until June 30, 2008. Policy BDD (LOCAL) provides the basis for the board to contract for legal services. The contract provides for an annual retainer to be paid to the attorney by the district. Legal services provided as part of the retainer include the attorney's presence at two regularly scheduled board meetings per month, two training sessions for the board and two sessions for the administration annually, and up to 10 hours per month of routine legal advice.

Legal services beyond those provided by the retainer agreement and exclusive of litigation and administrative law proceedings are billed to the district on an hourly rate. For legal services connected with or related to litigation and/or administrative law proceedings, the district also is billed at an hourly rate. Costs for legal services for the district in recent years are noted in **Exhibit A-12**.

**EXHIBIT A-12  
COSTS FOR IRVING ISD LEGAL SERVICES**

SCHOOL YEAR	ORIGINAL APPROPRIATION	REVISED BUDGET	AMOUNT EXPENDED
2004–2005	\$356,175	\$352,375	\$258,442
2005–2006	\$354,020	\$349,423	\$287,120
2006–2007	\$363,020	\$363,020	\$155,465*

NOTE: Amount expended in 2006–07 is year-to-date expenditures as of December 21, 2006.  
SOURCE: Irving ISD Department of Business and Finance.

The billing for the monthly retainer as well as the costs of legal services outside the services provided as part of the retainer is done monthly. Expenses on the billing statement are itemized. The superintendent reviews the monthly billing and approves payment.

The district also has a legal services contract with Jim Deatherage and Associates, P.C., for the purpose of enforcing the collection of delinquent ad valorem property taxes for the district.

On occasion, the district uses the legal services of other law firms. In an interview with the school attorney, he stated that

he advises the board when he believes the services of legal specialists are needed.

All of the district's previous pending litigation has been settled.

**Exhibit A-13** and **Exhibit A-14** provides a listing of expenses for legal services for Irving ISD compared to peer districts, Regional Educational Service Center (Region 10), and the state for the 2004–05 and 2005–06 school years.

**EXHIBIT A-13  
LEGAL SERVICES ACTUAL EXPENDITURES  
2004–05**

SCHOOL DISTRICT	LEGAL SERVICES	TOTAL STUDENTS	LEGAL SERVICES PER STUDENT	RANK
Irving	\$258,442	32,598	\$7.93	4
Grand Prairie	\$415,721	23,858	\$17.42	1
United	\$511,270	35,638	\$14.35	2
Pasadena	\$665,296	49,047	\$13.56	3
Amarillo	\$32,598*	29,895	\$1.09	5
Region 10	\$7,994,616	681,520	\$11.73	N/A
State	\$51,885,861	4,505,572	\$11.52	N/A

\*In July 2007, Amarillo superintendent reported the correct legal expenditures to be \$137,807, however, numbers in exhibit reflect the PEIMS reporting period of 2004–05.

NOTE: N/A = not applicable.

SOURCE: Texas Education Agency, PEIMS, 2004–05.

**EXHIBIT A-14  
LEGAL SERVICES ACTUAL EXPENDITURES  
2005–06**

SCHOOL DISTRICT	LEGAL SERVICES	TOTAL STUDENTS	LEGAL SERVICES PER STUDENT	RANK
Irving	\$288,279	32,620	\$8.84	4
United	\$539,333	35,638	\$15.13	1
Pasadena	\$698,847	49,047	\$14.25	2
Grand Prairie	\$313,659	23,858	\$13.15	3
Amarillo	\$137,020	29,895	\$4.58	5
Region 10	\$9,387,081	683,721	\$13.73	N/A
State	\$53,730,743	4,521,043	\$11.88	N/A

NOTE: N/A = not applicable.

SOURCE: Texas Education Agency, PEIMS, 2005–06.

**BOARD POLICIES**

The Irving ISD Board Policy Manual is available online on the district's website. The district subscribes to the Texas

Association of School Board's (TASB) policy services. The responsibility for coordinating the process for updating and maintaining policies is assigned to the Administrative Assistant to the Superintendent of Schools, who reports directly to the superintendent.

When local policy updates arrive from TASB Policy Services, the administrative assistant develops a draft document to distribute to the appropriate assistant superintendent and the members of the board's Policy Review Committee. After reviewing the document, the appropriate assistant superintendent forwards a recommendation to the board committee to accept, reject, or modify the recommended local policy.

The Policy Review Committee then reviews the recommendation from the assistant superintendent and a decision is made to accept, reject, or modify the recommendation. The committee then forwards its recommendation to the full board and the policy is prepared as a board agenda item for first reading and filing authorization.

The public is notified and invited to provide input during the process of the first reading. Any proposed changes are returned to the board for second reading and adoption at a subsequent meeting of the board.

Following board adoption of local policies, the policy is incorporated into the official policy manual and other policy manuals maintained by the district. Persons responsible for maintaining policy manuals at various sites in the district are sent a copy of the policy and complete an acknowledgement form indicating the policy has been received and incorporated into the manual.

A copy of the revised or new local policy is sent to TASB Policy Services advising them of final board action. The policy is then incorporated into the district's policy online.

**DISTRICT MANAGEMENT**

One of the primary responsibilities of a local board is to set policy. The role of management, led by the superintendent, is to carry out the policies of the board. Interviews with members of the Irving ISD board, the superintendent, and other school personnel indicate that the board and superintendent understand their respective roles and mutually respect each other.

Another role of the superintendent is to manage the district efficiently and effectively. Results from a survey conducted in

the district in 2007 provide information from three employee groups regarding their perspective on efficiency and effectiveness of management in the district (**Exhibits A-15, A-16, A-17**). The three employee groups consisting of district administrators and support staff, principals and assistant principals, and teachers all gave strong support to the belief that the superintendent was an effective instructional leader and business manager. There were particularly high responses of strongly agree and agree with the question related to the

effectiveness of the superintendent as a business manager by the district administrators and principals: district administrative and support staff—97.92 percent, and principals and assistant principals—96.29 percent.

In regard to the question on efficiency of central administration, the responses again were very positive from all three employee groups. These findings are significant in determining the efficiency and effectiveness of district management.

**EXHIBIT A-15  
DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY RESULTS  
DISTRICT ORGANIZATION AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The superintendent is a respected and effective instructional leader.	66.67%	27.08%	2.08%	2.08%	2.08%
The superintendent is a respected and effective business manager.	79.17%	18.75%	0.00%	2.08%	0.00%
Central administration is efficient.	45.83%	47.92%	0.00%	4.17%	2.08%
Central administration supports the educational process.	64.58%	31.25%	2.08%	0.00%	2.08%

SOURCE: Performance Review Team survey results of respondents answering survey, 2007.

**EXHIBIT A-16  
DISTRICT PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY RESULTS  
DISTRICT ORGANIZATION AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The superintendent is a respected and effective instructional leader.	55.56%	33.33%	9.26%	1.85%	0.00%
The superintendent is a respected and effective business manager.	72.22%	24.07%	1.85%	1.85%	0.00%
Central administration is efficient.	29.63%	53.70%	9.26%	7.41%	0.00%
Central administration supports the educational process.	42.59%	53.70%	3.70%	0.00%	0.00%

SOURCE: Performance Review Team survey results of respondents answering survey, 2007.

**EXHIBIT A-17  
TEACHER SURVEY RESULTS  
DISTRICT ORGANIZATION AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The superintendent is a respected and effective instructional leader.	21.72%	44.74%	20.71%	11.05%	1.78%
The superintendent is a respected and effective business manager.	22.80%	42.19%	26.43%	7.19%	1.39%
Central administration is efficient.	15.77%	54.17%	15.84%	12.06%	2.16%
Central administration supports the educational process.	19.71%	58.81%	13.29%	6.88%	1.31%

SOURCE: Performance Review Team survey results of respondents answering survey, 2007.

It is the responsibility of the superintendent to ensure that to the highest degree possible, district resources will be used for supporting classroom instruction. A review of the data suggests a high degree of support by the superintendent and management team for the concept of allocating significant resources in support of classroom instruction. **Exhibit A-18** compares Irving ISD with peer districts and the state in count and percent of staff in several categories.

As noted in this exhibit, in comparison to the state and peer districts, Irving ISD has:

- the highest percentage of teachers—55.8 percent
- the third highest percentage of support staff—7.8 percent
- the highest percentage of campus administration—4.0 percent
- the lowest percentage of central administration—0.2 percent
- the second highest percentage of educational aides—11.4 percent
- the lowest percentage of auxiliary staff—20.8 percent

These findings are strong indicators that staffing decisions in Irving ISD reflect the concept that priority is given to positions that directly impact the classroom and support teachers: classroom teachers, campus administration, and educational aides. The low percentage of staffing for central administration is particularly noteworthy as is the low percentage of auxiliary staff. A review of the district's total percentage of operating expenditures by function as seen in **Exhibit A-19** also reflects the administration's commitment to classroom instruction.

It is significant that Irving ISD has the highest percentage of expenditures for instruction as compared to peer districts and the state. Additionally, the district is spending less than the peer district average and the state in percentage of operating expenditures for central administration. A review of the entire exhibit again reflects the priority of the district management in committing resources for instruction related activities.

The principals voiced appreciation for the autonomy they experience in the areas of budgeting and selection of personnel. **Exhibit A-20** and **Exhibit A-21** provide information in regard to the perspective of principals and assistant principals as well as teachers on campus budgeting

and allocation of resources. Although principals stated support for the autonomy, they acknowledged accountability for student performance and campus operations. The superintendent voiced his belief in the concept of autonomy with accountability. Interviews with the superintendent's leadership team as well as individuals reporting to them expressed the belief that they had the needed degree of authority to make decisions in their respective departments as outlined in their job descriptions.

Overall, the district is managed in a cost-effective and efficient manner. Additionally, it is evident that there is a commitment by the superintendent, the board, and other district leaders to maintain central administration staffing and costs at a lower level in order to more strongly support classroom instruction.

#### **SITE-BASED DECISION-MAKING**

Section BQ of board policy contains the specific board policies related to planning and decision-making at both the district and campus levels. Each campus is responsible for forming a Campus Improvement Committee (CIC) based on guidelines contained in policy. The CIC elects a chairperson and a recording secretary from among the committee members at the first meeting of each school year. The principal serves continuously as a member of the CIC. The committee assists the principal in directing and supporting the improvement of student performance. The specific areas addressed by the committee include goal-setting, curriculum, budget, staffing patterns, staff development, and school organization.

The CIC must hold at least six meetings per year, including at least one public meeting to discuss the performance of the campus and the campus performance objectives. It is also required that other topics as outlined in Policy BQB (LOCAL) be addressed at some of the meetings. Minutes of CIC meetings are recorded and posted in areas accessible to teachers and the public.

A major responsibility of the CIC is to develop, review, and revise Campus Improvement Plans (CIPs). In developing the plan, the campus committee addresses the approved district goals developed by the board, providing a link between the district plan and the campus plan. The board annually reviews and approves the campus performance objectives. The division directors for elementary and secondary Teaching and Learning provide training sessions for the principals regarding the development of campus plans. This training addresses such topics as the components of a campus plan,



**EXHIBIT A-18  
STAFF COUNTS BY CATEGORY  
2005-06**

DISTRICT	TEACHERS		PROFESSIONAL SUPPORT		CAMPUS ADMINISTRATION		CENTRAL ADMINISTRATION		EDUCATIONAL AIDES		AUXILIARY STAFF	
	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT
Irving	2,154.4	55.8%	302.0	7.8%	154.4	4.0%	9.2	0.2%	439.1	11.4%	803.0	20.8%
Amarillo	2,114.4	54.1%	363.3	9.3%	116.5	3.0%	26.0	0.7%	372.8	9.5%	917.9	23.5%
United	2,176.7	42.2%	370.7	7.2%	150.8	2.9%	28.5	0.6%	537.8	10.4%	1,896.7	36.7%
Grand Prairie	1,522.4	53.7%	270.2	9.5%	81.1	2.9%	13.6	0.5%	250.0	8.8%	695.7	24.6%
Pasadena	3,061.1	50.5%	442.0	7.3%	162.7	2.7%	47.7	0.8%	787.1	13.0%	1,564.8	25.8%
Peer District Average	2218.7	50.1%	361.6	8.3%	127.8	2.9%	29.0	0.7%	486.9	10.4%	1268.8	27.7%
Statewide	302,148.7	50.7%	47,868.5	8.0%	16,744.4	2.8%	5,909.8	1.0%	60,944.2	10.2%	162,682.2	27.3%

SOURCE: Texas Education Agency, AEIS, 2005-06.

**EXHIBIT A-19  
TOTAL PERCENTAGE OPERATING EXPENDITURES BY FUNCTION  
2005-06**

DISTRICT	IRVING	AMARILLO	UNITED	GRAND PRAIRIE	PASADENA	PEER DISTRICT AVERAGE	STATEWIDE
Instruction	62.1	59.8	58.3	58.5	59.2	59.6	57.8
Instructional-Related Services	3.3	4.9	1.9	3.7	3.3	3.4	3.6
Instructional Leadership	1.9	1.3	1.6	1.8	1.6	1.6	1.6
School Leadership	6.6	5.4	6.2	5.6	6.0	6.0	5.6
Support Services-Student	5.5	5.3	5.1	5.9	4.3	5.2	4.8
Student Transportation	1.1	1.4	3.0	1.3	2.2	1.8	2.7
Food Services	5.2	5.1	6.1	5.4	6.2	5.6	5.3
Co-curricular/Extracurricular Activities	1.6	1.7	2.2	1.8	1.7	1.8	2.6
Central Administration	2.6	2.1	3.7	2.4	2.6	2.7	3.5
Plant Maintenance Operations	8.2	11.3	9.4	11.5	9.5	10.0	10.5
Security & Monitoring Services	0.7	0.4	1.4	0.6	1.0	0.8	0.7
Data Processing Services	1.3	1.4	1.1	1.4	2.5	1.5	1.3

SOURCE: Texas Education Agency, AEIS, 2005-06.

**EXHIBIT A-20  
PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY RESULTS  
FINANCIAL MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
Site-based budgeting is used effectively to extend involvement of principals and teachers.	42.59%	35.19%	16.67%	5.56%	0.00%
Financial resources are allocated fairly and equitably at my school.	50.00%	35.19%	12.96%	1.85%	0.00%

SOURCE: Performance Review Team survey results of respondents answering survey, 2007.

**EXHIBIT A-21  
TEACHER SURVEY RESULTS  
FINANCIAL MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
Site-based budgeting is used effectively to extend involvement of principals and teachers.	10.74%	36.79%	41.81%	9.04%	1.62%
Financial resources are allocated fairly and equitably at my school.	14.54%	41.69%	32.41%	8.82%	2.55%

SOURCE: Performance Review Team survey results of respondents answering survey, 2007.

developing measurable goals, Title I planning components, and other related issues. The district also provides training for all CIC members prior to October 1 of each school year regarding laws and procedures of the decision-making process and the responsibilities of the CIC.

Accountability measures are included as part of the site-based decision-making process. Board policy BQB (LOCAL) provides that the superintendent annually evaluates the progress of each campus in achieving the purpose of improving student performance and for compliance with applicable law and provisions contained in district policy. The elementary and secondary division directors evaluate the campus plans using a locally developed, comprehensive instrument as part of the process. The Division Director for Planning/Evaluation/Research monitors campus compliance with legal and local policies related to the CIC. Following the close of each school year, campus principals complete a four-page form that provides the following information: list of members of the CIC; name of the chairperson; location, date, and time of all meetings; ways the committee communicated with the entire school staff; confirmation that the CIC addressed all required areas; procedures used in developing, reviewing, and revising the campus plan; and the campus plan for staff development. Copies of the sign-in sheets and minutes of each CIC meeting are included with the submission of the form.

Based on interviews with Irving ISD personnel directly involved in the site-based decision-making process and a review of district policies and other materials, the district is adhering to legal and local policies related to the process. The district also has established accountability measures to ensure that the process is effective in achieving the purpose of improving student performance.

**CHAPTER THREE  
ASSET AND RISK MANAGEMENT**

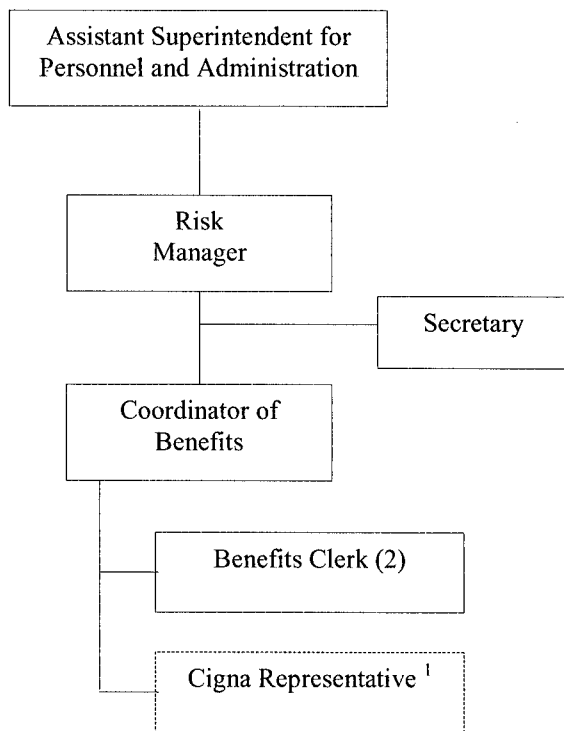
This section reviews supplemental information and data for the financial management functions of Irving Independent School District (Irving ISD). It includes data that were not used in the findings, and it provides the reader with more background knowledge about asset and risk management in Irving ISD.

**RISK MANAGEMENT ORGANIZATION**

**Exhibit A-22** reflects the structure of the Risk Management Department of Irving ISD.

When the risk manager position was created in 2006, district management determined that the position would best fit under the direction of the assistant superintendent for Personnel and Administration. The reasoning for this placement of the function was that the most significant risk management expenditures for the district include employee health insurance and workers' compensation.

**EXHIBIT A-22  
BUSINESS OFFICE STRUCTURE  
2006-07**



<sup>1</sup>Not a district employee.  
SOURCE: Irving ISD, Risk Management Department, 2007.

At the time that the risk manager position was filled, the benefits office, which formerly reported to the assistant superintendent of Personnel and Administration, was moved under the direction of the newly hired risk manager.

The risk manager is responsible for the planning, organizing, controlling, and directing of the district’s employee benefits program, workers’ compensation, and general liability to control risks and losses. In addition, the manager is responsible for analyzing and classifying risks and measuring their financial effects on the district.

Some of the duties carried out by the risk manager are:

- working with brokers, insurers, service providers, and district personnel to design, implement, and monitor safety, loss prevention, and claims administration;
- reviewing and responding to unemployment claims filed against the district and serving as the district representative for the Texas Workforce Commission and Texas Workers Compensation Commission hearings; and

- coordinating with insurance carriers regarding property loss claims filed by the district.

The risk manager oversees Benefits staff that are responsible for administering the district’s employee benefits. The responsibilities of the Benefits staff include:

- coordinating the employee benefits programs for the district;
- maintaining records and providing assistance to employees to ensure effective use of benefits;
- coordinating voluntary insurance programs;
- ensuring that all benefits information is disseminated to employees and handling employee inquiries and complaints regarding benefits;
- resolving administrative problems with insurance representatives;
- processing all employee benefit enrollment and change data;
- ensuring accurate and timely processing and remittance of benefits payments to vendors; and
- coordinating the annual open enrollment process and new employee orientation.

In addition to its staff, the district also uses consultants who assist in the risk management process. The district maintains a safety and loss control contract for \$10,000 annually. The contract includes the services of one consultant, providing 100 hours of service, for the following functions:

- reviewing safety programs;
- assisting district personnel in the process of achieving goals for hazard assessment;
- inspecting school district locations in the assessment of hazard and safety control measures;
- conducting safety training and identifying training resources;
- assisting with the employee injury review process; and
- serving as an “on-call” safety, health, and risk control resource for the district.

In addition, the district’s medical insurance provider houses a claims representative onsite in the risk management office. The claims representative is responsible for assisting employees

in understanding their insurance options and answering enrollment questions.

**WORKERS COMPENSATION**

In addition to the healthcare benefits provided to district employees, Irving ISD also provides workers' compensation coverage through a self-funded plan. Initially established in September 1992, the fund is used to account for premiums paid into the fund and the cost of claims and claims administration paid out. The workers' compensation fund balance as of August 31, 2006, was \$3.9 million. The district receives an annual actuarial study to determine the workers' compensation funding levels.

Workers' compensation claims costs have been decreasing in the district. For example, total claims incurred in 2004–05 amounted to \$627,614, while 2005–06 claims were \$386,852, a decrease of over 38 percent. Furthermore, first quarter claims for 2006–07 amount to \$66,407, over 56 percent lower than first quarter claims of \$151,941 in the prior year.

The district's loss control committee, composed of the risk manager, the loss control consultant, and representatives from the Facilities and Security and Operations Departments, review employee injury claims on a regular basis. The committee determines whether preventive measures can then be taken to avoid repeat accidents.

**OTHER DISTRICT INSURANCE COVERAGE**

The district is self-insured for unemployment insurance through a program with the Texas Workforce Commission. Additionally, the district carries insurance coverage for general liability, auto liability, and property. The district's property is insured at replacement value.

**INVESTMENT AND CASH MANAGEMENT**

The district's cash flow forecasting and investments are managed by the investment manager who reports to the assistant superintendent of Business and Finance. The investment manager is responsible for assessing investment risk for the district; performing daily cash needs analyses; making investment decisions for the district's excess funds; preparing investment reports for the Board of Trustees; making fund balance projections; and managing the district's depository contract. Both the assistant superintendent of Business and Finance and the investment manager obtain training as required under the Public Funds Investment Act.

District policy CDA (LOCAL) governs the investment of district funds. This policy specifies approved investment instruments, safety and investment management requirements, liquidity and maturity requirements, fund diversity, and investment strategies.

Chapter 2256 of the Texas Government Code provides the rules that public entities, including school districts, are required to use in investing their excess cash balances. Known as the Public Funds Investment Act, this legislation was passed in the aftermath of the investment debacle that occurred in 1994 in Orange County, California. Lax investment practices and inordinate risks culminated in the county declaring bankruptcy.

The district primarily invests its excess funds in Texpool and TexStar accounts. These are local government investments that pool funds from public entities across the state for investment. The fair value of the district's investments is shown in **Exhibit A-23**.

**EXHIBIT A-23  
IRVING ISD SUMMARY OF INVESTMENTS HELD  
FAIR VALUE AS OF AUGUST 31, 2006**

DESCRIPTION	AMOUNT
Cash and imprest funds	\$2,677,762
Certificates of Deposits	\$16,000,000
U.S. Agencies	\$23,859,427
Texpool	\$27,939,464
TexStar	\$21,578,191
Texas Class	\$2,710,383
<b>Total Fair Value of Investments</b>	<b>\$94,765,227</b>

SOURCE: Irving ISD 2006 Comprehensive Annual Financial Report.

In addition to the investments listed above, the district maintained a cash balance of \$2,677,762 as of August 31, 2006.

In 2005, Irving ISD obtained bids from three banking institutions to handle its banking needs. In September 2005, it entered into a depository contract with Comerica Bank. The contract period runs through August 2007. The accounts established with Comerica include:

- interest and sinking account—to account for funds associated with bond payments, interest, and sinking activity;
- depository account—for receipt of deposits from tax collections, TEA payments, and other receipts;

- finance clearing account—for payment of all vendor accounts;
- payroll clearing account—for payment of employee payroll; and
- workers' compensation clearing account—for the processing and payment of all workers' compensation claims expenses.

The investment manager monitors investment markets on a daily basis, making adjustments in investment balances as necessary to maximize interest revenue while maintaining adequate cash on hand for planned expenditures. In addition to managing the district's investments and cash balances, the investment manager prepares quarterly fund balance projections for the board of trustees. The director of Business Operations is responsible for the monthly reconciliation of all cash and investment accounts.

**BOND ISSUANCE AND FUNDING**

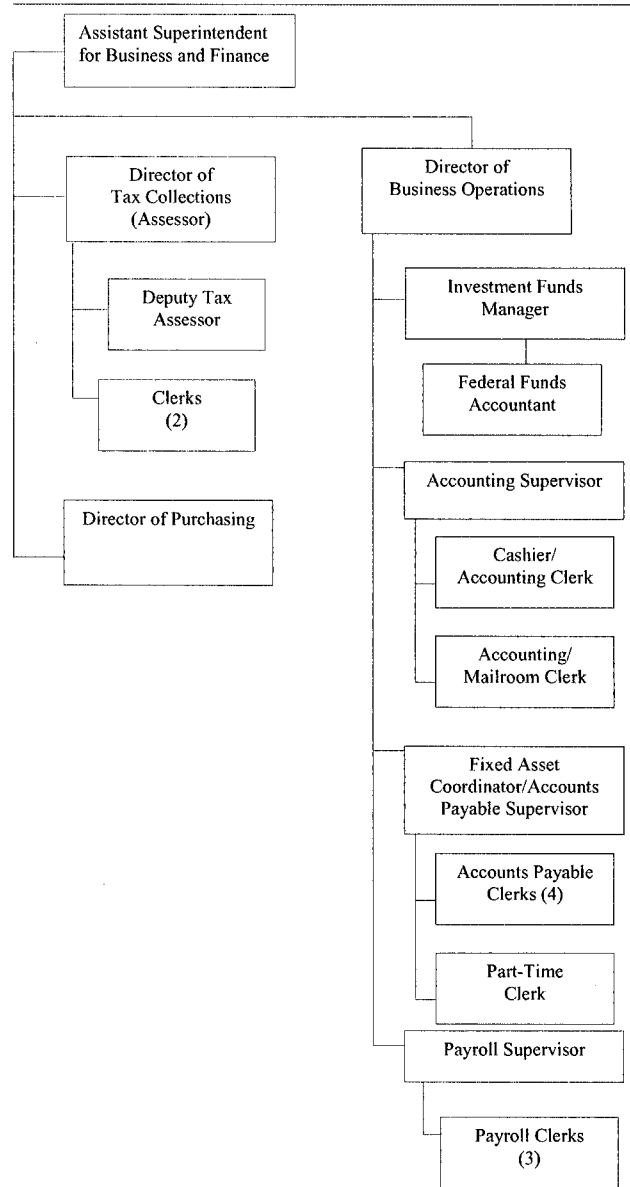
In October 2001, voters approved \$249.5 million in bond funding for Irving ISD. This was the largest bond issue in the district's history. The bond funding was used to purchase land for new buildings, to construct new facilities, renovate existing facilities, and to purchase new equipment and instructional technology. The district's 19th and 20th elementary schools opened in 2003 and 2006, respectively.

As of August 31, 2006, the district had \$444 million in general obligation debt outstanding. In July 2006, the district issued \$50.6 million in Unlimited Tax School Building and Refunding Bonds. The Refunding Bonds were used to retire a portion of the district's older debt carrying higher interest rates. A portion of the Refunding Bond funds were also placed in a trust to provide for future interest payments. The refunding provided a gain to the district of \$3.6 million and reduced its future debt service requirements by \$8.3 million.

**CHAPTER FOUR  
FINANCIAL MANAGEMENT ORGANIZATION**

**Exhibit A-24** reflects the organizational structure of the Business and Finance Department of Irving ISD. The assistant superintendent of Business and Finance is the chief financial officer of the district and is responsible for all finance and budgeting functions. In July 2006, the district added a fourth upper management position by creating an assistant superintendent of Business and Finance position. To fill the position, the board voted to move the then executive director

**EXHIBIT A-24  
BUSINESS AND FINANCE DEPARTMENT STRUCTURE  
2006-07**



SOURCE: Irving ISD, Business Office, 2007.

of Finance into the newly created position. Also at this time, the Purchasing Department was moved from the Support Services Department to the Business and Finance Department. The assistant superintendent of Business and Finance oversees the Purchasing Department, Tax Office, and the district's Business Operations.

The primary responsibilities of the assistant superintendent of Business and Finance include the development, presentation, and monitoring of the district's budget;

ensuring that campus and departmental budgets are prepared and monitored in accordance with state laws and district policies; preparing a five-year revenue, expenditure, and fund balance forecast for purposes of recommending a tax rate; managing and monitoring the district's debt funds; and all aspects of bond planning, issuance, and expenditure tracking. In addition, the assistant superintendent of Business and Finance is responsible for the oversight of the procurement function, which includes review and implementation of purchasing policies and procedures and ensuring that major purchases are adequately planned for in the budgeting process. The current person serving as assistant superintendent of Business and Finance has been employed by Irving ISD in various positions for the past 10 years.

The district's Tax Office includes a director who serves as the district's tax assessor and collector, a deputy tax assessor, and two clerks. This department lost one clerk position in 2005–06 due to budget reductions.

The Business Operations director has been in this position since September 2006, having formerly served as the district's internal auditor since January 2006. The director oversees all financial accounting functions including accounts payable, payroll, student activities accounting, federal and state reporting, fixed asset accounting, and investments.

The positions and responsibilities that report to the Business Operations director include:

- The investments/federal fund manager, who has been employed with Irving ISD for the past 15 years, is primarily responsible for:
  - assessing investment risk for the district;
  - performing daily cash needs analyses;
  - making investment decisions for the district's excess funds;
  - preparing investment reports for the Board of Trustees;
  - making fund balance projections;
  - reviewing all journal entries made to the district's general ledger;
  - managing the district's depository contract; and
  - overseeing the Federal Funds accountant.
- The Accounting supervisor has been with Irving ISD for the past 17 years, nine of which have been in her

current position. The Accounting supervisor oversees two clerk positions and is primarily responsible for:

- overseeing school secretaries and bookkeepers who are responsible for monitoring and accounting for student activity funds;
  - assisting in the district's budgeting process;
  - conducting districtwide training for users of the automated accounting system;
  - reviewing purchase requisitions to ensure correct budget accounts are charged for expenditures; and
  - developing and maintaining departmental and districtwide procedures related to accounting and budgeting practices.
- The fixed asset coordinator and accounts payable supervisor oversees four accounts payable clerks and assists in the accounting for fixed assets. The supervisor has been with the district for 34 years, 11 of which have been in her current position.
  - The payroll supervisor, a two-year employee of the district, is responsible for overseeing three payroll clerks in the preparation of the district's payroll. The supervisor is also responsible for all federal and state reporting requirements related to employee pay, including Teacher Retirement System (TRS) reporting.

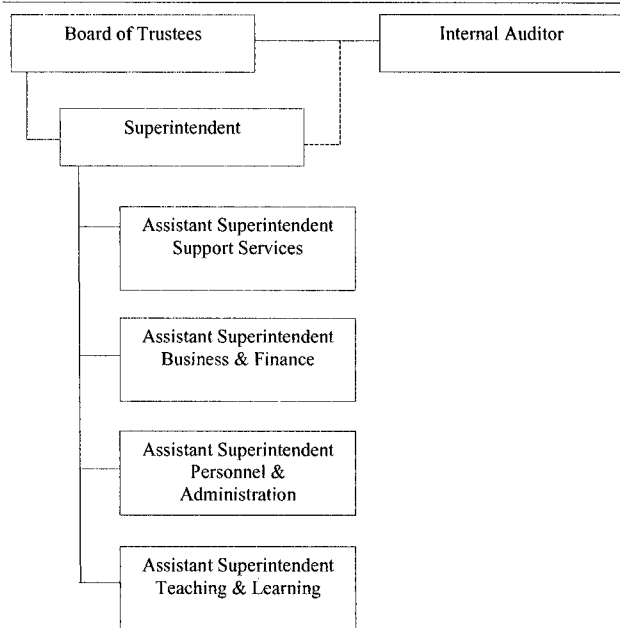
To ensure adequate coverage in the event of employee illness or injury, the department regularly conducts cross-training and keeps its Business Office Procedures manual up-to-date.

Most employees in the business office attend outside training as well as internal training. Internal training has focused on the use of the district's new automated computer system, and external training varies depending upon the employee's functions and roles. For instance, the Investment manager attends regular training regarding investments and the Public Funds Investment Act; Tax Office employees attend training specific to tax collection laws; the assistant superintendent of Business and Finance attends training and conferences required by the State Board of Public Accountancy; Payroll employees are provided training regarding payroll, tax, and Texas Retirement System requirements; and the employees responsible for federal fund accounting attend training sponsored by funding agencies.

In accordance with Texas Education Code Sec. 11.170, "...if a school district employs an internal auditor, (1) the board of

trustees shall select the internal auditor; and (2) the internal auditor shall report directly to the board,” the district’s internal auditor is hired by and reports to Irving ISD’s Board of Trustees. Administratively, the auditor reports to the superintendent. That is, for scheduling vacation and training, the auditor coordinates with the superintendent. Regarding the development and approval of audit planning and reporting, the auditor reports to the board. **Exhibit A-25** shows the organizational reporting structure for the internal auditor position.

**EXHIBIT A-25  
REPORTING STRUCTURE FOR INTERNAL AUDITOR  
2006-07**



SOURCE: Irving ISD, Business Office, 2007.

**ACCOUNTING SYSTEM**

In September 2005, the district replaced its mainframe-based accounting system with a Windows-based, enterprise resource planning system (ERP). The district implemented the following modules of the new system:

- general ledger;
- budget;
- purchasing;
- accounts payable;
- inventory;
- treasury management;

- fixed assets;
- maintenance work order and job costing;
- room reservation; and
- general ledger account inquiry.

In January 2006, the district implemented the payroll, human resources management, and pension tracking modules of the ERP system. In May 2007, the district upgraded to a new version of the system, including an enhanced maintenance work order and job-costing module.

The district’s new ERP system replaced an internally developed, highly customized mainframe system that was initially developed in 1968 and modified to meet district needs throughout the years. Because the mainframe hardware was at the end of its life cycle and was in need of replacement, the district in 2004 sought and received six vendor proposals for new systems. An evaluation committee made up of 33 district employees divided among 10 different district communities evaluated all six systems, attended day-long, hands-on vendor demonstrations for four of the systems, and visited two school districts to evaluate the systems further. In October 2005, the board approved the evaluation committee’s choice of the new system and approved funding to purchase the new system.

Throughout the months of April through December 2005, the district held 32 training sessions for district employees. As employees become more proficient in using the new system, the district continues to conduct training for advanced system features. In addition, refresher classes and classes for new employees are held on an ongoing basis and are customized to the employees’ needs. Employees interviewed by the review team rated the training for the new system highly. Most employees also stated that the Business Office is responsive in providing customized training based on users’ needs.

Due to the flexibility of the new system, many accounting and budgeting functions have been decentralized, allowing user departments and campuses more control and autonomy over their financial responsibilities. For instance, user departments now upload their initial budget data into the system, monitor and track expenditures, run queries, and produce reports. In addition, departments and campuses are responsible for entering their own budget amendments, entering and tracking their own purchase requisitions, and monitoring their own budgets.

The new system has also cut down on the amount of duplicate data entry since data can be more easily stored and shared among the various departments within the district. In addition, the new system provides compliance with regulatory reporting requirements that were not available through the old system. The new system also provides improved disaster recovery capabilities through data redundancy, improved data backup capabilities, and virtual private network capabilities so that the system can be securely accessed through off-site locations.

The system cost the district \$925,600, which included hardware, software, training, conversion, and testing. The district pays \$138,710 annually for system maintenance and upgrades.

