Quality Assurance and Compliance
Onsite Monitoring Visit
for
Adult Education and Career and Technical Education

Bay County School District

October 24-27, 2016

Final Report
November 22, 2016

Mr. William V. Husfelt, III, Superintendent
Bay County School District
1311 Balboa Avenue
Panama City, Florida 32401-2080

Dear Mr. Husfelt:

We are pleased to provide you with the final monitoring report for the adult education and career and technical education programs at the Bay County School District. The final report will also be placed on the Quality Assurance and Compliance website at http://fldoe.org/academics/career-adult-edu/compliance.

We appreciate the leadership and professionalism demonstrated by your staff during our visit. If we can be of any assistance, please contact Tashi D. Williams, director of Quality Assurance and Compliance, at 850-245-9033 or Tashi.Williams@fldoe.org.

Thank you for your continuous commitment to improve educational services for Florida’s students.

Sincerely,

Rod Duckworth

RD/jat

Enclosure

cc: Ann Leonard, director, Haney Technical Center
Ricardo Collado, director, Bay County School District
Gloria Spradley-Brown, bureau chief, Grants Administration and Compliance
Tashi D. Williams, director, Quality Assurance and Compliance
Dr. Shahrokh Massoudi, program specialist, Quality Assurance and Compliance
Judy Taylor, program specialist, Quality Assurance and Compliance
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I. INTRODUCTION

The Florida Department of Education (FLDOE), 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 and Compliance section 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 FLDOE receives federal funding from the U.S. Department of Education (USDOE) for Career and Technical Education (CTE) under the Carl D. Perkins (Perkins) Career and Technical Education Act of 2006, and for Adult Education (AE) under the Workforce Innovation and Opportunity Act (WIOA) of 2014. FLDOE awards sub-grants to eligible providers to administer local programs. FLDOE 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 pursuant to 34 CFR 76.770, Education Department General Administrative Regulations (EDGAR) and the Uniform Grant Guidance (UGG) for grant awards issued on or after December 26, 2014. The Florida Department of Education, Division of Career and Adult Education, is required to oversee the performance of sub-grantees in the enforcement of all laws and rules (Sections 1001.03(8) and 1008.32, Florida Statutes).

Additional citations noting pertinent laws and regulations and authority to monitor are located in the 2016-2017 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 2016-17 program year. The manual is 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://fldoe.org/academics/career-adult-edu/compliance.

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 department 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 strategy(ies) to be implemented.

The monitoring strategy for Bay County School District (BCSD) was determined to be an onsite visit. Notification was sent to Mr. William V. Husfelt, III, superintendent, Bay County School District, on August 5, 2016. The designated representatives for the agency were Mr. Ricardo Collado, director, Career and Technical Education and Ms. Ann Leonard, director, Haney Technical Center.

The onsite visit to the agency was conducted October 24, 2016 through October 27, 2016, by two representatives of the Quality Assurance and Compliance section of the division: Ms. Judieth Taylor and Dr. Shahrokh Massoudi, program specialists.

V. BAY COUNTY SCHOOL DISTRICT

ENROLLMENT:
Fiscal Year (FY) 2014-15
Adult Education CTE
594 7,066 (possible duplication at program level)

The provider was awarded the following grants for FY’s 2014-15, 2015-16 and 2016-17:

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<thead>
<tr>
<th>FY 2014-15</th>
<th>Grants</th>
<th>Grant Number</th>
<th>Grant Amount</th>
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Additional information about the provider may be found at the following web address: http://www.bay.k12.fl.us

VI. MONITORING ACTIVITIES

The monitoring activities included: pre and post visit planning, an entrance and exit conference, classroom observations, records review, inventory review; and interviews with administrators, teachers and students.
Onsite Visits
Members of the team made onsite visits to the following locations:

- Haney Technical Center (HTC)
- Rosenwald High School (RWHS)
- Jinks Middle School (JMS)
- Rutherford High School (RHS)

Entrance and Exit Conferences
The entrance conference for the Bay County School District was conducted on October 24, 2016. The exit conference for both programs was conducted on October 27, 2016. The participants are listed below:

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<th>Name</th>
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<td>Ricardo Collado</td>
<td>Director, CTE</td>
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<td>Judy Taylor</td>
<td>Program Specialist, FLDOE</td>
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<tr>
<td>Dr. Shahrokh Massoudi</td>
<td>Program Specialist, FLDOE</td>
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Interviews/Observations
Interviews were conducted with the administrative staff, instructional staff, program assessment specialists and students. A minimum of four interviews and observations were completed at each site. All interviews and observations were held during the course of the visit.

