



Quality Assurance and Compliance Monitoring

Escambia County School District

Career and Technical Education
and Adult Education and Family Literacy

October 15-18, 2012

FLORIDA DEPARTMENT OF EDUCATION



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December 21, 2012

Mr. Malcolm Thomas, Superintendent
Escambia County School District
75 North Pace Boulevard
Pensacola, Florida 32505

Dear Superintendent Thomas:

We are pleased to provide you with the Final Report of the onsite monitoring of the Adult Education and Family Literacy and Career and Technical Education programs from our visit on October 15-18, 2012. The report will also be placed on our website at <http://www.fldoe.org/workforce/compliance.asp>.

We appreciate the leadership and professionalism demonstrated by your staff during the review process. If we can be of any assistance, please contact Eileen L. Amy, Director of Quality Assurance and Compliance. Ms. Amy may be reached at 850/245-9033, or via electronic mail at Eileen.Amy@fldoe.org.

Thank you for your continuing commitment to improve services for Florida's students.

Sincerely,

A handwritten signature in black ink, appearing to read "Rod Duckworth".

Rod Duckworth

RD/ei

Enclosure

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**Escambia County School District
Adult Education and Family Literacy and Career and Technical Education
Quality Assurance Monitoring Report**

I. INTRODUCTION

The Florida Department of Education (FDOE), Division of Career and Adult Education (Division), in carrying out its roles of leadership, resource allocation, technical assistance, monitoring and evaluation, is required to oversee the performance and regulatory compliance of recipients of federal and state funding. The Quality Assurance section of the Division is responsible for the design, development, implementation and evaluation of a comprehensive system of quality assurance including monitoring. The role of the Quality Assurance System is to assure financial accountability, program quality and regulatory compliance. As stewards of federal and state funds, it is incumbent upon the Division to monitor the use of workforce education funds and regulatory compliance of providers on a regular basis.

II. AUTHORITY

The FDOE receives federal funding from the U.S. Department of Education (USDOE) for Career and Technical Education (CTE) under the Carl D. Perkins Career and Technical Education Act of 2006 and for Adult Education (AE) and Family Literacy under the Adult Education and Family Literacy Act of 1998. Florida Department of Education awards sub grants to eligible providers to administer local programs. Florida Department of Education must monitor providers to ensure compliance with federal requirements, including Florida's approved state plans for CTE and AE. Each state shall have procedures for reviewing and approving applications for sub grants and amendments to those applications, for providing technical assistance, for evaluating projects, and for performing other administrative responsibilities the state has determined are necessary to ensure compliance with applicable statutes and regulations (34 CFR 76.770). The Florida Department of Education, Division of Career and Adult Education is required to oversee the performance of district school boards in the enforcement of all laws and rules (Sections 1001.03(8) and 1008.32, Florida Statutes.)

Additional cites noting authority to monitor and pertinent laws and regulations are located in the 2012-2013 *Quality Assurance Policies, Procedures, and Protocols*, Module A, Section 1.

III. QUALITY ASSURANCE POLICIES, PROCEDURES, AND PROTOCOLS

The *Quality Assurance Policies, Procedures, and Protocols* (Manual) was revised in the 2012-13 program year. The Manual was provided to each provider prior to the monitoring visit. The Manual provides a summary of each facet of the monitoring design and the process. It also contains protocols that may be used as agencies are monitored or reviewed. References may be made to the Manual in this document; it is located on the Division's website at <http://www.fldoe.org/workforce/compliance.asp>.

IV. PROVIDER SELECTION

Various sources of data are used throughout the implementation of the Quality Assurance System. The monitoring component of the system is risk-based.

Risk Assessment is a process used to evaluate variables associated with the grants and assign a rating for the level of risk to the FDOE and the Division. A Risk Matrix, identifying certain operational risk factors, is completed for each provider. The Risk Matrix for each program monitored is located in

Appendix A. The results of the Risk Assessment process and consideration of available resources are used to determine one or more appropriate monitoring strategies to be implemented.

The monitoring strategy for Escambia County School District was determined to be an onsite visit. Notification was sent to Mr. Malcolm Thomas, Superintendent, on July 14, 2012. The designated representative for the agency was Lesa Morgan, Director of Workforce Education.