District employees from the Business Office, user departments, and campuses, for the most part, give high ratings to the functionality of the new system; however, they acknowledge that the former system, having been an internally developed and highly customized system, was more suited to the district's needs in some instances.

**PAYROLL PROCESS**

The payroll process begins in the Personnel and Administrative Services Department where Personnel staff establish payroll records for newly hired employees. Information established by Personnel staff includes salary amount, tax deduction amounts according to the employee's W-4 information, and demographic information such as date of hire, department, funding, and home address. Benefits clerks in the Personnel Department are responsible for ensuring that employees understand their benefits options and submit their benefits elections in a timely manner. Payroll staff then verify employee pay and set up payroll deduction amounts for any voluntary deductions.

Campus or department-based liaisons are responsible for ensuring that the appropriate supervisors approve employee time reporting and electronically submit timesheet information to the Payroll Department. Payroll employees review and verify time reported prior to issuing employee pay.

Payroll staff are also responsible for tax payment and reporting for employee payroll taxes, Texas Retirement System reporting, and employee W-2 reporting.

**SCHOOL REVENUE AND EXPENDITURES**

Texas school districts receive revenue from three primary sources: local sources, state funding, and federal programs. Property taxes provide the majority of the local resources for school districts in Texas. The county appraisal districts establish the value of the property within the district. The districts establish and adopt their tax rate. Irving ISD collects its own property taxes.

Irving ISD levies property taxes composed of a maintenance and operations (M&O) component along with an interest and sinking (I&S) fund component. The combined rate for these components is applied to the assessed property value to determine the district's total tax levy. **Exhibit A-26** compares the 2005 property tax rate for Irving ISD with the peer districts. Irving ISD has the second highest M&O tax rate, behind Pasadena, and the highest I&S tax rate as well as the highest total tax rate. Irving ISD's tax rates for all three categories also exceed the statewide averages, indicating that the district relied more heavily on local sources for its funding than its peers during 2005.

**EXHIBIT A-26  
IRVING ISD AND PEER DISTRICTS  
2005 PROPERTY TAX RATES**

DISTRICT	MAINTENANCE AND OPERATIONS	INTEREST AND SINKING FUND	TOTAL
Irving	\$1.500	\$0.314	\$1.814
Pasadena	\$1.545	\$0.260	\$1.805
Grand Prairie	\$1.490	\$0.269	\$1.759
Amarillo	\$1.500	\$0.145	\$1.645
United	\$1.380	\$0.227	\$1.607
<b>Statewide</b>	<b>\$1.457</b>	<b>\$0.112</b>	<b>\$1.569</b>

SOURCE: Texas Education Agency, AEIS, 2005-06.

In 2006, during a third special session of the Seventy-ninth Texas Legislature, lawmakers approved dramatic changes to the school funding system through a property tax relief bill (House Bill 1). The effect of HB 1 broadened the state's tax on business while offering some relief to homeowners, with the intent of providing equity among school districts and balancing resources between state and local sources of revenue.

The 2006 school funding legislation also includes \$4 billion (or roughly \$800 per student) in hold harmless funding. Hold harmless provisions ensure that no district loses funding



as a result of a change in the legislated school finance system.

Over the next two years, 2006–07 and 2007–08, school districts are allowed to raise local taxes by four cents without an election and without being subject to recapture. In 2008–09, districts can increase local tax rates by an additional two cents upon approval from voters; the funds resulting from the additional two cents are also not subject to recapture.

Irving ISD’s adopted tax rate for 2006–07 is \$1.33 per \$100 of assessed property values and does not include the four-cent increase allowed under HB 1. The district is anticipating an increase in state funding of \$22.6 million due to the funding structure changes. The majority of this increase is due to the hold harmless provisions of HB 1.

With additional funds available through the hold harmless provision and its ample fund balance reserves, the district’s management and board determined that it was not necessary to increase its tax rate by the additional four cents. This practice leaves the district with the option of using their four-cent increase next year. Furthermore, the district anticipates that it will be necessary to pass a bond election within the next few years and did not want to burden its taxpayers unnecessarily.

**Exhibit A-27** compares the total of fund revenues by source for Irving ISD with the peer districts. Irving ISD has the highest percentage of revenue from local sources among the peer districts at 54.3 percent, with its closest peer being Amarillo at 41.6 percent. Irving ISD’s percentage of revenues from local sources exceeds the statewide average of 50.8 percent. This indicates that for 2005, Irving ISD relied more

heavily on its local taxpayers as a source of its revenue than did its peers or the average of school districts statewide. However, with the changes implemented in HB 1, it is possible that the percentage of Irving ISD’s revenues will shift more to state sources than from local sources.

Conversely, Irving ISD has the lowest percentage of its revenues coming from state sources of all the peer districts and is also lower than the state average. Regarding federal sources of revenue, Irving ISD is second, with 12.3 percent of revenue from the federal government. Amarillo, at 13.5 percent has the highest percentage of revenue from federal sources of all the peers.

**Exhibit A-28** provides a comparison of the percentages of resources expended by program. Irving ISD expends the highest percentage of resources (62.1 percent) for instruction among the peer districts. Irving ISD also spends a higher percentage of its resources for instruction than the statewide average of 57.8 percent.

**Exhibit A-29** provides information involving the percentage of resources expended by object. Irving ISD expends the highest percentage for payroll costs and capital outlay among the peer districts and the state. Irving ISD expends the lowest percentage in operating cost of all the peers and is lower than the state.

**Exhibit A-30** displays information on the appraised value, tax levy, current year levy collected, delinquent taxes collected, and penalties and interest collected for 2001–02 through 2005–06. Irving ISD had total tax collections varying from 99.31 to 100.72 percent of the levy. Assessed values have increased by 7.24 percent over this time period,

**EXHIBIT A-27  
IRVING ISD AND PEER DISTRICTS  
BUDGETED REVENUE SOURCES  
2004–05**

DISTRICT	LOCAL	PERCENTAGE OF TOTAL	STATE	PERCENTAGE OF TOTAL	FEDERAL	PERCENTAGE OF TOTAL
Irving	\$114,054,414	54.3%	\$69,978,394	33.3%	\$25,915,974	12.3%
Amarillo	\$91,265,833	41.6%	\$98,762,812	45.0%	\$29,540,702	13.5%
Grand Prairie	\$63,487,650	37.7%	\$93,521,152	55.5%	\$11,405,496	6.8%
Pasadena	\$130,573,044	37.4%	\$184,580,543	52.9%	\$33,699,339	9.7%
United	\$85,498,463	34.1%	\$141,577,056	56.4%	\$23,910,656	9.5%
Peer District Average	\$96,975,881	40.5%	\$117,683,991	49.1%	\$24,894,433	10.4%
Statewide	\$17,592,408,827	50.8%	\$13,166,271,425	38.0%	\$3,897,731,416	11.2%

SOURCE: Texas Education Agency, AEIS, 2005–06.

**EXHIBIT A-28**  
**IRVING ISD AND PEER DISTRICTS**  
**TOTAL PERCENTAGE OF OPERATING EXPENDITURES BY FUNCTION**  
**2005-06**

DESCRIPTION	IRVING	AMARILLO	UNITED	GRAND PRAIRIE	PASADENA	STATEWIDE
Instruction	62.1%	59.8%	58.3%	58.5%	59.2%	57.8%
Instructional Related Services	3.3%	4.9%	1.9%	3.7%	3.3%	3.6%
Instructional Leadership	1.9%	1.3%	1.6%	1.8%	1.6%	1.6%
School Leadership	6.6%	5.4%	6.2%	5.6%	6.0%	5.6%
Support Services—Student	5.5%	5.3%	5.1%	5.9%	4.3%	4.8%
Student Transportation	1.1%	1.4%	3.0%	1.3%	2.2%	2.7%
Food Services	5.2%	5.1%	6.1%	5.4%	6.2%	5.3%
Co-curricular/Extra-curricular Activities	1.6%	1.7%	2.2%	1.8%	1.7%	2.6%
Central Administration	2.6%	2.1%	3.7%	2.4%	2.6%	3.5%
Plant Maintenance Operations	8.2%	11.3%	9.4%	11.5%	9.5%	10.5%
Security & Monitoring Services	0.7%	0.4%	1.4%	0.6%	1.0%	0.7%
Data Processing Services	1.3%	1.4%	1.1%	1.4%	2.5%	1.3%

SOURCE: Texas Education Agency, AEIS, 2005-06.

**EXHIBIT A-29**  
**IRVING ISD AND PEER DISTRICTS**  
**TOTAL PERCENTAGE OF OPERATING EXPENDITURES BY OBJECT**  
**2005-06**

DESCRIPTION	IRVING	AMARILLO	UNITED	GRAND PRAIRIE	PASADENA	STATEWIDE
Payroll Costs	72.8%	66.1%	63.8%	71.6%	67.1%	62.6%
Other Operating Costs	13.2%	16.6%	14.8%	16.1%	15.6%	16.5%
Debt Service	0.0%	4.7%	8.1%	10.6%	9.3%	8.0%
Capital Outlay	14.0%	12.6%	13.3%	1.7%	7.9%	12.9%

SOURCE: Texas Education Agency, AEIS, 2005-06.

**EXHIBIT A-30**  
**TAX COLLECTIONS**  
**2001-02 THROUGH 2005-06**

DESCRIPTION	2001-02	2002-03	2003-04	2004-05	2005-06	PERCENTAGE CHANGE 2001-02 TO 2005-06
Appraised Value	\$7,683,491,069	\$7,626,582,560	\$7,554,198,014	\$7,860,220,752	\$8,239,493,587	7.24%
Tax Levy	\$127,313,189	\$132,100,388	\$133,004,134	\$138,674,876	\$142,940,929	12.28%
Current Taxes	\$125,522,907	\$128,617,287	\$130,969,935	\$136,301,769	\$140,189,082	11.68%
Delinquent Taxes	\$1,398,486	\$1,490,073	\$1,902,788	\$2,228,831	\$1,537,958	9.97%
Penalties and Interest	\$1,079,277	\$1,079,133	\$907,035	\$1,149,148	\$1,359,651	25.98%
Total Collections	\$128,000,670	\$131,186,493	\$133,779,758	\$139,679,748	\$143,086,691	11.79%
Percentage of Total Collections to Levy	100.54%	99.31%	100.58%	100.72%	100.10%	

SOURCE: Irving ISD Business and Finance, 2007.

from a low of \$7.6 billion in 2003–04 to a high of \$8.2 billion in 2005–06.

**PROPERTY TAX COLLECTIONS**

Irving ISD operates its own tax collections office to accommodate taxpayers. The tax office accepts online payments for property taxes and contracts with an attorney to pursue delinquent tax collections.

The district stated that operating its own Tax Office has assisted the growing number of its tax payers who chose to pay their taxes in cash. In fact, for the period of October 1, 2006, through January 31, 2007, the district processed \$17,127,511 in tax revenues from 5,986 taxpayer accounts through in-person payments. This walk-in volume represents 13 percent of the district’s taxpayers that choose to make payments in person. This includes a high percentage of over-65 tax payers who pay their taxes in quarterly installments and chose to make these payments in person. In addition to providing a valuable service to its tax payers, the district states that tax revenues are collected in a timelier manner and deposited into its operating account upon collection. If tax collections were outsourced to an outside entity, the district would receive tax revenues on a lag basis, resulting in lost operating cash and lost investment income revenues.

In 2001, the district implemented a credit card program, allowing taxpayers to obtain tax information and make tax payment by accessing the district’s Tax Office website. The program was based on a suggestion from the then newly hired tax assessor who had observed the program as a best practice in other collection offices. Since the program was of no charge to the district, the district determined that it should implement the program to improve customer service options for looking up tax information and making payments.

The available tax information provided on the Irving ISD website includes an explanation of a tax bill, payment history, tax rate information, taxes due, and future estimated taxes due. Making this information available online has resulted in efficiencies for tax office employees since they are relieved of answering many questions posed by tax payers.

The online payment program is operated at no cost to the district, as taxpayers pay a convenience fee for making online payments.

In 2006, the district contracted with an attorney to assist in collecting delinquent taxes. This attorney is responsible for pursuing delinquent taxes, filing lawsuits for foreclosure

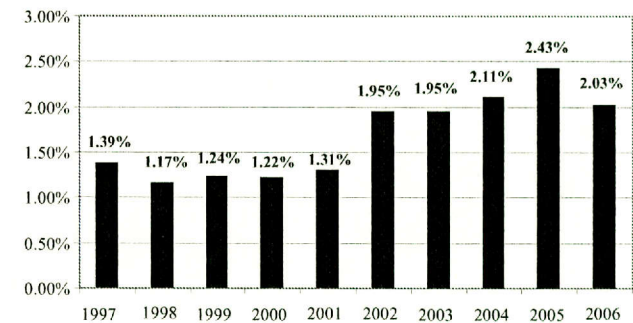
when taxes cannot be collected, and establishing payment plans for taxpayers unable to cover outstanding taxes due in a single payment.

Chapter 33.48(a)(6) of the Texas Property Tax Code allows taxing entities to recover collection costs from delinquent taxpayers. These costs include attorney’s fees of 15 percent of the total of tax due, including penalties and interest. This provision allows the district to contract with its attorney at no additional cost to the district.

Average current year collections for the district for the past 10 years amount to 98.4 percent of taxes assessed.

**Exhibit A-31** shows delinquent collections for Irving ISD for the 10-year period of 1997 through 2006. Although delinquent collections for the tax year 2006 amounted to just over 2 percent, delinquent collections to date for 2007 have increased by \$1 million.

**EXHIBIT A-31  
PERCENTAGE OF DELINQUENT TAX COLLECTIONS  
1997 THROUGH 2006**



SOURCE: Irving ISD 2006 Comprehensive Annual Financial Report.

**BUDGET PROCESS**

In the *Financial Accountability System Resource Guide* (FASRG) prepared by the Texas Education Agency (TEA), the budget process is identified as having three major phases: planning, preparation, and evaluation. In the preface to this document, planning is discussed as follows: “In school districts, the adoption of a budget implies that a set of decisions have been made by school board members and school district administrators which culminate in matching a school district’s resources with its needs. As such, the budget is a product of the planning process.”

Board Policy BQA (LOCAL) states, “The District Improvement Committee (DIC) shall be involved in

establishing and reviewing the District's education plan, goals, performance objectives, and major classroom instructional programs.”

Irving ISD's District Improvement Plan (DIP) is prepared by the DIC made up of 37 members including parents, community members, and campus-based staff including teachers, principals, librarians, and one student.

DIP sub-committees include safety and security, academics, attendance/completion, parent involvement, technology, personnel, and No Child Left Behind (NCLB). Each sub-committee has several district-based liaisons serving as facilitators.

The board approved the 2007–08 DIP in May 2007, which included six board goals as follows:

1. Provide a safe, secure, and orderly environment at all school district facilities and district-sponsored events for students, staff, parents, and patrons of the Irving ISD, and make emergency preparedness a high priority.
2. Achieve an exemplary District rating in the Texas Accountability System with each campus achieving a rating above academically acceptable and meeting No Child Left Behind standards while preparing all students for education beyond high school.
3. Strengthen all advanced academics, core, and elective curricula and continue to ensure full and equal access for all students to all advanced academic and elective classes, as well as extra-curricular and co-curricular activities.
4. Expect all professional staff to effectively facilitate teaching and learning by using current digital resources and tools to mentor, monitor, and motivate students to higher levels of learning so that all graduates can identify, analyze, organize, and communicate information in a 21st century environment
5. Provide salary, benefits, staff development, and working conditions conducive to recruiting and retaining a highly qualified, ethnically diverse staff.
6. Encourage and assist all parents to be active partners in the education of their children and expand opportunities for parental and community input to decision makers.

Board policy BQB (LOCAL) provides for the establishment of Campus Improvement Committees (CIC). Policy requires that a CIC be formed for each campus to accomplish the

campus-level planning and decision-making. The CICs are charged with assisting the principal in directing and supporting improvement of student performance, establishing goals, addressing curriculum, budget, staffing, staff development, and school organization. CICs must approve all campus plans for staff development.

Irving ISD's budget process begins in early spring of each year. After receiving enrollment estimates from the district's Support Services Department, the assistant superintendent of Business and Finance estimates the amount of revenues anticipated for the upcoming budget year.

District department heads and principals are responsible for preparing their budgets in accordance with district policies and procedures. To ensure full understanding of the budgeting process, the assistant superintendent of Business and Finance holds a budget development workshop at the onset of each budget preparation cycle. The workshop for the 2007–08 budget preparation cycle was held over two days in March 2006. Items covered in the workshop included an explanation of the budget process for the district, estimates of revenues, enrollment projections, staffing allocations, budget timelines, proper account coding, and detailed instructions on using the district's automated budget module.

The district provides each budget manager with a copy of their prior year budget. The district provides principals with campus enrollment projections and staffing allocations. Managers are responsible for developing their operating budgets in addition to budgets for new programs or projects.

Irving ISD schools are staffed based on a combination of staffing formulas, special funding, and individual campus needs. The district gives campuses basic allotments according to these variables. Campuses then use their allotments to develop a staffing and organizational plan that suits the needs of their campuses.

The timeline for developing staffing plans is shown in **Exhibit A-32**.

All budget managers or their designees input their budget requests directly into the district's accounting system where budget data is compiled and reviewed by the assistant superintendent of Business and Finance.

Prior to taking a budget request to the board, the assistant superintendent of Business and Finance meets with the district budget managers to review their requests and make

**EXHIBIT A-32  
IRVING ISD STAFFING TIMELINE**

MONTH	ACTIVITY
January	<ul style="list-style-type: none"> <li>Director of Planning/Evaluation/Research provides student projection number to Personnel Department</li> </ul>
February	<ul style="list-style-type: none"> <li>Director of Special Education provides special education staffing projections for each school to Personnel Department</li> <li>Teaching and Learning Department staff provide special funding positions information to Personnel Department</li> <li>Director of Personnel provides each principal with preliminary staffing projections</li> </ul>
March/ April	<ul style="list-style-type: none"> <li>Principals meet with Director of Personnel and Teaching and Learning Curriculum staff to discuss staffing issues and needs and to develop a preliminary staffing plan for their campuses</li> </ul>
April	<ul style="list-style-type: none"> <li>The district transfers teachers under contract that no longer have a position on their campus due to staffing issues</li> </ul>
August	<ul style="list-style-type: none"> <li>After the first week of school, the district reviews actual student numbers for each campus to determine the actual staffing needs of the campus</li> <li>The district makes appropriate staffing adjustments as needed</li> </ul>

SOURCE: Irving ISD Professional Handbook, Section II (Staffing), March 2006.

adjustments based on the total anticipated revenues for the upcoming year.

For the 2007–08 budget cycle, the district assistant superintendent of Business and Finance prepared and the board approved a detailed budget calendar showing target dates and responsibilities for the board and administrators. According to the 2007–08 budget calendar, the district prepares and distributes enrollment projections in January, departments and campuses prepare and submit their budget requests in April, and the assistant superintendent of Business and Finance begins briefing the board on budget projections in April. In May, the board begins a series of budget workshops to review detailed budget issues, staffing requests, and salary schedules. In August, the board discusses and adopts a tax rate and holds a public hearing on the budget. The official budget is anticipated to be adopted in September.

All campus budgets are based on individual Campus Improvement Plans. The planning and budgeting process at the campus level is inclusive of input from teachers, campus staff, and parents. Principals, teachers, and parents responding

to a survey administered for this review generally agreed with the statement that site-based budgeting is used effectively to extend involvement of principals and teachers at the campus level. Of the principals responding, 77.8 percent agreed with this statement; 47.5 percent of teachers agreed; and 34.4 percent of parents agreed (56.4 percent of parents had no opinion).

The assistant superintendent of Business and Finance and the Investment manager provide regular updates to the board regarding the district’s budget and finances. Each month, the assistant superintendent of Business and Finance provides written reports showing monthly and year-to-date expenditures as compared to budgeted amounts and provides an oral overview to the board regarding projections for the remaining budget cycles. The district provides written reports in each board member’s board packet, which include a written overview of where the district stands in terms of budget and financial activity for the prior month, graphs and charts showing the significant activity for the period, and detailed statements comparing budget to actual activity.

On a quarterly basis, the Investment manager provides a report on the district’s investments as well as projections of fund balances.

**FINANCIAL AND COMPLIANCE AUDITS**

Annual financial audits are designed to provide reasonable assurance about whether a district’s financial statements fairly present the financial position, results of operations, and cash flows. Financial audits determine if the district is in conformity with generally accepted accounting principles (GAAP).

TEA’s FASRG states that, during the audit, the auditor may become aware of certain matters relating to internal control that may be considered reportable conditions or material weaknesses. The district needs to communicate such matters to the board. Reportable conditions and material weaknesses are defined as:

- A reportable condition is a matter brought to the auditor’s attention that, in his judgment, represents significant deficiencies in the design or operation of the internal control, which could adversely affect the organization’s ability to record, process, summarize, and report financial data consistently.
- A material weakness is a reportable condition in which the design or operation of one or more of the components of internal control does not reduce to a

relatively low level the risk that errors and irregularities in amounts that would be material to the general purpose financial statements.

The FASRG also states that other matters may come to the auditor’s attention that are not considered reportable conditions or material weaknesses. The auditor must evaluate these matters and either include them in a separate letter to management or communicate them orally to management. Other matters may be classified as either internal control or general operations related.

Irving ISD hires an external auditor to annually review the district’s financial reporting compliance. In addition, the auditor performs an audit of compliance with federal requirements for major federal programs.

For at least the past five years, the district has received unqualified opinions on its financial statements and has been found to be in compliance, in all material respects, with the requirements for federal grant reporting. An unqualified opinion is issued if, in the auditor’s opinion, the district’s financial statements are presented fairly. An unqualified opinion does not mean that the financial statements are guaranteed to be perfect, but it does mean that the auditors performed sufficient tests to gain reasonable assurance that the financial statements are free of material misstatements.

In addition to issuing an opinion about the district’s financial statements and federal reporting compliance, the external auditor provides district management with a Report to Management. These reports contain issues identified during the audit that, while do not warrant an audit finding, are of enough significance to notify management.

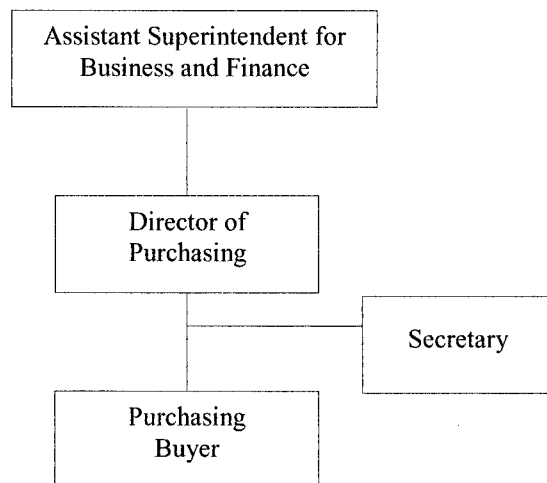
Irving ISD’s Audit and Finance committee reviews all issues reported in the Report to Management annually, while the assistant superintendent of Business and Finance is responsible for implementing changes to remedy any issues brought to light.

**CHAPTER FIVE  
PURCHASING AND WAREHOUSING**

Irving Independent School District’s (Irving ISD) Purchasing Department consists of three employees that include the director of Purchasing, a buyer, and a secretary (**Exhibit A-33**).

The assistant superintendent of Business and Finance is responsible for general oversight of purchasing functions and supervising and evaluating the director of Purchasing. In

**EXHIBIT A-33  
IRVING ISD PURCHASING ORGANIZATION**



SOURCE: Irving ISD, Business and Finance Department, 2007.

addition, the assistant superintendent of Business and Finance, through the budget process, is responsible for assisting department managers in budgeting and anticipating upcoming expenditure needs.

The director of Purchasing oversees the day-to-day purchasing responsibilities, including ensuring the timely acquisition of quality products, ensuring compliance with competitive bidding laws and board policy, and providing guidance to principals and department heads in making their purchases. For purchases needing to be competitively bid, the director prepares bid specifications, oversees the bid opening and award process, and presents the information to the board when board approval for purchases is needed.

The Purchasing buyer assists district personnel in making purchases and in selecting appropriate vendors, organizes requests for bid documents and evaluates bids received, and oversees the ordering of office and classroom supplies for the district’s warehouse. The buyer is also responsible for establishing new vendors in the automated purchasing system and ensuring that vendor tax information is received.

The Purchasing secretary serves as the primary contact for vendors and the public with regards to purchasing matters. The secretary also maintains bid lists; publishes district bids on the Internet; maintains online vendor information; and assists with bid openings, evaluations, and final awards. Along with accounting personnel and the Purchasing buyer, the secretary also provides support to users of the purchasing system through counsel on purchasing policies and procedures

and assistance in using the district's automated purchasing system.

Purchasing staff receive regular training to ensure that they are aware of current purchasing techniques and Texas procurement laws. Staff members have recently attended training at the LBJ School of Public Affairs (Basic Public Purchasing) and the Texas Association of School Business Officials (TASBO) (courses through TASBO annual conference, discussion groups, special subject classes, and semi-annual local affiliate meetings).

In addition, the Purchasing Department staff receives extensive training on the new automated procurement system. For example, prior to system implementation, staff received training on the automated purchase order processes in May 2005, and in June 2005 received training on using the bids, quotes, and contracts features of the system.

#### **IRVING ISD CONTRACTS**

The district maintains several contracts and memorandums of understanding (MOU) for the purchase of goods and services. Contracts amounting to \$25,000 or greater receive a legal review from the district's attorney prior to being approved by the board.

For construction contracts, the district uses standard contract forms from the American Institute of Architects, and for items costing less than \$25,000, terms and conditions are printed on the district's purchase orders.

The department responsible for monitoring each contract is responsible for maintaining contract files. When contract disputes arise, the contract monitor is responsible for resolution but often consults with the director of Purchasing in resolution.

**Exhibit A-34** shows a partial listing of contracts and agreements in place in Irving ISD.

#### **IRVING ISD WAREHOUSING**

**Exhibit A-35** shows the organization and staffing of the district's Central Warehouse. The Warehouse/Transportation manager is responsible for supporting the educational, maintenance, and extracurricular programs of the district by maintaining a warehouse operation and scheduling material pick-ups and delivery. The manager is also responsible for maintaining the warehouse facility, maintaining inventory controls, and providing safety training to Central Warehouse employees.

The Warehouse coordinator and stock handler assist the manager on a daily basis by ensuring that departmental and campus orders are filled and completed, maintaining computer records associated with the shipping and receiving of goods, and training staff in proper use of equipment such as forklifts.

The parts clerk is responsible for oversight and distribution of parts used in the maintenance and facility operations of the district. Maintenance personnel present work order parts requests to the parts clerk, who then issues the parts necessary to complete the work order. The parts clerk is also responsible for recording parts issued into the automated work order system for inventory tracking purposes.

The ten delivery drivers and helpers transport orders from the Central Warehouse to schools and departments. In addition, the drivers and helpers move furniture and equipment throughout the district when requested and assist with the delivery and transport of textbooks and testing materials on a regular basis.

In addition to stocking and delivering goods and food items, warehouse employees are also responsible for a variety of other duties including assisting with the delivery of testing materials and textbooks; facilitating campus or office moves; and transporting, storing, and disposing of district surplus assets.

#### **PURCHASING REGULATIONS AND PROCEDURES**

Texas Education Code (TEC) Chapter 44.031 governs the procurement of goods for Texas school districts.

Irving ISD's policies on purchasing, CH (LEGAL) and CH (LOCAL), which incorporate the requirements of TEC 44.031, require board approval for any purchases amounting to \$25,000. According to policy CH (Legal), the district may use any of the following methods of procurement:

- competitive bidding;
- competitive sealed proposals;
- request for proposals (RFP) for services other than construction services;
- catalog purchases;
- interlocal contract; and
- reverse auction procedures.

Under state law, contracts for professional services from architects, attorneys, and fiscal agents are required to be made

**EXHIBIT A-34  
IRVING ISD CONTRACTS AND AGREEMENTS  
2006-07**

CONSTRUCTION CONTRACTS	INTERLOCAL OR SHARED SERVICES	MEMORANDUMS OF UNDERSTANDING	SERVICE CONTRACTS	
AJQJA	Dallas County Schools	Department of Assistive and Rehabilitative Services	XEROX Lease Agreement	Bank Depository Contract
Glenn Engineering	City of Irving – School Resource Officers	Dallas Community College	External Audit Services	Contract for Tax Collection Services
Mart Inc.		Adult Basic Education	Law Firm Contract	Dumpster Service
Charter Builder Ltd.		Texas Building and Procurement Commission	Carrier Service Agreement	Integrated Pest Management Services
SHW Group, LLP		Department of Information Resources	Grounds Fertilization	Portable Relocation Services
Powell/PSP		U.S. Communities	Fire Alarm Maintenance and Monitoring	Fire Suppression Systems
		Region 10 ESC Purchasing Consortium	Grease Trap Services	Sentinel Alarm Company
		Educational Purchasing Cooperative of North Texas	Siemens	Dr. Pepper Bottling Company of Texas
		Houston ISD Purchasing Agreement	Head Start of Greater Dallas	Konica 7075 Service Agreement
		Region 4 ESC Safe Schools	MUNIS Hardware and Software Systems	Pentamation Hardware and Software Systems
		Dallas County School Psychological Services	SBC Phone Service Agreement	Verizon Network Services
		Richardson ISD Commodity Processing	TipWeb Contract	Cabling Infrastructure
		Houston ISD CLEAR Curriculum Agreement	Bank Courier	Long Distance
		La Porte ISD Medicaid Administrative Claims Agreement	Snack Vending	

SOURCE: Irving ISD Purchasing Department, March 2007.

on the basis of demonstrated competence and qualifications to perform the requested services for fair and reasonable prices, but competitive bids for professional services are not allowed.

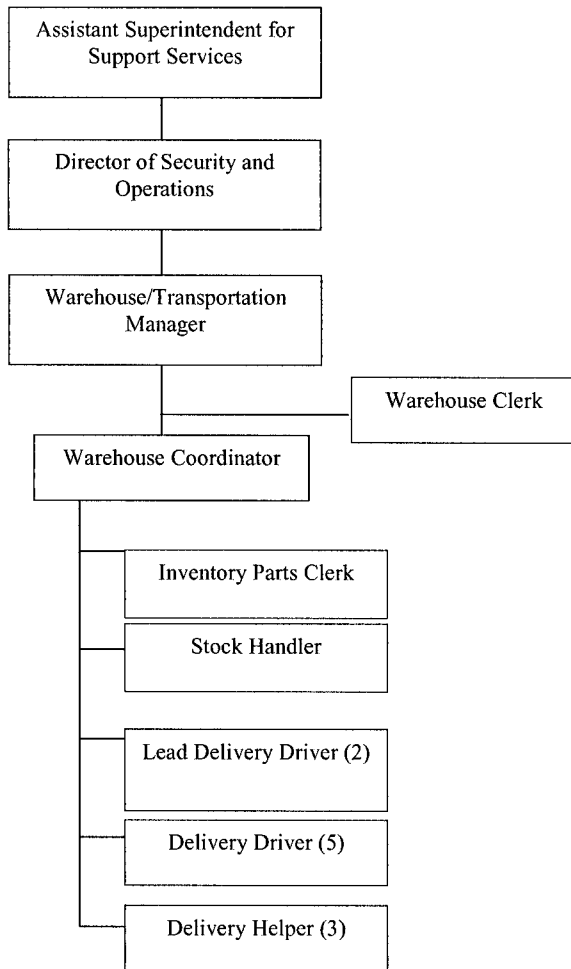
In addition to the purchasing methods allowed under CH (LOCAL) and CH (LEGAL), Policy CV (LEGAL) allows districts to enter into design/build contracts; contracts for construction, rehabilitation, alteration, or facility repair using a construction manager; and job order contracts for minor construction projects. In addition, CH (LOCAL) requires school districts to determine the method of contract award for each construction contract prior to advertising for bids or proposals.

CH (LOCAL) also covers the processes and procedures to be used when making a sole-source purchase. Sole-source purchases are exempt from TEC Chapter 44.031 requirements as long as no other items are available that suit the purpose or function needed and there is only one price for the product because of exclusive distribution or marketing rights.

The Texas Government Code allows school districts to contract with local governments and state agencies to perform its purchasing functions. In addition, the Texas Government Code permits districts to participate in cooperative purchasing programs with other local governments or local cooperative organizations.



**EXHIBIT A-35  
IRVING ISD'S WAREHOUSE ORGANIZATION**



SOURCE: Irving ISD, Support Services Department, 2007.

Purchasing cooperatives are organizations, either public or private, that seek bids on a variety of common items such as paper goods, tires, office and educational supplies, and custodial supplies. Because the cooperatives combine the purchasing power of multiple entities, they can obtain bulk prices that may not be available to school districts that solicit bids individually. Most cooperatives allow school districts and other local governments to participate for free or for a minimal charge. Vendors wishing to make their products or services available for purchase through cooperatives typically pay a nominal annual fee. Cooperatives typically have a board consisting of users who regularly evaluate vendor service and performance to ensure that quality goods are being provided to member districts.

Participation in interlocal agreements allows school districts to purchase items from a vendor contract already in place with a local government or with the state.

The Purchasing Department maintains a Purchasing Handbook that contains detailed instructions for users explaining purchasing laws and ethics, planning for purchases, contracting, making emergency purchases, obtaining quotations, and handling bids and proposals, among other things. In addition, the handbook contains detailed instructions on entering purchase requisitions into the automated purchasing system, obtaining online approvals for requisitions, and ordering supplies from the district's Central Warehouse.

Texas Local Government Code requires that persons or agents who contract or seek to contract for the sale or purchase of property, goods, or services with a local government entity file a completed conflict of interest questionnaire. Updated forms must be filed no later than September 1st each year or seven business days after an event that would make a statement incomplete or inaccurate. The district, on the Purchasing page of its website, allows vendors to fill out a conflict of interest questionnaire. In addition, all conflict of interest questionnaires filed with the district are listed on its website at <http://www.irvingisd.net/purchasing/FormCIQ.htm>.

Irving ISD maintains six major credit cards that are used primarily for board and executive travel. These cards are issued to the superintendent, assistant superintendent for Teaching and Learning, assistant superintendent for Personnel and Administration, coordinator for Recruiting and Paraprofessional Personnel, director of Personnel, and director of Public Information.

District policy requires any purchase made on a credit card to have receipts attached. The travel clerk in the Accounts Payable Department is responsible for reviewing all credit card purchases to ensure they conform to district policies prior to preparing payment for the credit card accounts.

The district does not use procurement cards in its purchasing processes.

