



## **Quality Assurance and Compliance Monitoring**

**Adult Education and Family Literacy and  
Career and Technical Education**

**Monroe County School District**

**Final Report  
December 30, 2011**

# FLORIDA DEPARTMENT OF EDUCATION



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December 30, 2011

Dr. Jesus F. Jara, Superintendent  
Monroe County School District  
241 Trumbo Road  
Key West, Florida 33040

Dear Dr. Jara:

We are pleased to provide you with the Final Report of Monitoring of the Career and Technical and Adult Education and Family Literacy programs from our visit on November 7-9, 2011. 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](mailto:Eileen.Amy@fldoe.org).

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

Sincerely,

Kathleen Taylor

KT/ela

Enclosure

C: Jeff Arnott  
Tashi Williams

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Department of Education  
Division of Career and Adult Education

**Monroe 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 Bureau of Grants Administration and Compliance (Bureau) 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 Florida Department of Education receives federal funding from the U.S. Department of Education for Career and Technical Education (CTE) under the Carl D. Perkins Career and Technical Education Act of 2006 and for Adult Education and Family Literacy under the Adult Education (AE) and Family Literacy Act of 1998. FDOE awards sub grants to eligible providers to administer local programs. FDOE must monitor providers to ensure compliance with federal requirements, including Florida's approved state plans for CTE and adult education/family literacy. 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 (F.S.)).

Additional cites noting authority to monitor and pertinent laws and regulations are located in the 2011-12 *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 2011-12 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 Florida Department of Education and the Division of Career and Adult Education. 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 and B. The results of the Risk Assessment process and consideration of available resources are used to determine one or more appropriate monitoring strategy(ies) to be implemented.

The monitoring strategy for Monroe County School District was determined to be an onsite visit of its Adult Education and CTE programs. Notification was sent to Dr. Jesus F. Jara, Superintendent, on July 18, 2011. The designated representative for the Monroe County School District was Mr. Jeff Arnott, Coordinator of Career, Adult, and Community Education.

The onsite visit to the District was conducted on November 7-9, 2011, by four representatives of the Quality Assurance Section of the Division: Ms. Eileen L. Amy, Director of Quality Assurance and Compliance, and Program Specialists Tashi Williams, Sheryl Walden, and Dr. Shahrokh Massoudi.

## V. MONROE COUNTY SCHOOL DISTRICT

### Introduction:

- The Monroe County School District office is located in Key West, Florida.
- Grants awarded: AGE, EL/Civics and Perkins Secondary
- The National Reporting System (NRS) data reports indicated that AE programs for 2009-10 had an enrollment of 447 students.
- The 2009-2010 unduplicated Community College and Technical Center Management Information System (CCTCMIS) data reports indicated that CTE programs had a total enrollment of 1,942 students.
- Program sites:
  - CTE sites (3) - Monroe County has three high schools (Key West High School, Coral Shores and Marathon Middle High School) and each high school has a number of CTE programs.
  - AE sites (8) - Key West High School (KWHS), Adult Education Upper Keys (AEUK), Marathon Training Center (MTC), Monroe County Detention Center (MCDC), Porter Place (PPKK), Key West (HOUSING), MARK ( M.A.R.C. HOUSE KEY WEST) and the Upper Keys M.A.R.C. HOUSE (UKMA).

### The provider was awarded the following grants for FY 2009-10, 2010-11 and 2011-12:

#### **2009-2010**

##### AE

<u>Grant Number</u>	<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
440-1910A-0CG01	Adult General Education	\$ 109,222	\$ 9,534
440-1939A-0CE01	EL/Civics	\$ 48,270	\$ 1,101

##### CTE

<u>Grant Number</u>	<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
440-1610A-0CS01	Perkins Secondary	\$ 83,237	\$ 3,905

#### **2010-2011**

##### AE

<u>Grant Number</u>	<u>Type</u>	<u>Total</u>	<u>Unexpended</u>
440-1911A-1CG01	Adult General Education	\$ 109,222	\$ 1,615
440-1931A-1CE01	EL/Civics	\$ 48,270	\$ 959