The onsite visit to the agency was conducted October 15-18, 2012, by three representatives of the Quality Assurance section of the Division: Program Specialists, Rick Lockenbach, Shahrokh Massoudi, and Sheryl Walden.

V. ESCAMBIA COUNTY SCHOOL DISTRICT

<u>CTE Secondary</u>	<u>CTE Postsecondary</u>	<u>Adult General Education</u>	<u>Total</u>
20,120	1,336	979	23,435

The provider was awarded the following grants for FYs 2010-11 and 2011-12:

2010-2011

ADULT EDUCATION GRANTS

<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
Corrections	\$50,000	\$956.60
Adult General Education	\$161,795	\$1,436.85

CAREER AND TECHNICAL EDUCATION GRANTS

<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
Postsecondary	\$188,322	\$ 6,120.39
Secondary	\$579,857	\$13,055.44

2011-2012

ADULT EDUCATION GRANTS

<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
Adult General Education	\$202,000	\$54.80

CAREER AND TECHNICAL EDUCATION GRANTS

<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
Postsecondary	\$173,490	\$7,272.55
Secondary	\$518,656	\$30.70

Additional information about the provider may be found at the following web address:

<http://www.escambia.k12.fl.us/Master/index.asp>

VI. MONITORING ACTIVITIES

The monitoring activities included pre-visit planning conference calls; an entrance conference; interviews with administrators, teachers, and students; observations; record reviews; and an exit conference.

Onsite Visits

Members of the team made onsite visits to the following locations:

- George Stone Technical Center (GSTC), Pensacola
- Booker T. Washington High School, Pensacola
- Tate High School, Cantonment
- Warrington Middle School, Pensacola
- East Brent Baptist Church, Pensacola

- Pathways for Change, Pensacola
- Escambia High School, Pensacola
- West Florida High School of Advanced Technology, Pensacola
- Pine Forest High School, Pensacola

Entrance and Exit Conferences

The entrance conference for the Escambia County School District was conducted on October 15, 2012; the exit conference was conducted on October 18, 2012. The participants are listed below:

Agency Participant	Title	Entrance Conference	Exit Conference
Malcolm Thomas	Superintendent	X	X
Lesa Morgan	Director, Workforce Education	X	X
Susan Winters	District Coordinator	X	
Thomas Rollins	Principal	X	X
Stephen Brooks	Assistant Principal	X	X
Michele Taylor	Workforce Education Specialist	X	X
Steven Harrell	Workforce Education Specialist	X	X
Aisha Adkison	Workforce Education Specialist	X	X
Lydia Henderson	Literacy Coordinator	X	X
Doug Dillard	Systems Analyst	X	
Laura Shaud	Director of Budgeting	X	
Dan Bryan	Financial Analyst	X	
Doug Dillard	System Analyst	X	
John Dombroskie	Director of Purchasing	X	
Gary McCormick	Workforce Education Data Specialist		X
FDOE Monitoring Team			
Rick Lockenbach	Program Specialist	X	X
Shahrokh Massoudi	Program Specialist	X	X
Sheryl Walden	Program Specialist	X	X

Interviews/Observations

Interviews were conducted with the administrative staff, instructional staff, program and transition specialists, and students. Thirty-seven interviews (37) and twenty-six (26) observations were conducted. All interviews and observations were held during the course of the visit.

Records Review

Program, financial, and administrative records were reviewed. A complete list is provided in Section VIII, Section G. A minimum of 20 student records were reviewed. Some policies and procedures were reviewed at the agency's website and discussed at various times during the onsite visit.

VII. RESULTS

Escambia County School District
October 15-18, 2012

A. ADMINISTRATION refers to the management and/or supervision of programs, structure of programs and services, grant oversight, and other administrative areas.

- The level of administrator support for CTE programs at all levels is impressive.
- There is a strong commitment to Career Academies and industry certification.
- Advisory committees are in place and provide significant input and support for CTE programs.
- Workforce Education has a strong and experienced District administrative team.

FINDINGS

No findings of non-compliance were noted at this time.

CONCERNS AND RECOMMENDATIONS

Concern: The principal and assistant principal at GSTC have limited CTE experience and, therefore, may need continued staff development.