**CHAPTER SIX  
HUMAN RESOURCES MANAGEMENT**

**ORGANIZATION AND RESPONSIBILITIES OF THE  
PERSONNEL AND ADMINISTRATION DEPARTMENT**

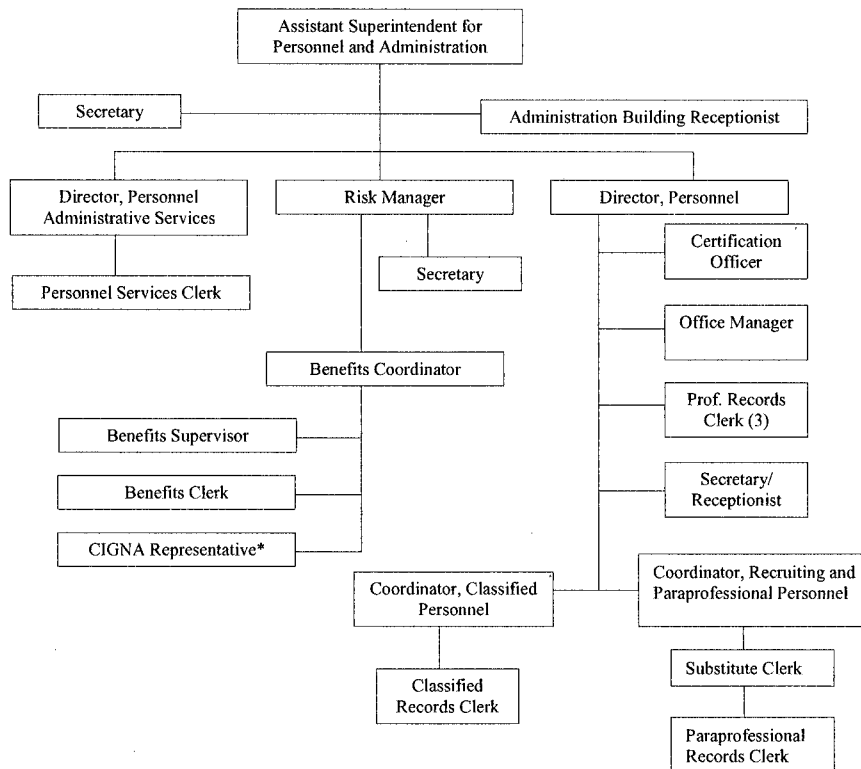
The Personnel and Administration Department plays a vital role in carrying out all personnel functions necessary to staff Irving ISD with highly qualified, capable, and competent employees. These functions include:

- conducting recruitment and initial screening of job applicants;
- posting/updating position vacancy listings;
- processing new employees;
- monitoring licensure for certified personnel;
- maintaining personnel files;
- facilitating the orientation, training, and evaluation of all Irving ISD employees;

- ensuring proper adherence to state and federal regulations regarding personnel operations;
- updating personnel policies and procedures as needed;
- administering personnel compensation and benefits;
- preparing materials for personnel recommendations to the Irving ISD School Board; and
- performing any and all other personnel duties in accordance with Board policies and procedures established for personnel management.

**Exhibit A-36** shows the current organizational structure of the Irving ISD Personnel and Administration Department. As shown in the exhibit, the department is led by the assistant superintendent for Personnel and Administration, who is the direct supervisor of the director of Personnel, the director of Personnel Administrative Services, and the Risk Manager. The departmental secretary and central administration building receptionists are also direct reports to the assistant superintendent. The Personnel and Administration

**EXHIBIT A-36  
PERSONNEL AND ADMINISTRATION DEPARTMENT ORGANIZATIONAL CHART  
IRVING ISD  
2006-07**



\*Not a district employee.  
SOURCE: Irving ISD Personnel and Administration Department, 2007.

Department facilitates all functions associated with the recruitment, selection, appraisal, recognition, compensation, and outplacement of professional and classified personnel.

**Exhibit A-37** shows the operational responsibilities of the Irving ISD Personnel and Administration Department.

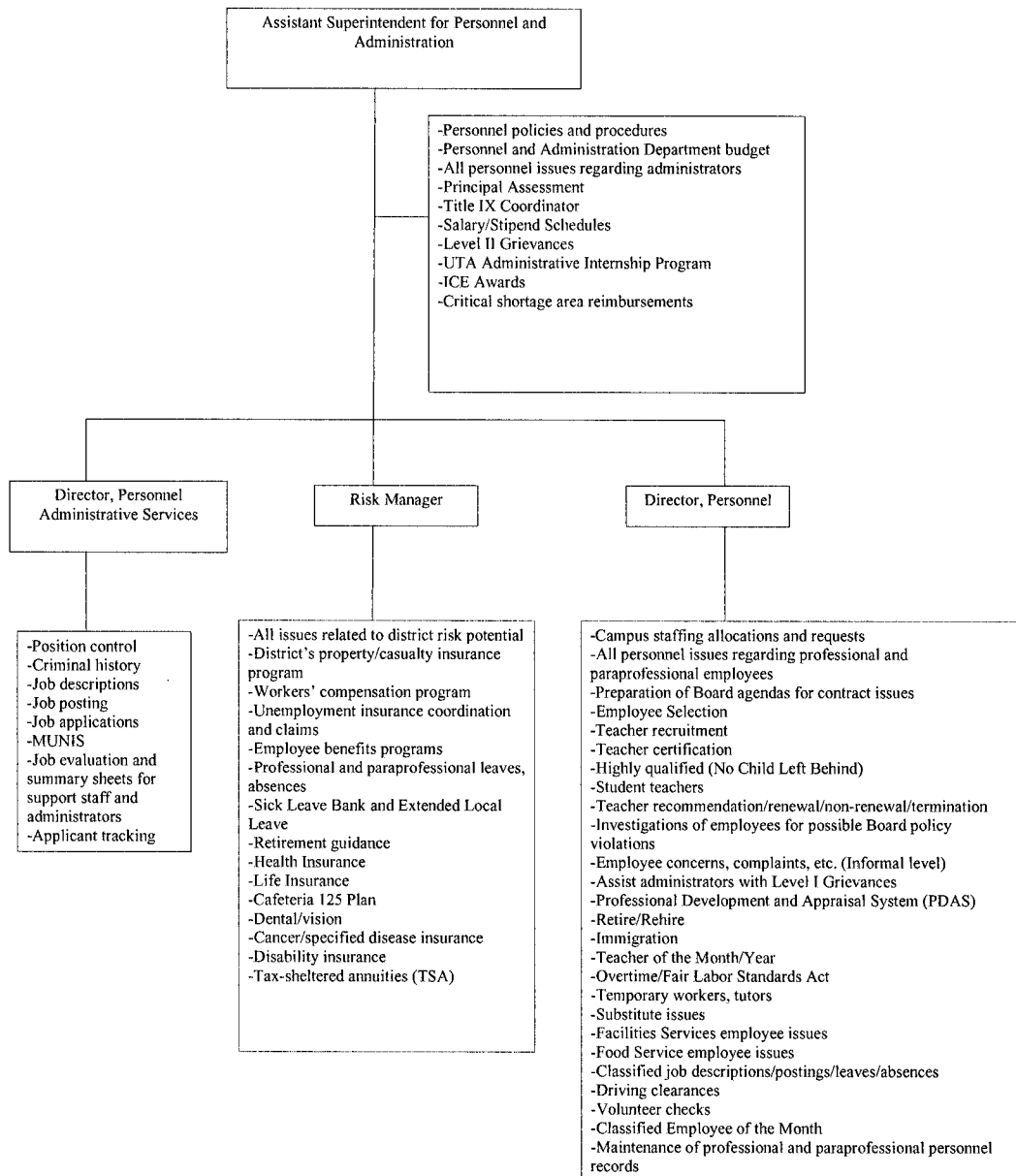
The Personnel and Administration Department staff of 22, as compared to the total number of school district employees

(3,861), equates to a ratio of 1:175. This is comparable to the ratio of peer districts United ISD (1:184), Grand Prairie ISD (1:188), and Amarillo ISD (1:192).

**SCHOOL STAFFING**

Irving ISD schools are staffed using a formula designed to provide an equitable distribution of staff for all schools at a given level (elementary, middle, high); formulas are subject

**EXHIBIT A-37  
OPERATIONAL RESPONSIBILITIES  
IRVING ISD PERSONNEL AND ADMINISTRATION DEPARTMENT  
2006-07**



SOURCE: Irving ISD Personnel and Administration Department, 2007.

to change each year. Other contributors to staffing decisions include funding availability and individual campus needs.

Using the staffing allotments created by the formula, principals create a staffing plan that addresses the needs of their campus. Administrators are allowed to “trade” units within their staffing allotment, under specified conditions; all trades must be approved by the director of Personnel. Special funding positions such as special education can only be traded within those categories. Trades cannot be made across campuses. For 2006–07, the allotment for Irving ISD school-based personnel was 2,469.1 for professional staff and 1,350.6 for paraprofessional staff, for a total allotment of 3,819.7.

All unit trades must follow these relative values:

- Paraprofessional = 0.5
- Teacher = 1.0
- Instructional Technology Specialist = 1.0

- Librarian = 1.0
- Counselor = 1.5
- Vice/Assistant Principal = 2.0

An example of a unit trade using the values listed would be two paraprofessionals for one teacher, or two teachers for one assistant principal. **Exhibits A-3 through A-7** illustrate the staffing allotments for 2005–06 and 2006–07 for Irving ISD early childhood, elementary, middle, high, and special campuses. As seen in the exhibits, Irving ISD applies the allocation formula across all campus levels.

**Exhibit A-38** shows the staffing formula for and units allocated to the early childhood centers in Irving ISD for 2005–06 and 2006–07. As shown in the exhibit, the 2006–07 allotment of 89.6 professional staff is a net increase of two from 2005–06. The net increase for paraprofessional staff for the same time period was four, increasing from 84 to 88.

**EXHIBIT A-38  
STAFFING FORMULA FOR AND UNITS ALLOCATED TO IRVING ISD EARLY CHILDHOOD CENTERS  
2005–06 AND 2006–07**

POSITION	IRVING ISD FORMULA	2005–06 UNITS	2006–07 UNITS	DIFFERENCE
<i>Professional</i>				
Principal	1 per school	3	3	0
Counselor	0.5 per school	1.5	1.5	0
Counselor – Compensatory Education	Available \$	1.5	1.5	0
Librarian	0.5 per school	1.5	1.5	0
Nurse	0.5 per school	1.4	1.4	0
Nurse – Compensatory Education	Available \$	1.5	1.5	0
Diagnostician	0.5 per school	1.5	1.5	0
Pre-K Teachers	42 to 1	42	47	5
Head Start Teachers	Available \$	13	13	0
Compensatory Education Teacher	Available \$	3	3	0
Special Education Teacher	By Need	12	10	(2)
Special Education Teacher – Federal	Available \$	1	0	(1)
Special Education Speech	By Need	3.2	3.2	0
Instructional Technology Specialist	0.5 per school	1.5	1.5	0
Grant	Available \$	0	0	0
Title	Available \$	0	0	0
Comprehensive School Reform	By Need	0	0	0
Other Professional	Other	0	0	0
<b>Total Professional Staff</b>		<b>87.6</b>	<b>89.6</b>	<b>2</b>

**EXHIBIT A-38 (CONTINUED)  
STAFFING FORMULA FOR AND UNITS ALLOCATED TO IRVING ISD EARLY CHILDHOOD CENTERS  
2005-06 AND 2006-07**

POSITION	IRVING ISD FORMULA	2005-06 UNITS	2006-07 UNITS	DIFFERENCE
<b>Paraprofessional</b>				
Campus Secretary	1 per school	3	3	0
Attendance	1 per school	3	3	0
Campus Technician	0.5 per school	3	3	0
Special Education Aides	By Need	11	12	1
Special Education Aides – Federal	Available \$	4	7	3
Bilingual Clerks/Aides	42 to 1	44	47	3
Head Start Aides	Available \$	13	13	0
Title	Available \$	0	0	0
Other Paraprofessional	Other	3	0	(3)
<b>Total Paraprofessional Staff</b>		<b>84</b>	<b>88</b>	<b>4</b>

NOTE: The number of personnel units shown for each position does not necessarily correspond with employee assignment data for the school years presented.

SOURCE: Irving ISD Personnel and Administration Department, 2007.

Exhibit A-39 shows the staffing formula for and units allocated to the elementary schools in Irving ISD for 2005-06 and 2006-07. In 2006-07, both professional and paraprofessional staff allotments showed an overall net loss. The professional

staff level of 1215.8 was 31.4 units below that of the previous year, and the paraprofessional staff level of 269.1 was 23 units below that of 2005-06.

**EXHIBIT A-39  
STAFFING FORMULA FOR AND UNITS ALLOCATED TO IRVING ISD ELEMENTARY SCHOOLS  
2005-06 AND 2006-07**

POSITION	IRVING ISD FORMULA	2005-06 UNITS	2006-07 UNITS	DIFFERENCE
<b>Professional</b>				
Principal	1 per school	20	20	0
Assistant/Vice Principal	2 per school	39	39	0
Counselor	1 per school	20	20	0
Counselor – Compensatory Education	1 per school	17.5	19	1.5
Librarian	1 per school	20	20	0
Nurse	1 per school	18.7	19.7	1
Diagnostician	By Need	10.2	10.7	0.5
K-5 Foundation Teacher	18.8 to 1	784	820	36
Enrichment Teacher	165.5 to 1	90	95	5
Special Education Teacher	By Need	94.5	95	0.5
Special Education Teacher – Federal	Available \$	24.5	8	(16.5)
Special Education Speech	By Need	17.2	17.4	0.2
Instructional Technology Specialist	1 per school	19	20	1
Compensatory Education	Available \$	3.2	0	(3.2)
Grant	Available \$	18.1	0	(18.1)
Title	Available \$	35.3	0	(35.3)

**EXHIBIT A-39 (CONTINUED)**  
**STAFFING FORMULA FOR AND UNITS ALLOCATED TO IRVING ISD ELEMENTARY SCHOOLS**  
**2005-06 AND 2006-07**

POSITION	IRVING ISD FORMULA	2005-06 UNITS	2006-07 UNITS	DIFFERENCE
<i>Professional (Continued)</i>				
Comprehensive School Reform	By Need	5	1	(4)
Other Professional	Other	11	11	0
<b>Total Professional Staff</b>		<b>1247.2</b>	<b>1215.8</b>	<b>(31.4)</b>
<i>Paraprofessional</i>				
Campus Secretary	1 per school	20	20	0
Attendance	1 per school	19	20	1
Clerks/Aides	1 per 250	58.5	61	2.5
Bilingual/ESL Aides	1 per 204 LEP	34	37	3
Campus Technician	1 per school	19	20	1
Special Education Aides	By Need	85	87	2
Special Education Aides – Federal	Available \$	27	20	(7)
Compensatory Education	Available \$	10.8	0	(10.8)
Title	Available \$	14.7	0	(14.7)
Other Paraprofessional	Other	4.1	4.1	0
<b>Total Paraprofessional Staff</b>		<b>292.1</b>	<b>269.1</b>	<b>(23)</b>

NOTE: The number of personnel units shown for each position does not necessarily correspond with employee assignment data for the school years presented.

SOURCE: Irving ISD Personnel and Administration Department, 2007.

Exhibit A-40 shows the staffing formula for and units allocated to the middle schools in Irving ISD for 2005-06 and 2006-07. The 515.1 professional staff units in 2006-07

is a decrease of 14.9 units from the previous year and the 89.5 paraprofessional units are a decrease of 8.9 units.

**EXHIBIT A-40**  
**STAFFING FORMULA FOR AND UNITS ALLOCATED TO IRVING ISD MIDDLE SCHOOLS**  
**2005-06 AND 2006-07**

POSITION	IRVING ISD FORMULA	2005-06 UNITS	2006-07 UNITS	DIFFERENCE
<i>Professional</i>				
Principal	1 per school	7	7	0
Assistant/Vice Principal	2 per school	17	14	(3)
Counselor	2 per school	13	14	1
Counselor – Compensatory Education	Available \$	3	0	(3)
Librarian	1 per school	7	7	0
Nurse	1 per school	7	7	0
Diagnostician	1 per school	6.2	6.2	0
Regular Education Teacher	FTE Formula	332.7	334	1.3
Compensatory Education Teacher	CE Formula	43.6	48	4.4
Compensatory Education – Reading Clinic	Available \$	0.7	0.7	0
Special Education Teacher	By Need	45.1	48	2.9
Special Education Teacher – Federal	Available \$	19.5	14	(5.5)

**EXHIBIT A-40 (CONTINUED)**  
**STAFFING FORMULA FOR AND UNITS ALLOCATED TO IRVING ISD MIDDLE SCHOOLS**  
**2005-06 AND 2006-07**

POSITION	IRVING ISD FORMULA	2005-06 UNITS	2006-07 UNITS	DIFFERENCE
<b>Professional (Continued)</b>				
Special Education Speech	By Need	3.2	3.2	0
Instructional Technology Specialist	1 per school	7	7	0
Grant: Spanish Teacher	Available \$	2	2	0
Title: Coordinator	Available \$	12	0	(12)
Comprehensive School Reform	By Need	1	0	(1)
Other Professional	Other	3	3	0
<b>Total Professional Staff</b>		<b>530</b>	<b>515.1</b>	<b>(14.9)</b>
<b>Paraprofessional</b>				
Campus Secretary	1 per school	7	7	0
Attendance	1 per school	7	7	0
Data Processing	1 per school	7	7	0
General Aides	0 per school	2	0	(2)
Library Clerk	0.5 per school	3.5	3.5	0
In-School Suspension	1 per school	6	7	1
Campus Technician	1 per school	7	7	0
Special Education Aides	By Need	32	32	0
Special Education Aides – Federal	Available \$	6	4	(2)
Title I Library Clerk	Available \$	8	6	(2)
Title III ESL Aide	Available \$	5.5	5	(0.5)
Other Title	Available \$	2	1.5	(0.5)
Other Paraprofessional	Available \$	5.4	2.5	(2.9)
<b>Total Paraprofessional Staff</b>		<b>98.4</b>	<b>89.5</b>	<b>(8.9)</b>

NOTE: The number of personnel units shown for each position does not necessarily correspond with employee assignment data for the school years presented.

SOURCE: Irving ISD Personnel and Administration Department, 2007.

Exhibit A-41 shows the staffing formula for and units allocated to the high schools in Irving ISD for 2005-06 and 2006-07. The 574.9 professional staff units in 2006-07 is an

increase of 4.6 units from the previous year and the 104 paraprofessional units are a decrease of 9 units.

**EXHIBIT A-41**  
**STAFFING FORMULA FOR AND UNITS ALLOCATED TO IRVING ISD HIGH SCHOOLS**  
**2005-06 AND 2006-07**

POSITION	IRVING ISD FORMULA	2005-06 UNITS	2006-07 UNITS	DIFFERENCE
<b>Professional</b>				
Principal	1 per school	4	4	0
Assistant/Vice Principal	5 per school	18.6	18.6	0
Counselor	350 to 1	23	23	0
Librarian	2 per school	7.5	7.5	0
Nurse	1 per school	3.9	3.9	0

**EXHIBIT A-41 (CONTINUED)**  
**STAFFING FORMULA FOR AND UNITS ALLOCATED TO IRVING ISD HIGH SCHOOLS**  
**2005-06 AND 2006-07**

POSITION	IRVING ISD FORMULA	2005-06 UNITS	2006-07 UNITS	DIFFERENCE
<b>Professional (Continued)</b>				
Diagnostician	1 per school	4.8	4.8	0
Regular Education Teacher	FTE Formula	389.7	390	0.3
Compensatory Education Teacher	CE Formula	49	50	1
Compensatory Education: Reading Clinic	Available \$	0.3	0.3	0
Special Education Teacher	By Need	24.4	27	2.6
Special Education Teacher – Federal	Available \$	19.7	17	(2.7)
Special Education Speech	By Need	1.3	1.3	0
Instructional Technology Specialist	1 per school	7	7	0
Athletic Coordinator	1 per school	3	3	0
Athletic Trainers	2 per school	5.6	6	0.4
Grant	Available \$	1	0	(1)
Compensatory Education	Available \$	1	0	(1)
Comprehensive School Reform	By Need	3	0	(3)
Comprehensive School Reform	Available \$	0	4.5	4.5
Other Professional	Other	3.5	7	3.5
<b>Total Professional Staff</b>		<b>570.3</b>	<b>574.9</b>	<b>4.6</b>
<b>Paraprofessional</b>				
Campus Secretary	1 per school	4	4	0
Attendance	1 per grade	13	13	0
Att Facilitator - Comp Ed	1 per school	4	4	0
Data Processing Clerk	1 per school	4	4	0
Counselor Office	2 per school	7	7	0
VP Clerk	1 per school	6	6	0
Cashier	1 per school	4	4	0
Receptionist	1 per school	4	4	0
In-School Suspension	1 per school	4	4	0
Campus Technician	1 per school	8	8	0
Special Ed Aides	By need	27	25	(2)
Special Ed Aides – Fed	Available \$	12	12	0
ESL Aides - Comp Ed	1 per school	3	3	0
General Aides	Available \$	2.2	0	(2.2)
Music Accompanist	1 per school	3	3	0
Grant	Available \$	1	0	(1)
Comprehensive School Reform	Available \$	2.8	0	(2.8)
Other Paraprofessional	Available \$	4	3	(1)
<b>Total Paraprofessional Staff</b>		<b>113</b>	<b>104</b>	<b>(9)</b>

NOTE: The number of personnel units shown for each position does not necessarily correspond with employee assignment data for the school years presented.

SOURCE: Irving ISD Personnel and Administration Department, 2007.



**Exhibit A-42** shows the staffing formula for and units allocated to the special schools in Irving ISD for 2005–06 and 2006–07. The 73.7 professional staff units for 2006–07 is a decrease of 1.1 units from the previous year.

**Exhibit A-43** shows the number of personnel in units that were assigned to food service, facilities, and the central administration office in 2006–07. There were 195 employees supporting central office operations, with an additional 637 facilities and food services employees housed at facilities throughout the district.

**PERSONNEL AND ADMINISTRATION DEPARTMENT STRATEGIC PLANNING**

Irving ISD has a district improvement plan (DIP) that is updated annually. **Exhibit A-44** shows the six performance

objectives of the Personnel and Administration Department’s section of the DIP, along with the strategies for obtaining the objectives and the department’s progress to date.

**EXEMPLARY ATTENDANCE PLAN**

In October 2002, the Irving ISD Board of Trustees approved the Exemplary Attendance Plan. The goals of the plan were to improve employee attendance, reward employees with outstanding attendance over a period of time, and provide an incentive to improve retention of employees. The plan is open to all full-time employees and provides the opportunity to earn additional days of local sick leave by having outstanding attendance each semester of the school year. Employees have two options for the accrued leave: use the additional days for absences in the future or “sell” the days to

**EXHIBIT A-42  
STAFFING FORMULA FOR AND UNITS ALLOCATED TO IRVING ISD SPECIAL CAMPUSES  
2005–06 AND 2006–07**

POSITION	IRVING ISD FORMULA	2005–06 UNITS	2006–07 UNITS	DIFFERENCE
<i>Professional</i>				
Principal	1 per school	2	2	0
Assistant/Vice Principal	By Need	1	1	0
Administrator – Compensatory Education	Available \$	2	2	0
Counselor	By Need	1	1	0
Counselor – Compensatory Education	Available \$	2.9	2.9	0
Librarian	By Need	0.5	0.5	0
Librarian – Compensatory Education	Available \$	0.5	0.5	0
Nurse	By Need	0.7	0.7	0
Nurse – Compensatory Education	Available \$	0.6	0.6	0
Diagnostician	By Need	0.7	0.7	0
Regular Education Teacher	By Need	36.1	36.1	0
Compensatory Education Teacher	By Need	12	12	0
GED Teacher	By Need	0	0	0
Special Education Teacher	By Need	10	10	0
Special Education Teacher – Federal	Available \$	2	1	(1)
Special Education Speech	By Need	0.5	0.5	0
Instructional Technology Specialist	By Need	0	0	0
Grant: Partial PEP Grant	Available \$	2.2	2.2	0
Title	Available \$	0.1	0	(0.1)
Comprehensive School Reform	By Need	0	0	0
Other Professional	By Need	0	0	0
<b>Total Professional</b>		<b>74.8</b>	<b>73.7</b>	<b>(1.1)</b>

NOTE: The number of personnel units shown for each position does not necessarily correspond with employee assignment data for the school years presented.

SOURCE: Irving ISD Personnel and Administration Department, 2007.

**EXHIBIT A-43  
IRVING ISD CENTRAL OFFICE, FACILITIES, AND FOOD  
SERVICES PERSONNEL  
2006-07**

POSITION	2006-07 UNITS
<b>Central Office</b>	
Superintendent	1
Assistant Superintendents	4
Executive or Division Directors	11
Program Directors or Personnel Administrators	11
Other District Administrative/Support Staff	51
Computer Analysts	6
Network/Computer Technicians	9
District Paraprofessional/Clerical Staff	102
<b>Total Administrative/clerical Staff</b>	<b>195</b>
<b>Facilities and Maintenance</b>	
Administration	1
Office	5
Energy Management	4

**EXHIBIT A-43 (CONTINUED)  
IRVING ISD CENTRAL OFFICE, FACILITIES, AND FOOD  
SERVICES PERSONNEL  
2006-07**

POSITION	2006-07 UNITS
<b>Facilities and Maintenance (Continued)</b>	
Facilities	43
Grounds	34
Operations	175.5
Security	18
Construction	1
Warehouse	15
<b>Total Facilities And Maintenance Staff</b>	<b>296.5</b>
<b>Food Services</b>	
Administration	12.5
School Managers	35
Workers (Full and Part-Time)	122
Assistants (Full and Part-Time)	171
<b>Total Food Services</b>	<b>340.5</b>

SOURCE: Irving ISD Personnel and Administration Department, 2007.

**EXHIBIT A-44  
IRVING ISD PERSONNEL AND ADMINISTRATION DEPARTMENT PERFORMANCE OBJECTIVES  
2006-07 DISTRICT IMPROVEMENT PLAN**

PERFORMANCE OBJECTIVE	STRATEGIES FOR 2006-07	ASSESSMENT OF PROGRESS TO DATE
One hundred percent of all professional and paraprofessional personnel will meet the definition of Highly Qualified according to No Child Left Behind (NCLB) by the end of 2005-06.	<p>Require all district and campus administrators to be knowledgeable on the definition of NCLB Highly Qualified standards.</p> <p>Recruit and select new teachers that meet the NCLB Highly Qualified standard.</p> <p>Assist current professional and paraprofessional staff to meet the NCLB definition of Highly Qualified in their current positions.</p> <p>Focus recruitment efforts on highly qualified professionals in critical needs areas.</p> <p>Improve employee selection skills and techniques for all supervisors with hiring responsibilities.</p>	In 2004-05, 99 percent of all classroom teachers and instructional aides met the NCLB Highly Qualified standard.
Increase minority professional staff by an average of three percent per year from 2005 through 2010 toward the goal of reflecting the ethnic diversity of the Irving ISD student population.	<p>Recruit from colleges and communities with high minority populations.</p> <p>Assist Irving ISD students with an interest in teaching to get into a college program, assist with scholarship information, with the goal of having students return to teach in Irving ISD.</p> <p>Recruit teachers from foreign countries with skills that meet the needs of Irving ISD students.</p> <p>Cooperate with local universities to encourage minority student teachers in all programs, with an emphasis on critical shortage areas.</p> <p>Cooperate with area alternative certification programs to encourage minority candidates to apply with Irving ISD.</p>	<p>In 2004-05, minorities comprised 23.5% of all district classroom teachers. This number rose 3.1% to 26.6% in 2005-06.</p> <p>In 2005-06 minorities comprised 77% of the district's student population.</p>

**EXHIBIT A-44 (CONTINUED)**  
**IRVING ISD PERSONNEL AND ADMINISTRATION DEPARTMENT PERFORMANCE OBJECTIVES**  
**2006-07 DISTRICT IMPROVEMENT PLAN**

PERFORMANCE OBJECTIVE	STRATEGIES FOR 2006-07	ASSESSMENT OF PROGRESS TO DATE
The district will retain 90% of current professional and paraprofessional staff each year.	Continue Teacher Liaison Program to mentor first and second year teachers. Increase staff development programs for proficiency in English and Spanish for all staff to better meet needs of all students. Provide competitive salary and benefits package for all staff. Improve campus support for teachers in their first five years. Provide training and incentives to get all teachers an English as a Second Language (ESL) supplement. Provide focused training for second through fifth year teachers. Implement fall and spring communication campaign with current staff regarding the continuing benefits and advantages of teaching in Irving ISD.	Turnover rates for 2001-02 through 2004-05: 2001-02 – 15.3% 2002-03 – 16.0% 2003-04 – 19.4% 2004-05 – 18.7%
One hundred percent of Irving ISD classroom teachers identify and align their personal level of competency.	Develop a rubric that displays levels of competency for a classroom teacher. Assign teachers to a level of competency appropriate to their performance. Create a framework to develop additional rubrics for all other employment categories.	Currently, there is no district procedure to identify personal competencies.
Move professional development in Irving ISD from a departmentalized structure to a systemic and integrated process.	Align academic programs with professional development activities with the Staff Development rubric. Provide teachers with opportunities to choose any activity in their identified level, with guidance from their campus supervisor and the Staff Development Department. Identify gaps and redundancies in professional development activities at each level and in each strand.	In the last few years, staff development programs were not always aligned and coordinated between and within department and campuses. This resulted in overlap, as each department and/or campus developed their own programs to meet their specific needs.
Forty percent of the teachers in each strand at each level will move to the next higher professional development level.	Observe implementation of new knowledge and skills gained from professional development activities. Continue quality control of professional development activities.	Most staff development programs and activities are specific to that objective and have no relationship to any other staff development program or identified individual need. All staff development programs should be designed to increase the overall skill and ability of the individual teacher.

SOURCE: Irving ISD Personnel and Administration Department, 2007.

the district for either full value at the time of retirement or reduced rate during their employment.

Conditions for plan participation require employees to be working and on duty for Irving ISD on the first and last work days of each semester, and for the full year bonus award, they must be working and on duty the first and last day of the school year. Absences that disqualify participation are any days that are charged to local sick, state sick, or personal leave. Absences that do not disqualify participation are jury duty, vacation, comp time, school business, and staff

development. If an employee terminates employment with the district, the leave days accrued at the time of termination are depleted.

**Exhibit A-45** illustrates the ways in which employees may earn sick leave through exemplary attendance. As show in the exhibit, employees may miss one day of work and still earn a day of leave. As of October 2006, 143 Irving ISD employees had accrued 4,273 exemplary attendance days.

Employees may “sell” back their exemplary attendance days to the district under the following conditions:

**EXHIBIT A-45  
EXAMPLES OF LEAVE EARNED THROUGH THE EXEMPLARY  
ATTENDANCE PLAN**

TIME FRAME (1)	NUMBER OF ABSENCES	NUMBER OF DAYS EARNED
Fall Semester	0	2
Spring Semester	0	2
Full Year Bonus	0/0	2
<b>Total</b>		<b>6</b>

TIME FRAME (2)	NUMBER OF ABSENCES	NUMBER OF DAYS EARNED
Fall Semester	0	2
Spring Semester	1	1
Full Year Bonus	0/1	1
<b>Total</b>		<b>4</b>

TIME FRAME (3)	NUMBER OF ABSENCES	NUMBER OF DAYS EARNED
Fall Semester	1	2
Spring Semester	1	1
Full Year Bonus	1/1	1
<b>Total</b>		<b>4</b>

TIME FRAME (4)	NUMBER OF ABSENCES	NUMBER OF DAYS EARNED
Fall Semester	1	1
Spring Semester	6	0
Full Year Bonus	1/6	0
<b>Total</b>		<b>1</b>

SOURCE: Irving ISD Personnel and Administration Department, 2007.

- The employee must have a minimum of 15 days banked.
- Up to 10 days may be “sold” at 80 percent of the rate equivalent to the retirement “Buy-Back” rate set by the school board at that time.
- The remaining days may be “sold” at 50 percent of the rate equivalent to the retirement “Buy-Back” rate set by the school board at that time.
- The request to “sell” days must be made during the month of September each year.

To encourage exceptional attendance over a lifetime of employment, the accumulated exemplary attendance days may be paid out to the employee at the same “Buy-Back” rate of \$100 per day that is currently available to retirees for accumulated sick leave days. There is no limit on the number of exemplary attendance days that may be accumulated for selling back at retirement.

According to the assistant superintendent for Personnel and Administration, the program has not reduced teacher absences, which average approximately eight days per year, but it does recognize good service. In 2004–05, 45 staff members sold their days back to the district for \$42,970.

**TEACHER DEMOGRAPHICS**

**Exhibit A-46** shows the average teacher, professional support, and campus and central administration salaries for Irving ISD and its peer districts. As seen in the exhibit, Irving ISD has the:

- second highest average salaries for teachers with \$42,996;

**EXHIBIT A-46  
IRVING ISD, PEERS, AND THE STATE  
AVERAGE SALARIES  
2005–06**

DISTRICT	TEACHERS	PROFESSIONAL SUPPORT	CAMPUS ADMINISTRATION	CENTRAL ADMINISTRATION
Irving	\$42,996	\$52,944	\$68,276	\$111,369
Amarillo	\$40,468	\$47,982	\$62,128	\$84,044
United	\$41,531	\$53,540	\$56,322	\$72,172
Pasadena	\$42,667	\$52,901	\$67,956	\$81,993
Grand Prairie	\$44,419	\$53,098	\$64,591	\$98,220
<b>Peer Average</b>	<b>\$42,271</b>	<b>\$51,880</b>	<b>\$62,749</b>	<b>\$84,107</b>
<b>State Average</b>	<b>\$41,744</b>	<b>\$50,028</b>	<b>\$62,704</b>	<b>\$77,499</b>

SOURCE: Texas Education Agency, Academic Excellence Indicator System (AEIS), 2005–06.

- third highest average salaries for professional support staff with \$52,944;
- highest average salaries for campus administration with \$68,276;
- highest average salaries for central administration with \$111,369; and
- highest salaries for administrative staff compared to the peer district average.

Review team surveys of Irving ISD central office administrators, support staff, school administrators, and teachers showed that respondents from these employee groups were highly satisfied with the current salary structure. As shown in **Exhibit A-47**, 83 percent of district administrators and support staff, 85 percent of principals and assistant principals, and 74 percent of teachers responded “agree” or “strongly agree” to the statement, “District salaries are competitive with similar positions in the job market.”

**Exhibit A-48** shows the teacher counts by gender and ethnicity for Irving ISD, peer districts, and the state. Compared to its peers, Irving ISD has the:

- second lowest percentage of female teachers at 77.5 percent;
- second highest percentage of male teachers at 22.5 percent;
- third highest percentage of African American teachers at 5.7 percent;
- third highest percentage of Hispanic teachers at 17.7 percent; and
- second highest percentage of White teachers at 74.4 percent.

**IRVING ISD EMPLOYEE HANDBOOKS**

In support of the administration of Irving ISD School Board Policies, the Personnel and Administration Department has produced handbooks for each employee category.

The following handbooks are accessible online for Irving ISD employees:

- Administrative Guidelines & Procedures (Personnel Handbook)
- Applicant Tracking Handbook (MUNIS Training and Help Document)
- Benefits Handbook
- Classified Personnel Handbook
- Professional Staff Handbook
- Paraprofessional Staff Handbook
- Substitute Handbook

**EMPLOYEE LEAVE POLICIES**

Irving ISD’s Board Policy DEC (LOCAL) clearly articulates district policies related to employee leave. Last updated in 2005, the policy details the types of leave benefits available to employees and addresses a wide range of personal and professional circumstances that would result in employee absence for brief or extended periods. Types of leave include:

- Discretionary and Nondiscretionary State Personal Leave;
- State Sick Leave;
- Family Emergency Leave;
- Local Leave;
- Child Nurturing Leave;
- Extended Local Sick Leave;

**EXHIBIT A-47  
SURVEY RESULTS  
IRVING ISD SALARY SCALE**

DISTRICT SALARIES ARE COMPETITIVE WITH SIMILAR POSITIONS IN THE JOB MARKET.	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
Irving ISD District Administrators/Support Staff	14.58%	68.75%	4.17%	10.42%	2.08%
Irving ISD Principals and Assistant Principals	40.74%	44.44%	1.85%	9.26%	3.70%
Irving ISD Teachers	17.39%	56.72%	4.87%	16.77%	4.25%

SOURCE: Review Team survey results of respondents answering survey, 2007.