##### CTE

<u>Grant Number</u>	<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
440-1611A-1CS01	Perkins Secondary	\$ 74,138	\$ 5,581

## **2011-2012**

AE

<u>Grant Number</u>	<u>Type</u>	<u>Total</u>
440-1912A-2CG01	Adult General Education	\$ 132,979
440-1932A-2CE01	EL/Civics	\$ 55,269

CTE

<u>Grant Number</u>	<u>Type</u>	<u>Total</u>
440-1612A-2CS01	Perkins Secondary	\$ 65,149

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

<http://keysschools.schoolfusion.us/>

## **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 an onsite visit to the following locations:

- Monroe County School District office
- MARK ( M.A.R.C. HOUSE KEY WEST)
- Porter Place (PPKK)
- Key West High School
- Marathon Middle High School

### Entrance and Exit Conference

The entrance and exit (by phone) conference for the Monroe County School District was attended by the following individuals:

Jeff Arnott, Coordinator of Career, Adult, and Community Education

Eileen Amy, Director of Quality Assurance and Compliance

Tashi Williams, Program Specialist, FDOE

### Interviews/Observations

Interviews were conducted with the administration, instructional staff and students. All interviews and observations were held during the course of the visit.

### Records Review

Administrative, financial, program and student records were reviewed. A complete list is provided in Section VIII, Section G. Some policies and procedures were reviewed on the district's website and discussed at various times during the onsite visit.

## **VII. RESULTS**

MONROE COUNTY SCHOOL DISTRICT

November 7-9, 2011

**A. ADMINISTRATION** refers to the management and/or supervision of programs, grant oversight, access and equity and other administrative areas.

- The Director is responsible for Adult Education and Career and Technical Education
  - Office was reorganized with functions clearly defined.

- The Director works closely with district office.
- The Director visits programs regularly, maintaining contact with teachers and students.
- Classes are held at the high schools.
- Separation of duties was inherent in all the administrative functions.
- The marketing of programs to recruit students uses a variety of tools including posters and flyers in local businesses; newsletters and web sites.
- An employee manual has been created and is being used.
- Staff Development has been given a lot of attention and demonstrates commitment to teacher development.
- Experienced teachers appeared to be well-qualified.
- The DOE Green and Red Books are used for policy guidance and development.

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

- The teachers complete attendance daily in an EXCEL spreadsheet and it is then entered into the Total Educational Resource Management System (TERMS); hours reported to NRS are in instructional time as required.
- The staff has the ability to run some data reports as opposed to requesting data.
- Student enrollment in Adult Education has increased despite the implementation of tuition.
- Pre- and post-test scores are shared with students and teachers.
- A part-time employee has been designated to oversee Adult Education and CTE data.

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

- The Florida Curriculum Frameworks were followed for all programs.
- The Florida Comprehensive Heuristic Occupational Information Computer Exploration System (CHOICES) career planning program was available to students and is being used for career planning.
- Rosetta Stone software was being utilized in Adult Education classes.
- Instructional strategies appeared to be varied in the Adult Education classes.
- Family Literacy program will be implemented at an elementary school in January 2012.
- The school district participates in online coursework provided through the Florida Adult and Technical Distance Education Consortium (FATDEC).
- General Educational Development (GED) testing is offered twice a month.
- All staff are certified to administer the Tests of Adult Basic Education (TABE); the Counselor is the Chief Examiner for GED.

**D. TECHNOLOGY/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.

- The equipment inventory was in place and is reviewed annually.
- Technology was observed being integrated into class instruction.
- All purchases greater than \$1,000 required three quotes; such purchases require the Superintendent's signature. Purchases greater than \$25,000 are taken to the Board; purchases greater than \$50,000 require bids. Current purchasing policies were followed.
- Technology was evident in all classrooms and was being used.
- Classrooms appeared to be furnished with the most current tools and equipment.