Recommendation: Review staff development for new workforce education administrators to determine the need to strengthen staff development efforts.

B. DATA refers to all the components of the data system, including data collection, entry, and reporting, as well as procedures. The use of data in program decision-making is also explored and commented upon.

- Data required for verifying student information was provided in a timely manner and was complete.
- Samples of records for students who earned Adult General Education (AGE) and CTE completions and industry certifications were verified.
- Student records are standardized across the District.
- Data is used for program improvement purposes.
 - District performance on Perkins core measures was shared with teachers attending summer CTE staff development.
- District staff regularly attends DOE Workforce Education District Data Advisory Committee/ Management Information Systems Advisory Task Force (WEDDAC/ MISATFOR) meetings.
- The District Workforce Education Office has hired a data staff analyst to support AE and CTE programs.
- There is a process in place to ensure data quality that includes review of data by program staff during the submission period.
- Data is readily available to program staff upon request.
- The District is transitioning to Focus educational software.

FINDINGS

No findings of non-compliance were noted at this time.

CONCERNS AND RECOMMENDATIONS

Concern: From a sample of students reaching literacy completion points in Adult Basic Education (ABE) for the 2011-12 school year, two students were reported in the Workforce Development Information System (WDIS) as not having been post-tested, contrary to FDOE policy. The District confirmed that this was data error.

Recommendation: Review the local data system to correct data error.

C. CURRICULUM AND INSTRUCTION refers to those elements which contribute to student learning and skill acquisition. It also addresses student and instructor observations.

- The District has many experienced teachers that demonstrate obvious commitment to their students.
- There is a strong emphasis on career academies in the District.
 - A Career Academy University is a one-day conference for career academy students.
 - At West Florida Technical High School, where all students are enrolled in career academies, there was a 98% graduation rate for the 2011-12 school year.
 - There is a rubric for evaluating CTE career academies, and academy teachers are developing notebooks with information about academy practices and resources.
 - The home page for the District website features career academies.

- FDOE curriculum frameworks for CTE are being followed.
- The Content Area Reading – Professional Development (CAR-PD) training for CTE instructors is a District priority.
- Industry curricula such as National Center for Construction Education Research (NCCER) and National Automotive Technology Education Foundation (NATEF) are being used.
- Industry certification is a District priority.
 - The number of certifications earned by Pine Forest High School students more than tripled over the last two school years, an accomplishment identified by the school’s principal that demonstrates commitment to CTE student achievement.
 - Last school year, secondary students, including those in Exceptional Student Education (ESE), earned 770 industry certifications.
- Programs included both instructional and practical hands-on experiences for students.
- The District budgets for 30 cooperative education positions in Escambia schools and departments.
- The Cosmetology Program at the GSTC is open to the public four days a week, providing real-life instructional opportunities for students.

FINDINGS

No findings of non-compliance were noted at this time.

CONCERNS AND RECOMMENDATIONS

1. Concern: CTE textbooks in several high school classrooms appeared to be dated.

Recommendation: Evaluate textbooks in secondary CTE classes to determine the need for newer textbooks.

2. Concern: A number of Adult Education students at both satellite sites were unfamiliar with the District’s postsecondary CTE offerings and the opportunity to enroll in Postsecondary Adult Vocational (PSAV) programs before earning a diploma.

Recommendation: Provide additional information to Adult Education teachers, other staff, and students about PSAV programs that students can enroll in prior to earning a diploma.

D. TECHNOLOGY AND EQUIPMENT refers to a review of the technology and equipment used by students and teachers in the classroom; addresses access, availability, innovation, use and condition.

- Teachers and students were observed using technology to enhance instruction.
- CTE personnel have ready access to staff development related to technology within and outside the District.
- DOE staff was able to locate inventoried equipment purchased with grant funds.
 - The District inventory includes computers, even those below the agency equipment threshold.
- The District has obtained additional grant funding to purchase equipment for CTE programs.
- The District has a five-year equipment replacement plan.

FINDINGS

No findings of non-compliance were noted at this time.

CONCERNS AND RECOMMENDATIONS

Concern: While most equipment appeared to be up-to-date, there is CTE equipment at Tate High School that appears to be dated.

Recommendation: Review secondary CTE equipment to determine the need to update equipment and identify funding sources to fund any needed updates.