**EXHIBIT A-48  
IRVING ISD, PEERS, AND THE STATE  
TEACHER COUNTS BY GENDER AND ETHNICITY  
2005-06**

DISTRICT	FEMALE		MALE		AFRICAN AMERICAN		HISPANIC		WHITE		ASIAN/PACIFIC ISLANDER		NATIVE AMERICAN	
	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT
Irving	1,670.0	77.5%	484.4	22.5%	123.3	5.7%	380.9	17.7%	1,601.8	74.4%	37.3	1.7%	11.0	0.5%
Amarillo	1,718.5	81.3%	395.9	18.7%	41.4	2.0%	161.4	7.6%	1,902.6	90.0%	8.0	0.4%	1.0	0.0%
United	1,690.1	77.6%	486.6	22.4%	7.0	0.3%	1,969.3	90.5%	1,66.4	7.6%	25.0	1.1%	9.0	0.4%
Grand Prairie	1,173.6	77.1%	348.7	22.9%	174.6	11.5%	234.4	15.4%	10,89.3	71.6%	12.0	0.8%	12.0	0.8%
Pasadena	2,388.0	78.0%	673.1	22.0%	188.4	6.2%	702.6	23.0%	2,101.8	68.7%	58.3	1.9%	10.0	0.3%
Peer Average	1,742.6	78.5%	476.1	21.5%	102.9	5.0%	766.9	39.9%	1315.0	59.5%	25.8	1.1%	8.0	0.4%
State Average	233,044.6	77.1%	69,103.0	22.9%	27,464.8	9.1%	60,816.9	20.1%	209,743.0	69.4%	3,319.1	1.1%	803.9	0.3%

SOURCE: Texas Education Agency, AEIS, 2005-06.

- Bereavement Leave (Funeral);
- Assault Leave;
- Federal Family and Medical Leave Act (FMLA);
- Intermittent Leave;
- End-of-Term Leave;
- Foreseeable and Unforeseeable Leave;
- Pregnancy Leave;
- Temporary Disability Leave;
- Military Leave;
- Religious Leave;
- Jury Duty; and
- Education Leave.

Each of these leave types are explained and related terms are defined in the policy. In addition to the range of leave options, there are specified penalties for employees who abuse the leave policies of the district. For example, for employees who fail to return to work after taking FMLA leave, the district, "may recover its share of health care premiums paid during a period of FMLA leave if an employee fails to return to work after his or her FMLA leave entitlement has been exhausted or expires." The policy then continues to detail the two conditions under which the previous statement would not be applied. If neither of the conditions is present, then the paid premiums are considered a debt owed by the employee to the

district. This type of policy safeguard helps insure equal protection for both employees and the district.

**PERSONNEL EVALUATIONS**

Irving ISD has established written board policy on personnel evaluations. As stated in the policy:

*All employees of Irving ISD will be evaluated at least annually, with the evaluation based on state laws, local board policy, and the job description. Official evaluation records will be placed in each employee's official personnel record, and all supporting documents must be maintained at least two years by the supervisor or other appropriate administrator. Employees will receive a copy of any appraisal information placed in their official personnel file. Employees may present complaints regarding the evaluation or appraisal process according to specific state laws and board policies.*

Section III of the Irving ISD Personnel Handbook covers the evaluation of district employees. This section outlines procedures for the evaluation of administrators, teachers, and support personnel. Interviews with Irving ISD staff and a review of personnel files indicate that employee evaluations are conducted in accordance with district policy.

**CHAPTER SEVEN  
FACILITIES USE AND MANAGEMENT**

**ORGANIZATION**

The Facilities Service Department of Irving ISD is composed of two departments responsible for facilities use and

management functions: the Facilities Department and the Security and Operations Department. Both of these departments are under the assistant superintendent of Support Services. The Facilities Department is responsible for the maintenance of buildings and grounds and the energy management program. The Security and Operations Department is responsible for the security and custodial operations of the district's facilities. While the facilities service functions are divided between two departments, both department directors work together to ensure integrated services. One example of this cooperation is the integration of security equipment with energy management equipment.

**FACILITIES DEPARTMENT**

The district is essentially between building programs. In the past, the current person serving as assistant superintendent of Support Services was responsible for the design and construction of facilities while serving as the director of Facilities when the current director of Facilities was the construction program manager. The district is currently about 96 percent completed with its 2001 bond program. This program used a "construction manager at risk" delivery system for the majority of its projects. The district hired an

outside architectural firm to begin putting together the needs for a new bond program.

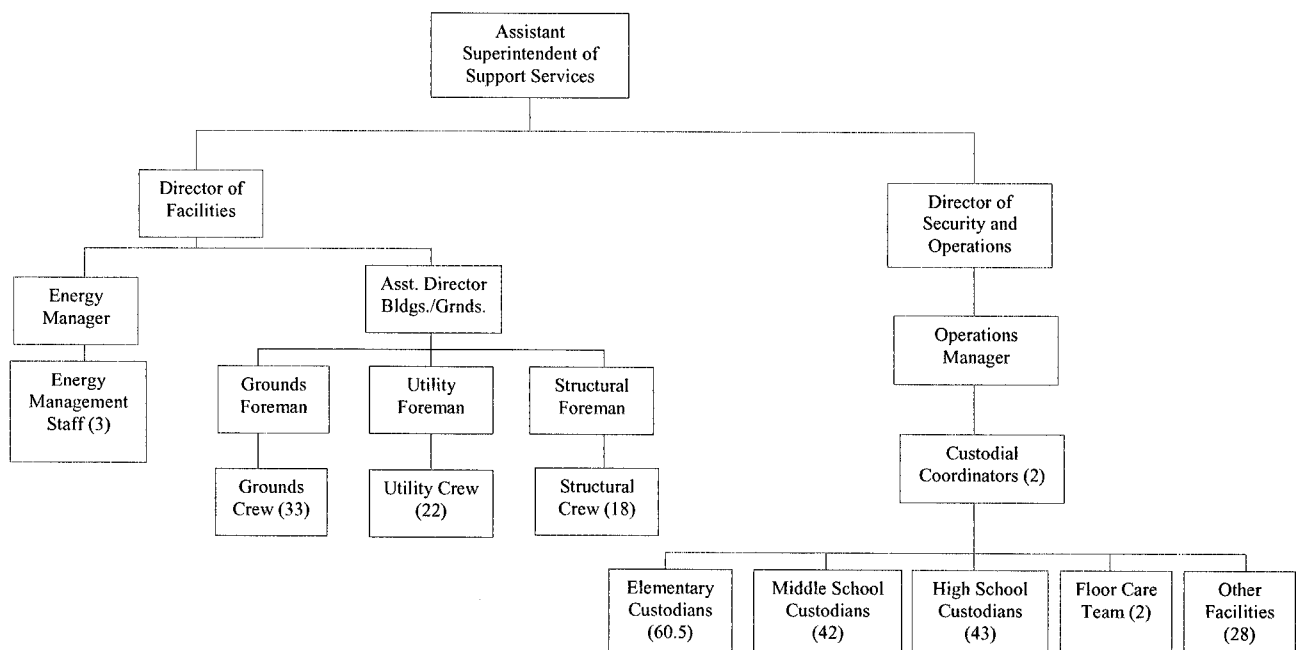
Planning for classroom and staffing needs is the responsibility of the district director of Planning/Evaluation/Research, who reports to the assistant superintendent of Teaching and Learning. The director provides projections for classroom needs with the director of Facilities to ensure the appropriate space is available at each school. The director also oversees the attendance boundary adjustment process.

**Exhibit A-49** shows the organizational structure of facility use and management functions.

The Facilities Department is organized into two areas, the energy management group with four full time equivalent staff and the maintenance group with 77 full time equivalent staff. The maintenance group is divided into three crews: grounds, utilities, and structural. The director is responsible for management of construction projects. The energy management group is responsible for managing the energy use of the district with the major responsibilities being:

- monitoring and administering the energy using systems, such as lighting and HVAC, in the district's facilities;

**EXHIBIT A-49**  
**FACILITY USE AND MANAGEMENT ORGANIZATIONAL CHART**  
**2007**



SOURCE: Irving ISD, Facilities Services, 2007.

- initiating and implementing energy saving programs, such as relamping;
- monitoring utility costs and bills; and
- negotiating for the purchase of energy.

The maintenance group is responsible for the daily maintenance of the buildings and grounds. These responsibilities include:

- maintenance and mowing of school grounds;
- maintenance of school facilities; and
- minor construction or renovation projects.

The maintenance department outsources some of its work to private contractors. The services outsourced include:

- HVAC service;
- integrated pest service management;
- grounds fertilization;
- portable relocation services;
- fire alarm panels, maintenance and monitoring;
- fire alarm system maintenance;
- fire suppression system;
- grease trap service;
- security alarm services;
- controlled access service;
- cabling infrastructure; and
- dumpster service.

Most of the department work is “work order” initiated, where school staff submits work orders to the department for needed repairs. The work order process follows these steps:

- Work order is submitted electronically by the school secretary. (Note: Work orders can be submitted by any maintenance staff as well.) The secretary codes work orders as 1—emergency or 2—standard.
- The maintenance expeditor determines if the work order should fall under a construction warranty, and if so, routes to appropriate staff. The expeditor routes all other work orders to one of the crew foremen as an emergency or standard work order.

- The foreman assigns the work order to a maintenance crew member.
- Once the work is completed, the crew member has the school personnel initial the work order as complete.
- The director of Facilities monitors the work progress and receives weekly and quarterly status reports. The department has set a goal of completing all emergency work orders within two days and all standard work orders within two weeks.

Some maintenance work, such as mowing the lawns and painting the buildings, is on a scheduled cycle. The group is responsible for maintaining 44 permanent buildings, 100 portable classroom buildings, for a total of 4,422,026 square feet and approximately 560 acres.

The director of Facilities has begun to establish a strategic plan for the department.

The director’s goals for 2007 are:

- implement a total energy management plan;
- complete an equipment/component replacement schedule for HVAC equipment, flooring, paving, building system components;
- develop a comprehensive preventive maintenance program in conjunction with the Technology Department that has the ability for equipment retrieval information at a minimum;
- develop a comprehensive facility management information system that will track materials, age, and so forth, of all building components; and
- strengthen the relationship with the Food Service Department to address the impact of facilities condition relative to the “Breakfast in the Classroom” program.

The maintenance staff receives minimal training. This is largely due to budget constraints. Manufacturers for new equipment provide some training. The district provides additional training to ensure all necessary certificates are maintained. The director is working to establish a new, more comprehensive training program.

#### **SECURITY AND OPERATIONS DEPARTMENT**

The Security and Operations Department has 175.5 full time equivalent staff positions dedicated to the custodial services of the district. The director of Security and Operations, the operations manager, and two custodial coordinators oversee



the custodial services. The main responsibilities of the custodial services include:

- hiring, training, and supervising custodial staff;
- cleaning all district facilities;
- general support of school staff and maintenance department; and
- managing the school recycle program.

The director of Security and Operations goals for the custodial services in 2007 are:

- develop an extensive training program for custodians to obtain necessary skills to advance in positions; and
- develop a training program to provide continuing training for building managers to “take more interest” in their buildings.

### **SCHOOL LOCATOR MAPS**

Irving ISD provides a school finder function on the district’s website. The director of Planning/Evaluation/Research provides the information for the school finder database and school locator maps at [www.irvingisd.net/schools/schoolfinder.asp](http://www.irvingisd.net/schools/schoolfinder.asp). The school finder website provides district residents answers to the two following questions: “Which schools do I attend?” and “Where are the new school zone maps?” In addition, this website provides links to all campus websites along with individual campus contact information, attendance zone maps, and campus maps with directions on how to get to a campus. District residents can access the school locator website on the internet, enter their home address, and see which school their child should be attending. The school finder website’s major benefits are the provision of a user-friendly way for residents to locate local schools and the freeing up of district staff from responding to routine inquiries regarding school locations and attendance zones.

## **CHAPTER EIGHT TECHNOLOGY MANAGEMENT**

### **ORGANIZATION**

- Data Services/Public Education Information Management System (PEIMS);
- Technical Services;
- Data Processing and Networking;
- Learning Resources; and
- Career and Technical Education.

The department is comprised of 35 staff members; 38 campus technicians, 40 librarians, 29 library clerks, and 74 Career and Technical Education (CTE) teachers augment its support. Although these individuals provide campus-based support for their respective units, they are not a part of the Technology Services Department; they report to their campus principals.

### **ADMINISTRATIVE SUPPORT**

The Data Processing and Networking unit within the Technology Services Department provides support for the district’s business functions and network. This unit is charged with maintaining a sound and robust network; providing programming support for administrative applications; overseeing security; and ensuring disaster recovery. The two primary business applications that serve the district are MUNIS and Pentamation.

MUNIS is a management information system that supports the finance and human resources functions of Irving ISD. The decision to select MUNIS to replace the district’s previous mainframe financial system was made by a committee of users established expressly for that purpose. The assistant superintendent of Business and Finance and the assistant superintendent of Personnel and Administration were appointed to co-chair the selection process. The Technology Department’s director of Data Processing and Networking was assigned the responsibility of crafting a request for proposals (RFP), following guidance provided by the co-chairs and committee of users.

The district’s RFP solicited proposals for a new finance and human resources system; proposals were submitted by ATOS Origin, MUNIS, Pentamation, Prologic, Solbourne, and Sungard Bi-tech. A team of 33 district employees, divided among 10 committees and led by the co-chairs, rigorously evaluated each proposal. Day-long, hands-on demonstrations were provided by four vendors. Afterward, a select committee traveled to two school districts to evaluate the top two candidates. After evaluating and scoring all vendors, the committee unanimously recommended MUNIS as the vendor of choice that best met the district requirements at a reasonable cost. The implementation schedule for the MUNIS system was as follows:

- Board approval and signing of contract: October 2004
- Conversion/Training: November 2004–July 2006
- Hardware installed: December 2004
- Finance goes live: September 2005

- HR and Payroll go live: January 2006
- Online Benefits Enrollment goes live: July 2006

The implementation process for the MUNIS system presented many challenges to Irving ISD staff, including:

- The adoption of any new automated system that is to support the entire finance and human resources functions represents a change of significant proportions.
- Since the new system was an “off-the-shelf” package, it was generalized for use by any number of organizations, which contrasts considerably with the previous system, which was developed in-house and customized to meet the specific requirements of Irving ISD. This meant that some staff members would have to perform new functions and, in a few instances, conduct activities that were previously performed by the computer.
- Users who lacked a technology background were challenged by the new system.
- Training on certain modules of the MUNIS system was considered insufficient by some district users.

Pentamation is a comprehensive student information system that was acquired by Irving ISD in 2001 and is designed to collect data and report on all aspects of a student's education. The system includes a variety of modules that provide a wealth of information to help administrators and teachers carry out their educational responsibilities. Some of the modules acquired by Irving ISD include:

- Daily Attendance;
- Class Attendance;
- Student Registration;
- Student Scheduling;
- Student Transcripts;
- Report Cards;
- Discipline;
- Medical Records;
- Cognos Report Generator; and
- PEIMS Reporting.

Cognos is used to retrieve information from the system to develop custom reports based on specific management needs. Pentamation provides data to other systems such as the district's D2SC online curriculum system to enable those

systems to operate using the latest student information available.

#### **TECHNOLOGY PLANNING**

Irving ISD's Long Range Technology Planning Committee is comprised of 50 people. Included among that group are the superintendent, the superintendent's administrative assistant, the assistant superintendent of Teaching and Learning, the executive director for Technology Services, the directors of Personnel, Grant Services, Public Information, Instructional Technology, Networking, Technical Services, Staff Development, and other Technology Services Department staff. The group also includes eight teachers, two principals, two vice principals, two librarians, two math coordinators, four parents, one community representative, and seven students.

This group met four times during 2006 to construct a vision for the future and provide direction for the district. Staff members compiled the ideas into workable action plans detailing future technology needs for 2007–2010. The plan is aligned to components of the Texas Long Range Plan for Technology and complies with all state and federal regulations for technology planning.

The full committee reviewed the final document and recommended the plan to the Board of Trustees; the Long Range Technology Plan was approved by the Board on November 6, 2006. On December 11, 2006, the Board pledged continuing support of technology use in the district by adopting Board Goal # 4, related to technology use, which reads as follows:

Expect all professional staff to effectively facilitate teaching and learning by using current digital resources and tools to mentor, monitor, and motivate students to higher levels of learning so that all graduates can identify, analyze, organize, and communicate information in a 21st century environment.

The district's Long Range Technology Plan covers four major areas:

- Integration of Technology into Teaching and Learning;
- Professional Development;
- Administration and Support Services; and
- Infrastructure for Technology.

Goals, objectives, and action items are identified for each of these four areas. For each goal and objective there is an action

item for which a responsible person(s), timeline, resources, and evaluation method are identified. A budget amount is also specified for each objective.

The Plan presents a budget through 2010, broken down by the four major areas. The total to be expended on technology during the 2007–2010 period is \$38,862,253. This amount is divided as follows across the four areas:

- Integration of Technology into Teaching and Learning—\$21,888,651;
- Professional Development—\$3,763,320;
- Administration and Support Services—\$1,651,950; and
- Infrastructure for Technology—\$11,558,332.

Many of the Long Range Technology Plan committee members also serve on the District Improvement Committee (DIC). Thus, the plan is appropriately linked to funding, as the DIC’s Technology Integration subcommittee ensures that the District Improvement Plan mirrors the Long Range Technology Plan.

As part of its Long Range Technology Plan, Irving ISD has a replacement plan for district technology hardware. The plan includes specific action items that call for replacing equipment either at its replacement time, or if it is still operating effectively, when its performance requires replacement (up to the maximum life cycle), whichever comes later. This replacement plan includes action items for equipment used to support the business functions, instruction, and the network. The plan also identifies sources of funds for replacing this equipment, including Maintenance and Operations funds, bond money, and E-rate funds.

**Exhibit A-50** shows the replacement cycle for each type of equipment.

**STAR CHART**

The Texas Education Agency (TEA) Educational Technology Advisory Committee developed the Texas School Technology and Readiness (STaR) Chart, which is an online resource tool for self-assessment of campus and district efforts to integrate technology across the curriculum. This rubric serves as the standard for assessing technology preparedness in Texas K–12 schools. In order to assess the progress made toward meeting the standards TEA has established to meet the requirements of No Child Left Behind, teachers are required to annually complete the Teacher STaR Chart. Campuses

**EXHIBIT A-50  
IRVING ISD REPLACEMENT CYCLE  
EQUIPMENT SUPPORTING BUSINESS APPLICATIONS/  
NETWORK**

DEVICE	REFRESH WARRANTY	LIFE CYCLE IF PERFORMANCE CONTINUES
Switches and routers	5 years	7 years
Servers	3 years	5 years
Desktops	4 years	7 years
Laptops	4 years	5 years
Printers	4 years	7 years

SOURCE: Irving ISD Technology Department, 2007.

and districts are required to complete the STaR Chart online and use the profiles each year to gauge their progress toward meeting federal and state requirements.

**Exhibit A-51** displays the 2005–06 STaR Chart results for Irving ISD compared to the state. In the Teaching and Learning category the district shows a 36.4 percent ranking as compared to the state average of 26.7 percent. The greatest differences are in the three remaining categories: Educator Preparation and Development; Administration and Support Services; and Infrastructure for Technology. In the Educator Preparation and Development category, Irving ISD’s average of 66.7 percent is more than twice as high as the state average of 32.3 percent. In the Administration and Support category, Irving ISD’s average of 84.8 percent is more than twice as high as the state average of 34.3 percent. In the Infrastructure for Technology category, Irving ISD is at 75.8 percent while the state average is 42.7 percent.

**TELECOMMUNICATIONS**

Irving ISD has an Ethernet wide area network providing telecommunications connectivity to 33 sites, including 31 campuses, the central administration office, and the maintenance service center. The district’s current contract with Verizon Corporation to provide network maintenance and support runs through June 30, 2011, and will automatically renew every two years unless either party notifies the other of termination 60 days prior to the end of the contract in force at that time. Through this contract, Ethernet and telecommunications services are provided to all district locations as well as 24/7 support and solutions for backup, redundancy, and monitoring of equipment.

The network currently provides fiber internet connectivity to all but four district sites: the maintenance center, two preschools, and a small charter school have T-1 lines.

**EXHIBIT A-51  
COMPARISON OF IRVING ISD STAR CHART RESULTS TO TEXAS STATE RESULTS  
2005-06**

2005-06 STATE REPORT	TEACHING & LEARNING	EDUCATOR PREPARATION & DEVELOPMENT	ADMINISTRATION & SUPPORT	INFRASTRUCTURE FOR TECHNOLOGY
Early Tech	3.1%	2.8%	4.3%	6.6%
Developing Tech	67.8%	62.6%	58.0%	48.3%
Advanced Tech	26.7%	32.3%	34.3%	42.7%
Target Tech	1.8%	2.4%	3.5%	2.5%

2005-06 IRVING ISD	TEACHING & LEARNING	EDUCATOR PREPARATION & DEVELOPMENT	ADMINISTRATION & SUPPORT	INFRASTRUCTURE FOR TECHNOLOGY
Early Tech	0.0%	0.0%	0.0%	0.0%
Developing Tech	63.6%	33.3%	9.1%	18.2%
Advanced Tech	36.4%	66.7%	84.8%	75.8%
Target Tech	0.0%	0.0%	6.1%	6.1%

SOURCE: Irving Independent School District, May 2007.

However, the district planned to have the telecommunications contractor install fiber to those four sites in July 2007, providing the district received the E-rate funds for which they applied in 2006-07. E-rate funds have played a significant role in the establishment of the Irving ISD infrastructure in that the district has received \$13,361,425 in discounts since the program began in 1997. Additionally, 22 district sites—four high schools, three middle schools, and 15 elementary schools—are completely wireless; there are eight network drops in every classroom; and approximately 100 servers are in place to support the infrastructure.

The bandwidth utilization in Irving ISD normally averages over 90 percent. There is a 100MB bandwidth limitation on Internet access for the entire district, while each fiber-connected campus has a 1000MB connection. The state has an interest in implementing online testing and should that occur, the district has the option of increasing their bandwidth, at a cost. Bandwidth issues are continually monitored by the contractor.

**INSTRUCTIONAL SUPPORT**

One of the foundations of an effective instructional technology support program is a solid infrastructure. All but four Irving ISD sites have fiber connections, and there are eight network drops in every classroom. With respect to computers, the district's laptop initiative creates a one-to-one student-to-computer ratio in the high schools. In the elementary schools and middle schools, the ratio is 2.5 students to each computer. In addition to classroom computers, all campuses have computer labs, including at

least three labs at each elementary and eight at each middle school.

Irving ISD provides technology support not only at the central administration office, but also at the campuses. There is one campus technician on every campus, except at the high schools where there are two. Additionally, the district employs student interns in the Information Technology program at the Academy of Irving ISD to assist with technology support in the high schools; several interns have been hired as campus technicians upon graduation. When campus technicians encounter a problem that they are unable to resolve, the problem is referred to a computer technician in the Technical Services unit at the central administration office.

Not only is there a technical support person at every school but there is also an instructional technology specialist at every school except, as is the case for the campus technicians, there are two instructional technology specialists at each high school. The role of the specialists is to conduct training workshops at the school; work with small groups or individual teachers on technology-related lesson plans and activities; help resolve instructional software problems; and provide support for online testing.

The district has implemented technology standards for teachers; the STaR Chart is used to measure teacher progress in meeting these standards on an annual basis.

**TECHNOLOGY-RELATED PROFESSIONAL DEVELOPMENT**

Irving ISD devotes much time and resources to providing professional development related to technology to all

personnel, teachers in particular. As a recipient of federal Title II, Part D “Ed Tech” funds, Irving ISD must spend at least 25 percent of its award on ongoing, sustained, and intensive high-quality professional development; according to the executive director for Technology Services, at least one-quarter of the district’s 2006–07 award of \$52,619 will be spent on such activities.

The Technical Services unit provides training to the computer technicians at the central administration office and to the campus technicians that are based at the schools. In-house personnel present almost all of this training, but occasionally Regional Education Service Center X (Region 10) conducts some training.

Week-long training sessions are conducted each year during June and August; in summer 2006 approximately 1,000 educators attended. The pre-school year training begins with one-half day of training that is provided by the instructional technology specialists (ITS) for teachers at each campus. During the year, the ITS conduct short training sessions during lunch or after school. These sessions are usually 30–45 minutes in duration. During the 2006–07 school year, over 400 training sessions were conducted and educators received almost 8,000 professional development credits for attending. Training is also provided during the year for administrators and paraprofessionals.

According to teachers, the most valuable training they receive is one-on-one training. During the year the ITS spend considerable time working with both individual and small groups of teachers on specific lesson-related issues.

The Instructional Technology unit includes the director and four Instructional Technology coordinators, one of whom also serves as the webmaster. These four positions also conduct training, as do both the unit director and the executive director for Technology Services.

Training for the instructional technology specialists is determined by an online needs assessment survey that is conducted by the Instructional Technology unit at the beginning of the school year and is used to plan the coming year’s trainings.

Irving ISD sends a number of technology support personnel, both technical and instructional, to the annual Texas Computer Education Association Conference. Not only are technology support personnel able to learn about the latest developments in hardware and software, but they are also

able to network with their colleagues from around the state to learn about best practices being employed elsewhere.

#### **PROCESS FOR ACQUISITION OF INSTRUCTIONAL SOFTWARE**

In order for a school-based administrator or teacher to purchase an instructional software package, a request must be submitted to the Teaching and Learning Department to obtain approval to purchase the product. Part of the request calls for requestor to answer approximately 50 questions about the product, which allows the requestor to thoroughly consider why the product is needed and how it will be used and provides useful evaluative information to the Teaching and Learning Department. When the request reaches the central administration office, it is routed through several individuals for information purposes, including the directors of Elementary and Secondary Education, the director of Special Services, the director of Professional Development, and the director of Instructional Technology. The request is then routed to the appropriate assistant superintendent, usually the assistant superintendent for Teaching and Learning. Occasionally, however, the request goes to another assistant superintendent if the software package falls under their span of control.

The division receives two to three requests per month; typically two out of every three requests are approved. Software that is to be used throughout the district is purchased centrally by the Teaching and Learning Department.

#### **TECHNOLOGY POLICIES AND PROCEDURES**

A review of Irving ISD policies and procedures reveals that board policies relating to technology use are posted on the district website. This includes policies relating to:

- the use of network and hardware resources, i.e., the acceptable use policies;
- technology equipment inventory;
- technology acquisitions;
- acceptance of technology donations;
- curriculum development; and
- professional development.

While internal operating procedures related to technology are available through the district’s Blackboard e-Education platform, and examples of such operational procedures and policies were made available to the review team, it is unclear

whether all such items are available to district staff in one Technology Services policy and procedure handbook.

### **REGIONAL SERVICE CENTER SUPPORT**

Like other Texas school districts, Irving ISD submits its PEIMS Data to TEA through its regional education service center, Region 10 in Dallas. Region 10 also provides distance learning and video conferencing services to the district as well as technology-related training that is occasionally attended by Irving ISD personnel. Additionally, the executive director for Technology Services serves on several committees sponsored by Region 10.

### **AWARD WINNING WEBSITE**

The Irving ISD website has won many awards for both content and design. The following is a list of those awards received based on content:

- The Texas School Public Relations Association (TSPRA) Gold Star Award, 2001 (one of six district awardees in Texas);
- The TSPRA Gold Star Award, 2002 (one of 15 awardees);
- Designated as one of the Sites to Behold by the Dallas Morning News, April 2002;
- The TSPRA Gold Star Award, 2003 (one of 15 awardees);
- National Best of the Web Award – third place winner in the Center for Digital Education’s Annual Best of the Web Contest, 2003;
- The TSPRA Gold Star Award, 2004 (one of 11 awardees);
- EduNET Choice Award, 2004;
- Cool School of the Week Award, EducationWorld.com, February 18, 2004;
- National School Public Relations Association Award of Honorable Mention, 2004;
- National Best of the Web Award – tied for first place in the Center for Digital Education’s Annual Best of the Web Contest, 2005;
- The TSPRA Gold Star Award, 2005 (one of 8 awardees); and

- The TSPRA Gold Star Award, 2006 (one of 3 awardees).

The following awards were received based on design:

- International Association of Web Masters and Designers Golden Web Award, 2003–04;
- GOLD Artsy Web Award, 2004–05;
- DesignFirms.org Web Design Award, 2004–05;
- Webthrower.com Bronze Award, 2005;
- Webthrower.com Silver Award, 2004–05 and 2006–07;
- Art Space2000.com World Web Award of Excellence, 2004–05, 2005–06, and 2006–07; and
- American Association of Webmasters Gold Award, 2004–05, 2005–06, and 2007–08

Additionally, in June 2004, Irving ISD was awarded the first annual Sylvia Charp Award at the National Educational Computing Conference in New Orleans. The award is presented by the International Society for Technology Education (ISTE) and Technological Horizons in Education (T.H.E.) Journal for whom Sylvia Charp was the founding editor, and is presented to the school district that best demonstrates a strong commitment to technology and a districtwide implementation of effective technology use. The Charp award recognizes school districts that exhibit effectiveness and innovation in the application of technology districtwide.

## **CHAPTER NINE TRANSPORTATION**

### **BUSES AND ROUTES**

Dallas County Schools (DCS) designates 137 buses for Irving Independent School District (Irving ISD) Transportation operations. This total includes 69 regular route buses, 12 regular route spare buses, 48 special education route buses, and 8 special education spare buses. The language of the intergovernmental agreement between Irving ISD and DCS states that Irving ISD is to purchase half the buses needed to transport its students. Due to the addition of bus routes in recent years and the lack of sufficient Irving ISD resources to purchase all needed buses, DCS has pulled additional buses into operation to meet the demand. As a result, Irving ISD owns 42 buses, which are detailed in **Exhibit A-52**.

**EXHIBIT A-52  
BUSES OWNED BY IRVING ISD  
2006-07**

VEHICLE NUMBER	YEAR	MODEL	STUDENT CAPACITY
DL18	1989	International	36
PL46	1994	GMC Blue Bird	54
D191	1995	International	71
D192	1995	International	71
D288	1995	International	83
PM715	1995	Chevrolet	19
PM719	1995	Chevrolet	19
PM785	1996	Chevrolet	19
D361	1997	Thomas	83
D360	1998	Thomas	83
DL53	1998	International	54
PM806	1998	Chevrolet	19
D401	1999	International	83
D402	1999	International	83
DL59	1999	International	83
D490	2000	International	83
D491	2000	International	83
D492	2000	International	83
D524	2001	International	71
DL62	2001	International	48
PM870	2001	Chevrolet	19

**EXHIBIT A-52 (CONTINUED)  
BUSES OWNED BY IRVING ISD  
2006-07**

VEHICLE NUMBER	YEAR	MODEL	STUDENT CAPACITY
PM891	2001	Chevrolet	19
D565	2002	International	77
D566	2002	International	77
D567	2002	International	77
D611	2002	Freightliner	83
D627	2002	Freightliner	83
DL71	2002	Freightliner	48
DL74	2002	Freightliner	71
D633	2003	International	77
DL80	2003	International	48
DL81	2003	International	48
PM945	2003	Chevrolet	19
D713	2004	Freightliner	77
DL98	2004	Freightliner	47
D723	2005	International	77
D724	2005	International	77
DL105	2005	International	48
D800	2007	Freightliner	77
D801	2007	Freightliner	77
D802	2007	Freightliner	77
DL113	2007	Freightliner	21

SOURCE: Irving ISD, Transportation Department, 2007.

**TRANSPORTATION COSTS**

Irving ISD transportation costs are comprised of the total annual net costs of payroll, services, supplies, debt, capital outlay, and "other" expenditures minus all state revenue and annual contributions from the vendor, DCS. A records review showed that the annual transportation costs for Irving ISD have more than doubled since 2002-03. Cost increases are a function of increases in required route miles needed to serve Irving ISD students and substantial increases in the cost of providing transportation services, including dramatic increases in fuel costs.

**Exhibit A-53** shows the annual net costs associated with Irving ISD transportation from 2002-03 to 2005-06 and the budgeted cost for 2006-07, including all funds provided by Irving ISD and DCS.

**TRANSPORTATION LINEAR DENSITY**

Irving ISD receives state funding for transportation services based on linear density calculations developed by the Texas Education Agency (TEA). Linear density is calculated by dividing the number of route miles driven by the number of students transported on regular routes, including only those

**EXHIBIT A-53  
IRVING ISD NET TRANSPORTATION COSTS  
2002-03 THROUGH 2006-07**

DISTRICT FUNCTION	2002-03 ACTUAL	2003-04 ACTUAL	2004-05 ACTUAL	2005-06 ACTUAL	2006-07 BUDGETED
Transportation	\$1,147,531	\$1,319,010	\$1,524,086	\$2,240,689	\$2,629,500

SOURCE: Irving ISD Transportation Department, 2007.

students who live more than two miles away from their school or who live on designated hazardous routes. TEA calculations result in districts falling into one of seven reimbursement categories. Reimbursable miles are those miles driven on routes with students on board. Deadhead miles, or miles driven without students on board, and maintenance miles, also driven without students, are not reimbursable.

**Exhibit A-54** shows the seven categories as defined by TEA. School districts receive more in state reimbursements as their linear density increases, which encourages districts to design efficient routes with full buses.

**Exhibit A-55** provides information on the 2005–06 route mileage driven in the peer school districts, by category. Irving ISD is shown to be below the peer district averages in regular, special, and career and technology miles driven.

Eligible Irving ISD route miles are reimbursed based on the linear density calculation for DCS, as the data for each of the districts that DCS provides transportation services for is reported to TEA as part of one large district. DCS compiles all of this information and reports it to TEA. The result of this process is Irving ISD being reimbursed at category six, meaning that Irving ISD receives, via DCS, \$1.25 for each eligible route mile. These funds go directly to DCS as partial payment for Irving ISD transportation services. The remainder of the annual costs for Irving ISD transportation minus DCS’s tax-based contribution is paid to DCS by Irving ISD. **Exhibit A-56** provides a comparison of Irving ISD transportation costs from 2002–03 to 2005–06 and the budgeted cost for 2006–07. A dramatic increase in fuel costs, coupled with a reduced DCS tax-based contribution in 2005–06 led to a significant increase in total expenditures as well as the net cost that Irving ISD paid to DCS in 2005–06.

**EXHIBIT A-54  
STATE LINEAR DENSITY REIMBURSEMENT  
FOR REGULAR BUS ROUTES  
2005–06**

CATEGORY	LINEAR DENSITY RANGE	REIMBURSEMENT PER MILE
1	.000-.399	\$0.68
2	.400-.649	\$0.79
3	.650-.899	\$0.88
4	.900-1.149	\$0.97
5	1.150-1.649	\$1.11
6	1.650-2.399	\$1.25
7	2.400 and above	\$1.43

NOTE: The allotment rates are set in Article III of the General Appropriations Act of the Texas Legislature.  
SOURCE: Texas Education Agency School Transportation Allotment Handbook, May 2007.