**E. INSTRUCTION AND 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.

- The classrooms and labs observed were:
  - comfortable and clean, and
  - equipped with pictures, posters, rules, students' work and other visual aides.
- The programs involve the community; cosmetology provides services one day a week to the public; culinary program serves meals and participates in community programs.
- Classes are available at all locations and times of the day, meeting the needs of students.
- Community locations for Adult Education appear to be well-located; fully-equipped and accommodating increased enrollment; some volunteers were present at some sights.
- The Counselor focuses on students and career pathways planning and implementation.
  - Career plans are in place for Adult Education students, the Counselor meets with students individually.

#### **CONCERNS AND RECOMMENDATIONS**

1. Concern: Class enrollment and the selection of electives were affected by the reduction of class times from seven periods to six.

*Recommendation:* Consider implementing alternative strategies to promote class enrollment and electives available to students.

2. Concern: The facility used for Adult Education classes is located on a high school campus during the day which presents issues for adult students. One large area is divided by furniture to meet the needs of three different classes as well as administrative and program staff. We understand that the most recent opportunity to move to the Florida Keys Community College campus was not achievable; however, future opportunities would certainly benefit students and instructors.

*Recommendation:* Consider opportunities to move the adult student population to an environment more conducive to adult learning and supports transition to postsecondary learning options.

**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.

- The non-discrimination policies were posted broadly across sights.
- All required elements and additional elements were present and approved by the Board of Directors
- Staff was knowledgeable about whom to contact in the event that an issue arose.
- To the knowledge of the Director, there have not been any reported issues.

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

The following records were reviewed:

- Financial records
- Personnel Activity Reports (PARs)
- Teacher Certifications
- Timesheets



- Class Rolls
- Enrollment (E-records)
- Student Records (in-class portfolios and assignments)
- Class “My Skills Tutor Reports”
- Adult Education TERMS Database
- Non-Discrimination Policy, Equity and Access
- CTE School Improvement Plans
- Staff Development Plans
- Student Handbook

H. **FINANCIAL** refers to aspects of the federal fiscal requirements that providers must meet when expending federal funds, including a financial management system, a procurement system and an inventory management system.

- Currently a comprehensive checks and balance system is in place for all financial procedures at the local and district offices.
- No purchasing cards are used at the program level; only one exists for the district and requires additional approvals.
- In addition to the five approvals required for all purchases, the Superintendent approves all purchase orders.
- Purchasing procedures have been developed, reviewed and/or revised.
- An internal account was established for fees and tuition and is reviewed by more than one person.
- State contracts are currently being used for vendor purposes.
- Time and effort reports appeared to be consistent and complete.
- Tracking of grant expenditures appear to be consistent.
- The new internal auditor reviews financial processes on a regular basis, reviews local records at least once a year, and reports the results to the board.

**NOTE:** During the last two to three years the district has undergone intense scrutiny of financial expenditures. Members of the monitoring team are not auditors; due to the time established for the visit, the team was not able to review all expenditures to determine allowability or reasonableness. However, it was observed that processes are currently in place to maximize prudent spending practices and oversight, including appropriate levels of approval for purchases, separation of duties, hiring of an internal auditor, and the annual review of financial processes at outlying sites.

During this visit we were unable to determine whether or not federal monies were used on unallowable expenditures during the years in question, nor could we determine if there are funds that should be returned to the FDOE.

I. **COLLABORATION** refers to the collaborative agreements, partnerships or memoranda of understanding to benefit an agency’s programs and students.

- Partnerships include, but are not limited to:
  - Florida Keys Community College
  - Winn Dixie
  - Taco Bell
  - Hotel industry throughout the Florida Keys

## **VIII. REQUIRED RESOLUTION ACTIVITIES**

Adult Education and Career and Technical Education

Action Plan - The Monroe County School District must provide an Action Plan (Appendix C) to address the concerns noted in the focus areas of Curriculum and Instruction and Learning Environment in Section VII of this report.

## **IX. TARGETED TECHNICAL ASSISTANCE**

Targeted technical assistance may be provided to support full compliance and systemic change for program improvement.

## **X. SUMMARY**

Once the field work is completed, including receipt of requested information, 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 Bureau's site visit co-leader monitors and conducts follow-up activities to assure issues have been satisfactorily completed within the stated timelines. Finally, the Bureau issues a Closure Notice to the Agency Head and designated contact person. This notice indicates all outstanding items have been completed.