Records Review
Program, financial, administrative and student records were reviewed. A complete list is provided in section VII, item G. A minimum of 56 student records were reviewed. Policies and procedures were reviewed and discussed at various times during the visit.

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

- AE and CTE directors are new to their positions, but are well experienced in their respective program areas.
- The district administration is supportive of AE and CTE programs.
- AE and CTE teachers and administrators participate in staff development through Professional Learning Communities.
- The CTE secondary director is actively involved with Gulf Coast State College (GCSC) and CareerSource Gulf Coast.
- The postsecondary director is an active member of CareerSource Gulf Coast, Bay County’s Economic Development Alliance and the Education Committee of the Chamber of Commerce.
- A new website, [www.academiesofbaycounty.com](http://www.academiesofbaycounty.com) has been developed to focus on the offerings and benefits of the CTE programs. This website will be linked to the BCSD website in the near future.
• CTE offers 23 Career and Professional Education (CAPE) academies to secondary students and 17 CTE programs to postsecondary students.
• Secondary students can earn industry certifications in eight programs.
• Secondary students can explore technology programs in seven middle schools.
• Postsecondary programs offer Federal Aviation Administration (FAA) certification, one of only a few such programs in the state.
• Secondary and Postsecondary CTE programs have active advisory committees that meet at least twice during the year.

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

• The district has written policies and procedures that are being followed for data collection and reporting.
• Verification of AE and CTE student data (including program completers and industry certifications) was verified during the course of the visit.
• The data team is experienced and knowledgeable, and was able to paint a clear picture of how student data is captured, reported and used for program improvement.
• The compliance team believes the administration is taking necessary actions towards improvement upon those measures. At both the secondary and postsecondary levels, guidance staff has been trained on properly offering programs to all students, regardless of demographics.
• There is constant communication between district data staff and program staff regarding the dissemination of information.
• The district uses FOCUS software to collect student and program data.
• CTE director and data staff are conducting training sessions with teachers and data clerks to improve the accuracy of data collection.
• Management Information System staff attends FLDOE Workforce Development Information System (WDIS) and Workforce Education and District Data Advisory Council (WEDDAC) workshops.

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

• The AE and CTE programs are composed of well experienced, knowledgeable teachers, who have strong business and industry relationships.
• Postsecondary teachers are knowledgeable of CTE requirements and encourage students to obtain industry certification in their respective program.
• AE program encourages students to explore CTE programs while they are attending classes at HTC.
• Technology is integrated into the teaching process.
• Most of the CTE programs provide students with internship opportunities.
• The teachers in AE and CTE classes use a variety of teaching methods and instructional material.
• The FLDOE curriculum standards and frameworks are being followed in the classrooms.
• The curriculum in the aviation department encompasses the state of Florida curriculum frameworks, as well as the standards set by the FAA.
• Majority of the CTE programs at HTC have student employment rates as high as 90% upon completion and certification.

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.

• BCSD has adopted a threshold of $1,000 for all equipment/inventory tagging purposes.
• Computers costing less than $1,000 are not included in inventory tracking. However, documentation is maintained by the Finance Department, and inventory tags are affixed to computers to identify grant funded items.
• Equipment that is purchased with grant funds is added to the inventory system and checked annually.
• The equipment and teaching materials used in the classrooms are current and adequate for the number of students.
• A complete and thorough process for purchasing equipment was explained to the FLDOE team.
• The district has an established process for determining the equipment needs of teachers and has a technology plan.
• Teachers acknowledged that the district is responsive to their needs for up to date instructional equipment.
• All equipment/inventory verified did abide by the regulations set forth by EDGAR and the UGG.
• A welding machine was stolen during the school closure due to Hurricane Hermine. The item was reported stolen. The police report was reviewed. The inventory system was corrected to indicate the item was stolen.

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.

• The students receive individual instruction in class, including extra time with the teacher, if necessary for their success.
• Accommodations are readily available for students with self-declared disabilities.
• Massage Therapy classroom obtained skeletal and muscular models with braille text for a student with a disability.
• Classrooms are inviting and have adequate space and up to date equipment.
• HTC has received over $1 million in funding for facilities in the past year. Renovations have been completed for Auto Collision, Aviation, Marine Mechanics, Welding and Electricity programs and are underway for the Nursing program.
• Both the Communications Technology Academy and the Automation and Robotics Academy at Rutherford have been recently renovated in response to input from industry involvement and specifically the Northwest Florida Manufacturing Council.