**EXHIBIT A-55  
BUS ROUTE MILEAGE COMPARISON  
2005–06**

DISTRICT	REGULAR	SPECIAL	CAREER AND TECHNOLOGY
Amarillo	317,958	494,523	67,304
Grand Prairie	200,790	227,776	8,352
<b>Irving</b>	<b>343,634</b>	<b>370,557</b>	<b>43,663</b>
Pasadena	376,470	660,836	70,280
United	1,500,556	647,137	N/A*
<b>Peer District Average</b>	<b>547,882</b>	<b>480,166</b>	<b>47,400</b>

\*No Career and Technology data were available for United ISD.  
SOURCE: Texas Education Agency Transportation Route Services Reports, 2007.

**ALTERNATIVE EDUCATION ROUTES**

The Irving ISD Secondary Reassignment Center (RAC) operates seven bus routes to transport all students in this DAEP program. These buses are driven by RAC teachers and each bus is also staffed with an aide. Students must adhere to a rigorous code of bus discipline that is different from the

**EXHIBIT A-56  
IRVING ISD TRANSPORTATION COST COMPARISON  
2002–03 THROUGH 2006–07**

OBJECT	2002–03 ACTUAL	2003–04 ACTUAL	2004–05 ACTUAL	2005–06 ACTUAL	2006–07 BUDGETED
Total Expenditures	\$2,553,128	\$2,730,368	\$3,199,739	\$3,718,572	\$3,950,146
State Revenue	(807,932)	(830,566)	(968,157)	(975,108)	(830,566)
DCS Contribution	(597,664)	(580,792)	(707,496)	(502,775)	(490,080)
<b>Irving ISD Net Cost</b>	<b>\$1,147,532</b>	<b>\$1,319,010</b>	<b>\$1,524,086</b>	<b>\$2,240,689</b>	<b>\$2,629,500</b>

SOURCE: Irving ISD Transportation Department, 2007.



general rules for Irving ISD buses. **Exhibit A-57** provides detail on the RAC bus route code of conduct.

**EXHIBIT A-57  
RAC BUS CODE OF CONDUCT  
2006-07**

1. No talking on the bus.
2. Sit in your assigned seat. You will be assigned a row as you enter the bus in the morning. If you are the first one in your row, sit by the window, the following students will sit next to you.
3. Sit down completely in your seat with your back against the seat, your feet should be on the floor in front of you and your head should be facing forward. No part of your body should be in the aisle of the bus.
4. Remain seated at all times, keeping your arms and hands below the top of the seats and your head up.
5. Do not eat, drink, or chew gum on the bus.
6. Keep the bus clean.
7. In the afternoon, return to the seat you were assigned in the morning - NO EXCEPTIONS. The front row is reserved for students who are new or who have missed the bus in the morning.
8. Follow instructions the first time they are given. The bus is an extension of the classroom at the Secondary Reassignment Center. All rules, including dress code, must be followed. Referrals are automatic.
9. All students must ride the bus. Persistent misbehavior will result in the loss of bus riding privileges and/or suspension.

SOURCE: Irving ISD website, 2007.

**MECHANICS**

DCS operates a service center where Irving ISD buses are maintained. The staff consists of one foreman, two technicians, and two technicians in training. According to information requested from DCS, the staff completed 1,186 work orders for Irving ISD buses in 2006-07. These work orders are entered and tracked in an automated system used by DCS to manage the extensive maintenance and repair duties. A review of professional certifications revealed that each of the staff hold multiple certifications.

**CHAPTER TEN  
FOOD SERVICES**

**LABOR COSTS**

Total labor costs, total revenue, and percentages of labor costs to revenue are shown in **Exhibit A-58** for the 2003-04 school year through the 2005-06 school year. The percentage of labor costs to revenue in Irving ISD is within benchmark levels of 40 percent. The trend shows a reduction of labor costs to revenue each year.

**EXHIBIT A-58  
IRVING ISD LABOR COSTS  
2003-04 THROUGH 2005-06**

SCHOOL YEAR	TOTAL LABOR COSTS	TOTAL REVENUE	PERCENTAGE OF LABOR COSTS TO REVENUE
2003-04	\$4,664,613	\$11,036,861	42.26%
2004-05	\$4,767,874	\$12,023,261	39.66%
2005-06	\$4,896,701	\$13,165,975	37.19%

SOURCES: Schedule of Revenues, Expenditures, and Changes in Fund Balance Reports 2004-2006; Irving ISD Food Service Department, 2007.

**Exhibit A-59** shows the meals per labor hour (MPLH) by each school within the district for the month of October 2006. Union Bower Center for Learning data are reported with Irving High School and Wheeler Transitional data are reported with Schulze Elementary since these are satellite locations, which means that Irving and Schulze schools prepare the meals to serve at these campuses and no food service staff are employed for these satellite locations.

The exhibit shows that the district is within the benchmark standards of 20.6 above the low standard of MPLH and 49.40 below the high end standard; however, Irving ISD has a profitable food service program and therefore MPLH is not indicative of a need for improvement, especially due to the low labor costs as shown in **Exhibit A-58**.

**STAFF TURNOVER**

The district had 115 staff leave Irving ISD in 2005. The Food Service Director stated that several were retirements and many were 4-hour-per-day staff with ample opportunities for employment in the local area of Irving and Dallas due to food service-related jobs located in the vicinity. Additionally, several staff are parents and will leave employment when their children graduate.

**FOOD SERVICE EQUIPMENT**

The review team noted equipment was in working order during campus site visits. The district provided documentation on design standards and specifications of the food service equipment and facilities. This document details architectural design standards, kitchen design standards, product standards, warranties, and execution.

**FUND BALANCE**

**Exhibit A-60** shows the Irving ISD fund balance for the past three years. As shown, Irving ISD had a fund balance of \$2,486,215 in 2003-04 and has improved its fund balance

**EXHIBIT A-59**  
**IRVING ISD MEALS PER LABOR HOUR**  
**FOR THE MONTH OF OCTOBER 2006**

SCHOOL	MEALS SERVED	ACTUAL MPLH	MPLH STANDARD - LOW END	MPLH STANDARD - HIGH END	VARIANCE - LOW END	VARIANCE - HIGH END
Academy of Irving ISD	840	12.36	18	20	(5.64)	(7.64)
Austin Middle	1,111	20.96	19	21	1.96	(0.04)
Barton Elementary	1,021	21.28	19	21	2.28	0.28
Bowie Middle	1,108	18.62	19	21	(0.38)	(2.38)
Brandenburg Elementary	1,035	19.90	19	21	0.90	(1.10)
Britain Elementary	1,309	22.19	19	21	3.19	1.19
Brown Elementary	992	19.08	19	21	0.08	(1.92)
Clifton Early Childhood	246	9.44	13	15	(3.56)	(5.56)
Crockett Middle	1,027	19.38	19	21	0.38	(1.62)
Davis Elementary	943	18.14	19	21	(0.86)	(2.86)
de Zavala Middle	1,085	20.47	19	21	1.47	(0.53)
Elliott Elementary	962	18.50	19	21	(0.50)	(2.50)
Farine Elementary	839	17.84	18	20	(0.16)	(2.16)
Gilbert Elementary	1,188	22.84	19	21	3.84	1.84
Good Elementary	1,313	20.84	19	21	1.84	(0.16)
Hanes Elementary	682	14.21	16	18	(1.79)	(3.79)
Houston Middle	1,062	18.97	19	21	(0.03)	(2.03)
Irving High	1,861	20.00	19	21	1.00	(1.00)
John Haley Elementary	1,243	22.20	19	21	3.20	1.20
Johnston Elementary	825	17.20	18	20	(0.80)	(2.80)
Keyes Elementary	1,309	25.17	19	21	6.17	4.17
Kinkeade Early Childhood	367	14.11	14	16	0.11	(1.89)
Lamar Middle	1,142	20.04	19	21	1.04	(0.96)
Lee Elementary	838	17.46	18	20	(0.54)	(2.54)
Lively Elementary	1,358	24.26	19	21	5.26	3.26
MacArthur High	1,226	15.32	19	21	(3.68)	(5.68)
Nimitz High	1,737	14.85	19	21	(4.15)	(6.15)
Pierce Early Childhood	497	19.13	14	17	5.13	2.13
Schulze Elementary	1,059	18.92	19	21	(0.08)	(2.08)
Stipes Elementary	490	14.40	14	17	0.40	(2.60)
Thomas Haley Elementary	856	17.83	18	20	(0.17)	(2.17)
Townley Elementary	1,085	20.87	19	21	1.87	(0.13)
Townsell Elementary	1,309	23.37	19	21	4.37	2.37
Travis Middle	993	17.43	19	21	(1.57)	(3.57)
Union Bower Center for Learning	*	*			*	*
Wheeler Transitional	*	*			*	*
<b>Totals/Averages</b>	<b>34,958</b>	<b>18.75</b>	<b>18</b>	<b>20</b>	<b>20.58</b>	<b>(49.42)</b>

\*Satellite campuses and totals are included in Irving High and Schulze Elementary.

SOURCES: Irving ISD Food Service Department, MPLH 2006, School Food Service Management for 21st Century, 5th Edition.

**EXHIBIT A-60  
IRVING ISD FUND BALANCE  
2003-04 THROUGH 2005-06**

	2003-04	2004-05	2005-06
Annual expenditures	\$9,882,119	\$10,514,161	\$11,634,896
Monthly expenditures	\$1,040,223	\$1,106,754	\$1,224,726
3-month average	\$3,120,669	\$3,320,262	\$3,674,178
Fund balance	\$2,486,215	\$3,379,086	\$4,910,165
Above/(Below) average	(\$634,454)	\$58,824	\$1,235,987

SOURCE: Irving ISD Schedule of Revenues, Expenditures, and Changes in Fund Balance 2004-2006; Irving ISD Food Service Department, 2007.

to over \$4.9 million in 2005-06. The district funds are encumbered for capital improvements.

**NUTRITION PLANNING AND NUTRITION EDUCATION PROGRAMS**

The Irving ISD elementary schools and pre-kindergarten participate in the Tooned-In nutrition program. The mission of Tooned-In is to promote healthy eating, good nutrition, and physical fitness to kids and families by encouraging participation in school meal programs. The review team also analyzed documentation provided on other nutrition programs. Documentation included the following nutrition education activities: Rainbow of Flavors, Roots and Things, and The Grain Game all developed by Team Nutrition; and Five Food Groups on Parade and Meet the Five Food Groups, both developed by Educators Journey into Nutrition Education.

**CATERING**

Irving ISD has catering revenue and accounts for both revenue and expenditures separate from cafeteria food service operations. The catering program provides service for many district events including the New Teacher Luncheon, the Teacher of the Year Reception, Employee Service Awards Banquet, Board Luncheons, Principal/Staff Meetings, Irving ISD Council of PTA, and the Administration Christmas Dinner. For the 2005-06 school year, catering services showed a profit of \$73,384.

**USDA COMMODITY USE**

Irving ISD uses USDA commodities to supplement food purchases. During the 2004-05 school year, \$633,810 (12.9 percent of total food costs) of commodity-related foods were used and \$693,716 (14.8 percent of total food costs) the following year.

Exhibit A-61 shows USDA commodities that have supplemented Food Services Department operations. Irving ISD orders the commodities through the USDA and contracts with Richardson ISD for shipping the commodities to food distributors. The food distributors provide a discount for the commodities to Irving ISD when food is then purchased for the schools. This process is used in Texas to assist local school districts with moving commodities in a more efficient manner than having them stored at a warehouse for later use. Commodity value credit processing, more commonly known as pass-through value, is generally viewed in Texas as being a more efficient and effective method of commodity processing than traditional fee-for-service. Under the pass-through value system, school districts order foods

**EXHIBIT A-61  
USDA COMMODITY SUPPLEMENTAL VALUE  
2004-05 THROUGH 2005-06**

VENDOR	DESCRIPTION OF PRODUCTS	SCHOOL YEAR	
		2004-05	2005-06
Bimbo Bakeries	Breads	\$123,777	\$143,297
McKee's Baking	Snack Cakes	\$63,801	\$47,796
Labatt	Food, non-food, paper, catering, chips, cleaning supplies	\$2,890,437	\$2,743,176
Oak Farms	Dairy/Juice	\$0	\$1,043,131
Borden	Dairy	\$875,762	\$0
Dixie Ice Cream	Juice	\$121,103	\$0
Harvest Ice	Ice	\$1,692	\$0
Dispenser Service	Fountain/Frozen Drinks	\$149,572	\$0
Blue Bell	Frozen Desserts	\$41,574	\$20,427
<b>Total Food-Related Vendor Costs:</b>		<b>\$4,267,718</b>	<b>\$3,997,827</b>

**EXHIBIT A-61 (CONTINUED)**  
**USDA COMMODITY SUPPLEMENTAL VALUE**  
**2004-05 THROUGH 2005-06**

VENDOR	DESCRIPTION OF PRODUCTS	SCHOOL YEAR	
		2004-05	2005-06
<b>USDA Commodities Related</b>			
Federal Government	Beef, cheese, canned, frozen foods	\$520,965	\$580,862
Professional Food System	Processing of Dry, Frozen, Canned	\$25,115	\$33,649
Advance Foods	Processing of Beef	\$75,155	\$64,635
Land O Lakes	Processing of Cheese	\$12,575	\$14,570
<b>Total Commodities-Related Costs:</b>		<b>\$633,810</b>	<b>\$693,716</b>
<b>Total Food-Related Costs:</b>		<b>\$4,901,528</b>	<b>\$4,691,543</b>
<b>Percentage of Commodities to Total:</b>		<b>12.9%</b>	<b>14.8%</b>

SOURCE: Irving ISD Food Services Department, 2007.

through their normal food distributor and then get the value of the USDA commodity in those food(s) discounted directly from their invoice. In short, this system essentially creates a just-in-time (JIT) inventory system. Irving ISD uses this pass-through value method.

**FREE AND REDUCED MEALS AND OVERALL PARTICIPATION RATES**

Irving ISD student participation rates for breakfast and lunch are shown in **Exhibit A-62**. The percentages by meal for those students qualifying for free or reduced-priced meals are also provided in this exhibit.

**PROCESSING OF FREE AND REDUCED PRICED MEALS**

Irving ISD uses its centrally located office to process free and reduced-priced meals. Parents come into the office, and staff works with them to complete the forms. A bilingual receptionist assists in the effort, and outsourced staff is used to input the forms in the system in order to process them as quickly as possible. The district receives 25,000 free and reduced price meal applications each year with approximately 30 days to process the applications. To accommodate for this increased workload, the district uses two regular employees and up to eight temporary employees.

**EXHIBIT A-62**  
**STUDENT LUNCH PARTICIPATION RATES**  
**OCTOBER 2006**

SCHOOL	BREAKFAST				LUNCH			
	FREE	REDUCED	PAID	CAMPUS %	FREE	REDUCED	PAID	CAMPUS %
Irving	3,310	304	449	8%	14,699	2,433	1,936	39%
Union Bower	789	75	53	12%	2,342	324	606	43%
MacArthur	2,337	143	262	5%	9,894	1,769	2,224	28%
Nimitz	2,945	361	431	8%	12,919	2,457	3,163	41%
Academy	2,616	376	225	11%	8,097	1,396	1,012	35%
Bowie	2,632	456	361	16%	11,482	1,936	1,860	70%
Crockett	3,638	317	518	22%	7,687	1,633	2,976	59%
Travis	1,946	221	163	11%	8,537	1,832	3,807	64%
Lamar	1,355	224	359	8%	9,124	2,553	4,157	68%
Austin	3,413	503	672	24%	12,231	2,025	2,130	87%
Houston	2,545	359	162	14%	10,218	2,087	2,181	68%
DeZavala	2,269	238	152	13%	10,915	2,233	2,420	75%

**EXHIBIT A-62 (CONTINUED)  
STUDENT LUNCH PARTICIPATION RATES  
OCTOBER 2006**

SCHOOL	BREAKFAST				LUNCH			
	FREE	REDUCED	PAID	CAMPUS %	FREE	REDUCED	PAID	CAMPUS %
Barton	4,956	432	222	33%	11,865	1,283	1,983	90%
Brown	4,047	339	331	28%	10,551	1,610	2,485	86%
Britain	10,803	1,474	1,611	79%	12,537	1,601	1,554	90%
Good	10,409	1,263	1,776	77%	12,844	1,588	1,417	91%
John Haley	10,443	1,543	1,619	84%	11,859	1,711	1,408	92%
Tom Haley	2,936	330	268	23%	8,647	1,772	2,557	83%
Johnston	3,624	521	300	32%	8,346	1,537	1,994	85%
Keyes	11,923	1,556	1,985	87%	12,815	1,570	1,179	87%
Lee	2,606	248	256	20%	8,070	1,512	3,068	80%
Lively	10,577	1,732	3,241	87%	11,469	1,794	2,020	85%
Farine	2,435	357	252	19%	8,046	1,542	2,832	78%
Schulze	7,542	1,121	1,430	76%	9,357	1,289	1,429	91%
Wheeler T.C.	345	61	245	84%	322	61	208	76%
Brandenburg	3,445	329	310	22%	10,411	2,120	2,884	84%
Elliott	3,071	330	403	23%	8,107	1,499	3,896	82%
Hanes	1,621	341	326	17%	5,847	1,247	3,053	77%
Townley	3,086	554	784	25%	8,413	1,837	4,730	84%
Davis	3,967	344	459	29%	9,415	1,554	2,741	83%
Gilbert	9,296	1,724	2,061	79%	11,233	1,938	1,360	88%
Townsell	9,696	1,762	2,327	81%	11,051	1,981	2,221	90%
Stipes	1,748	165	184	24%	4,607	917	1,590	81%
Clifton ECS	3,058	320	311	29%	3,905	474	211	36%
Pierce ECS	4,532	524	437	38%	5,643	570	257	45%
Kinkeade ECS	2,616	531	296	26%	4,296	418	298	37%
<b>Totals</b>	<b>158,577</b>	<b>21,478</b>	<b>25,241</b>	<b>35%</b>	<b>327,801</b>	<b>56,103</b>	<b>75,847</b>	<b>72%</b>

SOURCE: Irving ISD Food Services Department, October 2006.

**TAKS SNACKS**

During the 2006–07 school year, 13 schools participated in providing 19,085 snacks to students in Irving ISD. This program, offered through the Food Service Department, provides snacks that are free to students during TAKS testing days. The school or associated parent teacher association pays for the snacks.

**INSPECTIONS**

All Irving ISD cafeterias and kitchens have passed inspections with an A or B grade from the local health department authorities.

**PERFORMANCE REVIEW SURVEY RESULTS**

As shown in the exhibits below, food service operations received positive responses from principals and assistant principals, teachers, and students.

As shown in **Exhibit A-63**, the majority of principals and assistant principals agree or strongly agree that food service does well with food preparation, serving, moving students through the line, friendly staff, clean facilities, and cafeterias maintain order.

**Exhibit A-64** shows survey results related to food service from the Irving ISD teachers' perspectives. As shown, while nearly 33 percent do not think that the cafeteria food looks

**EXHIBIT A-63  
PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY RESULTS ON FOOD SERVICE  
2007**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The cafeteria's food looks and tastes good.	20.37%	55.56%	7.41%	16.67%	0.00%
Food is served warm.	31.48%	59.26%	5.56%	3.70%	0.00%
Students have enough time to eat.	40.74%	59.26%	0.00%	0.00%	0.00%
Students eat lunch at the appropriate time of day.	31.48%	64.81%	1.85%	1.85%	0.00%
Students wait in food lines no longer than 10 minutes.	42.59%	50.00%	0.00%	5.56%	1.85%
Discipline and order are maintained in the school cafeteria.	44.44%	51.85%	0.00%	3.70%	0.00%
Cafeteria staff is helpful and friendly.	44.44%	48.15%	1.85%	5.56%	0.00%
Cafeteria facilities are sanitary and neat.	44.44%	48.15%	3.70%	3.70%	0.00%

SOURCE: Performance Review Team survey results of respondents answering survey, 2007.

**EXHIBIT A-64  
TEACHER SURVEY RESULTS ON FOOD SERVICE  
2007**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The cafeteria's food looks and tastes good.	6.65%	37.48%	23.26%	23.26%	9.35%
Food is served warm.	11.75%	54.95%	20.25%	9.58%	3.48%
Students eat lunch at the appropriate time of day.	16.00%	68.24%	5.95%	8.50%	1.31%
Students wait in food lines no longer than 10 minutes.	19.40%	51.85%	16.38%	9.35%	3.01%
Discipline and order are maintained in the school cafeteria.	22.26%	57.81%	9.04%	8.35%	2.55%
Cafeteria staff is helpful and friendly.	24.42%	53.94%	12.13%	7.11%	2.40%
Cafeteria facilities are sanitary and neat.	25.04%	60.05%	9.66%	3.71%	1.55%

SOURCE: Performance Review Team survey results of respondents answering survey, 2007.

or tastes good, the majority of respondents do think that food is served warm, at an appropriate time of day. Teachers also answered that discipline is maintained, staff is helpful, and the facilities are clean.

As indicated in **Exhibit A-65**, students are satisfied overall with food service operations. The only areas where students indicated they were not satisfied concerned the length of time provided for lunch and the wait times.

**EXHIBIT A-65  
STUDENT SURVEY RESULTS ON FOOD SERVICE  
2007**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The school breakfast program is available to all children.	23.50%	38.67%	26.00%	7.33%	4.50%
The cafeteria's food looks and tastes good.	5.33%	16.50%	21.83%	24.83%	31.50%
Food is served warm.	10.17%	40.83%	19.50%	18.00%	11.50%
Students have enough time to eat.	4.83%	21.67%	9.33%	27.00%	37.17%
Students eat lunch at the appropriate time of day.	9.67%	56.33%	16.50%	10.50%	7.00%

**EXHIBIT A-65 (CONTINUED)  
STUDENT SURVEY RESULTS ON FOOD SERVICE  
2007**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
Students wait in food lines no longer than 10 minutes.	6.17%	17.00%	13.83%	23.50%	39.50%
Discipline and order are maintained in the school cafeteria.	10.00%	45.00%	21.33%	12.67%	11.00%
Cafeteria staff is helpful and friendly.	19.33%	40.67%	17.50%	11.50%	11.00%
Cafeteria facilities are sanitary and neat.	13.17%	35.83%	25.67%	13.83%	11.50%

SOURCE: Performance Review Team survey results of respondents answering survey, 2007.

**CHAPTER ELEVEN  
SAFETY AND SECURITY**

**ORGANIZATION**

Irving Independent School District (Irving ISD) maintains a security force charged with patrolling all district buildings and areas. **Exhibit A-66** provides a breakdown of security positions in the district.

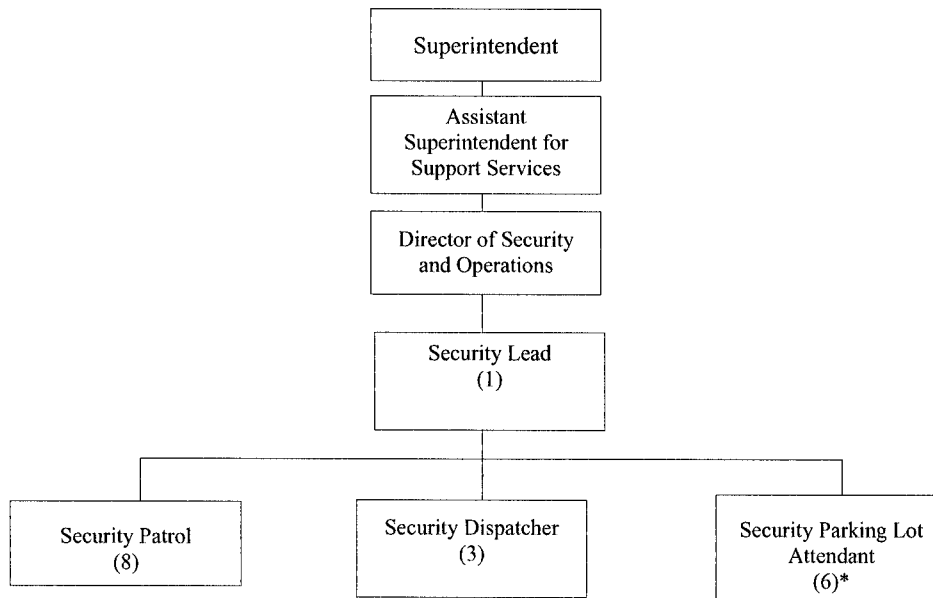
As shown in **Exhibit A-66**, Irving ISD employs 18 security staff, excluding the director of Security and Operations. Twelve (12) of these positions are full-time employees, and six are nine-month positions (security parking lot attendants). The security lead coordinates the activities of the remaining

security staff under the supervision of the director of Security and Operations.

**SAFETY AND SECURITY EXPENDITURES**

Irving ISD provides Safety and Security services while maintaining fiscal efficiency. **Exhibit A-67** provides a comparison of Irving ISD total percentage of operating expenditures for security and monitoring with those of the selected peer school districts. As shown in **Exhibit A-67**, Irving ISD's total percentage of safety and security operating expenditures equals the Texas state average percentage in Safety and Security expenditures for 2005–06.

**EXHIBIT A-66  
IRVING ISD SECURITY DEPARTMENT ORGANIZATION**



\*9-month employees.

NOTE: School Resource Officers are housed in the Teaching and Learning Department.

SOURCE: Irving ISD Security Department, 2007.

**EXHIBIT A-67  
IRVING ISD AND PEER DISTRICTS  
TOTAL PERCENTAGE SAFETY AND SECURITY OPERATING  
EXPENDITURES  
2005–06**

DISTRICT	SECURITY AND MONITORING SERVICES
Amarillo	0.4
Grand Prairie	0.6
Irving	0.7
Pasadena	1.0
United	1.4
Statewide	0.7

SOURCE: Texas Education Agency, AEIS 2005–06.

**SAFETY AND SECURITY ACTIVITIES**

In addition to the SRO program and the use of security officers, Irving ISD implements a series of safety and security activities to protect staff and students and to deter conduct infractions. A review of district plans and other records showed that Irving ISD provides a sufficient level of oversight of these activities. Further, Irving ISD interviews revealed confidence among staff with the efforts of the school district in this area. Some of the identified activities include:

- behavior modification counseling;
- drug counseling and prevention programs, including DARE;
- contracted drug detecting dogs on Irving ISD campuses on a rotating basis;
- safety inspections of Irving ISD buildings and grounds;
- regular fire drills; and
- school lockdown drills, including the announcement of a suspicious person on campus.

According to Irving ISD staff, and based on responses to the performance review team survey of Irving ISD staff, parents, and students, the primary security concerns facing Irving ISD are drugs, vandalism, and gang activity. However, the overall incidents in these areas are relatively low within Irving ISD. For example according to district data, vandalism damage totals for 2005–06 was \$27,513 with a large percentage of this total being attributed to one incident at one Irving ISD school. The district is addressing these issues by effectively implementing safety and security plans developed by the district.

**TRAINING**

The Irving ISD Security Department provides and/or facilitates a comprehensive schedule of training courses for security staff. Trainings include, in part:

- Texas penal codes;
- correct handcuffing procedures;
- gang recognition and handling;
- crisis management; and
- defensive driving.

A review of Irving ISD documents revealed that security staff has participated in a wide range of trainings. The director of Security and Operations and the security lead have worked to identify sufficient training curricula or have developed curricula to meet the needs of the district. These mandatory trainings are held throughout the year on a rotating schedule. A review of Irving ISD records showed that the security staff are moving through the progression of trainings that have been available since the beginning of 2006–07. The security lead, who coordinates security officers but does not have responsibility for regular patrol, directs all security training for Irving ISD.

**SCHOOL DISCIPLINE**

Irving ISD maintains a series of policies, procedures, and materials designed to define acceptable conduct within the school district and to intervene when unacceptable conduct is identified. The Irving ISD Student Code of Conduct is provided electronically via the Irving ISD District Management Plan. This document serves as the foundation of the district’s discipline philosophy and details approved procedures for addressing discipline infractions.

Irving ISD uses the definitions and actions provided in the District Management Plan to maintain discipline in the schools. The school district also maintains a database of reported disciplinary actions by school, gender, and ethnicity. A review of records for the 2005–06 school year showed that Irving ISD schools took official disciplinary action on 16,936 occasions, ranging in severity from minor disciplinary infractions to felony violations. A review of Irving ISD incident data revealed that a large percentage of reported discipline actions were for minor school conduct infractions. Discussions with Irving ISD school administrators and Security staff support Irving ISD efforts to deter infractions within the school system, which are detailed in the Irving ISD Discipline Management Plan, as shown in **Exhibit A-68**. Conduct infractions are categorized in the following manner.



**EXHIBIT A-68****IRVING ISD DISCIPLINE MANAGEMENT PLAN**

## Phase I Misbehaviors (sample infractions)

- tardiness/absenteeism;
- nonconformity to school or classroom rules;
- loitering/being in wrong or restricted areas of a campus; and
- running, pushing, shoving, littering, throwing objects (which is not part of a supervised activity), or cutting in line.

## Phase I Consequences

Discipline techniques include, but are not limited to, the following:

- verbal reprimand/warning;
- student/teacher conference;
- in-classroom disciplinary action;
- teacher/parent conference;
- conference referral to a counselor;
- discipline referral to principal or assistant principal;
- withdrawal of various student privileges (including bus riding, senior activities, computer online services, attendance or participation in extra-curricular activities);
- detention (Board Policy FO-L);
- confiscation of prohibited article;
- duty assignment;
- corporal punishment (Board Policy FO-L); and
- other appropriate discipline management techniques.

## Phase II Misbehaviors (sample infractions)

- repeated or combined Phase I misbehaviors;
- distributing or displaying unapproved material that could be offensive to others;
- forgery of notes, passes, etc.;
- insubordination (failing to comply with lawful directives by school personnel);
- possession or use of tobacco or tobacco products;
- disrespect to school personnel;
- indecent exposure;
- sexual harassment (verbal or physical); and
- any action which could cause injury or harm to another.

## Phase II Consequences

- any Phase I consequence or combination of consequences;
- in-school suspension;
- suspension;
- notification of outside agency and/or police with filing of charges when appropriate;
- behavior contract;
- behavior improvement/parent involvement program;
- voluntary enrollment in a residential drug or alcohol rehabilitation/treatment program;
- assignment to an discipline alternative education program from four to six weeks and notification of placement sent to the juvenile justice system. Students involved with prohibited organizations will be recommended for placement at the discipline alternative education program (TEC 37.121); and
- teacher removal from class.

## Phase III Misbehaviors (sample infractions)

Phase III misbehaviors are such that the student has disrupted or threatens to disrupt the school's efficiency to such a degree that his/her presence is not acceptable. Common signs of Phase III misbehaviors include, but are not limited to, the following offenses committed on school property or within 300 feet of school property, or while attending a school sponsored or school related activity except as noted:

- engages in conduct that is punishable as a felony which is not a Phase IV misbehavior (but Phase IV not listed);
- engaging in conduct off campus defined as a felony offense in Title 5 of the Penal Code;
- engages in conduct that contains the offense of assault under 22.01(a)(1), Penal Code, or terroristic threat under Section 22.07, Penal Code, or of false alarm or report, 42.06 Penal Code;
- possesses, uses, or is under the influence of: marijuana or a controlled substance as defined by Chapter 481, Health and Safety Code, or by 21 U.S.C. Section 801 et seq. or a dangerous drug, as defined by Chapter 483, Health and Safety Code;
- if such conduct is punishable as a felony, the offense is elevated to a Phase IV offense; and
- commits a serious act or offense while under the influence of alcohol, or possesses, uses, or is under the influence of an alcoholic beverage. (If such conduct is punishable as a felony, the offense is elevated to a Phase IV offense.)

## Phase III Consequences

Phase III consequences reflect the highest levels of student discipline, to include incarceration.

SOURCE: Irving ISD Security Department, Discipline Management Plan, 2007.

**Exhibit A-69** provides a comparison of the most commonly reported student discipline incidents among the peer school districts for 2004–05.

Interviews with district and school administrators as well as teachers revealed a common understanding of the conduct codes and a sufficiently uniform implementation of consequences.

#### **DISCIPLINARY ALTERNATIVE EDUCATION PROGRAM**

Irving ISD operates an alternative education program with services provided at several district locations including two Discipline Alternative Education Program (DAEP) sites located at the Secondary Reassignment Center (RAC) and the Elementary Development Center (EDC). Campus-level discipline follows the code of conduct and appropriate consequences, to the point of in- and out-of-school suspension. A student may receive an out-of-school suspension for up to three days per occurrence for conduct that could warrant placement in a DAEP. In-school suspensions (ISS) are more common and consist of student placement in a special area of Irving ISD schools that provides little or no opportunities for social contact. Students in ISS are supervised by school staff and the length of placement is determined by the nature of the discipline problem and in cooperation with parents and/or guardians. There is no limit to the length of ISS placements in Irving ISD.

If removal from the home campus is deemed necessary for students due to persistent misbehavior, a serious disruption, and/or a violation of the law, the student may be placed in an Irving ISD discipline alternative education program. Students

are typically assigned to the DAEP sites by their home school administrator. Placements are usually made for 20-day, 30-day, or extended year durations. In 2003–04, Irving ISD made 980 DAEP placements. In 2004–05, this total rose to 989, rising again in 2005–06 to 1,151 placements. **Exhibit A-70** provides detail on the process that Irving ISD follows in placing students into alternative education programs.

Both of the Irving ISD alternative education programs utilize the Boys Town Curriculum for behavioral management and improvement, in addition to the appropriate district-approved curriculum by grade level. Students may earn early releases by earning points for appropriate social and academic behavior, following the discipline management program. Students are assigned to a classroom with one supervising teacher and receive assignments in all core and elective subjects from the home school teachers of these subjects. DAEP teachers receive packets of assignments that are compiled at the home school. New pacts are requested as soon as students have completed 75 percent of the current work assigned to ensure that there is no gap in receiving assignments from home schools.

Interviews with home school and alternative education officials within Irving ISD revealed a high-level of satisfaction with the delivery of campus-level disciplinary actions, including ISS, within the schools. Interviews with Irving ISD officials also revealed a high level of satisfaction with the process and the enforcement of alternative education policies within the school district.

