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

St. Johns River State College

April 9 - 11, 2018

Final Report
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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 and Compliance (QAC) 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 FDOE 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. 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 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 2017-2018 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 2017-18 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 Quality Assurance and Compliance section may apply any specific monitoring strategy to any federal or state-funded provider at any time. There may be circumstances that may warrant onsite monitoring, desk monitoring review or other strategies regardless of a provider’s risk matrix score.

The monitoring strategy for St. Johns River State College (SJR State) was determined to be an onsite visit. Notification was sent to Mr. Joe H. Pickens, J.D., president, St. Johns River State College on November 17, 2017. The designated representative for the agency was Dr. Ellen Burns, director, Research, Institutional Effectiveness and Grants.

The onsite visit to the agency was conducted April 9, 2018 through April 11, 2018. The two representatives of the division present during the visit were program specialists, Mr. Michael Swift and Mrs. LaStacia Spencer of the Quality Assurance and Compliance section.

V. ST. JOHNS RIVER STATE COLLEGE

ENROLLMENT:

Fiscal Year (FY) 2015-16
AE: 355
CTE (possible duplication at program level): Postsecondary – 2,997

The provider was awarded the following grants for FY’s 2015-16, 2016-17 and 2017-18:

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Additional information about the provider may be found at the following web address:
https://www.sjrstate.edu/

VI. MONITORING ACTIVITIES

The monitoring activities included pre and post visit planning, an entrance and exit conference, records review, inventory review and interviews with administrators.

Onsite Visits
Members of the team made onsite visits to the following locations:
- Orange Park Campus
- Palatka Campus
- St. Augustine Campus

Entrance and Exit Conferences
The entrance conference for SJR State was conducted on April 9, 2018. The exit conference was conducted on April 11, 2018. The participants are listed below:

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<th>Name</th>
<th>Title</th>
<th>Entrance Conference</th>
<th>Exit Conference</th>
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<tr>
<td>Dr. Ellen Burns</td>
<td>Director, Research, Institutional Effectiveness &amp; Grants</td>
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<tr>
<td>Dr. Lynn Powers</td>
<td>Vice President for Administration &amp; Finance, CFO</td>
<td>X</td>
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<tr>
<td>Melissa O’Connell</td>
<td>Director of Workforce Services &amp; Program Advancement</td>
<td>X</td>
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<tr>
<td>Dr. Rosalind Humerick</td>
<td>Vice President for Assessment, Research &amp; Technology</td>
<td>X</td>
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<tr>
<td>Dr. Melanie Brown</td>
<td>Vice President for Academic Affairs, CAO</td>
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<tr>
<td>Dr. Melanie Perry</td>
<td>Dean of Adult Education</td>
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<tr>
<td>Dr. Edward Jordan</td>
<td>Associate Vice President for Academic Affairs</td>
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<tr>
<td>Randy Peterson</td>
<td>Controller</td>
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<tr>
<td>Cindy Reed</td>
<td>Accounting Manager</td>
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<tr>
<td>Terri Dew</td>
<td>Workforce Coordinator</td>
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<tr>
<td>Dr. Anna Lebesch</td>
<td>Vice President for Workforce Development</td>
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<td><strong>FDOE Monitoring Team</strong></td>
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<tr>
<td>Michael Swift</td>
<td>Program Specialist, QAC, FDOE</td>
<td>X</td>
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</tr>
<tr>
<td>LaStacia Spencer</td>
<td>Program Specialist, QAC, FDOE</td>
<td>X</td>
<td>X</td>
</tr>
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Interviews
Interviews were conducted with the administrative staff. All interviews 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 F. A minimum of 30 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.

- The SJR State grant staff is comprised of individuals with multiple years of AE and CTE experience.
- The AE and CTE administrators and faculty work together as a cohesive unit to support a positive learning environment for SJR State students.
- The AE and CTE programs offer ample training opportunities to its faculty, staff and administrators. In addition to training offered by the college, the AE and CTE programs encourage their instructors to attend seminars, workshops and trainings to further their instructional knowledge.
- The CTE program managers have an excellent working relationship with the surrounding school districts in St. Johns, Putnam and Clay counties.

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.

- SJR State utilizes the Banner Management Information System (MIS).
- The college conducts annual program reviews and this allows program managers to create a plan of action to help any struggling AE and CTE programs.
- The college has written policies and procedures for data collection, verification and assessment. This information was reviewed by the monitoring staff.
- Student records were reviewed while onsite and all records matched what had been previously submitted to FDOE.
- The college participates in the FDOE sponsored Management Information Systems Advisory Taskforce (MISATFOR) training that takes place every year.