E. **LEARNING ENVIRONMENT** encompasses all aspects of the physical environment where classes are held. Describing the learning environment may also attempt to capture the vision, philosophy, and character that is observed on the campus or in the classroom.

- While many school buildings are old, they appear to be well-maintained.
- Classroom space is adequate for instructional purposes.
- The vision of the District that students want to learn, teachers want to teach, and employees want to work, was evident in observations at the schools and in interviews with students, faculty, and administration.

FINDINGS

No findings of non-compliance were noted at this time.

CONCERNS AND RECOMMENDATIONS

None

F. **ACCESS AND EQUITY** refers to compliance with the requirements of federal non-discrimination laws as relating to recruitment, enrollment, participation, and completion of programs.

- Non-discrimination notices were broadly posted.
- All persons interviewed were familiar with the process to address non-discrimination complaints.
- Accommodations were provided when appropriate.
- Fifteen percent of students enrolled in career academies are ESE students, mirroring their percentage of the student population.

FINDINGS

No findings of non-compliance were noted at this time.

CONCERNS AND RECOMMENDATIONS

Concern: While District policy covers all nine classes protected from discrimination by federal and state law, program materials for CTE and Adult Education do not uniformly contain non-discrimination notices or consistently cover all protected classes.

Recommendation: The District must correct these notices when publications are republished.

G. **RECORDS REVIEW** refers to a review of the records and documents that evidence compliance with federal and state rules and regulations. Samples of financial and programmatic records are reviewed.

- Financial and Board Policies and Procedures
- Completed Perkins and Adult Education grants and budget pages
- Final Disbursement Reports (399s and 499s)
- Student records
- Program brochures
- *GSTC Catalog and Handbook*
- Non-discrimination statement and policy
- Personnel Activity Reports (PARs) and certifications
- Travel
- Inventory
- Agency websites
- National Reporting System (NRS) Report
- Program Improvement Plans (PIPs)

FINDINGS

No findings of non-compliance were noted at this time.

CONCERNS AND RECOMMENDATIONS

None

H. **FINANCIAL** refers to aspects of the federal fiscal requirements that providers must meet when expending federal funds, including financial management, procurement, inventory management, and allowable costs. Samples of documents may be requested and reviewed.

- The District has systems in place to ensure financial accountability.
- PARs and certifications for reporting employee hours were complete.
- The District has an extensive approval process for expenditures.
- Staff travel was reviewed; appropriate policies and procedures are followed.
- Approval processes are in place and were documented for a sample of grant purchases.
 - A sample of purchases was tracked from purchase request through tagging and inventory.

FINDINGS

No findings of non-compliance were noted at this time.

CONCERNS AND RECOMMENDATIONS

None

I. **COLLABORATION** refers to the collaborative agreements, partnerships, or Memoranda of Understanding (MOUs) that are in place to benefit an agency's programs and students.

- Escambia and Santa Rosa School Districts collaborate with over thirty business partners in the Next Generation Learning Community that supports workforce education and other educational efforts.
- The strong involvement of community businesses is an asset to CTE programs.
- The Superintendent has monthly breakfasts with business representatives.
- The District has developed strong collaborations with East Brent Baptist Church and Pathways for Change for the Adult Education classes held at those sites.

FINDINGS

No findings of non-compliance were noted at this time.

CONCERNS AND RECOMMENDATIONS

None

J. **PROGRAM IMPROVEMENT PLAN** A program improvement plan (PIP) is required when an agency does not meet 90% of its agreed-upon goals for individual performance measures.

PIPs were reviewed during the visit. The purpose of the review is to determine if the strategies contained in the plan are measureable and verifiable during the visit.

1. Secondary Performance Measures (2009-10 data)

- The agency met at least 90% of the local agency target except for:
 - 5S1 Secondary Placement 73% vs. 89% local target
- For 2011-12, a PIP was required and was included in the grant.

2. Postsecondary (2009-10 data)

- The agency met at least 90% of the local agency target except for:
 - 3A1 Retention or Transfer – 52% vs. 59% local target
 - 4A1 Placement – 75% vs. 85% local target
 - 5A1 Non-traditional enrollment – 7% vs. 10% local target
- For 2011-12, PIPs were required and were included in the grant.