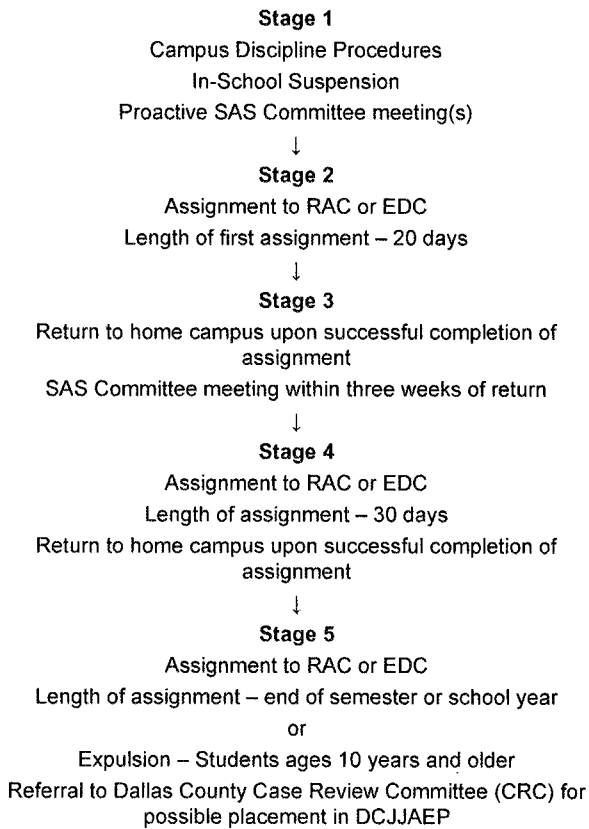
#### **EXHIBIT A-69 DISCIPLINE INCIDENTS PEER COMPARISON 2004–05**

TYPE OF INCIDENTS	IRVING	AMARILLO	UNITED	GRAND PRAIRIE	PASADENA
Disruptive behavior	12	*	56	*	13
Possessed, sold or used marijuana or other controlled substance	69	124	179	109	331
Serious or persistent misconduct violating the student code of conduct while placed in alternative education program	33	37	91	23	319
Violation of student code of conduct not included in codes 33 and 34	11,748	11,545	6,556	20,548	33,925
Assault against a school district employee or volunteer	*	10	*	35	7
Assault against someone other than a school district employee or volunteer	14	20	101	*	25
School-related gang violence	*	9	51	*	91
Fighting/mutual combat	138	716	357	281	172

\*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 procedures OP 10-03.

SOURCE: Texas Education Agency, PEIMS data, 2007.

**EXHIBIT A-70  
IRVING ISD DISCIPLINE FLOW CHART  
SERIOUS OR PERSISTENT MISBEHAVIOR**



SOURCE: Irving ISD website, 2007.

**JUVENILE JUSTICE ALTERNATIVE EDUCATION PROGRAM**

The Texas Education Code (TEC) requires that the juvenile justice system, in counties with over 125,000 in population, provide alternative education programs for students committing serious offenses. Irving ISD students who commit selected serious offenses, or fail to conform to the requirements of the DAEPs once removed from their home campus for less serious offenses, must be expelled to the Dallas County Juvenile Justice Alternative Education Program (DCJJAEP) based on procedures articulated in the Discipline Management Plan.

The Dallas County Juvenile Board, working with the 15 Independent School Districts within Dallas County and the Regional Education Service Center X, provides DCJJAEP for students who are expelled from their home school district. The contractor for the DCJJAEP is Keystone Education & Youth Services. The program is operated Monday through Friday and students are transported by bus to and from their homes. Students must wear uniforms and conform to a

discipline model based on the Boys Town system of behavior management. Only basic academic courses are provided to students in the program, as required by Texas code. While students are in the JJAEP, at the high school level, only four basic courses are offered: English, Social Studies, Math, and Science.

Students are initially assigned to the program for 90 days, once being removed from their home school district. Based on a point system that rewards appropriate behavior, students may be released back to their home districts after the 90 “good” day period. However, students whose offenses involve guns, murder, capital murder, deadly conduct, manslaughter, and criminally negligent homicide must be assigned to the JJAEP for a calendar year.

A review of the memorandum of understanding between Irving ISD and Dallas County that is related to this process showed that Irving ISD has clear procedures to ensure that students move through the alternative education programs following the discipline management plan. Students placed in DCJJAEP by Irving ISD staff, due to repeated behavior infractions, are considered “discretionary” placements. Irving ISD currently pays \$68 per day per discretionary student, with 23 students classified as discretionary at the time of the review. “Mandatory” placements are students that commit a felony-level offense and are removed from Irving ISD schools and placed into DCJJAEP, following state guidelines. The State of Texas pays Dallas County for these placements, which included nine Irving ISD students at the time of the review. Irving ISD continues to receive state funding, based on Average Daily Attendance (ADA) formulas, for discretionary DCJJAEP placements, but it loses all ADA funding for mandatory placements. Further, a review of related documentation provided evidence that Irving ISD is complying with the TEC Chapter 37 requirements for DAEPs.

**CHAPTER TWELVE  
COMMUNITY INVOLVEMENT**

Irving ISD has numerous effective processes for soliciting community support for academic, athletic, and other extracurricular activities. The district has three major organizations dedicated exclusively to increasing parental involvement and business partnerships with Irving ISD schools: the Irving ISD Council of Parent Teacher Associations (PTA), the Irving Partnerships in Schools (PIE) program, and the Irving Schools Foundation (ISF).

**PARENT AND BUSINESS PARTNERSHIPS**

Irving ISD enjoys strong support from parents and the community through the efforts of the Irving ISD Council of PTAs, the Irving Partnerships in Schools (PIE) program, and the Irving Schools Foundation.

The stated goals of the Irving ISD Council of PTAs are:

- To promote the welfare of the children and youth in home, school, community, and place of worship.
- To raise the standards of home life.
- To secure adequate laws for the care and protection of children and youth.
- To bring into closer relation the home and the school, that parents and teachers may cooperate intelligently in the education of children and youth.
- To develop between educators and the general public such united efforts as will secure for all children and youth the highest advantages in physical, mental, social, and spiritual education.

The Council oversees the activities of the local PTAs operating in Irving ISD schools, assists with training of officers, and provides technical assistance in all areas of PTA operations. The Irving ISD Council is affiliated with both the Texas PTA and national PTA organizations.

The PIE program operates in major cities across the United States and is thriving in Irving. The mission of the program is to enhance the personal and academic growth of Irving ISD youth through collaborative efforts between Irving public schools and the community, with the goal of having at least three business partnerships actively underway in each of the Irving ISD schools. It has met that goal in over 90 percent of the schools.

**SURVEY RESULTS**

As a part of the Irving ISD performance review, district-level administrators and staff, school administrators, teachers, and parents were asked to respond to a series of questions seeking their opinion on the level of community involvement in the school district. Each of the groups were asked to rate the degree to which they agreed or disagreed with the following statements:

- The district regularly communicates with parents.
- The local television and radio stations regularly report school news and menus.
- Schools have plenty of volunteers to help student and school programs.
- District facilities are open for community use.

The following four exhibits show the survey results from these stakeholder groups. **Exhibit A-71** shows the responses from district administrators and support staff, and as shown, for three of four statements, the majority of respondents either agreed or strongly agreed. For the statement regarding schools having a sufficient number of volunteers, the majority of district administrators and staff, at 62 percent, had no opinion or disagreed to some extent.

**Exhibit A-72** shows the survey responses of principals and assistant principals, who were asked similar questions and were even more favorable in their responses regarding the district communication skills and accessibility of school buildings to use by the public. The school-based administrators were split on their opinion as to whether there are enough volunteers in the schools (almost 52 percent agreed versus 48 percent disagreed or had no opinion).

**Exhibit A-73** shows the responses to the questions from teachers, whose opinions were also divided on the adequate supply of volunteers question. Like the two previous

**EXHIBIT A-71  
DISTRICT ADMINISTRATORS AND SUPPORT STAFF**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The district regularly communicates with parents.	25.00%	58.33%	12.50%	2.08%	2.08%
The local television and radio stations regularly report school news and menus.	20.83%	39.58%	29.17%	10.42%	0.00%
Schools have plenty of volunteers to help student and school programs.	10.42%	27.08%	27.08%	33.33%	2.08%
District facilities are open for community use.	14.58%	45.83%	29.17%	10.42%	0.00%

SOURCE: Performance Review Team survey results of respondents answering the survey, 2007.

**EXHIBIT A-72  
PRINCIPALS AND ASSISTANT PRINCIPALS SURVEY RESULTS**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The district regularly communicates with parents.	38.89%	48.15%	9.26%	3.70%	0.00%
Schools have plenty of volunteers to help student and school programs.	11.11%	40.74%	5.56%	40.74%	1.85%
District facilities are open for community use.	29.63%	40.74%	27.78%	1.85%	0.00%

SOURCE: Performance Review Team survey results of respondents answering the survey, 2007.

**EXHIBIT A-73  
TEACHER SURVEY RESULTS**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The district regularly communicates with parents.	16.54%	61.51%	13.06%	7.73%	1.16%
The local television and radio stations regularly report school news and menus.	10.97%	36.94%	32.92%	16.62%	2.55%
Schools have plenty of volunteers to help student and school programs.	6.57%	26.20%	19.78%	37.64%	9.81%
District facilities are open for community use.	9.66%	37.87%	42.43%	8.66%	1.39%

SOURCE: Performance Review Team survey results of respondents answering the survey, 2007.

stakeholder groups, they overwhelmingly agreed that the school district communicates with parents regularly (78 percent).

They had mixed opinions on the question of coverage of school events by local media and availability of school facilities for community use.

**Exhibit A-74** shows the results from the parent survey. As shown in the exhibit, parents were split on their views of whether the district communicates with them regularly. The majority of parents either had no opinion or disagreed about the availability of school facilities for community groups. Parent views were fairly divided regarding the number of volunteers in schools.

**EXHIBIT A-74  
PARENT SURVEY RESULTS**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The district regularly communicates with parents.	8.60%	43.01%	19.35%	20.97%	8.06%
District facilities are open for community use.	6.99%	33.33%	43.55%	11.83%	4.30%
Schools have plenty of volunteers to help students and school programs.	8.60%	25.81%	30.65%	22.58%	12.37%

SOURCE: Performance Review Team survey results of respondents answering the survey, 2007.



# DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY

(total number = 48)

## PART A. DEMOGRAPHIC DATA

Note: Totals may not equal 100 percent due to rounding.

1.	GENDER (OPTIONAL)	MALE	FEMALE
		33.33%	66.67%

2.	ETHNICITY (OPTIONAL)	NO RESPONSE	AFRICAN AMERICAN	WHITE	HISPANIC	ASIAN	OTHER
		0.00%	2.08%	85.42%	8.33%	2.08%	2.08%

3.	HOW LONG HAVE YOU BEEN EMPLOYED BY IRVING ISD?	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS
		29.17%	22.92%	8.33%	4.17%	35.42%

4.	ARE YOU A(N):	ADMINISTRATOR	CLERICAL STAFF	SUPPORT STAFF
		100.00%	0.00%	0.00%

5.	HOW LONG HAVE YOU BEEN EMPLOYED IN THIS CAPACITY BY IRVING ISD?	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS
		45.83%	31.25%	6.25%	4.17%	12.50%

## PART B. SURVEY QUESTIONS

### A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school board allows sufficient time for public input at meetings.	60.42%	31.25%	8.33%	0.00%	0.00%
2. School board members listen to the opinions and desires of others.	60.42%	37.50%	2.08%	0.00%	0.00%
3. The superintendent is a respected and effective instructional leader.	66.67%	27.08%	2.08%	2.08%	2.08%
4. The superintendent is a respected and effective business manager.	79.17%	18.75%	0.00%	2.08%	0.00%
5. Central administration is efficient.	45.83%	47.92%	0.00%	4.17%	2.08%

**A. DISTRICT ORGANIZATION AND MANAGEMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
6. Central administration supports the educational process.	64.58%	31.25%	2.08%	0.00%	2.08%
7. The morale of central administration staff is good.	37.50%	52.08%	4.17%	4.17%	2.08%

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Education is the main priority in our school district.	81.25%	16.67%	0.00%	2.08%	0.00%
2. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	41.67%	37.50%	12.50%	8.33%	0.00%
3. The needs of the college-bound student are being met.	41.67%	43.75%	14.58%	0.00%	0.00%
4. The needs of the work-bound student are being met.	33.33%	37.50%	20.83%	8.33%	0.00%
5. The district has effective educational programs for the following:					
a) Reading	41.67%	52.08%	6.25%	0.00%	0.00%
b) Writing	39.58%	50.00%	10.42%	0.00%	0.00%
c) Mathematics	35.42%	56.25%	6.25%	2.08%	0.00%
d) Science	31.25%	60.42%	6.25%	2.08%	0.00%
e) English or Language Arts	35.42%	58.33%	6.25%	0.00%	0.00%
f) Computer Instruction	50.00%	39.58%	4.17%	6.25%	0.00%
g) Social Studies (history or geography)	35.42%	52.08%	10.42%	2.08%	0.00%
h) Fine Arts	43.75%	43.75%	8.33%	2.08%	2.08%
i) Physical Education	31.25%	54.17%	12.50%	2.08%	0.00%
j) Business Education	18.75%	50.00%	27.08%	2.08%	2.08%
k) Vocational (Career and Technology) Education	27.08%	39.58%	29.17%	2.08%	2.08%
l) Foreign Language	16.67%	47.92%	29.17%	6.25%	0.00%
6. The district has effective special programs for the following:					
a) Library Service	52.08%	41.67%	6.25%	0.00%	0.00%
b) Honors/Gifted and Talented Education	45.83%	47.92%	4.17%	2.08%	0.00%
c) Special Education	45.83%	54.17%	0.00%	0.00%	0.00%
d) Head Start and Even Start programs	31.25%	45.83%	22.92%	0.00%	0.00%
e) Dyslexia program	29.17%	39.58%	31.25%	0.00%	0.00%
f) Student mentoring program	18.75%	41.67%	29.17%	10.42%	0.00%
g) Advanced placement program	35.42%	52.08%	10.42%	2.08%	0.00%
h) Literacy program	33.33%	50.00%	14.58%	2.08%	0.00%
i) Programs for students at risk of dropping out of school	20.83%	41.67%	27.08%	8.33%	2.08%
j) Summer school programs	20.83%	54.17%	6.25%	16.67%	2.08%
k) Alternative education programs	18.75%	54.17%	20.83%	4.17%	2.08%



**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
l) English as a second language program	33.33%	56.25%	6.25%	4.17%	0.00%
m) Career counseling program	12.50%	41.67%	33.33%	10.42%	2.08%
n) College counseling program	14.58%	37.50%	33.33%	12.50%	2.08%
o) Counseling the parents of students	8.33%	22.92%	54.17%	12.50%	2.08%
p) Drop-out prevention program	14.58%	41.67%	33.33%	8.33%	2.08%
7. Parents are immediately notified if a child is absent from school.	12.50%	25.00%	43.75%	16.67%	2.08%
8. Teacher turnover is low.	2.08%	8.33%	25.00%	45.83%	18.75%
9. Highly qualified teachers fill job openings.	10.42%	37.50%	16.67%	33.33%	2.08%
10. Teacher openings are filled quickly.	8.33%	31.25%	31.25%	27.08%	2.08%
11. Teachers are rewarded for superior performance.	2.08%	22.92%	45.83%	25.00%	4.17%
12. Teachers are counseled about less than satisfactory performance.	8.33%	43.75%	31.25%	14.58%	2.08%
13. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	50.00%	43.75%	6.25%	0.00%	0.00%
14. The student-to-teacher ratio is reasonable.	20.83%	56.25%	10.42%	8.33%	4.17%
15. Students have access, when needed, to a school nurse.	37.50%	47.92%	14.58%	0.00%	0.00%
16. Classrooms are seldom left unattended.	33.33%	35.42%	31.25%	0.00%	0.00%

**C. PERSONNEL**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. District salaries are competitive with similar positions in the job market.	14.58%	68.75%	4.17%	10.42%	2.08%
2. The district has a good and timely program for orienting new employees.	29.17%	45.83%	12.50%	12.50%	0.00%
3. Temporary workers are rarely used.	4.17%	25.00%	47.92%	22.92%	0.00%
4. The district successfully projects future staffing needs.	22.92%	45.83%	16.67%	14.58%	0.00%
5. The district has an effective employee recruitment program.	20.83%	47.92%	22.92%	8.33%	0.00%
6. The district operates an effective staff development program.	33.33%	50.00%	6.25%	8.33%	2.08%
7. District employees receive annual personnel evaluations.	50.00%	45.83%	4.17%	0.00%	0.00%
8. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	12.50%	37.50%	29.17%	18.75%	2.08%
9. Employees who perform below the standard of expectation are counseled appropriately and timely.	12.50%	47.92%	27.08%	10.42%	2.08%
10. The district has a fair and timely grievance process.	27.08%	33.33%	37.50%	2.08%	0.00%
11. The district's health insurance package meets my needs.	12.50%	33.33%	6.25%	35.42%	12.50%

**D. COMMUNITY INVOLVEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The district regularly communicates with parents.	25.00%	58.33%	12.50%	2.08%	2.08%
2. The local television and radio stations regularly report school news and menus.	20.83%	39.58%	29.17%	10.42%	0.00%
3. Schools have plenty of volunteers to help student and school programs.	10.42%	27.08%	27.08%	33.33%	2.08%
4. District facilities are open for community use.	14.58%	45.83%	29.17%	10.42%	0.00%

**E. FACILITIES USE AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	33.33%	35.42%	27.08%	2.08%	2.08%
2. The architect and construction managers are selected objectively and impersonally.	33.33%	27.08%	39.58%	0.00%	0.00%
3. Schools are clean.	52.08%	39.58%	2.08%	6.25%	0.00%
4. Buildings are properly maintained in a timely manner.	45.83%	37.50%	8.33%	8.33%	0.00%
5. Repairs are made in a timely manner.	29.17%	45.83%	16.67%	8.33%	0.00%
6. Emergency maintenance is handled promptly.	45.83%	29.17%	20.83%	4.17%	0.00%

**F. FINANCIAL MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	25.00%	35.42%	33.33%	4.17%	2.08%
2. Campus administrators are well trained in fiscal management techniques.	16.67%	37.50%	43.75%	2.08%	0.00%
3. The district's financial reports are easy to read and understand.	18.75%	35.42%	39.58%	6.25%	0.00%
4. Financial reports are made available to community members when asked.	33.33%	35.42%	31.25%	0.00%	0.00%

**G. PURCHASING AND WAREHOUSING**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Purchasing gets me what I need when I need it.	33.33%	58.33%	4.17%	4.17%	0.00%
2. Purchasing acquires the highest quality materials and equipment at the lowest cost.	22.92%	52.08%	18.75%	6.25%	0.00%
3. Purchasing processes are not cumbersome for the requestor.	22.92%	56.25%	14.58%	6.25%	0.00%
4. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	22.92%	45.83%	22.92%	8.33%	0.00%

**G. PURCHASING AND WAREHOUSING (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
5. Students are issued textbooks in a timely manner.	14.58%	35.42%	33.33%	14.58%	2.08%
6. Textbooks are in good shape.	14.58%	43.75%	33.33%	8.33%	0.00%
7. The school library meets student needs for books and other resources for students.	52.08%	33.33%	14.58%	0.00%	0.00%

**H. SAFETY AND SECURITY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Gangs are not a problem in this district.	6.25%	25.00%	31.25%	31.25%	6.25%
2. Drugs are not a problem in this district.	6.25%	25.00%	35.42%	25.00%	8.33%
3. Vandalism is not a problem in this district.	6.25%	22.92%	20.83%	39.58%	10.42%
4. Security personnel have a good working relationship with principals and teachers.	33.33%	39.58%	27.08%	0.00%	0.00%
5. Security personnel are respected and liked by the students they serve.	20.83%	31.25%	47.92%	0.00%	0.00%
6. A good working arrangement exists between local law enforcement and the district.	43.75%	39.58%	14.58%	2.08%	0.00%
7. Students receive fair and equitable discipline for misconduct.	25.00%	41.67%	22.92%	8.33%	2.08%

**I. COMPUTERS AND TECHNOLOGY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Students regularly use computers.	66.67%	20.83%	6.25%	4.17%	2.08%
2. Students have regular access to computer equipment and software in the classroom.	72.92%	20.83%	2.08%	4.17%	0.00%
3. Teachers know how to use computers in the classroom.	47.92%	39.58%	2.08%	8.33%	2.08%
4. Computers are new enough to be useful for student instruction.	64.58%	35.42%	0.00%	0.00%	0.00%
5. The district meets student needs in computer fundamentals.	68.75%	27.08%	2.08%	2.08%	0.00%
6. The district meets student needs in advanced computer skills.	58.33%	29.17%	6.25%	6.25%	0.00%
7. Teachers and students have easy access to the Internet.	77.08%	22.92%	0.00%	0.00%	0.00%

**J. TRANSPORTATION**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The drop-off zone at the school is safe.	35.42%	22.92%	39.58%	2.08%	0.00%
2. The district has a simple method to request buses for special events.	22.92%	31.25%	45.83%	0.00%	0.00%
3. Buses arrive and leave on time.	16.67%	25.00%	52.08%	4.17%	2.08%
4. Adding or modifying a route for a student is easy to accomplish.	12.50%	16.67%	68.75%	2.08%	0.00%

# PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY

(total number = 54)

## PART A. DEMOGRAPHIC DATA

Note: Totals may not equal 100 percent due to rounding.

1. GENDER (OPTIONAL)	MALE	FEMALE
	32.69%	67.31%

2. ETHNICITY (OPTIONAL)	NO RESPONSE	AFRICAN AMERICAN	WHITE	HISPANIC	ASIAN	OTHER
	0.00%	11.54%	71.15%	17.31%	0.00%	0.00%

3. HOW LONG HAVE YOU BEEN EMPLOYED BY IRVING ISD?	NO RESPONSE	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS
	0.00%	29.63%	20.37%	33.33%	5.56%	11.11%

4. WHAT GRADES ARE TAUGHT IN YOUR SCHOOL?	PRE-KINDERGARTEN	KINDERGARTEN	FIRST GRADE
	7.40%	42.60%	44.40%
	SECOND GRADE	THIRD GRADE	FOURTH GRADE
	42.60%	42.60%	42.60%
	FIFTH GRADE	SIXTH GRADE	SEVENTH GRADE
	42.60%	24.10%	24.10%
	EIGHTH GRADE	NINTH GRADE	TENTH GRADE
	24.10%	25.90%	25.90%
	ELEVENTH GRADE	TWELFTH GRADE	
	25.90%	25.90%	

## PART B. SURVEY QUESTIONS

### A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school board allows sufficient time for public input at meetings.	46.30%	44.44%	9.26%	0.00%	0.00%
2. School board members listen to the opinions and desires of others.	51.85%	37.04%	11.11%	0.00%	0.00%
3. School board members understand their role as policymakers and stay out of the day-to-day management of the district.	57.41%	31.48%	9.26%	1.85%	0.00%

**A. DISTRICT ORGANIZATION AND MANAGEMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
4. The superintendent is a respected and effective instructional leader.	55.56%	33.33%	9.26%	1.85%	0.00%
5. The superintendent is a respected and effective business manager.	72.22%	24.07%	1.85%	1.85%	0.00%
6. Central administration is efficient.	29.63%	53.70%	9.26%	7.41%	0.00%
7. Central administration supports the educational process.	42.59%	53.70%	3.70%	0.00%	0.00%
8. The morale of central administration staff is good.	31.48%	46.30%	22.22%	0.00%	0.00%

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Education is the main priority in our school district.	70.37%	27.78%	0.00%	1.85%	0.00%
2. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	44.44%	38.89%	5.56%	11.11%	0.00%
3. The needs of the college-bound student are being met.	33.33%	37.04%	25.93%	3.70%	0.00%
4. The needs of the work-bound student are being met.	16.67%	42.59%	29.63%	9.26%	1.85%
5. The district provides curriculum guides for all grades and subjects.	66.67%	29.63%	0.00%	3.70%	0.00%
6. The curriculum guides are appropriately aligned and coordinated.	51.85%	42.59%	1.85%	3.70%	0.00%
7. The district's curriculum guides clearly outline what to teach and how to teach it.	48.15%	44.44%	1.85%	5.56%	0.00%
8. The district has effective educational programs for the following:					
a) Reading	51.85%	44.44%	1.85%	1.85%	0.00%
b) Writing	50.00%	42.59%	5.56%	1.85%	0.00%
c) Mathematics	38.89%	38.89%	11.11%	9.26%	1.85%
d) Science	29.63%	50.00%	11.11%	7.41%	1.85%
e) English or Language Arts	44.44%	50.00%	5.56%	0.00%	0.00%
f) Computer Instruction	46.30%	50.00%	1.85%	1.85%	0.00%
g) Social Studies (history or geography)	29.63%	55.56%	12.96%	1.85%	0.00%
h) Fine Arts	38.89%	50.00%	11.11%	0.00%	0.00%
i) Physical Education	35.19%	46.30%	12.96%	5.56%	0.00%
j) Business Education	22.22%	31.48%	46.30%	0.00%	0.00%
k) Vocational (Career and Technology) Education	25.93%	27.78%	44.44%	0.00%	1.85%
l) Foreign Language	22.22%	37.04%	35.19%	5.56%	0.00%
9. The district has effective special programs for the following:					
a) Library Service	44.44%	48.15%	7.41%	0.00%	0.00%

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
b) Honors/Gifted and Talented Education	44.44%	48.15%	1.85%	3.70%	1.85%
c) Special Education	51.85%	46.30%	0.00%	1.85%	0.00%
d) Head Start and Even Start programs	33.33%	33.33%	33.33%	0.00%	0.00%
e) Dyslexia program	25.93%	46.30%	16.67%	9.26%	1.85%
f) Student mentoring program	16.67%	48.15%	27.78%	5.56%	1.85%
g) Advanced placement program	38.89%	35.19%	25.93%	0.00%	0.00%
h) Literacy program	33.33%	53.70%	9.26%	3.70%	0.00%
i) Programs for students at risk of dropping out of school	20.37%	48.15%	18.52%	11.11%	1.85%
j) Summer school programs	29.63%	57.41%	3.70%	9.26%	0.00%
k) Alternative education programs	29.63%	48.15%	16.67%	5.56%	0.00%
l) English as a second language program	37.04%	53.70%	3.70%	5.56%	0.00%
m) Career counseling program	18.52%	33.33%	42.59%	3.70%	1.85%
n) College counseling program	18.52%	33.33%	40.74%	5.56%	1.85%
o) Counseling the parents of students	16.67%	46.30%	18.52%	16.67%	1.85%
p) Drop-out prevention program	12.96%	37.04%	38.89%	9.26%	1.85%
10. Parents are immediately notified if a child is absent from school.	16.67%	50.00%	11.11%	22.22%	0.00%
11. Teacher turnover is low.	7.41%	18.52%	20.37%	42.59%	11.11%
12. Highly qualified teachers fill job openings.	27.78%	55.56%	5.56%	9.26%	1.85%
13. Teachers are rewarded for superior performance.	12.96%	27.78%	27.78%	25.93%	5.56%
14. Teachers are counseled about less than satisfactory performance.	33.33%	53.70%	7.41%	5.56%	0.00%
15. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	55.56%	35.19%	5.56%	3.70%	0.00%
16. Students have access, when needed, to a school nurse.	62.96%	33.33%	1.85%	1.85%	0.00%
17. Classrooms are seldom left unattended.	59.26%	37.04%	1.85%	1.85%	0.00%

**C. PERSONNEL**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. District salaries are competitive with similar positions in the job market.	40.74%	44.44%	1.85%	9.26%	3.70%
2. The district has a good and timely program for orienting new employees.	35.19%	53.70%	7.41%	3.70%	0.00%
3. Temporary workers are rarely used.	25.93%	38.89%	27.78%	7.41%	0.00%
4. The district successfully projects future staffing needs.	35.19%	48.15%	12.96%	3.70%	0.00%
5. The district has an effective employee recruitment program.	35.19%	42.59%	12.96%	9.26%	0.00%

**C. PERSONNEL (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
6. The district operates an effective staff development program.	33.33%	50.00%	9.26%	7.41%	0.00%
7. District employees receive annual personnel evaluations.	68.52%	27.78%	3.70%	0.00%	0.00%
8. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	16.67%	38.89%	24.07%	18.52%	1.85%
9. Employees who perform below the standard of expectation are counseled appropriately and timely.	37.04%	40.74%	14.81%	7.41%	0.00%
10. The district has a fair and timely grievance process.	53.70%	31.48%	14.81%	0.00%	0.00%
11. The district's health insurance package meets my needs.	9.26%	38.89%	7.41%	31.48%	12.96%

**D. COMMUNITY INVOLVEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The district regularly communicates with parents.	38.89%	48.15%	9.26%	3.70%	0.00%
2. Schools have plenty of volunteers to help student and school programs.	11.11%	40.74%	5.56%	40.74%	1.85%
3. District facilities are open for community use.	29.63%	40.74%	27.78%	1.85%	0.00%

**E. FACILITIES USE AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	31.48%	37.04%	22.22%	9.26%	0.00%
2. Schools are clean.	55.56%	38.89%	1.85%	3.70%	0.00%
3. Buildings are properly maintained in a timely manner.	48.15%	44.44%	0.00%	7.41%	0.00%
4. Repairs are made in a timely manner.	46.30%	40.74%	1.85%	11.11%	0.00%
5. Emergency maintenance is handled promptly.	55.56%	42.59%	1.85%	0.00%	0.00%

**F. FINANCIAL MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	42.59%	35.19%	16.67%	5.56%	0.00%
2. Campus administrators are well trained in fiscal management techniques.	18.52%	50.00%	12.96%	14.81%	3.70%
3. Financial resources are allocated fairly and equitably at my school.	50.00%	35.19%	12.96%	1.85%	0.00%



**G. PURCHASING AND WAREHOUSING**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Purchasing gets me what I need when I need it.	29.63%	55.56%	12.96%	1.85%	0.00%
2. Purchasing acquires high quality materials and equipment at the lowest cost.	18.52%	48.15%	24.07%	9.26%	0.00%
3. Purchasing processes are not cumbersome for the requestor.	22.22%	46.30%	24.07%	7.41%	0.00%
4. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	27.78%	44.44%	16.67%	11.11%	0.00%
5. Students are issued textbooks in a timely manner.	33.33%	50.00%	5.56%	9.26%	1.85%
6. Textbooks are in good shape.	37.04%	57.41%	3.70%	1.85%	0.00%
7. The school library meets student needs for books and other resources.	51.85%	46.30%	1.85%	0.00%	0.00%

**H. FOOD SERVICES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The cafeteria's food looks and tastes good.	20.37%	55.56%	7.41%	16.67%	0.00%
2. Food is served warm.	31.48%	59.26%	5.56%	3.70%	0.00%
3. Students have enough time to eat.	40.74%	59.26%	0.00%	0.00%	0.00%
4. Students eat lunch at the appropriate time of day.	31.48%	64.81%	1.85%	1.85%	0.00%
5. Students wait in food lines no longer than 10 minutes.	42.59%	50.00%	0.00%	5.56%	1.85%
6. Discipline and order are maintained in the school cafeteria.	44.44%	51.85%	0.00%	3.70%	0.00%
7. Cafeteria staff is helpful and friendly.	44.44%	48.15%	1.85%	5.56%	0.00%
8. Cafeteria facilities are sanitary and neat.	44.44%	48.15%	3.70%	3.70%	0.00%

**I. TRANSPORTATION**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The drop-off zone at the school is safe.	35.19%	59.26%	3.70%	1.85%	0.00%
2. The district has a simple method to request buses for special events.	31.48%	55.56%	9.26%	3.70%	0.00%
3. Buses arrive and leave on time.	25.93%	55.56%	5.56%	12.96%	0.00%
4. Adding or modifying a route for a student is easy to accomplish.	14.81%	40.74%	29.63%	14.81%	0.00%

**J. SAFETY AND SECURITY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Students feel safe and secure at school.	55.56%	42.59%	1.85%	0.00%	0.00%
2. School disturbances are infrequent.	46.30%	51.85%	1.85%	0.00%	0.00%
3. Gangs are not a problem in this district.	14.81%	25.93%	20.37%	37.04%	1.85%
4. Drugs are not a problem in this district.	7.41%	27.78%	27.78%	35.19%	1.85%
5. Vandalism is not a problem in this district.	11.11%	29.63%	20.37%	31.48%	7.41%
6. Security personnel have a good working relationship with principals and teachers.	44.44%	48.15%	7.41%	0.00%	0.00%
7. Security personnel are respected and liked by the students they serve.	31.48%	42.59%	25.93%	0.00%	0.00%
8. A good working arrangement exists between local law enforcement and the district.	55.56%	42.59%	1.85%	0.00%	0.00%
9. Students receive fair and equitable discipline for misconduct.	55.56%	42.59%	0.00%	1.85%	0.00%
10. Safety hazards do not exist on school grounds.	46.30%	48.15%	0.00%	5.56%	0.00%

**K. COMPUTERS AND TECHNOLOGY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Students regularly use computers.	70.37%	27.78%	0.00%	1.85%	0.00%
2. Students have regular access to computer equipment and software in the classroom.	79.63%	20.37%	0.00%	0.00%	0.00%
3. Computers are new enough to be useful for student instruction.	77.78%	20.37%	1.85%	0.00%	0.00%
4. The district meets student needs in computer fundamentals.	68.52%	31.48%	0.00%	0.00%	0.00%
5. The district meets student needs in advanced computer skills.	61.11%	25.93%	7.41%	5.56%	0.00%
6. Teachers know how to use computers in the classroom.	48.15%	40.74%	5.56%	3.70%	1.85%
7. Teachers and students have easy access to the Internet.	79.63%	18.52%	1.85%	0.00%	0.00%

# TEACHER SURVEY

(total number = 1,294)

## PART A. DEMOGRAPHIC DATA

Note: Totals may not equal 100 percent due to rounding.

