Career and Adult Education

FLORIDA DEPARTMENT OF EDUCATION

Quality Assurance and Compliance Monitoring

Adult Education and Family Literacy

Osceola County School District

Final Report
August 10, 2011

FLORIDA DEPARTMENT OF EDUCATION

Gerard Robinson
Commissioner of Education

Loretta Costin, Chancellor
Division of Career and Adult Education

Just Read,
Florida!

August 10, 2011

Mr. Terry Andrews, Superintendent
Osceola County School District
817 Bill Beck Boulevard
Kissimmee, Florida 34744-4495

Dear Mr. Andrews:

We are pleased to provide you with the Final Report of Monitoring of the Adult Education and Family Literacy programs from our visit on May 17-20, 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.

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

Sincerely,

Loretta Costin

LBC/ela

Enclosure

C: Jeannie Renick
        Tashi Williams

Table of Contents

Florida Department of Education
Division of Career and Adult Education

Osceola County School District
Adult Education and Family Literacy
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 2010-11 *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 2010-11 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. 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 Osceola County School District was determined to be an on-site visit of its AE programs. Although Adult Education was the main emphasis, CTE programs were observed during the course of the visit. Notification was sent to Dr. Michael A. Grego, Superintendent of Osceola County School District on November 16, 2010; in May 2011, Mr. Terry Andrews became Superintendent. The designated representative for the District was Mr. Mark Hunt, Director for Career and Technical Education. Mr. Hunt left the District at the end of May 2011. The on-site visit to the District was conducted May 17-20, 2011.

V.   OSCEOLA COUNTY SCHOOL DISTRICT

Osceola County School District (OCSD):
- Located in Kissimmee, Florida
- District grade is a "B" for the 2010-2011 year.
- Terry Andrews is the new Superintendent for Osceola County School District.
- There are currently 52,303 students enrolled in the Osceola County School District.
- The 2010 graduation rate was 83.5%.
- The 55 schools in the Osceola school district includes all elementary, middle, high, charter, alternative, adult education and virtual schools.

The provider was awarded the following grants for FY 2008-09, 2009-10 and 2010-11:

2008-2009 ADULT EDUCATION GRANTS

Grant Number	Type	Total	Unexpended Funds
490-1919A-9CC02	Corrections	$ 100,000	$ 7,380
490-1919A-9CG01	AGE	$ 223,787	$ 112,623*
490-1939A-9CE01	EL/Civics	$ 68,888	$ 17,599*

2009-2010 ADULT EDUCATION GRANTS

490-1910A-0CC01	Corrections	$ 88,704	$ 24,702*
490-1910A-0CG01	AGE	$ 220,908	$ 4,809
490-1930A-0CE01	EL/Civics	$ 107,269	$ 0

2010-2011 ADULT EDUCATION GRANTS

490-1911A-1CC01	Corrections	$ 88,704	$
490-1911A-1CG01	AGE	$ 220,908	$
490-1931A-1CE01	EL/Civics	$ 107,269	$

Denotes greater than ten percent in unexpended funds.

Additional information about the provider may be found at the following Web address:
http://www.osceola.k12.fl.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.

On-site Visits
Members of the team made on-site visits to the following locations:

- Adult Learning Center Osceola (ALCO)
- Technical Education Center Osceola (TECO)
- Osceola County Corrections
- Discovery Intermediate School

- Liberty High School
- Harmony High School
- Poinciana High School

<u>Entrance and Exit Conference</u>
The entrance and exit conferences for the Osceola County School District were attended by the following individuals:
Mark Hunt, Director of Career and Technical Education
Tom Runnels, Director of ALCO
Jeanette Eddy, Principal of TECO
Eileen L. Amy, Director of Quality Assurance and Compliance, FDOE
Sheryl Walden, Program Specialist, FDOE
Tashi Williams, Program Specialist, FDOE

<u>Interviews/Observations</u>
Interviews were conducted with the administration, instructional staff/program and students. All interviews and observations were held during the course of the visit.

<u>Records Review</u>
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 on-site visit.

VII.   RESULTS

Osceola County School District
May 17-20, 2011

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

- The Board and General Policies were considered comprehensive and complete; these are also used as the District's policies.
- Staff development is conducted in reading and math.
- The Principals and Assistant Principals were welcoming and spent time with us on their programs.
- CTE programs consisted of large classrooms with plenty of space, while AE programs consisted of smaller classrooms filled with students.
- The District uses the FDOE Red and Green Book for financial guidance.
- Students are assessed at their home schools. This "home field advantage," according to administrators, has had a positive impact.
- Programs are being expanded to reach the needs of students.
- The AE classes offered at various sites include ABE, ESOL and GED.
- Assessments administered include:
  - Tests of Adult Basic Education (TABE)
  - Comprehensive Adult Student Assessment System (CASAS) for English for Speakers of Other Languages (ESOL)
  - General Educational Development (GED)

<u>FINDINGS</u>
1. Finding: Certification and Personnel Activity Reports (PARs) are not implemented on a regular basis.
   - The Office of Management and Budget (OMB) Circular A-87 for School Districts requires that certifications are to be completed semi-annually and that PARs are to be completed at least monthly.