C. CURRICULUM AND INSTRUCTION: refers to those elements that contribute to student learning and skill acquisition.

- SJR State CTE programs benefit from the guidance and support of dedicated advisory committees that work very closely with program instructors and administrators. Students directly benefit from this relationship in that the advisory committees often offer students internships and ensure that students are working with up to date equipment in the classroom.
- The CTE program has a strong commitment to increasing each student’s employability skills through the implementation of curriculum centered around interviewing skills, how to dress for success, resume writing, as well as other skills needed by students to be successful in the workplace.
- The AE program created the Helping Others Progress and Engage (HOPE) initiative in which instructors work with students to develop individualized education plans based on each student’s personal goals within the program. The objective of the HOPE program is to
increase student enrollment, retention and develop an increased awareness of future career opportunities for AE students.

- SJR State provides career counselors and workshops for Adult General Education (AGE) students to encourage and help assist in the transition from AE to the college’s CTE programs.
- The CTE administrative staff is working diligently towards increasing their performance numbers for non-traditional student enrollment and retention. The program administrators discussed the hiring of two female criminal justice instructors, conducting women in Science, Technology, Engineering and Math (STEM) workshops and an overhaul of their promotional material and brochures.

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

- The CTE programs benefit from high quality instructional equipment that will provide real world experience on technology that the student will use in the field.
- The college uses transfer of property forms for any piece of equipment that will be moved away from their original locations. Those complete forms and documentation were provided for any items that may have been in a different location than what was printed on the inventory list.
- All equipment is kept in locked classrooms or storage closets and can only be accessed by a select few staff members.
- Equipment is inventoried annually and property valued at $1,000 or greater receives a numbered, inventory identification tag. Inventory records contained all of the criteria set forth by EDGAR and the UGG.
- SJR State has experienced lost and/or stolen equipment over the past three years. Policies and procedures on lost/stolen equipment were provided to the monitoring team and all supporting documentation and police reports for the missing pieces of equipment were reviewed by the monitoring staff while onsite.

E. 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 (OEO) for colleges is responsible for monitoring and overseeing civil rights compliance obligations. Should you have any questions or concerns, please contact the OEO at 850-245-9468.

F. 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.

- SJR State website
- Policies and procedures on financial management
- Financial records such as travel, procurement and employee time and effort (T&E) reports
- Policies and procedures on data collection and reporting
- Samples of CTE advisory board agendas, minutes and sign in sheets
- Policies and procedures on equipment (purchasing, inventory, reconciliation, disposal and transfer of property)
• Inventory listings of grant funded purchases
• Sample inventory control reports and a police report for a piece of lost equipment
• College policies and procedures for grant management
• Student and employee handbooks
• Local memorandum of understandings (MOU) and articulation agreements
• Verification of student records (CTE program completers, industry certifications and AGE completers)
• Examples of college and state provided training and professional development

G. **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.

• SJR State has financial policies and procedures in place to ensure the efficient cash management of AE and CTE grants funds. Proper internal controls are in place to ensure that there is always real time knowledge of grant expenditures and running balances.
• The college utilizes the Federal Cash Advance System for the management of grant funds. Only two individuals have access to that system.
• The monitoring team reviewed T&E reports, purchase orders and travel records and found these documents to be in accordance with college, state and federal policies.
• The finance department has a good working relationship with the grant managers and always ensures that they are up to date with their individual grant expenditures.
• The college incorporates a multi-tier approval process for grant funded purchases. This internal control helps to ensure that all expenditures are feasible and allowable prior to approval.

H. **COLLABORATION**: refers to the collaborative agreements, partnerships or memoranda of understanding (MOU) that are in place to benefit an agency’s programs and students.