We want to acknowledge all of the participants in the Monroe County School District onsite monitoring visit. Special appreciation is extended to Mr. Jeff Arnott for his participation and leadership in this process.

**Appendix A**  
**Monroe County School District**  
**Risk Matrix for Career and Technical Education**

<b>Risk Factor</b>	<b>Criteria Scale</b>	<b>Value (V)</b>	<b>Risk Factor Weight</b>	<b>Total Points</b>
Total amount of agency funding from grants (2008-09)	\$ 2,000,001+	8	V x 6	= 24 <i>(total points)</i>
	700,001 - 2 million	6		
	300,001 - 700,000	5		
	< 300,000	4		
Number of grants per agency (2009-10)	Number of grants (#-1)	(1) x 2 = V	V x 6	= 12
Number of grants with <b>10%</b> or more of unexpended funds (2008-09)	Number of grants (#-0)	(0) x 5 = V	V x 4	= 0
Audit findings relevant to internal control weaknesses during three (3) previous years for targeted agency	16+ findings	10	V x 10	= 100
	11-15 findings	8		
	5-10 findings	6		
	1-4 findings	4		
Key organizational change within the last two (2) years	Director (#-0) Yes = 1 No = 0	10 x (1) = V	V x 4	= 40
<b>TOTAL Level of Risk Score</b>				<b>176</b>

**Appendix B**  
**Monroe County School District**  
**Risk Matrix for Adult Education and Family Literacy**

<b>Risk Factor</b>	<b>Criteria Scale</b>	<b>Value (V)</b>	<b>Risk Factor Weight</b>	<b>Total Points</b>
Total amount of agency funding from grants (2008-09)	\$ 2,000,001+	8	V x 6	= 24  <i>(total points)</i>
	700,001 - 2 million	6		
	300,001 - 700,000	5		
	< 300,000	4		
Number of grants per agency (2009-10)	Number of grants (#-2)	(2) x 2 = V	V x 6	= 24
Number of grants with <b>10%</b> or more of unexpended funds (2008-09)	Number of grants (#-0)	(0) x 5 = V	V x 4	= 0
Audit findings relevant to internal control weaknesses during three (3) previous years for targeted agency	16+ findings	10	V x 10	= 100
	11-15 findings	8		
	5-10 findings	6		
	1-4 findings	4		
Key organizational change within the last two (2) years	Director (#-0) Yes = 1 No = 0	10 x (1) = V	V x 4	= 40
<b>TOTAL Level of Risk Score</b>				<b>188</b>

**Appendix C  
Monroe County School District Resolution Plan**

Career and Technical Education

Adult Education

Action Plan

	Strategies	Person Responsible	Projected Date of Completion
<p><b>ACTION PLAN</b> Concern(s):</p> <p>1. Class enrollment and the selection of electives were affected by the reduction of class times from seven periods to six. (CTE)</p> <p>2. The facility used for Adult Education classes is located on a high school campus during the day which presents issues for adult students. One large area is divided by furniture to meet the needs of three different classes as well as administrative and program staff. We understand that the most recent opportunity to move to the Florida Keys Community College campus was not achievable; however, future opportunities would certainly benefit students and instructors.</p>	<p>The School District expand to include more career academies to encourage more students to enroll in CTE courses. Once funding returns, will explore an optional 7<sup>th</sup> period for elective opportunities</p> <p>Adult Education is aggressively working to move the Key West operations to FKCC next year. They have told me they now have room for us to relocate in the summer of 2012</p>	<p>Jeff Arnott</p> <p>Jeff Arnott</p>	<p>June 2013</p> <p>July 2012</p>
<p><b>SYSTEM IMPROVEMENT PLAN (AE only):</b> Indicator/Current Data</p>			
<p>Technical Assistance Needed and/or Provided:</p>			
<p>Date and Status of Action – Completed/Pending</p>			

Plan submitted by: Jeff Arnott                      Date: 1-10-12

Plan accepted by Eileen L. Amy, Director of Quality Assurance and Compliance.    Date: 1/10/2012