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.

- A new Campus View data system is being utilized.
- The state data manual is being used currently; the District needs to have one on the local level, see National Reporting System (NRS).
- The teachers are using data in classrooms.
- Assessments are completed as appropriate to timelines.
- Security of testing materials and access to tests is in place according to required guidelines.
- Programs are assigned assessment staff based on the purpose of the program.

FINDINGS
1. Finding: There was no local data policies and procedures manual as required by NRS.
   - In addition to following a clear model of data collection, local programs must establish policies and procedures for data collection that comply with State NRS requirements.

2. Finding: There was no assessment procedures manual.
   - According to the Florida Department of Education Technical Assistance Paper on Adult Education Assessments July 1, 2010 (Revised 09/23/2010), an assessment procedures manual should be developed for local program staff to ensure that all staff understand the FDOE assessment guidelines and to guide program staff in following any procedures put in place by the program.

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

- The FDOE Standards, Benchmarks and Frameworks are being used.
- The curriculum used in classes appears to be up-to-date.
- The learning materials including computers appear to be up-to-date and are being used.
- Varied instructional methods include hands-on activities, use of computers, books and board work.
- The student mentoring/buddy system is well-liked by students.

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

CONCERNS AND RECOMMENDATIONS
1. Concern: The teachers appear to be doing more talking than the students in ESOL classes.

Recommendation: Consider ways to increase students' practice of the English language. Some strategies might include; increase in-class conversations; have students read exercises and repeat words and phrases more often; and create an English-only break environment.

2. Concern: Some programs appear to be thriving while others appear to be barely functioning.

Recommendation: Consider a plan to assess all program offerings to assure that all programs offered are well-developed.

3. Concern: Considering time needed for set-up and completion of tasks, some CTE classes may be difficult to implement in a 40-minute-period timeframe.

Recommendation: Review class needs in relation to length of classes, especially those requiring multiple activities.

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.

- Observations indicated that technology and equipment appeared to be progressive, for example:
  - Writable tables
  - Smart Boards
  - Projection Equipment
- Technology is incorporated into classroom instruction.

FINDINGS
1. Finding: The inventory process did not meet regulatory requirements; the team was unable to locate the majority of items listed on inventory listing supplied by schools/agencies.
   - Inventory was not organized; housed in wrong rooms, cluttered storage areas, some serial numbers did not correspond to equipment.
   - Equipment specified in grant was not listed on inventory listing; some equipment was unable to be verified.
   - Inventory listing was not uniform from campus to campus; difficult to understand, some room numbers written by hand and not properly tagged.
   - There were few, if any, designated individuals responsible for inventory/equipment.
   - Property records lacked the proper elements as specified in Education Department General Administrative Regulations (EDGAR) Section 80.32 Equipment, (d)(1).

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.

- Most classes are inclusionary but some appear to be self-contained.
- Gas prices are affecting student attendance at Adult Education facilities.
- The team noted dedicated staff and teachers who are willing to go beyond the normal call of duty for students.
- The request for student social security numbers and residency requirements discourages some students from enrollment.
- 4,000 students are homeless in Osceola County.
- Levels of community involvement vary from area to area throughout Osceola County.
- Students were vocal about preferred career paths.
- An emphasis has been placed on industry certification in various programs.
- Exemplary programs:
  - Veterinary Tech
  - Fashion Design
  - Credit Union on campus run by students

Positive Practice
In the past, there appeared to be a problem with parents attending orientation. The school initiated congratulatory acceptance letters to parents and students stating that the student had been accepted and placed in a career academy. This tool proved effective and has made a noticeable difference in attendance at orientation.

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

CONCERNS AND RECOMMENDATIONS
No concerns or recommendations.

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 are posted broadly among campuses and facilities.
- All buildings appear to be accessible to individuals with disabilities.
- Students and staff are aware and knowledgeable of reporting procedures; they know who to report to in the case of discrimination issues.
- Staff is aware of Genetic Information Non-Discrimination Act (GINA); federal posting listed GINA.

FINDINGS
No findings of non-compliance were noted.

CONCERNS AND RECOMMENDATIONS
No concerns or recommendations.