Discussion took place among the monitoring team and the provider's representatives during the visit, and additional documentation was provided after the visit. Strategies identified in the plan were verified, and documentation was provided.

GENERAL RECOMMENDATIONS

- Continue activities to address measures requiring a PIP.
- Track activities that support the PIP.

K. STUDENT PERSPECTIVE The team meets with groups of students. The student perspective is presented as a portion of this report.

- Students represented diverse cultures and ages.
- Students were complimentary of teachers, counselors, and administration.
- Students appreciated the individual attention from instructors.
- Students loved the hands-on learning opportunities in CTE.
- AE and CTE students were proud of their programs.
- A former student in the welding program, while in a local Road Camp Program for offenders, indicated how much difference this opportunity made in his life, as he is currently employed with a six-figure salary.

CONCERNS AND RECOMMENDATIONS

Concern: Secondary CTE students indicated limited awareness of Florida CHOICES online career development resources.

Recommendation: Provide staff development and take other action to facilitate greater utilization of Florida CHOICES.

See Section IX of this report for further technical assistance.

VIII. REQUIRED RESOLUTION ACTIVITIES

ADULT EDUCATION

1. Corrective Action Plan –The District is not required to complete a Corrective Action Plan.
2. Action Plan – The agency must provide an Action Plan (Appendix B) to address the concerns noted in the focus areas A, C, D, and F in Section VII of this report.

CAREER AND TECHNICAL EDUCATION

1. Corrective Action Plan –The District is not required to complete a Corrective Action Plan.
2. Action Plan - The agency must provide an Action Plan (Appendix B) to address the concerns noted in the focus areas B and C in Section VII of this report.

Once the Action Plan is submitted, reviewed, and approved, if appropriate, the co-leader of the onsite visit is responsible for the regular follow-up with the agency's designated representative to ensure that resolution is complete.

IX. TARGETED TECHNICAL ASSISTANCE

Targeted technical assistance may be provided to support full compliance and systemic change for program improvement. Staff is encouraged to contact Division staff to assist their efforts toward systemic change. For Florida CHOICES, contact Patrick Wright at Patrick.Wright@fldoe.org or 850/245-0911 or go to <http://www.flchoices.org>.

X. SUMMARY

Once the field work, including receipt of requested information is completed, a draft report is forwarded to the provider for review. Comments are accepted and considered. The final report is completed and forwarded to the Agency Head with a copy to the appropriate parties. The Division's site visit co-leader monitors and conducts follow-up activities to assure issues have been satisfactorily completed within the stated timelines. Finally, the Division issues a Closure Notice to the Agency Head and designated contact person. This notice indicates all outstanding items have been completed.

We want to extend our appreciation to all of the participants in the onsite monitoring visit. Special thanks to Lesa Morgan, Director of Workforce Education, for her participation and leadership in this process. Additional thanks to Superintendent Malcolm Thomas for his participation in the entrance and exit conferences.

Appendix A
Career and Technical Education

Risk Factor	Criteria Scale	Value	Risk Factor Weight	Total Points
Total amount of agency funding from grants (2010-11)	\$ 2,000,001+	8	6 x 6	36
	700,001 – 2,000,000	6		
	300,001 - 700,000	5		
	< 300,000	4		
Number of grants per agency (2010-11)	Number of grants	2 x 2 = 4	4 x 6	24
Number of grants with 10% or more of unexpended funds (2010-11)	Number of grants	0 x 5 = 0	0 x 4	0
Audit findings relevant to internal control weaknesses during three (3) previous years for targeted agency.	16 + findings	10	10 x 10	100
	11-15 findings	8		
	5-10 findings	6		
	1-4 findings	4		
Change in Director within the last two (2) fiscal years.	Yes = 1	1 x 10 = 10	10 x 4	40
	No = 0			
TOTAL Level of Risk Score				200