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 Office of Equal Educational Opportunity (OEEO) for school districts is responsible for monitoring and overseeing civil rights compliance obligations. Should you have any questions or concerns, please contact the OEEO at 850-245-9556.

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.

- District Policies and Procedures
- Student Registration and Enrollment Forms
- Student Handbook and Code of Conduct
- Staff Employee Handbook
- Program Course Catalog
- Schedule of Classes
- Auditor General reports
- Promotional Program Brochures
- AE General Equipment Inventory
- CTE Perkins Inventory
- Student Records
- Financial Records
- Travel Records
- Purchasing Records
- Verification of a sample of Student Industry Certifications
- Verification of a sample of Occupational Completion Points (OCP)
- Verification of a sample of AGE Completers
- Technology Plan
- Employee records
- Stolen goods police report
- Employee personnel activity reports

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.

- The compliance team reviewed grant funded purchases, from the purchase order through the cancelled check, showing a clear and concise process of tracking orders from start to finish.
- The monitoring team reviewed several travel orders that verified the district follows an approval process and tracks staff travel.
- An approval process for expenditures is currently in place and documentation was provided to show the process is being followed.
- Items costing over $50,000 require approval of the board.
- The internal control system being used requires multiple levels of review prior to ordering and paying for items.
- Audit findings regarding teacher certifications and student test scores were addressed in the districts formal response to their audit, by the Finance Director.

I. COLLABORATION: refers to the collaborative agreements, partnerships, or memoranda of understanding (MOU) that are in place to benefit an agency’s programs and students.
• BCSD has a number of collaboration agreements throughout the community. For example, the Accounting Operations program advisory committee includes representatives from HCA Healthcare, McGhee CPA Consultants, City of Springfield, Succentrix Business Advisors and Bay Credit Union. The Automation and Robotics Program Advisory Committee includes representatives from the US Navy base, local engineering firms and Meritech.

• HTC has articulation agreements with GCSC for computer technology, accounting and nursing. They also have an articulation agreement with Embry Riddle for A.S. and B.S. degree credit.

• CTE secondary director works in conjunction with a Navigator program which is a collaboration between GCSC and BCSD, focused on advising students of postsecondary opportunities.

• The Navigators, employed by GCSC advise students on programs they can participate in, at the secondary and postsecondary level, at their public school, technical center or local college as well as other colleges and universities. Their conversations are based on the interests of the students.

J. **PERKINS LOCAL PROGRAM IMPROVEMENT PLAN:** A Perkins local PIP is required when an agency does not meet 90% of its agreed-upon goals for individual performance measures.

• Perkins core measures was discussed with secondary and postsecondary CTE directors for measures in which 90% attainment was not satisfied.

• The compliance team feels as if the administration is making the necessary steps towards improvement upon those measures. At both the secondary and postsecondary levels, guidance staff has been trained on properly offering programs to all students, regardless of demographics.

**Secondary Measures:**

• In 2014-15 the agency met or exceeded all secondary measures except for the following, therefore, a PIP was required for the following:
  o 6S1 Non-traditional Enrollment: Local Actual 45.84% vs. Local Agreed 56.51%

**Postsecondary Measures:**

• In 2014-15 the agency met or exceeded all postsecondary measures except for the following, therefore a PIP was required for the following:
  o 5A1 Non- Traditional Enrollment: Local Actual 6.01% vs. Local Agreed 12.81%

K. **STUDENT PERSPECTIVE:** The team met with groups of students; their perspective is presented as a portion of this report.

• The students observed represented a wide range of ages and cultural backgrounds.

• Students indicated they were informed of financial aid information upon registration.

• Students were proud of the reputation their instructional programs have in the local business community.

• Many students recognized the importance of their teachers’ community and industry connections. They recognize the benefit this provides in helping them secure internships and jobs.
• Students expressed appreciation for the equipment and technology that grants have provided for their respective programs. They recognized that obtaining industry certifications provides additional funding for their school.

CONCERN AND RECOMMENDATION

• Concern K1: One ESOL class contained students of widely varying competency levels. This makes it impossible for the teacher to provide group presentations and discussions that are suitable for all students.
  o Recommendation K1: Provide ESOL classes that are segmented for different levels of English speakers.

AGENCY RESPONSE

• The CTE director at HTC mentioned this was due to the fiscal restraints of their AE grants. There is no funding to hire an entry level ESOL teacher. However, the HTC director has been trying to accommodate students by pulling higher level students and moving them to a more advanced class when space and time allow.