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:

- Osceola County School Board Policy Manual
- General Policy Manuals
- Certifications
- Advisory Committee information
- Articulation Agreements
- Electronic/Non-Electronic student records
- Financial Policies and Procedures
- Personnel/Employee Handbook
- Student Handbook
- Purchasing procedures and documentation for purchases
- Finance ledger of expenses detailing all expenditures

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

CONCERNS AND RECOMMENDATIONS
No concerns or recommendations.

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.

- Budget status summaries are used to track progress of budget timelines.
- All approvals are in place and followed appropriately.
- Teachers are involved in budget preparation and planning.
- P-Cards are used by administrators and secretaries; a sample of documentation was reviewed.
- Unexpended funds were discussed; administrators now receive monthly financial reports.

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

CONCERNS AND RECOMMENDATIONS
No concerns or recommendations.

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

FINDINGS
1. Finding: There is a lack of Advisory committee implementation and involvement. The Carl D. Perkins, Secondary Grant 490-1619A-9CS01 states the following:
   - Required Local Uses of Funds (Perkins IV, Section 135), (4) Part C states that "Advisory committees will be formed to maintain a partnership between industry and CTE programs."
   - Part B, Permissive Use of Funds #1 states that "during this five year plan, funds will be used to involve parents, businesses and labor organizations by hosting parent nights and advisory meetings."

CONCERNS AND RECOMMENDATIONS
1. Concern: There is a lack of business/industry relationships among programs. Only one was noted at the time of the visit.

   Recommendation: Establish business/industry relationships to benefit agency's programs and students.

VIII. REQUIRED RESOLUTION ACTIVITIES

Adult Education and Career and Technical Education
1. Corrective Action Plan – The Osceola County School District is required to complete a Corrective Action Plan (Appendix B) to address the findings noted in the focus areas: Administration, Data/Assessment, Technology/Equipment and Collaboration.

2. Action Plan - The Osceola County School District must provide an Action Plan (Appendix B) to address the concerns noted in the focus areas: Curriculum/Instruction and Collaboration 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. The following additional resources are provided:

- For information about the National Reporting System, see http://www.nrsweb.org/docs/ImplementationGuidelines.pdf
- To view the Technical Assistance Paper on Adult Education Assessments, visit http://www.fldoe.org/workforce/adulted/pdf/adultedassessment.pdf

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 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.

Mark Hunt informed the FDOE monitoring staff during the visit that his last day of working for the Osceola County School District would be May 20, 2011, the last day of the monitoring visit. The FDOE was further advised to send the draft report to Ms. Jeannie Renick at the Osceola County School District for review and any further communication. The draft report will also be sent to Mr. Tom Runnels and Ms. Jeanette Eddy.

We want to acknowledge all of the participants in the Osceola County School District on-site monitoring visit. Special appreciation is extended to Mr. Mark Hunt, Mr. Tom Runnels and Ms. Jeanette Eddy for their participation and leadership in this process.

Appendix A
Osceola County School District
Risk Matrix for Adult Education and Family Literacy

Risk Factor	Criteria Scale	Value (V)	Risk Factor Weight	Total Points
Total amount of agency funding from grants (2008-09)	$ 2,000,001+	8	V x 6	=_30_
	700,001 - 2 million	6		
	300,001 - 700,000	5		*(total points)*
	< 300,000	4		
Number of grants per agency (2008-09)	Number of grants (#-3)	(3) x 2 = V	V x 6	=_36_
Number of grants with **10%** or more of unexpended funds (2008-09)	Number of grants (#-2)	(2) x 5 = V	V x 4	=_40_
Audit findings relevant to internal control weaknesses during three (3) previous years for targeted agency	16 + findings	10	V x 10	=_80_
	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_
			TOTAL Level of Risk Score	226

☒ Career and Technical Education   ☒ Adult Education

☒ Corrective Action Plan   ☒ Action Plan   ☐ System Improvement Plan

	Strategies	Person Responsible	Projected Date of Completion
CORRECTIVE ACTION PLAN Citation/Finding(s): 1. Finding: Certification and Personnel Activity Reports (PARs) are not implemented on a regular basis. • The Office of Management and Budget (OMB) Circular A-87 for School Districts requires that certifications are to be completed semi-annually and that PARs are to be completed at least monthly.	Certification and Personal Activity Reports (PARs) are now implemented. PARs are completed on a monthly basis by staff paid from different sources. Certification Reports are completed each semester by employees who are 100% funded by grant funds.	Principals of each school will be responsible for having the Certification and Personal Activity Reports completed.	Ongoing
2. Finding: There was no local data policies and procedures manual as required by NRS. • In addition to following a clear model of data collection, local programs must establish policies and procedures for data collection that comply with State NRS requirements.	A policy and procedures manual will be developed by the District Career and Technical Education (CTE) Department to assure NRS requirements are met, in addition to following a clear model of data collection. The manual will be distributed throughout the district to ensure policies and procedures will be consistent. Campus View was cited as being used, however it is not yet purchased for the district.	The Career and Technical Education Director for The School District of Osceola County will be responsible for preparing and distributing the policies and procedures manual for a clear model of data collection.	October 31, 2011