Appendix A
Adult Education

Risk Factor	Criteria Scale	Value	Risk Factor Weight	Total Points
Total amount of agency funding from grants (2010-11)	\$ 2,000,001+	8	4 x 6	24
	700,001 – 2,000,000	6		
	300,001 - 700,000	5		
	< 300,000	4		
Number of grants per agency (2010-11)	Number of grants	2 x 2 = 4	4 x 6	24
Number of grants with 10% or more of unexpended funds (2010-11)	Number of grants	0 x 5 = 0	0 x 4	0
Audit findings relevant to internal control weaknesses during three (3) previous years for targeted agency.	16 + findings	10	10 x 10	100
	11-15 findings	8		
	5-10 findings	6		
	1-4 findings	4		
Change in Director within the last two (2) fiscal years.	Yes = 1	1 x 10 = 10	10 x 4	40
	No = 0			
TOTAL Level of Risk Score				188

Appendix B
Escambia County School District Resolution Plan
Adult Education and Career and Technical Education

Type of Plan	Strategies	Person Responsible	Projected Date of Completion
<p>Corrective Action Plan Finding(s): None</p>			
<p>Action Plan Concern(s):</p> <p>1. The principal and assistant principal at GSTC have limited CTE experience and, therefore, may need continued staff development.</p>	<p>Principal and/or Assistant Principal will attend professional development activities to include the COE conference, Perkins Professional Development Institute for New Administrators, local workforce education administrative meetings (bi-monthly), Leadership Development Institute (LDI), and regional and state workforce administrative meetings.</p>	<p>Lesa Morgan</p>	<p>June 2013</p>
<p>2. From a sample of students reaching literacy completion points in Adult Basic Education (ABE) for the 2011-12 school year, two students were reported in the Workforce Development Information System (WDIS) as not having been post-tested, contrary to FDOE policy. The District confirmed that this was data error.</p>	<p>The problem was addressed during a WDIS meeting where the school administrators and data specialists corrected the data, analyzed the cause, and identified protocol to avoid the data error being repeated.</p>	<p>Susan Winters Lesla Morgan</p>	<p>December 2012</p>

<p>3. CTE textbooks in several high school classrooms appeared to be dated.</p>	<p>Workforce Education Director will work with Secondary Director, who supervises Instructional Media, to address CTE instructional material needs assessment and gap analysis. Digital instructional materials will be purchased to replace outdated textbooks.</p>	<p>Lesa Morgan</p>	<p>March 2013</p>
<p>4. A number of adult education students at both satellite sites were unfamiliar with GSTC's postsecondary CTE offerings and the opportunity to enroll in postsecondary adult vocational (PSAV) programs before earning a diploma.</p>	<p>Career Pathways Coordinator will visit all satellite sites by January 2013 and provide GSTC PSAV program information for all students enrolled in AGE programs. The Coordinator will work with teachers at satellite sites to introduce students to careers by using the CHOICES.org website.</p>	<p>Susan Winters</p>	<p>January 2013</p>
<p>5. While most equipment appeared to be up-to-date, there is CTE equipment at Tate High School that appears to be dated.</p>	<p>The CTE District Director and specialists will evaluate the need to purchase equipment at Tate High School through an onsite visit with administration and CTE instructors. An action plan will identify the equipment to be replaced and funding source.</p>	<p>Michelle Taylor</p>	<p>February 2013</p>
<p>6. While District policy covers all nine classes protected from discrimination by federal and state law, program materials for CTE and Adult Education do not uniformly contain non-discrimination notices or consistently cover all protected classes.</p>	<p>Career Academy publications have been updated. Administrative staff will ensure that all future publications include non-discrimination notices covering all protected classes.</p>	<p>Steve Harrell Stephen Brooks</p>	<p>November 2012</p>
<p>7. Secondary CTE students indicated limited awareness of Florida CHOICES online career development resources.</p>	<p>Schedule CHOICES training for at least one guidance counselor per high school. CHOICES webinar schedule has been disseminated to CTE teachers, and onsite training has been scheduled for August 2013</p>	<p>Lesa Morgan</p>	<p>December 2012</p>

	(pre-school in-service).		
Technical Assistance Needed and/or Provided: We are researching the CHOICES program and have learned of changes that are coming. We will need to provide training for our CTE teachers, especially at the middle school level.			
Plan submitted by (name and title): <u>Lesla Morgan, Director</u> Date: <u>11/29/12</u>			
Plan accepted by: <u>Eileen L. Amy</u> Date: <u>12/06/12</u>			
Status of Resolution Plan (to be completed by DOE staff)			
Date	Status of Plan Completion		