1.	GENDER (OPTIONAL)	NO RESPONSE	MALE	FEMALE			
			17.32%	82.68%			

2.	ETHNICITY (OPTIONAL)	NO RESPONSE	AFRICAN AMERICAN	WHITE	HISPANIC	ASIAN	OTHER
			4.30%	72.13%	17.04%	1.83%	4.70%

3.	HOW LONG HAVE YOU BEEN EMPLOYED BY IRVING ISD?	NO RESPONSE	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS
			52.32%	22.95%	9.89%	5.18%	9.66%

4.	WHAT GRADE(S) DO YOU TEACH THIS YEAR (MARK ALL THAT APPLY)?					
	PRE-KINDERGARTEN	KINDERGARTEN	FIRST GRADE			
	5.10%	15.80%	19.30%			
	SECOND GRADE	THIRD GRADE	FOURTH GRADE			
	18.10%	18.90%	20.70%			
	FIFTH GRADE	SIXTH GRADE	SEVENTH GRADE			
	19.30%	14.10%	15.10%			
	EIGHTH GRADE	NINTH GRADE	TENTH GRADE			
	15.10%	17.30%	17.50%			
	ELEVENTH GRADE	TWELFTH GRADE				
	17.90%	16.10%				

## PART B. SURVEY QUESTIONS

### A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school board allows sufficient time for public input at meetings.	11.36%	40.34%	46.91%	1.08%	0.31%
2. School board members listen to the opinions and desires of others.	10.28%	42.66%	39.34%	7.11%	0.62%
3. School board members work well with the superintendent.	14.37%	39.03%	45.90%	0.46%	0.23%
4. The school board has a good image in the community.	17.70%	53.63%	24.19%	4.10%	0.39%

**A. DISTRICT ORGANIZATION AND MANAGEMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
5. The superintendent is a respected and effective instructional leader.	21.72%	44.74%	20.71%	11.05%	1.78%
6. The superintendent is a respected and effective business manager.	22.80%	42.19%	26.43%	7.19%	1.39%
7. Central administration is efficient.	15.77%	54.17%	15.84%	12.06%	2.16%
8. Central administration supports the educational process.	19.71%	58.81%	13.29%	6.88%	1.31%
9. The morale of central administration staff is good.	16.46%	44.51%	34.54%	3.79%	0.70%

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Education is the main priority in our school district.	41.58%	46.14%	3.01%	8.42%	0.85%
2. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	21.48%	52.94%	9.81%	13.37%	2.40%
3. The needs of the college-bound student are being met.	14.68%	45.60%	29.13%	9.04%	1.55%
4. The needs of the work-bound student are being met.	12.83%	40.34%	27.51%	15.92%	3.40%
5. The district provides curriculum guides for all grades and subjects.	36.48%	50.93%	6.34%	5.33%	0.93%
6. The curriculum guides are appropriately aligned and coordinated.	26.28%	51.55%	11.75%	9.12%	1.31%
7. The district's curriculum guides clearly outline what to teach and how to teach it.	22.95%	49.00%	12.36%	13.68%	2.01%
8. The district has effective educational programs for the following:					
a) Reading	28.05%	55.18%	10.59%	5.41%	0.77%
b) Writing	23.42%	56.11%	12.60%	6.88%	1.00%
c) Mathematics	25.19%	56.80%	10.90%	6.26%	0.85%
d) Science	23.49%	54.79%	13.06%	7.65%	1.00%
e) English or Language Arts	24.96%	56.49%	12.21%	5.56%	0.77%
f) Computer Instruction	29.98%	47.99%	12.83%	7.81%	1.39%
g) Social Studies (history or geography)	19.47%	52.24%	18.01%	8.11%	2.16%
h) Fine Arts	21.95%	52.24%	20.63%	4.33%	0.85%
i) Physical Education	23.59%	53.75%	18.79%	3.40%	0.46%
j) Business Education	11.36%	29.60%	54.56%	4.17%	0.31%
k) Vocational (Career and Technology) Education	12.98%	30.68%	47.53%	7.19%	1.62%
l) Foreign Language	13.06%	38.49%	42.43%	5.18%	0.85%
9. The district has effective special programs for the following:					
a) Library Service	30.37%	54.10%	13.60%	1.62%	0.31%

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
b) Honors/Gifted and Talented Education	28.75%	53.86%	12.52%	3.86%	1.00%
c) Special Education	28.05%	56.34%	7.81%	6.88%	0.93%
d) Head Start and Even Start programs	14.76%	30.22%	53.32%	1.47%	0.23%
e) Dyslexia program	9.27%	28.28%	50.39%	9.58%	2.47%
f) Student mentoring program	11.82%	37.56%	39.41%	10.43%	0.77%
g) Advanced placement program	17.08%	41.11%	38.18%	3.01%	0.62%
h) Literacy program	18.32%	48.45%	27.36%	5.26%	0.62%
i) Programs for students at risk of dropping out of school	10.97%	33.62%	41.04%	12.13%	2.24%
j) Summer school programs	17.00%	53.32%	21.17%	7.65%	0.85%
k) Alternative education programs	15.22%	41.42%	35.55%	6.57%	1.24%
l) English as a second language program	23.11%	53.32%	12.06%	9.51%	2.01%
m) Career counseling program	8.43%	27.53%	55.99%	6.96%	1.08%
n) College counseling program	7.50%	28.21%	57.73%	5.87%	0.70%
o) Counseling the parents of students	9.51%	34.54%	38.18%	15.38%	2.40%
p) Drop-out prevention program	7.34%	25.04%	53.32%	11.90%	2.40%
10. Parents are immediately notified if a child is absent from school.	11.82%	29.60%	31.92%	19.86%	6.80%
11. Teacher turnover is low.	2.94%	17.16%	23.18%	39.80%	16.92%
12. Highly qualified teachers fill job openings.	9.35%	39.95%	18.32%	25.35%	7.03%
13. Teacher openings are filled quickly.	8.04%	42.66%	24.81%	20.32%	4.17%
14. Teachers are rewarded for superior performance.	4.95%	27.98%	22.49%	32.53%	12.06%
15. Teachers are counseled about less than satisfactory performance.	8.66%	49.77%	28.28%	10.97%	2.32%
16. Teachers are knowledgeable in the subject areas they teach.	16.31%	64.30%	12.13%	6.03%	1.24%
17. All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	25.43%	49.69%	12.91%	10.12%	1.85%
18. The student-to-teacher ratio is reasonable.	12.13%	53.17%	8.27%	20.94%	5.49%
19. Classrooms are seldom left unattended.	30.22%	57.42%	7.50%	3.79%	1.08%

**C. PERSONNEL**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. District salaries are competitive with similar positions in the job market.	17.39%	56.72%	4.87%	16.77%	4.25%
2. The district has a good and timely program for orienting new employees.	17.93%	54.79%	12.52%	12.75%	2.01%
3. Temporary workers are rarely used.	5.56%	31.14%	36.17%	22.49%	4.64%
4. The district successfully projects future staffing needs.	6.88%	39.10%	35.09%	15.92%	3.01%

**C. PERSONNEL (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
5. The district has an effective employee recruitment program.	9.44%	45.40%	32.02%	10.90%	2.24%
6. The district operates an effective staff development program.	19.09%	56.72%	9.51%	12.60%	2.09%
7. District employees receive annual personnel evaluations.	30.29%	61.13%	7.03%	1.08%	0.46%
8. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	8.27%	28.98%	28.36%	27.51%	6.88%
9. Employees who perform below the standard of expectation are counseled appropriately and timely.	8.11%	39.10%	36.63%	13.76%	2.40%
10. The district has a fair and timely grievance process.	6.80%	31.38%	53.94%	6.26%	1.62%
11. The district's health insurance package meets my needs.	5.10%	29.13%	11.75%	27.82%	26.20%

**D. COMMUNITY INVOLVEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The district regularly communicates with parents.	16.54%	61.51%	13.06%	7.73%	1.16%
2. The local television and radio stations regularly report school news and menus.	10.97%	36.94%	32.92%	16.62%	2.55%
3. Schools have plenty of volunteers to help student and school programs.	6.57%	26.20%	19.78%	37.64%	9.81%
4. District facilities are open for community use.	9.66%	37.87%	42.43%	8.66%	1.39%

**E. FACILITIES USE AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The district plans facilities far enough in the future to support enrollment growth.	8.58%	43.89%	30.91%	13.68%	2.94%
2. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	7.65%	38.33%	40.34%	11.98%	1.70%
3. The architect and construction managers are selected objectively and impersonally.	5.18%	17.54%	74.34%	2.16%	0.77%
4. The quality of new construction is excellent.	12.60%	36.86%	42.19%	6.72%	1.62%
5. Schools are clean.	19.32%	63.52%	5.95%	9.43%	1.78%
6. Buildings are properly maintained in a timely manner.	17.85%	60.12%	8.81%	10.97%	2.24%
7. Repairs are made in a timely manner.	14.46%	53.29%	11.29%	18.41%	2.55%
8. Emergency maintenance is handled promptly.	18.62%	58.04%	17.62%	4.79%	0.93%

**F. FINANCIAL MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	10.74%	36.79%	41.81%	9.04%	1.62%
2. Campus administrators are well trained in fiscal management techniques.	12.06%	37.17%	45.98%	3.86%	0.93%
3. Financial resources are allocated fairly and equitably at my school.	14.54%	41.69%	32.41%	8.82%	2.55%

**G. PURCHASING AND WAREHOUSING**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Purchasing gets me what I need when I need it.	8.73%	40.65%	35.47%	12.83%	2.32%
2. Purchasing acquires the highest quality materials and equipment at the lowest cost.	6.65%	30.29%	48.30%	11.67%	3.09%
3. Purchasing processes are not cumbersome for the requestor.	6.96%	32.61%	47.60%	11.05%	1.78%
4. Vendors are selected competitively.	4.95%	20.17%	71.10%	2.40%	1.39%
5. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	8.58%	38.02%	33.85%	17.31%	2.24%
6. Students are issued textbooks in a timely manner.	12.06%	51.39%	19.71%	13.45%	3.40%
7. Textbooks are in good shape.	13.52%	59.66%	16.92%	8.19%	1.70%
8. The school library meets the student needs for books and other resources.	33.93%	54.33%	6.18%	4.71%	0.85%

**H. FOOD SERVICES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The cafeteria's food looks and tastes good.	6.65%	37.48%	23.26%	23.26%	9.35%
2. Food is served warm.	11.75%	54.95%	20.25%	9.58%	3.48%
3. Students eat lunch at the appropriate time of day.	16.00%	68.24%	5.95%	8.50%	1.31%
4. Students wait in food lines no longer than 10 minutes.	19.40%	51.85%	16.38%	9.35%	3.01%
5. Discipline and order are maintained in the school cafeteria.	22.26%	57.81%	9.04%	8.35%	2.55%
6. Cafeteria staff is helpful and friendly.	24.42%	53.94%	12.13%	7.11%	2.40%
7. Cafeteria facilities are sanitary and neat.	25.04%	60.05%	9.66%	3.71%	1.55%

**I. TRANSPORTATION**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The drop-off zone at the school is safe.	19.17%	63.21%	9.04%	6.57%	2.01%
2. The district has a simple method to request buses for special events.	13.76%	51.39%	30.99%	3.17%	0.70%
3. Buses arrive and leave on time.	14.68%	56.11%	20.48%	6.96%	1.78%
4. Adding or modifying a route for a student is easy to accomplish.	7.11%	19.09%	69.09%	3.79%	0.93%

**J. SAFETY AND SECURITY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. School disturbances are infrequent.	19.40%	58.35%	7.81%	12.21%	2.24%
2. Gangs are not a problem in this district.	5.41%	18.47%	27.05%	37.64%	11.44%
3. Drugs are not a problem in this district.	4.64%	14.84%	29.52%	38.87%	12.13%
4. Vandalism is not a problem in this district.	3.40%	14.99%	21.48%	45.21%	14.91%
5. Security personnel have a good working relationship with principals and teachers.	18.55%	53.32%	23.88%	3.63%	0.62%
6. Security personnel are respected and liked by the students they serve.	14.99%	42.50%	38.18%	3.48%	0.85%
7. A good working arrangement exists between local law enforcement and the district.	23.96%	55.41%	19.01%	1.08%	0.54%
8. Students receive fair and equitable discipline for misconduct.	18.01%	53.79%	11.67%	12.67%	3.86%
9. Safety hazards do not exist on school grounds.	13.91%	51.85%	19.09%	12.67%	2.47%

**K. COMPUTERS AND TECHNOLOGY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Students regularly use computers.	53.32%	41.65%	1.78%	3.17%	0.08%
2. Students have regular access to computer equipment and software in the classroom.	56.34%	38.79%	1.78%	3.01%	0.08%
3. Teachers know how to use computers in the classroom.	44.82%	50.39%	2.55%	2.01%	0.23%
4. Computers are new enough to be useful for student instruction.	50.31%	45.13%	1.93%	2.40%	0.23%
5. The district meets student needs in classes in computer fundamentals.	46.29%	40.80%	5.80%	5.72%	1.39%
6. The district meets student needs in classes in advanced computer skills.	38.49%	35.47%	18.55%	6.34%	1.16%
7. Teachers and students have easy access to the Internet.	59.66%	37.71%	1.55%	0.70%	0.39%



# PARENT AND COMMUNITY MEMBER SURVEY

(total number =186)

## PART A. DEMOGRAPHIC DATA

Note: Totals may not equal 100 percent due to rounding.

1. GENDER (OPTIONAL)	MALE	FEMALE
	20.54%	79.46%

2. ETHNICITY (OPTIONAL)	NO RESPONSE	AFRICAN AMERICAN	WHITE	HISPANIC	ASIAN	OTHER
	0.00%	5.49%	43.96%	29.67%	9.89%	10.99%

3. HOW LONG HAVE YOU LIVED IN IRVING ISD?	NO RESPONSE	0-5 YEARS	6-10 YEARS	11 YEARS OR MORE
	0.00%	20.97%	23.66%	55.38%

4. WHAT GRADES ARE TAUGHT IN YOUR SCHOOL?	PRE-KINDERGARTEN	KINDERGARTEN	FIRST GRADE
	6.50%	14.50%	15.10%
	SECOND GRADE	THIRD GRADE	FOURTH GRADE
	18.80%	16.70%	15.60%
	FIFTH GRADE	SIXTH GRADE	SEVENTH GRADE
	10.80%	15.10%	15.10%
	EIGHTH GRADE	NINTH GRADE	TENTH GRADE
	14.00%	10.20%	11.30%
	ELEVENTH GRADE	TWELFTH GRADE	
	21.00%	10.80%	

## PART B. SURVEY QUESTIONS

### A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school board allows sufficient time for public input at meetings.	4.30%	38.71%	46.77%	8.06%	2.15%
2. School board members listen to the opinions and desires of others.	5.38%	35.48%	46.24%	9.14%	3.76%
3. The superintendent is a respected and effective instructional leader.	12.37%	32.80%	43.55%	4.84%	6.45%
4. The superintendent is a respected and effective business manager.	10.75%	28.49%	49.46%	5.38%	5.91%

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The district provides a high quality of services.	16.67%	49.46%	10.75%	19.35%	3.76%
2. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	10.22%	44.62%	26.34%	12.90%	5.91%
3. The needs of the college-bound student are being met.	8.06%	33.33%	30.65%	23.66%	4.30%
4. The needs of the work-bound student are being met.	5.91%	31.18%	41.94%	16.67%	4.30%
5. The district has effective educational programs for the following:					
a) Reading	17.74%	59.14%	10.75%	9.68%	2.69%
b) Writing	15.05%	57.53%	9.68%	12.90%	4.84%
c) Mathematics	20.97%	55.38%	7.53%	12.37%	3.76%
d) Science	18.28%	54.30%	8.60%	13.44%	5.38%
e) English or Language Arts	17.74%	60.75%	8.60%	9.68%	3.23%
f) Computer Instruction	20.97%	51.08%	12.90%	12.90%	2.15%
g) Social Studies (history or geography)	19.35%	56.99%	11.29%	10.75%	1.61%
h) Fine Arts	17.74%	56.45%	12.37%	11.29%	2.15%
i) Physical Education	19.89%	55.38%	13.98%	7.53%	3.23%
j) Business Education	9.14%	33.87%	40.86%	12.90%	3.23%
k) Vocational (Career and Technology) Education	12.37%	34.95%	42.47%	7.53%	2.69%
l) Foreign Language	11.89%	38.92%	34.05%	9.73%	5.41%
6. The district has effective special programs for the following:					
a) Library Service	22.58%	50.54%	21.51%	2.15%	3.23%
b) Honors/Gifted and Talented Education	26.88%	50.54%	12.37%	5.91%	4.30%
c) Special Education	17.74%	34.41%	41.94%	2.15%	3.76%
d) Head Start and Even Start programs	11.29%	30.11%	47.85%	6.99%	3.76%
e) Dyslexia program	6.45%	16.67%	66.67%	5.38%	4.84%
f) Student mentoring program	12.37%	26.34%	45.70%	12.37%	3.23%
g) Advanced placement program	20.43%	33.33%	36.56%	5.91%	3.76%
h) Literacy program	11.29%	27.42%	52.15%	5.38%	3.76%
i) Programs for students at risk of dropping out of school	10.22%	16.67%	53.76%	13.44%	5.91%
j) Summer school programs	12.37%	32.80%	43.01%	8.60%	3.23%
k) Alternative education programs	10.22%	25.81%	55.38%	5.38%	3.23%
l) English as a second language program	18.28%	31.72%	38.17%	6.45%	5.38%
m) Career counseling program	10.22%	25.81%	49.46%	11.29%	3.23%
n) College counseling program	10.27%	23.78%	49.73%	12.43%	3.78%
o) Counseling the parents of students	10.22%	32.80%	33.87%	14.52%	8.60%
p) Drop-out prevention program	8.06%	15.05%	58.60%	12.37%	5.91%

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
7. Parents are immediately notified if a child is absent from school.	16.67%	22.58%	31.18%	16.13%	13.44%
8. Teacher turnover is low.	8.60%	23.66%	46.77%	11.83%	9.14%
9. Highly qualified teachers fill job openings.	12.90%	27.96%	30.11%	18.82%	10.22%
10. A substitute teacher rarely teaches my child.	14.52%	38.71%	20.43%	18.28%	8.06%
11. Teachers are knowledgeable in the subject areas they teach.	22.58%	52.15%	15.59%	6.99%	2.69%
12. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	22.58%	33.87%	21.51%	16.67%	5.38%
13. Students have access, when needed, to a school nurse.	34.41%	46.77%	10.22%	5.38%	3.23%
14. Classrooms are seldom left unattended.	20.43%	39.25%	26.88%	8.60%	4.84%
15. The district provides a high quality education.	23.66%	39.25%	12.37%	18.28%	6.45%
16. The district has a high quality of teachers.	20.97%	41.94%	17.20%	14.52%	5.38%

**C. COMMUNITY INVOLVEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The district regularly communicates with parents.	8.60%	43.01%	19.35%	20.97%	8.06%
2. District facilities are open for community use.	6.99%	33.33%	43.55%	11.83%	4.30%
3. Schools have plenty of volunteers to help students and school programs.	8.60%	25.81%	30.65%	22.58%	12.37%

**D. FACILITIES USE AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	8.60%	28.49%	43.55%	13.98%	5.38%
2. Schools are clean.	20.43%	54.84%	6.99%	12.37%	5.38%
3. Buildings are properly maintained in a timely manner.	18.28%	54.84%	16.67%	5.91%	4.30%
4. Repairs are made in a timely manner.	12.90%	45.70%	24.19%	11.29%	5.91%
5. The district uses very few portable buildings.	12.90%	37.10%	24.73%	18.82%	6.45%
6. Emergency maintenance is handled promptly.	13.98%	38.17%	41.40%	3.76%	2.69%

**E. ASSET AND RISK MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. My property tax bill is reasonable for the educational services delivered.	7.53%	27.96%	35.48%	17.20%	11.83%
2. Board members and administrators do a good job explaining the use of tax dollars.	5.91%	15.59%	45.16%	20.97%	12.37%

**F. FINANCIAL MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	6.45%	27.96%	56.45%	5.38%	3.76%
2. Campus administrators are well trained in fiscal management techniques.	8.60%	26.88%	54.84%	6.45%	3.23%
3. The district's financial reports are easy to read and understand.	4.30%	21.51%	56.45%	10.75%	6.99%
4. Financial reports are made available to community members when asked.	4.86%	23.24%	62.70%	4.86%	4.32%

**G. PURCHASING AND WAREHOUSING**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Students are issued textbooks in a timely manner.	15.59%	50.54%	16.13%	12.90%	4.84%
2. Textbooks are in good shape.	15.59%	50.00%	17.74%	10.75%	5.91%
3. The school library meets student needs for books and other resources.	23.12%	51.61%	16.67%	5.38%	3.23%

**H. FOOD SERVICES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. My child regularly purchases his/her meal from the cafeteria.	27.42%	33.87%	9.14%	15.05%	14.52%
2. The school breakfast program is available to all children.	34.95%	41.94%	18.82%	2.69%	1.61%
3. The cafeteria's food looks and tastes good.	5.91%	32.80%	21.51%	21.51%	18.28%
4. Food is served warm.	10.75%	41.40%	23.66%	13.98%	10.22%
5. Students have enough time to eat.	8.06%	30.11%	11.29%	27.96%	22.58%
6. Students eat lunch at the appropriate time of day.	12.43%	45.41%	16.22%	16.76%	9.19%
7. Students wait in food lines no longer than 10 minutes.	10.22%	34.95%	19.89%	17.20%	17.74%
8. Discipline and order are maintained in the school cafeteria.	16.67%	50.54%	13.44%	9.68%	9.68%
9. Cafeteria staff is helpful and friendly.	9.14%	43.55%	22.04%	15.59%	9.68%
10. Cafeteria facilities are sanitary and neat.	16.13%	55.38%	14.52%	7.53%	6.45%

**I. TRANSPORTATION**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. My child regularly rides the bus.	9.68%	12.90%	26.88%	18.82%	31.72%
2. The bus driver maintains discipline on the bus.	7.53%	13.44%	70.43%	4.30%	4.30%
3. The length of the student's bus ride is reasonable.	8.06%	11.83%	73.12%	5.91%	1.08%
4. The drop-off zone at the school is safe.	13.44%	20.97%	60.22%	3.23%	2.15%
5. The bus stop near my house is safe.	8.60%	16.67%	65.05%	6.45%	3.23%
6. The bus stop is within walking distance from our home.	9.14%	21.51%	62.90%	3.23%	3.23%
7. Buses arrive and depart on time.	8.60%	13.98%	68.82%	4.30%	4.30%
8. Buses arrive early enough for students to eat breakfast at school.	8.60%	11.83%	67.74%	8.06%	3.76%
9. Buses seldom break down.	5.38%	12.37%	75.27%	2.69%	4.30%
10. Buses are clean.	5.91%	15.05%	67.20%	6.99%	4.84%
11. Bus drivers allow students to sit down before taking off.	8.60%	16.13%	70.97%	2.15%	2.15%
12. The district has a simple method to request buses for special events.	6.45%	16.67%	70.43%	4.30%	2.15%

**J. SAFETY AND SECURITY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Students feel safe and secure at school.	17.74%	53.76%	6.99%	13.44%	8.06%
2. School disturbances are infrequent.	16.67%	46.24%	18.28%	13.44%	5.38%
3. Gangs are not a problem in this district.	12.90%	25.81%	22.58%	24.19%	14.52%
4. Drugs are not a problem in this district.	13.44%	18.82%	25.81%	27.96%	13.98%
5. Vandalism is not a problem in this district.	10.75%	22.04%	25.27%	30.11%	11.83%
6. Security personnel have a good working relationship with principals and teachers.	15.05%	33.87%	43.55%	2.69%	4.84%
7. Security personnel are respected and liked by the students they serve.	12.90%	36.02%	39.78%	6.45%	4.84%
8. A good working arrangement exists between the local law enforcement and the district.	15.05%	44.62%	33.87%	3.23%	3.23%
9. Students receive fair and equitable discipline for misconduct.	14.52%	38.17%	27.42%	11.83%	8.06%
10. Safety hazards do not exist on school grounds.	10.75%	31.72%	29.57%	18.28%	9.68%

**K. COMPUTERS AND TECHNOLOGY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Teachers know how to teach computer science and other technology-related courses.	18.28%	45.16%	26.34%	7.53%	2.69%
2. Computers are new enough to be useful to teach students.	19.89%	52.15%	17.20%	6.99%	3.76%
3. The district meets student needs in computer fundamentals.	21.51%	48.39%	17.20%	10.22%	2.69%
4. The district meets student needs in advanced computer skills.	18.82%	43.55%	24.73%	9.68%	3.23%
5. Students have easy access to the internet.	23.66%	47.31%	19.35%	4.84%	4.84%

# STUDENT SURVEY

(total number = 600)

## PART A. DEMOGRAPHIC DATA

Note: Totals may not equal 100 percent due to rounding.

1. GENDER (OPTIONAL)	MALE	FEMALE
	45.88%	54.12%

2. ETHNICITY (OPTIONAL)	NO RESPONSE	AFRICAN AMERICAN	WHITE	HISPANIC	ASIAN	OTHER
	0.00%	10.19%	22.58%	51.61%	5.77%	9.85%

3. WHAT IS YOUR CLASSIFICATION?	JUNIOR	SENIOR
	57.67%	42.33%

## PART B. SURVEY QUESTIONS

### A. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The needs of the college-bound student are being met.	9.50%	53.67%	20.83%	12.83%	3.17%
2. The needs of the work-bound student are being met.	11.17%	49.17%	24.17%	13.67%	1.83%
3. The district has effective educational programs for the following:					
a) Reading	21.33%	50.50%	19.83%	5.83%	2.50%
b) Writing	26.67%	54.33%	11.00%	6.00%	2.00%
c) Mathematics	27.83%	50.17%	8.67%	9.17%	4.17%
d) Science	29.33%	49.17%	11.33%	8.33%	1.83%
e) English or Language Arts	34.17%	52.17%	8.67%	4.00%	1.00%
f) Computer Instruction	25.00%	46.00%	17.50%	9.17%	2.33%
g) Social Studies (history or geography)	33.17%	52.83%	9.83%	3.00%	1.17%
h) Fine Arts	26.17%	48.33%	17.67%	5.00%	2.83%
i) Physical Education	25.17%	46.67%	19.00%	6.67%	2.50%
j) Business Education	15.33%	39.50%	30.83%	11.67%	2.67%
k) Vocational (Career and Technology) Education	17.00%	39.67%	30.50%	9.83%	3.00%
l) Foreign Language	23.33%	51.33%	15.17%	6.50%	3.67%
4. The district has effective special programs for the following:					
a) Library Service	22.17%	48.67%	21.00%	5.83%	2.33%
b) Honors/Gifted and Talented Education	34.83%	41.17%	19.33%	3.50%	1.17%

**A. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
c) Special Education	23.33%	40.00%	30.83%	4.17%	1.67%
d) Student mentoring program	14.67%	42.00%	30.33%	9.83%	3.17%
e) Advanced placement program	31.67%	44.00%	20.00%	2.67%	1.67%
f) Career counseling program	16.33%	39.00%	29.83%	10.50%	4.33%
g) College counseling program	16.83%	41.00%	25.00%	11.00%	6.17%
5. Students have access, when needed, to a school nurse.	27.33%	44.17%	12.83%	9.83%	5.83%
6. Classrooms are seldom left unattended.	16.17%	35.33%	23.17%	16.83%	8.50%
7. The district provides a high quality education.	17.33%	46.33%	20.67%	11.50%	4.17%
8. The district has high quality teachers.	15.00%	40.83%	25.00%	13.00%	6.17%

**B. FACILITIES USE AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Schools are clean.	15.17%	37.17%	17.67%	22.00%	8.00%
2. Buildings are properly maintained in a timely manner.	15.19%	47.08%	18.86%	14.19%	4.67%
3. Repairs are made in a timely manner.	13.17%	38.83%	18.83%	19.83%	9.33%
4. Emergency maintenance is handled promptly.	17.83%	46.00%	23.67%	9.17%	3.33%

**C. PURCHASING AND WAREHOUSING**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. There are enough textbooks in all my classes.	15.67%	41.33%	10.00%	24.50%	8.50%
2. Students are issued textbooks in a timely manner.	14.50%	50.50%	17.50%	12.83%	4.67%
3. Textbooks are in good shape.	11.83%	38.83%	15.83%	21.33%	12.17%
4. The school library meets student needs for books and other resources.	22.33%	49.33%	19.17%	6.17%	3.00%

**D. FOOD SERVICES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school breakfast program is available to all children.	23.50%	38.67%	26.00%	7.33%	4.50%
2. The cafeteria's food looks and tastes good.	5.33%	16.50%	21.83%	24.83%	31.50%
3. Food is served warm.	10.17%	40.83%	19.50%	18.00%	11.50%
4. Students have enough time to eat.	4.83%	21.67%	9.33%	27.00%	37.17%
5. Students eat lunch at the appropriate time of day.	9.67%	56.33%	16.50%	10.50%	7.00%



**D. FOOD SERVICES (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
6. Students wait in food lines no longer than 10 minutes.	6.17%	17.00%	13.83%	23.50%	39.50%
7. Discipline and order are maintained in the school cafeteria.	10.00%	45.00%	21.33%	12.67%	11.00%
8. Cafeteria staff is helpful and friendly.	19.33%	40.67%	17.50%	11.50%	11.00%
9. Cafeteria facilities are sanitary and neat.	13.17%	35.83%	25.67%	13.83%	11.50%

**E. TRANSPORTATION**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. I regularly ride the bus.	11.83%	14.67%	28.17%	15.33%	30.00%
2. The bus driver maintains discipline on the bus.	8.33%	15.50%	65.67%	5.83%	4.67%
3. The length of my bus ride is reasonable.	7.33%	16.67%	66.33%	5.83%	3.83%
4. The drop-off zone at the school is safe.	10.33%	21.67%	61.00%	3.17%	3.83%
5. The bus stop near my house is safe.	8.17%	18.00%	66.17%	3.83%	3.83%
6. The bus stop is within walking distance from our home.	10.00%	20.00%	63.33%	3.67%	3.00%
7. Buses arrive and depart on time.	6.17%	13.67%	65.67%	8.50%	6.00%
8. Buses arrive early enough for students to eat breakfast at school.	5.00%	13.50%	65.33%	7.83%	8.33%
9. Buses seldom break down.	5.17%	11.67%	73.17%	6.00%	4.00%
10. Buses are clean.	5.67%	16.00%	64.50%	7.17%	6.67%
11. Bus drivers allow students to sit down before taking off.	11.50%	17.17%	62.50%	4.67%	4.17%

**F. SAFETY AND SECURITY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. I feel safe and secure at school.	13.17%	52.17%	15.67%	14.17%	4.83%
2. School disturbances are infrequent.	8.67%	41.17%	25.17%	15.50%	9.50%
3. Gangs are not a problem in this district.	11.67%	28.67%	25.50%	22.50%	11.67%
4. Drugs are not a problem in this district.	8.33%	23.67%	25.17%	21.33%	21.50%
5. Vandalism is not a problem in this district.	7.33%	25.00%	18.00%	30.17%	19.50%
6. Security personnel have a good working relationship with principals and teachers.	13.67%	40.50%	35.83%	5.00%	5.00%
7. Security personnel are respected and liked by the students they serve.	9.33%	31.00%	30.67%	14.50%	14.50%
8. A good working arrangement exists between the local law enforcement and the district.	9.17%	38.33%	40.17%	7.00%	5.33%

**F. SAFETY AND SECURITY (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
9. Students receive fair and equitable discipline for misconduct.	8.00%	36.00%	24.17%	16.67%	15.17%
10. Safety hazards do not exist on school grounds.	7.83%	22.50%	40.17%	19.17%	10.33%

**G. COMPUTERS AND TECHNOLOGY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. Students have regular access to computer equipment and software in the classroom.	33.00%	45.50%	8.00%	8.50%	5.00%
2. Teachers know how to use computers in the classroom.	24.33%	45.00%	13.67%	11.83%	5.17%
3. Computers are new enough to be useful for student instruction.	23.83%	46.50%	11.83%	10.67%	7.17%
4. The district offers enough classes in computer fundamentals.	21.50%	42.50%	20.33%	11.17%	4.50%
5. The district meets student needs in advanced computer skills.	20.00%	39.33%	23.00%	11.67%	6.00%
6. Teachers and students have easy access to the Internet.	28.33%	44.83%	10.50%	10.00%	6.33%

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# RESUMEN EJECUTIVO

## REVISIÓN DEL DESEMPEÑO Y LA ADMINISTRACIÓN DEL DISTRITO ESCOLAR INDEPENDIENTE DE IRVING

La revisión del desempeño escolar del Distrito Escolar Independiente de Irving (Irving ISD) menciona 30 prácticas encomendables y hace 52 recomendaciones para realizar mejoras. Este resumen ejecutivo destaca los logros importantes del distrito y presenta las conclusiones y recomendaciones del equipo de revisión. Una copia del informe completo está disponible en [www.lbb.state.tx.us](http://www.lbb.state.tx.us).

### LOGROS IMPORTANTES

- La implementación de computadoras portátiles en todas las escuelas secundarias del Irving ISD ha convertido al distrito en líder nacional en el uso de computadoras personales. En 2001–02, las primeras computadoras portátiles fueron financiadas mediante la aprobación en referéndum de bonos por \$249.5 millones, se asignaron a los estudiantes que asistían a la Academia del Irving ISD. Durante los dos años escolares siguientes, se asignaron computadoras portátiles con función inalámbrica a todos los estudiantes de los grados 9 a 12, y en 2004–05, un otorgamiento monetario del *Texas Immersion Pilot* (TIP) se utilizó para proporcionar computadoras portátiles con función inalámbrica a los estudiantes de la escuela media Lorenzo de Zavala y la escuela primaria Lively. La cantidad de computadoras portátiles con función inalámbrica actualmente en uso por los estudiantes del distrito asciende a un total de 9,604. Los estudiantes tanto de las clases básicas como las electivas, utilizan computadoras portátiles para seguir al maestro durante la clase, para la investigación y para completar las tareas independientes y de grupo.
- Las prácticas incorporadas por la escuela primaria T.J. Lee han hecho que esta escuela del Irving ISD ganara el primer Premio de Plata al Desafío de Escuelas más Saludables de EE.UU. (*Healthier US Schools Challenge Silver Award*) en Texas. Estas prácticas incluyen la inscripción de la escuela primaria en el Programa del Equipo de Nutrición del Departamento de Agricultura de EE.UU. (USDA), almuerzos reembolsables mediante la planificación de un menú específico para cumplir con las normas federales de nutrición, la divulgación de información nutricional en una feria para padres y una presentación mensual de productos alimenticios para mostrar los valores nutricionales de los artículos

comerciales en comparación con los que se ofrecen en la cafetería.

- El distrito utiliza varias estrategias, incluyendo una cuidadosa administración de gastos, prácticas de inversión prudentes, prácticas presupuestarias conservadoras, proyecciones regulares del saldo de fondos y una política de administración del saldo de fondos para manejarlos de manera eficiente. El saldo de fondos del distrito descendió en un 20.6 por ciento en el año fiscal 2003 debido a los aumentos de sueldo a los maestros y los pagos adicionales para el fondo de seguro de salud. Sin embargo, el saldo de fondos del distrito ha aumentado regularmente desde el año fiscal 2003. La mesa directiva revisa el informe de proyección del saldo de fondos trimestral que provee el funcionario de inversión del distrito para garantizar que se cumplan los objetivos del presupuesto. La mesa directiva requiere que al menos un 15 por ciento de los gastos de operación se mantengan en reserva. Gracias a esta administración eficiente, el distrito ha establecido y mantiene un saldo de fondos saludable que reduce los riesgos originados por la incertidumbre de los ingresos estatales y locales y también aumenta la clasificación favorable de la tasa de interés de los bonos.
- En el Irving ISD se eliminan los libros de texto obsoletos de una manera eficiente y económica, al mismo tiempo que beneficia a los países subdesarrollados. El distrito dona sus libros de texto usados que ya no se necesitan a una organización de beneficencia que recoge los libros del distrito sin cargo y los entrega y distribuye a escuelas extranjeras que los necesitan. En 2006–07, el distrito donó sus libros de matemática de nivel secundario obsoletos a una organización llamada Books for Africa, que recoge, clasifica, envía y distribuye libros a aulas escolares y bibliotecas en los países africanos. El Capítulo 31 del Código de Educación de Texas establece que el distrito puede reciclar o donar sus libros de texto usados, pero no puede venderlos o donarlos a alguien que luego los venderá. Al donar los libros de texto, el distrito no sólo ahorra costos de almacenamiento y manejo, sino que también colabora con el medio ambiente y proporciona un recurso valioso a los niños desfavorecidos de otros países.

- En el Irving ISD se ha desarrollado e implementado un excelente programa de capacitación en respuesta a crisis, que se centra en preparar a las escuelas del distrito para una variedad de crisis que pudieran ocurrir en la escuela. Al realizar entrenamientos con simulacros en mesas, el distrito ha preparado a los líderes y maestros de las escuelas para que sepan estrategias generales de respuesta ante crisis, así como medidas específicas a tomar según su cargo. En 2006–07 se entrenó a más del 80 por ciento de los líderes y maestros de las escuelas del distrito.