3. Finding: There was no assessment procedures manual. • According to the Florida Department of Education Technical Assistance Paper on Adult Education Assessments July 1, 2010 (Revised 09/23/2010), an assessment procedures manual should be developed for local program staff to ensure that all staff understand the FDOE assessment guidelines, and to guide program staff in following any procedures put in place by the program.	An assessment procedures manual will be developed by the District CTE Department to ensure all staff understand the FDOE assessment guidelines and to guide program staff in following any procedures put in place by the program. The manual will be distributed throughout the district to ensure policies and procedures will be consistent.	The Career and Technical Education Director for The School District of Osceola County will be responsible for preparing and distributing the policies and procedures manual as a consistent guide for administering program assessments.	October 31, 2011
4. Finding: Unable to locate the majority of items listed on inventory listing supplied from schools/agencies. • Inventory was not organized; housed in wrong rooms, cluttered storage, some serial numbers did not correspond to equipment • Equipment specified in grant was not listed on inventory listing; some equipment was unable to be verified • Inventory listing was not uniform from campus to campus; difficult to understand, some room numbers written by hand and not properly tagged • Lack of designated individual responsible for inventory/equipment • Property records lacked the proper elements as specified in Education Department General Administrative Regulations (EDGAR) Section 80.32 Equipment, (d) (1)	Inventory is the responsibility of each school's media specialist or computer technician. Both groups meet monthly for District training. Part of their training will be on organizing, documenting, and the proper elements of property record keeping according to Education Department General Administrative Regulations (EDGAR) Section 80.32 Equipment, (d)(1).	This training is the responsibility of the District's Director of Media Instructional Technology and Technology Services. The proper implementation and property records for grants within CTE will be monitored by the CTE director and staff.	Ongoing

5. Finding: There is a lack of Advisory committee implementation and involvement. The Carl D. Perkins, Secondary Grant 490-1619A-9CS01 states the following: • Required Local Uses of Funds (Perkins IV, Section 135), (4) Part C states that "Advisory committees will be formed to maintain a partnership between industry and CTE programs." • Part B, Permissive Use of Funds #1 states that "during this five year plan, funds will be used to involve parents, businesses and labor organizations by hosting parent nights and advisory meetings."	As required by The Carl D. Perkins, Secondary Grant 490-1619A-9CS01 advisory committee will be formed and/or existing committees expanded in order to maintain partnerships between industry and CTE programs. Each program advisory committee will meet at least two times per year.	Individual program instructors will be responsible for bi-annual advisory committee meetings. Documentation of meetings will be the responsibility of individual program instructors. The CTE department will maintain master files of all advisory committee lists and meeting minutes.	January 20, 2012
ACTION PLAN Concern(s): 1. The teachers appear to be doing more talking than the students in ESOL classes.	On the day of the monitoring team visit, ESOL classes were reviewing CASAS post-tests. In regular day-to-day ESOL instruction each student is called upon often to practice English speaking, listening, writing, and reading. Teachers will be reminded to provide many opportunities for students to practice speaking English.	Director of the Adult Learning Center Osceola.	August 22, 2011
2. Some programs appeared to be thriving while others appear to be barely functioning.	The CTE program specialists will monitor effectiveness of each program and offer suggestions and resources for program improvement.	Director of the Adult Learning Center Osceola.	October 31, 2011

3. Students may not be benefitting from 40-minute-period classes.	Evening instructional hours have been scheduled this semester to expand to 3 hours each night. This will allow 60 minute classes instead of 40 minutes.	Director of the Adult Learning Center Osceola.	August 22, 2011
4. There is a lack of business/industry relationships among programs.	Advisory committees will be formed and/or existing committees expanded in order to maintain partnerships between industry and CTE programs. Each program advisory committee will meet at least two times per year.	Individual program instructors will be responsible for maintaining business partner relationships and bi-annual advisory committee meetings. Documentation of meetings will be the responsibility of individual program instructors. The CTE department will maintain master files of all advisory committee lists and meeting minutes.	January 20, 2012
SYSTEM IMPROVEMENT PLAN (AE only): Indicator/Current Data			

Technical Assistance Needed and/or Provided:

Date and Status of Action – Completed/Pending

Plan submitted by:_ Tom Runnels_____Date:_ 8/9/2011_____

Plan accepted by Eileen L. Amy, Director of Quality Assurance and Compliance.   Date:_____08/10/2011_____