L. PROGRAMS OF STUDY: As part of the new DCAE assistance process, all agencies selected for a monitoring visit each project year will receive special technical assistance on Programs of Study (POS) and their development and implementation. The section of the monitoring protocol concerning POS has been expanded and the narrative and supporting materials for this section were collected prior to the onsite visit. During the monitoring visit to Bay County, Cathy Hammond, Heather Conley, and Erin Sampson from the Federal and State Initiatives (FSI) section of the DCAE discussed via a conference call, submitted narrative and materials on POS with Bay County staff on Monday, October 24, 2016. A summary of the conference call discussion compiled by the FSI team appears below.

Digital Design Program of Study
• The primary Program of Study, Digital Design, submitted with the HTC 2014-15 Perkins application, has low enrollment compared to other programs at Haney. The student outcomes on Perkins Performance Measures for the program in that project year were relatively good. According to the POS form, there was articulation in 2014-15 between the secondary program and the postsecondary program at HTC as well as to programs at GCSC.
• In contrast to the enrollment at Haney, there is high enrollment in local high schools in the secondary Digital Design program. This raised questions about why the program is so small at HTC and whether students are moving on in this pathway to postsecondary programs and if so, to what institution. Directors interviewed reported that the primary secondary to postsecondary linkage for the secondary Digital Design program has been between county high schools and GCSC Digital Media programs and not to HTC. Several factors were reported as contributing to the low enrollment and lack of local high school students enrolling in the Haney Digital Design program:
  o Enrollment has been limited because the instructor also teaches another program concurrently.
  o Due to HTC's provisional eligibility for Title 4 funding, no new programs could be added or expanded but funding for one existing course was approved.
  o In addition, the directors reported that high school students do not tend to see HTC as an option for postsecondary education. The primary postsecondary institution that Bay County students move on to from this POS (and many others) is GCSC.
Secondary to Postsecondary Collaboration and Articulation

Prior history of collaboration
- The lack of articulation of the Digital Design program with local high schools raised broader questions about secondary to postsecondary articulation in Bay County. Both secondary and postsecondary directors have independently collaborated with other partners in the past. All parties plan to begin to work collaboratively together moving forward. Students primarily go from county high schools to GCSC. Few high school students go on to Haney. Haney has mainly adult students and those planning on changing careers.
- This has resulted in a closer working relationship between secondary programs and GCSC than with Haney programs. Bay High School worked more closely with the Vice President at GCSC during the 2014-15 project year than Haney, due to the higher number of students enrolling into GCSC than Haney.

Recent changes in relationship between Secondary, Haney and Gulf Coast
- There has been increased collaboration between levels in the past year, where the secondary CTE Director meets regularly with the GCSC dean and CTE Director and the Haney director to discuss POS articulation and dual enrollment opportunities.
- The two directors felt that there was more stability now in oversight of CTE. They are trying to get better processes in place and work more collaboratively.
- The new director at HTC has instituted some changes to improve the marketing and perceptions of HTC to increase recruiting of high school students. One new position has been instituted at HTC to improve marketing, including a Career Specialist with a Marketing background, who will attend local job fairs, career fairs and high school counselor meetings to promote the programs offered at HTC. The Career Specialist will also be presenting on CTE programs to high school students at local high schools and to parents at local elementary schools.
- Changes have also been made to dual enrollment opportunities at HTC to attract more high school students.

Local and Regional Advisory Council Involvement in POS
- The directors reported a number of local and regional councils working to assist in the development, implementation and review of area programs of study. The Secondary CTE Director sits on a number of local and regional councils which helps in the identification and development of pathways and assists in garnering resources to support them.
- There are Program Advisory Councils for secondary and postsecondary programs that consist of local business and industry partners whose names are submitted by faculty members and staff. These are often businesses that are potential employers for program completers/graduates. Advisory council membership varies by program.
- Haney also has Institutional Advisory councils that meet 4 times a year that have a broader scope than those of the program-specific Program Advisory Councils.
- There is a regional alignment council that assists in keeping local secondary and postsecondary programs up-to-date and meeting community needs. The council includes representatives from business/industry, Workforce agencies and education to oversee development in the area. This council has various initiatives and different subgroups. There is a special secondary subgroup with representatives from HTC, secondary education, GCSC and business partners. This council works with the Workforce Board to identify needed programs when new industry moves to the region and make recommendations.