### CONCLUSIONES IMPORTANTES

- En el Irving ISD no se utilizan las normas para la adquisición de personal de mantenimiento y servicio a fin de mantener los niveles de personal adecuados cuando se toman las decisiones de contratación de personal para mantenimiento y servicios custodiales
- El distrito utiliza fórmulas, financiamiento especial y las necesidades de cada escuela individual para asignar el personal de instrucción a cada escuela pero no utiliza una fórmula basada en la matriculación para llenar los puestos de vicedirector/asistente de director.
- La posición organizativa actual del Departamento de Servicios de Tecnología del Irving ISD impide que el departamento cumpla su función de manera efectiva y eficiente.
- El distrito no tiene una persona designada para evaluar los programas instruccionales ni ha establecido un proceso formal para dicha evaluación.
- El programa de Funcionarios de Recursos Escolares (School Resource Officers, SRO) del Irving ISD no está eficientemente alineado con la función del Departamento de Seguridad y Operaciones del distrito.
- En el Irving ISD se han implementado estrategias para mejorar su desempeño académico, pero al distrito le falta un proceso integral y constante para que los maestros evalúen continuamente las áreas de necesidades de los estudiantes y refinen sus estrategias para satisfacer dichas necesidades.
- En el Irving ISD les falta un proceso que ofrezca al distrito la oportunidad de comparar las estrategias más actuales y las mejores prácticas para aumentar la conservación de maestros y reducir el cambio de personal.
- El bajo salario promedio de los técnicos de las escuelas del Irving ISD contribuye a la alta tasa de cambio de personal en estos puestos y afecta adversamente el apoyo técnico en las escuelas.
- En el Irving ISD les falta un plan estratégico integral a largo plazo que proporcione un enfoque satisfactorio respecto a las necesidades de instrucción y operación.
- Las políticas del Irving ISD responden a las temas de viajes y reembolsos de la mesa directiva y el personal del distrito, pero no son específicas respecto de cuáles son los gastos de viajes que reúnen los requisitos ni de los procedimientos de reembolso.
- El proceso de distribución de pago del Irving ISD es incómodo y lleva mucho tiempo.
- El distrito no tiene un plan a largo plazo para responder a los crecientes costos de cobertura del seguro de salud de los empleados.
- En el Irving ISD les falta un plan, políticas y procedimientos integrales de administración de riesgos que traten y mitiguen los riesgos potenciales que existen en el distrito.
- El plan de auditoría interna del distrito le falta una evaluación formal de riesgos de la organización.
- En el Irving ISD no se exige la aplicación de sus procedimientos de compra, que requieren que todas las compras planificadas tengan aprobación previa.
- El distrito no está monitorizando la eficiencia y la efectividad de las operaciones de su almacén central y no puede asegurar que el mismo esté proporcionando los servicios más económicos a los departamentos y las escuelas que los utilizan.
- En el Irving ISD no se administra adecuadamente su contrato de servicios de transporte de terceros y está operando el programa bajo términos contractuales imprecisos.
- En el Irving ISD no se requiere a las Escuelas del Condado de Dallas (DCS) que utilicen los datos de residencia de los estudiantes del distrito a fin de diseñar los recorridos de autobús más eficientes.
- El distrito ha implementado un programa exitoso de desayuno en el salón de clases en ocho escuelas

primarias pero esta práctica no se exige en las otras escuelas primarias.

- El programa de administración de la energía del Irving ISD no ha actualizado sus normas y guías desde comienzos de la década de 1990..
- En el Irving ISD les faltan un proceso para ayudar a las personas del distrito interesadas, a resolver los problemas que han surgido con el cambio demográfico del distrito.

## RECOMENDACIONES IMPORTANTES

### GUÍAS PARA LA ADQUISICION DE PERSONAL EN EL DISTRITO

- **Establecer guías para la adquisición de personal de mantenimiento y servicio en el distrito, basadas en las normas de la industria, para tomar las decisiones adecuadas en cuanto al nivel de personal.** En el Irving ISD no se utilizan las normas para la adquisición de personal de mantenimiento y servicio a fin de mantener los niveles de personal adecuados cuando se toman las decisiones de contratación de personal para mantenimiento y servicios custodiales. En 2006–07, el distrito tiene 52 empleados de mantenimiento, con un promedio de una persona por cada 90,385 pies cuadrados de instalaciones, lo cual son 6.6 puestos por debajo de las normas de la industria. Hay 153 empleados de servicio, con un promedio de una persona por cada 29,609 pies cuadrados de instalaciones, lo cual son 92.5 puestos por debajo de las normas de la industria. Las restricciones de presupuesto del distrito han generado niveles de dotación de personal por debajo de las mejores prácticas y las normas nacionales. Los encuestados en la revisión escolar informan que las escuelas se mantienen en buen estado y limpias. El distrito utiliza prácticas de administración efectivas para lograr más con menos personal. Al no mantener los niveles de dotación de personal de mantenimiento y servicio en línea con las normas de la industria, el distrito no asegura una moral positiva del personal, un desempeño de calidad en el trabajo ni una planta laboral estable. Para satisfacer las normas de dotación de personal de mantenimiento y servicio, el distrito debe aumentar los niveles de personal en escalones incrementales de un quinto en el transcurso de los próximos cinco años, para lograr el 100 por ciento del nivel de personal según las mejores prácticas, lo cual requeriría agregar 92.5 miembros

adicionales al personal de servicio y 6.6 al personal de mantenimiento.

- **Modificar las asignaciones de personal del distrito para que reflejen las normas de la industria basadas en la matriculación para los puestos de vicedirector/ asistente de director, a fin de asegurar que las escuelas reflejen los cambios en la matriculación de los estudiantes.** El distrito utiliza fórmulas, financiamiento especial y las necesidades de cada escuela individual para asignar el personal de instrucción a cada escuela pero no utiliza una fórmula basada en la matriculación para llenar los puestos de vicedirector/ asistente de director. El distrito continúa utilizando una norma establecida a comienzos de la década de los noventa, cuando se encontraba en un patrón de alto crecimiento, que asigna dos vicedirectores/asistentes de director a cada escuela primaria y escuela media, y cinco a cada escuela secundaria, independientemente de los estudiantes que haya matriculados en cada escuela. En 2006–07, el distrito tiene un total de 38 vicedirectores/ asistentes de director en el nivel primario, 17 en el nivel medio y 20 en el nivel secundario, con un total de 75 cargos de vicedirector/asistente de director. La aplicación de la norma de dotación de personal del distrito a la Asociación de Universidades y Escuelas del Sur (Southern Association of Colleges and Schools, SACS) da como resultado 25 puestos más de vicedirector/asistente de director que lo permitido por la norma de la SACS. Si el Irving ISD decide ajustar los puestos de vicedirector/asistente de director para reflejar las asignaciones basadas en la matriculación, usando normas de la industria como la de la SACS, el distrito podrá distribuir el personal más eficientemente y utilizar los ingresos disponibles para financiar otros programas de instrucción.

### REORGANIZACIÓN

- **Mover el Departamento de Servicios de Tecnología de su posición organizativa actual en la División de Enseñanza y Aprendizaje para que se reporte directamente al superintendente.** La posición organizativa actual del Departamento de Servicios de Tecnología del Irving ISD impide que el departamento cumpla su función de manera efectiva y eficiente. Hay varios problemas asociados con la estructura y la ubicación actuales de la organización: el énfasis en los servicios de instrucción relacionados con la tecnología significa que hay menos énfasis en las funciones comerciales

relacionadas con la tecnología; el Departamento de Tecnología lucha para obtener aprobación para agregar los puestos necesarios, dado que éstos deben ser aprobados por los dirigentes de la División de Enseñanza y Aprendizaje; y el proceso de revisión de los contratos de tecnología por parte del asistente de superintendente es largo e ineficiente. La reubicación del Departamento de Servicios de Tecnología formaría una estructura de apoyo tecnológico más eficiente y efectivo.

- **Crear un puesto de personal en la División de Planificación/Evaluación/Investigación y establecer un proceso formal para el programa.** El distrito no tiene una persona designada para evaluar los programas instruccionales ni ha establecido un proceso formal para dicha evaluación. El personal de investigación de la división realiza la evaluación e investigación del programa de instrucción, pero sólo en una capacidad mínima. La falta de una persona dedicada para esta responsabilidad le impide al distrito medir con exactitud la eficacia de los programas de instrucción y, en consecuencia, arroja datos limitados en los cuales basarse para tomar las decisiones presupuestarias de si continuar o no con los programas. Además, el director de Servicios de Salud actualmente rinde cuentas al asistente de superintendente de Personal y Administración. El puesto no está alineado con otros puestos relacionados que dan servicio a los estudiantes, como los servicios de biblioteca/medios, el programa para dotados y talentosos, el programa de educación especial y el departamento bilingüe/ESL/inmigrante, lo cual afecta potencialmente la planificación y la comunicación satisfactorias con los servicios relacionados con los estudiantes. Por último, la responsabilidad de información del diagrama de la organización del distrito respecto al alcance del control está desproporcionada en un departamento. El asistente de superintendente de Enseñanza y Aprendizaje supervisa a varios empleados de instrucción, incluyendo seis directores ejecutivos de divisiones, 11 directores de programas y varios coordinadores, facilitadores, especialistas y supervisores. El departamento ha asumido la responsabilidad de otras áreas funcionales, como tecnología y seguridad, que no están directamente alineadas con el enfoque del departamento en la enseñanza y el aprendizaje.

- **Reasignar la responsabilidad de operación del programa de Funcionarios de Recursos Escolares (SRO) al director de Seguridad y Operaciones,**

**donde se financia este programa.** El programa de Funcionarios de Recursos Escolares (SRO) del Irving ISD no está eficientemente alineado con la función del Departamento de Seguridad y Operaciones del distrito. La estructura organizativa existente del Irving ISD ubica la responsabilidad de supervisión de los SRO en el área de Enseñanza y Aprendizaje, en el ámbito del director de Operaciones de Campus PK-12 y del director de Seguridad y Operaciones. Los fondos para el pago de estos funcionarios proviene del presupuesto de Seguridad y Operaciones, lo cual ubica la responsabilidad fiscal de este servicio en el director de este departamento. El ubicar funcionalmente a los SRO bajo la supervisión del director de Seguridad y Operaciones disminuirá el riesgo que corre el distrito de que se produzcan brechas de comunicación en la atención de las necesidades de seguridad fundamentales de las escuelas.

- **Establecer comunidades de aprendizaje profesionales en todas las escuelas del distrito.** En el Irving ISD se han implementado estrategias para mejorar su desempeño académico, pero al distrito les falta un proceso integral y constante para que los maestros evalúen continuamente las áreas de necesidades de los estudiantes y refinen sus estrategias para satisfacer dichas necesidades. Si bien el distrito ha mejorado su desempeño académico en los últimos años, sigue estando por debajo de los promedios estatales y regionales, debido en gran parte a su deficiente desempeño en matemáticas y ciencias. Las puntuaciones obtenidas están aproximadamente 10 puntos porcentuales por debajo de las de la región y el estado en cada una de estas áreas. En un esfuerzo por mejorar el desempeño, el distrito implementó comunidades de aprendizaje profesionales, pero la implementación varía mucho de una escuela a otra. La comunidad de aprendizaje profesional es un modelo de desarrollo del personal que organiza a los adultos de una escuela en equipos permanentes que se reúnen regularmente para aprender, planificar lecciones en forma conjunta y solucionar problemas. Lo ideal es que los equipos se reúnan varias veces por semana. El modelo requiere que el personal de la escuela se comprometa con el aprendizaje continuo, el trabajo en colaboración y la experimentación a fin de lograr el éxito de los estudiantes. El establecimiento de comunidades de aprendizaje profesional en todas las escuelas ayudará al distrito a mejorar su desempeño académico en todas las áreas.

- **Examinar las estrategias que existen actualmente para aumentar la conservación de maestros y reducir el cambio de personal, a fin de determinar si las mismas están alineadas con las mejores prácticas.** En el Irving ISD les falta un proceso que ofrezca al distrito la oportunidad de comparar las estrategias más actuales y las mejores prácticas para aumentar la conservación de maestros y reducir el cambio de personal. El cambio de maestros es del 21 por ciento, en comparación con el promedio estatal de 14.6 por ciento, lo cual también representa una pérdida del 21 por ciento del total del personal docente. Al final del período 2005–06 renunciaron 455 maestros; en las entrevistas anteriores a su salida, el motivo más común expresado por los maestros para dejar el distrito fue que renunciaban para enseñar en un distrito vecino que les quedaba más cerca de su hogar. El distrito debe formar un grupo de trabajo que analice mejor las condiciones de cada escuela para determinar qué factores, si los hay, pueden estar contribuyendo en cada escuela a las tasas de cambio de personal. Las conclusiones de tal estudio podrían utilizarse entonces para tareas como modificar/ampliar el programa actual de mentoría y aumentar los esfuerzos para mantener un paquete de compensaciones competitivo.
- **Aumentar los salarios de los técnicos de escuelas para que sean comparables al promedio de la Región 10.** El bajo salario promedio de los técnicos de las escuelas del Irving ISD contribuye a la alta tasa de cambio de personal en estos puestos y afecta adversamente el apoyo técnico en las escuelas. A cada escuela se asigna un técnico de campo, excepto por las escuelas secundarias, a las que se asignan dos. Si bien estos puestos se encargan exclusivamente de los problemas técnicos, también trabajan de cerca con los especialistas en instrucción de tecnología en las escuelas. El motivo de la alta tasa de cambio de personal mencionado por los técnicos existentes es que los salarios no son suficientes; aquellos técnicos que se van pueden recibir sueldos bastante más altos en el sector privado. El distrito perdió 10 de cada 38 empleados técnicos durante el 2006–07. El salario promedio de los técnicos de las escuelas del Irving ISD es de \$23,695, en comparación con el salario promedio de \$32,236 para este puesto en la Región 10.
- **Iniciar un proceso para desarrollar un plan estratégico de cinco años.** En el Irving ISD les falta un plan estratégico integral a largo plazo que proporcione

un enfoque satisfactorio respecto a las necesidades de enseñanza y operación. El proceso de planificación actual es doble: el desarrollo de planes anuales ilustrado por los planes de mejoras del distrito y de las escuelas, y un plan departamental único a largo plazo ilustrado por el Plan de Tecnología a Largo Plazo 2007–2010. Los planes son notables; sin embargo, se centran en sus áreas respectivas y responden potencialmente a las necesidades de departamentos, escuelas o personal específicos, y no a las necesidades de todo el distrito. Dado que el Irving ISD ha crecido en un 8.4 por ciento en los últimos cinco años, tiene una población móvil de estudiantes y es un distrito urbano sin salida; esto presenta desafíos únicos para el distrito respecto de sus esfuerzos de planificación. Dado que la planificación actual del distrito consiste principalmente en los planes anuales requeridos y un único plan a largo plazo en tecnología, el distrito es incapaz de asegurar que todas las partes de su organización trabajen juntas para identificar los problemas estratégicos, responder a las necesidades futuras y lograr la excelencia. Mediante la creación de un plan estratégico a largo plazo, el distrito puede asegurarse de que su planificación sea adecuada, no sólo en términos de instrucción sino también de funcionamiento.

- **Revisar la política BBG y DEE (LOCAL) de la mesa directiva para responder a la necesidad de especificaciones en cuanto a los viajes y reembolsos de la mesa directiva y del personal.** Las políticas del Irving ISD responden a las temas de viajes y reembolsos de la mesa directiva y el personal del distrito, pero no son específicas respecto de cuáles son los gastos de viajes que reúnen los requisitos ni de los procedimientos de reembolso. El distrito se basa en las políticas de BBG y DEE LOCALES y LEGALES relacionadas con los gastos y los viajes de la mesa directiva y del personal para guiar su proceso de reembolso. La política BBG (LEGAL) describe las disposiciones establecidas en el Código de Educación respecto de los gastos legítimos, así como la identificación de los gastos que no son aceptables. Si bien las políticas del distrito se relacionan con el reembolso de gastos, no contienen información específica y detallada que enumeren los gastos aceptables y no aceptables ni un proceso secuencial para asegurar el reembolso, como tampoco un cronograma para enviar y recibir los pagos de reembolso. En años recientes ha habido mayor conciencia y preocupación pública respecto de los gastos del distrito escolar. La nueva

política BBG y DEE (LOCAL) debe hacer referencia a la *Guía de Referencia para los Procedimientos de la Oficina Comercial* y debe usarse en la capacitación de orientación para los nuevos miembros de la mesa directiva y del personal, e incluirse en el entrenamiento anual de todos los miembros de la mesa directiva. Es fundamental que los miembros de la mesa directiva, así como el personal de la escuela, conozcan plenamente las leyes, políticas y procedimientos relacionados con los gastos aceptables y los procedimientos relativos al reembolso.

- **Adoptar una campaña promocional para aumentar la participación de los empleados en el depósito de nómina directo.** El proceso de distribución de pago del Irving ISD es incómodo y lleva mucho tiempo. Aproximadamente el 85 por ciento de los empleados del distrito reciben cheques de sueldo en papel. En 2006, el distrito emitió 16,615 cheques de sueldo en papel a sus empleados. Sólo el 15 por ciento de los empleados recibió cheques de sueldo a través de depósito directo. Los cheques perdidos presentan un problema que le requiere al distrito emitir avisos de suspensión de pago y luego volver a emitir cheques. En 2006, el distrito emitió 86 avisos de suspensión de pago de cheques de sueldo, lo que requirió aproximadamente 75 horas de tiempo del personal para volver a emitir los cheques. La emisión de cheques de sueldo en papel es más costosa de procesar que el depósito directo y requiere tiempo adicional del personal para manejar los cheques y resolver problemas como los cheques de sueldo perdidos. Al administrar una campaña promocional para aumentar la participación de los empleados en el depósito directo en nómina, el distrito asegura un proceso de pago de sueldos más eficiente.
- **Formar un grupo de trabajo que conste de miembros del Consejo de Administración, empleados del distrito y sus consultores de seguro, para estudiar formas de responder al problema del seguro de salud.** El distrito no tiene un plan a largo plazo para responder a los crecientes costos de cobertura del seguro de salud de los empleados. El distrito ha sufrido pérdidas a raíz de su plan de seguro de salud autofinanciado desde el período 2001–02 hasta el 2005–06. Para compensar estos saldos negativos, el fondo general del distrito ha estado cubriendo el déficit en el fondo del seguro de salud durante estos años. En 2001–02 y 2002–03, el distrito transfirió \$476,401 y \$1.5 millones,

respectivamente, al fondo. Además, en enero de 2007, la mesa directiva votó que se transfirieran \$2.6 millones adicionales para reducir el saldo negativo del fondo. El distrito debe considerar las diversas opciones para administrar los costos de seguro de salud. Éstas incluyen respuestas conductuales, como: reducir la cantidad de reclamaciones mediante la implementación de programas de bienestar y servicios preventivos; contratar directamente con los proveedores de atención de salud para ofrecer exámenes de salud preventivos y ferias de salud gratis en el lugar de trabajo para los empleados; y ofrecer incentivos a los empleados para alentar estilos de vida más saludables. Las opciones financieras a considerar incluyen el identificar los impulsores de costos en la atención de salud y el reconsiderar otros proveedores de atención de salud antes que continuar en forma auto asegurada.

- **Realizar una evaluación de riesgos del distrito y desarrollar un plan formal de administración de riesgos.** En el Irving ISD les falta un plan, políticas y procedimientos integrales de administración de riesgos que traten y mitiguen los riesgos potenciales que existen en el distrito. Algunas de las áreas críticas de administración de riesgos que aún deben atenderse mediante un plan a largo plazo incluyen la falta de un programa de bienestar para los empleados, la falta de un programa de trabajo liviano bien definido para los trabajadores que se han lesionado en el trabajo, la falta de coordinación de seguro para subcontratistas, y la falta de un enfoque a largo plazo para responder a los problemas relacionados con los crecientes costos del seguro de salud. En el Irving ISD se debe realizar una evaluación de riesgos del distrito y desarrollar un plan formal de administración de riesgos. Trabajando con el superintendente, los asistentes de superintendente, el auditor interno, el director de Seguridad y Operaciones y el director de Instalaciones, el gerente de riesgos del Irving ISD debe desarrollar una evaluación de riesgos detallada del distrito y el plan de administración de riesgos asociado. El administrador de riesgos debe presentar el plan al Consejo de Administración para su revisión y aprobación. Al menos una vez al año, el gerente de riesgos debe revisar el plan para asegurarse de que esté actualizado y refleje las situaciones actuales del Irving ISD.
- **Realizar una evaluación de riesgos anual de la organización antes de preparar el plan anual de**



**auditoría interna.** El plan de auditoría interna del distrito le falta una evaluación formal de riesgos de la organización. En base a una revisión de la administración de riesgos de la Asociación de Funcionarios de Negocios Escolares de Texas (Texas Association of School Business Officials, TASBO), el distrito estableció una función de auditoría interna en 2005–06 y llenó el cargo de auditor en enero de 2006. El auditor desarrolló el plan de auditoría 2006 basándose en las preocupaciones expresadas por el personal de la administración superior en entrevistas informales y no en una evaluación de riesgos formal. Sin un plan de auditoría basado en una evaluación de riesgos formal, el distrito puede estar gastando valiosos recursos en áreas de bajo riesgo, sin revisar o tratar adecuadamente las áreas de alto riesgo. Un plan de auditoría basado en una evaluación de riesgos formal le permitirá al distrito centrar sus recursos de auditoría donde sean más efectivos.

- **Hacer valer los procedimientos del distrito para las compras que generen un compromiso completando adecuadamente las órdenes de compra antes de hacer las compras.** En el Irving ISD no se exige la aplicación de sus procedimientos de compra, que requieren que todas las compras planificadas tengan aprobación previa. Es una práctica común en el Irving ISD que las escuelas y los departamentos hagan las compras “prepagadas” sin primero obtener una orden de compra aprobada y comprometer los fondos. La solicitud de compra solamente se ingresa y se envía para aprobación al recibir la factura. Durante el período 2005–06, se procesaron un total de 36,447 órdenes de compra, de las cuales 19,821 (más del 54 por ciento) se hicieron sin aprobación previa. Las compras prepagadas totalizaron casi \$27 millones del total de órdenes de compra de más de \$56 millones. La Guía de Recursos del Sistema de Contabilidad Financiera (Financial Accountability System Resource Guide, FASRG) requiere que las escuelas utilicen la contabilidad de fondos comprometidos para lograr un control de gastos adecuado. Además, el *Manual de Compras* del Irving ISD establece que “...es responsabilidad de todos los jefes de departamento y directores de escuela monitorizar los presupuestos y aprobar las solicitudes de compra de productos y servicios en función de los fondos disponibles.” Al aplicar los procedimientos que exigen la aprobación previa de todas las compras, el distrito se asegurará de no correr el riesgo de excederse del presupuesto asignado.

- **Establecer un almacén central como fondo de servicio interno y monitorizar su eficiencia para determinar la forma más económica de maximizar su uso.** El distrito no está monitorizando la eficiencia y la efectividad de las operaciones de su almacén central y no puede asegurar que el mismo esté proporcionando los servicios más económicos a los departamentos y las escuelas que los utilizan. En diciembre de 2006, el inventario del almacén del distrito fue valuado en casi \$1.2 millones e incluía artículos como muebles, computadoras portátiles y accesorios para computadoras portátiles, videograbadoras, focos, impresoras, borradores para pizarrones y diversos equipos utilizados para las operaciones departamentales. El Irving ISD no ha analizado formalmente la eficiencia o eficacia de operar su propio almacén en comparación con el uso de otras alternativas, y el distrito no ha cuantificado los ahorros ni los costos totales de personal, equipos y accesorios necesarios para mantener el almacén en funcionamiento. Al operar el almacén como un fondo de servicio interno, el distrito podrá monitorizar mejor los gastos internos para determinar el valor (o el costo) total que éste le representa. Si el almacén no está recuperando totalmente los costos derivados de suministrar artículos a las escuelas y los departamentos, el distrito podría comenzar a retirar progresivamente del almacén los artículos que puede obtener a menor costo directamente de los proveedores.
- **Renegociar los términos del acuerdo intergubernamental con las Escuelas del Condado de Dallas (Dallas County Schools, DCS) para garantizar que los detalles específicos de las disposiciones sobre los servicios de transporte estén delineados en el contrato.** En el Irving ISD no se administra adecuadamente su contrato de servicios de transporte de terceros y está operando el programa bajo términos contractuales imprecisos. El Irving ISD y las DCS tienen una antigua relación contractual para el suministro de los servicios de transporte de estudiantes que se viene dando desde comienzos de la década de 1960. El acuerdo más reciente entre las DCS y el Irving ISD está fechado en agosto de 2001, y según el asistente de superintendente del distrito en Servicios de Apoyo, el acuerdo ha estado vigente desde 1991 sin límites de duración. El acuerdo intergubernamental entre el Irving ISD y las DCS no es específico y carece de un lenguaje detallado en cuanto a los programas de transporte incluidos en los costos de operación y en la

responsabilidad de desempeño. Además, las políticas del distrito no especifican la responsabilidad del distrito ni los procedimientos para administrar el contrato. La renegociación de los términos del contrato para incluir un lenguaje específico y ampliar la política de la mesa directiva respecto de los servicios de transporte le permitirá al distrito supervisar mejor la administración de este programa.

- **Exigir a las Escuelas del Condado de Dallas que utilicen los datos de residencia de los estudiantes del Irving ISD para poblar el software de rutas.** En el Irving ISD no se ha requerido a su contratista de transporte que utilice los datos de residencia de los estudiantes en su software de rutas a fin de diseñar los recorridos de autobús más eficientes. Las DCS, contratista de transporte del distrito, utiliza un sistema de software de rutas para administrar sus recorridos de autobús para el Irving ISD, pero no ha incorporado al mismo los datos de residencia de los estudiantes para desarrollar los recorridos. Los recorridos de autobús existentes para el Irving ISD han cambiado ligeramente desde que el distrito los diseñó inicialmente mediante procesos manuales. Al exigir por contrato a las DCS que importen los datos de los estudiantes en el sistema de computación, el Irving ISD podría maximizar la eficiencia de los recorridos del sistema de software de rutas y obtener reducciones en los costos generales de transporte.
- **Implementar el desayuno en el salón de clases en todas las escuelas primarias dentro del distrito.** El distrito ha implementado un programa exitoso de desayuno en el salón de clases en ocho escuelas primarias pero esta práctica no se exige en las otras escuelas primarias. El personal de servicio de alimentos lleva las comidas empaquetadas a los salones de clase en bolsas que mantienen el calor antes de que suene el primer timbre, lo que les permite a los maestros comenzar la instrucción en el salón puntualmente, sin tener que esperar a que los estudiantes que llegaron tarde desayunen en la cafetería. La tasa de participación en las escuelas primarias participantes es, en promedio, un 58 por ciento más alto que en las escuelas no participantes, con una diferencia de ingreso neto promedio anual de \$6,678. La expansión de este programa proporciona a más estudiantes la oportunidad de tener un desayuno saludable y aumenta los ingresos para el departamento de Servicios de Alimentos.

- **Establecer un proceso para revisar y actualizar regularmente todos los programas y normas de administración de energía.** El programa de administración de la energía del Irving ISD no ha actualizado sus normas y guías desde comienzos de la década de 1990. Los esfuerzos de administración de energía del distrito comenzaron en la década de 1990 e incluían actividades como la administración del uso de los equipos de calefacción, ventilación y aire acondicionado con un sistema de control central computarizado, la búsqueda de descuentos, la revisión de la exactitud de las facturas de servicios y la conversión a un sistema de iluminación eficiente en energía. El distrito contrata con un corredor para coordinar la compra de electricidad para el distrito. La *Guía de Administración de Energía para la Nueva Construcción* del distrito no se ha actualizado desde 1993. Los programas de conservación orientados a las conductas de los usuarios de energía en las escuelas están caducados. Al no actualizar las actividades de administración de energía, el distrito puede perder oportunidades de participar en nuevos programas de ahorro de costos de energía, como las normas mejoradas de construcción eficientes en energía y los programas mejorados de modificación de la conducta del usuario de energía. El establecer un proceso para revisar y actualizar regularmente el programa de administración de energía del distrito ayudará a garantizar que este último obtenga la máxima eficacia del programa y los máximos ahorros en el costo de la energía.
- **Crear un proceso para promover el entendimiento entre los grupos culturales y étnicos del distrito.** En el Irving ISD les faltan un proceso para ayudar a las personas del distrito interesadas, a resolver los problemas que han surgido con el cambio demográfico del distrito. Como muchos otros distritos de Texas, en el Irving ISD se ha visto un enorme aumento en la cantidad de estudiantes de familias hispanas. Del período 2000–01 al 2005–06, la población hispana creció de un 48.8 por ciento a un 62.7, mientras que la población blanca disminuyó de un 31.5 por ciento a un 19.5 por ciento. El porcentaje de Estudiantes de Idioma Inglés (*English Language Learners – ELL*) creció a menor ritmo, de un 29.5 por ciento en 2000–01 a un 34.5 por ciento en 2005–06. El distrito se está esforzando por responder a las necesidades de los estudiantes ELL y sus familias. Para ello, está traduciendo las nuevas publicaciones del distrito al español, incluyendo la información sobre el

distrito en el sitio web. También ofrece traductores en las reuniones de la Asamblea de Padres y Maestros (PTA). Hay tensión entre los grupos, como lo demuestran los padres, estudiantes y maestros que expresan su resentimiento porque se están dejando demasiados lugares a estudiantes no nativos. El proceso serviría para aumentar la conciencia cultural y desarrollar estrategias para que la comunidad en su conjunto pueda apoyar a todos sus estudiantes.

## INFORMACIÓN GENERAL

- Irving ISD está ubicado en el condado de Dallas, aproximadamente 13 millas al sudoeste de Dallas, en State Highway 183. Es el 31o distrito más grande de Texas.
- La matriculación de 32,620 estudiantes en el Irving ISD en el período 2005-06 representa un aumento del 8.4 por ciento sobre los últimos cinco años. El distrito tiene una mayoría de población estudiantil de grupos minoritarios (62.7 por ciento hispanos, 19.5 por ciento blancos, 13.1 por ciento afro americanos, 4.2 por ciento de asiáticos/isleños del Pacífico y 0.4 por ciento de indios norteamericanos), con una población del 65.3 por ciento estudiantes desfavorecidos económicamente en 2005-06 que aumentó a más del 70 por ciento en 2006-07.
- El superintendente, Jack Singley, ha sido superintendente del distrito durante los últimos 18 años y ha tenido los cargos de maestro, director y varios otros puestos administrativos en el Irving ISD.
- En 2005-06, el Irving ISD tenía 3,862 empleados de tiempo completo, de los cuales el 55.8 por ciento, o 2,154, eran maestros.
- En 2005-06, el distrito recibió una calificación de responsabilidad de Académicamente Aceptable (*Academically Acceptable*) de la Agencia de Educación de Texas. Sin embargo, a una escuela primaria (Lively Elementary) se le calificó como Académicamente Inaceptable (*Academically Unacceptable*). En 2006-07, al distrito se le calificó nuevamente como Académicamente Aceptable, con la excepción del Union Bower Center for Learning, al que se calificó como Académicamente Inaceptable.
- Todas las escuelas del Irving ISD cumplieron con el Progreso Anual Adecuado (*Adequate Yearly Progress* – AYP) en 2005-06, con la excepción de la escuela secundaria Irving, el Union Bower Center for Learning y la escuela media Lorenzo de Zavala. En 2006-07 nuevamente las mismas tres escuelas no cumplieron con el AYP.
- En 2004-05 el distrito recibió una calificación de superior (*Superior Achievement*) en el sistema de Integridad Financiera de Texas.
- En 2005-06, el Irving ISD tuvo un total general de aprobación del 58 por ciento en todas las pruebas de *Texas Assessment of Knowledge and Skills* (TAKS), lo cual son nueve puntos porcentuales menos del promedio estatal del 67 por ciento.
- El Centro de Servicio Educativo Regional X (Región 10) de Dallas atiende al distrito.
- Los legisladores que representan al Irving ISD son los senadores Chris Harris, Florence Shapiro, y Royce West y los representantes Linda Harper-Brown, Kirk England y Rafael Anchia.
- En el Irving ISD se han asignado computadoras portátiles a todos los estudiantes de los grados 9 a 12 para que las usen en su casa y en la escuela.
- Los estudiantes del Irving ISD hablan 66 idiomas y representan a 87 países. El distrito tiene el número más alto de *English Language Learners* (ELL) de los 15 distritos escolares del condado de Dallas.
- El distrito enseña a los estudiantes bilingües en español y vietnamita.

## ESCUELAS

El distrito tiene 35 escuelas, incluyendo las siguientes:

- tres escuelas secundarias regulares;
- la Academia de Irving (una escuela secundaria de formación para carreras y Academia T-STEM);
- siete escuelas medias;
- 20 escuelas primarias;
- tres centros de primera infancia; y
- el Union Bower Center for Learning.

**DATOS FINANCIEROS**

- Gastos presupuestados totales en 2005-06: \$232.9 millones.
- Saldo del fondo: 16.5 por ciento de los gastos presupuestados totales de 2005-06.
- Tasa de impuestos para el 2005-06: \$1.81 (\$1.50 de mantenimiento y operaciones y \$0.31 de interés y amortización).
- En 2005-06, el porcentaje de los gastos presupuestados totales del distrito gastados en instrucción aumentaron a un 52 por ciento, en comparación con el promedio estatal del 49.8 por ciento. El porcentaje de gastos de operación presupuestados del distrito gastado en instrucción fue del 61 por ciento, en comparación con el promedio estatal del 56.3 por ciento.
- Proporción de gastos de instrucción reales (fondos generales): 69.3 por ciento.
- La riqueza por asistencia diaria promedio ponderada (*Weighted Average Daily Attendance – WADA 05*) fue de \$187,089 y es clasificado como el número 338 (1 = la riqueza más alta y 1031 = la riqueza más baja).

En los capítulos siguientes se presenta un resumen de los logros del distrito, las conclusiones y las recomendaciones numeradas. Las explicaciones detalladas de los logros y las conclusiones se presentan después del resumen e incluyen informes del impacto fiscal.

Al final de los capítulos, la referencia a un número de página identifica dónde puede encontrar información general adicional sobre los temas de ese capítulo. Cada capítulo concluye con una tabla del impacto fiscal en donde se muestran las recomendaciones del capítulo y los ahorros o costos correspondientes a los años 2007-08 a 2011-12.

Después de los capítulos se brindan apéndices que contienen información general y los resultados de las encuestas del distrito realizadas por el equipo de revisión.

En la tabla siguiente se muestra un resumen del impacto fiscal de todas las 52 recomendaciones contenidas en la revisión del desempeño.

**IMPACTO FISCAL**

	2007-08	2008-09	2009-10	2010-11	2011-12	TOTALES EN 5 AÑOS (COSTOS) AHORROS	UNA SOLA VEZ (COSTOS) AHORROS
Ahorros brutos	\$722,597	\$3,443,005	\$3,442,763	\$3,442,551	\$3,442,431	\$14,493,347	\$0
Costos brutos	(\$327,907)	(\$1,492,065)	(\$1,983,091)	(\$2,474,116)	(\$2,965,141)	(\$9,242,320)	(\$490,350)
<b>Total</b>	<b>\$394,690</b>	<b>\$1,950,940</b>	<b>\$1,459,672</b>	<b>\$968,435</b>	<b>\$477,290</b>	<b>\$5,251,027</b>	<b>(\$490,350)</b>