Review Process for POS
- There is not a formal review process in place for programs of study, making updating and revisions to programs inconsistent. This is particularly the case for review of programs by industry representatives, where involvement of these representative in keeping program
content up-to-date varies widely across program areas. There are, however, reviews being conducted.

- The Secondary CTE Director identified a decline in enrollment as being a trigger for program review between GCSC and Bay County CTE. Secondary staff also look at other district alignments in comparison to Bay County as a form of review.
- Secondary programs just reviewed certifications offered to see what they needed to add and/or to promote.
- The Program Advisory Councils review programs and advise teachers on industry changes, keep programs up-to-date on needed skills and help with initial program development and alignment of the programs.
- At the secondary level, reviews make sure that articulation between high school and GCSC programs is going smoothly and review dual enrollment opportunities.

Programs of Study Overall
- Programs of Study were described by participating directors as a program that allows a clear pathway for high school students to move to postsecondary. It was also pointed out that pathways make sure that students have multiple exit points in the program area at the secondary level and let them know what is available at the postsecondary level. One director did not feel that they had done a great job to date of getting all three levels in line up to now in their programs – high schools, HTC and GCSC, but will be working on improving this collaboration. This director did feel that there was a great partnership between the district and GCSC; better than in most districts.

VIII. REQUIRED RESOLUTION ACTIVITIES

ADULT EDUCATION
1. Corrective Action Plan – Bay County Schools is not required to complete a Corrective Action Plan.
2. Action Plan – Bay County Schools is required to complete an Action Plan.

CAREER AND TECHNICAL EDUCATION
1. Corrective Action Plan – Bay County Schools is not required to complete a Corrective Action Plan.
2. Action Plan – Bay County Schools is not required to complete an Action Plan.

IX. 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, forwarded to the agency head with a copy to the appropriate parties, and is posted on the department’s website at the following address: http://fldoe.org/academics/career-adult-du/compliance.

Finally, the division issues a closure notice to the agency head and designated contact person. This notice indicates all outstanding resolution items have been completed.

On behalf of the department, the monitoring team extends our appreciation to all participants in the BCSD onsite monitoring visit. Special thanks is offered to Ms. Ann Leonard and Mr. Ricardo Collado for their participation and leadership during this process.
APPENDIX A

Bay County School District
Adult Education and Family Literacy
Risk Matrix

Risk Scores Matrix for Districts Receiving Adult Education (AE) Grants

Agency Name: **Bay County District School Board**  
Program type: **ADULT EDUCATION**  
Target Year: **2014-2015**  
Monitoring Year: **2016-2017**

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**AGENCY RISK SCORE:** 148

*Compliance monitoring last visit: AE, Spring 2011  
*Data sources used for calculations: Prior to July 1, 2015
### Risk Scores Matrix for Districts Receiving Career and Technical Education (CTE)
#### Carl D. Perkins Grants

**Agency Name:** Bay County District School Board  
**Program type:** CAREER AND TECHNICAL EDUCATION  
**Target Year:** 2014-2015  
**Monitoring Year:** 2016-2017

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**AGENCY RISK SCORE:** **172**

*Compliance monitoring last visit:*
*Data sources used for calculations: Prior to July 1, 2015*
## APPENDIX B

Bay County School District  
Resolution Action Plan

<table>
<thead>
<tr>
<th>Corrective Action(s) And/or Action(s)</th>
<th>Action or Strategy to Address Findings or Concerns</th>
<th>Agency Response</th>
<th>Person Responsible</th>
<th>Projected Date of Completion</th>
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<tr>
<td>Concern K1: One ESOL class contained students of widely varying competency levels. This makes it impossible for the teacher to provide group presentations and discussions that are suitable for all students.</td>
<td>Recommendation K1: Provide ESOL classes that are segmented for different levels of English speakers.</td>
<td>Our AE grant funds limit us to employ only 3 full time and 2 part time teachers. We fund 2 additional full time AE instructors using other funding sources. In order to fund additional teachers, we will look to increase our AE grant award for the upcoming cycle. We do recognize that this is an issue in providing adequate instruction to ESOL students.</td>
<td>Ann Leonard, Director, Haney Technical Center</td>
<td>June 30, 2017</td>
</tr>
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**Plan submitted by (name and title):** Ann Leonard, director, Haney Technical Center  
**Date:** November 15, 2016

**Plan accepted by:** Judieth Taylor, program specialist IV, Quality Assurance and Compliance  
**Date:** November 16, 2016

**Status of Action Plan (to be completed by FLDOE staff):**

<table>
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