• SJR State has numerous collaborations and MOUs within the local community. They often offer additional educational and job experience to students within the district. A list of partners include, but are not limited to:
  o CareerSource Northeast Florida
  o Dual Enrollment opportunities with St. Johns, Clay and Putnam county schools districts
  o Palatka Housing Department
  o Embry-Riddle Aeronautical University
  o Georgia Pacific
  o Seminole Electric
  o St. Vincent Medical Center
  o Flagler Hospital
  o Memorial Hospital Jacksonville
  o Putnam Community Medical Center
  o St. Johns County Chamber of Commerce
  o Allstate insurance agency
  o Fidelity Bank
  o UF Health Shands Hospital
  o Florida Highway Patrol
  o Florida Department of Law Enforcement
  o St. Johns County Sheriff’s Office
- St. Augustine, Interlachen, St. Augustine Beach and Green Cove Springs Police Departments
- St. Johns County, City of St. Augustine and Clay County Fire and Rescue

I. **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.

**Postsecondary College Credit Performance Indicators 2015-16**

In 2015-16 the agency met or exceeded all postsecondary measures except for the following; therefore a PIP was required:

- 1P1 Technical Skills: Local Actual of 41.13% vs. Local Agreed of 46.00%
- 5P1 Non-traditional Enrollment: Local Actual of 30.35% vs. Local Agreed of 34.94%
- 5P2 Non-traditional Completion: Local Actual of 18.76% vs. Local Agreed of 24.44%

**Postsecondary Certificate Performance Indicators 2015-16**

In 2015-16 the agency met or exceeded all postsecondary measures except for the following; therefore a PIP was required:

- 1A1 Technical Skills: Local Actual of 68.50% vs. Local Agreed of 83.50%
- 5A1 Non-traditional Enrollment: Local Actual of 18.57% vs. Local Agreed of 21.59%

J. **PROGRAMS OF STUDY:**

**Implementation of Programs of Study**

As part of the 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 St. John River State College (SJR State), Cathy Hammond, Bruce Harrington, Lee Chipps-Walton, and Heather Conley of the Federal and State Initiatives (FSI) section of the DCAE discussed via a conference call, the submitted narrative and materials on POS with SJR State staff on April 9, 2018. A summary of the conference call discussion compiled by the FSI team appears below.

**Program of Study: Digital Design (secondary)/Internet Services Technology (postsecondary)**

**Program Implementation**

- In 2015-2016, the Digital Design to Internet Services Technology (IS) program of study/career pathway was developed by SJR State. SJR State had discovered high numbers of secondary students not only enrolled in the secondary Digital Design program but also earning large numbers of industry certifications in this area. Digital Design was of particular interest also because all three feeder secondary districts (St. Johns, Clay, and Putnam) offered the program. In addition, SJR State examined enrollment demand, performed skills gap analyses, and determined that the program was viable in terms of student and industry demand for this program area.
- The IS Associate in Science (AS) degree was selected for articulation, as it aligns best with the certifications that were being offered at the secondary level. SJR State then created a POS structure to more clearly show secondary students the options in the career pathway.
• The three regional secondary districts all follow the relevant curriculum framework for the POS but have chosen slightly different coursework within these constraints.

SJR State POS Computer Advisory Board

• The Computer Advisory Board is a consolidated board that includes representatives from relevant business/industry, the three partner school districts, CareerSource, college instructors, and sometimes students.
• The Computer Advisory Board’s role for all IT programs is to examine the success of articulations, rate of program completions, relevance to industry and placement success of students.

Secondary and Postsecondary POS Outcomes and Program Modifications

• SJR State is considering turning the POS into a certificate or a specialization under their Computer Programming AS degree that focuses on web development. These options are being considered because many students are not finishing the IS program. Instead, they are exiting the program before graduation once they have completed the desired certificate or coursework to join the labor force. A number of jobs within this career field can be obtained without a certificate or degree.
• Another reason that program changes are being considered is that not many Digital Design secondary students articulate to related programs at SJR State. They will take the courses, but not the program. Other similar programs like computer programming, business administration, and micro-computer processing are more successful than IS in getting students articulating through the pathway.

Programs of Study Overall

Regional CTE Leadership

• The St. Johns River Career Pathways Consortium Management Team (Management Team) includes administrative staff from First Coast Technical College, the Directors of CTE from the three local counties, SJR State, CareerSource, business/industry representatives, instructors, and, occasionally, students. It pulls members from program advisory boards. The Management Team is the overarching steering board for college programs. They discuss options, set priorities, facilitate collaboration across districts, develop local articulation agreements and leverage resources to benefit all partners.
• SJR State staff report that their Management Team is cohesive even though there is turnover at the secondary level. Some members have been on the Management Team for 14 years. The cohesion of their group is something they feel proud about.
• In addition to the Management Team, all college program areas have CTE advisory boards that focus primarily on curriculum.
• Districts have their own separate advisory boards and SJR State has program directors and instructors that serve on those boards.

Collaboration between Secondary and Postsecondary

• There are a wide variety of ways that SJR State collaborates with local districts. SJR State staff/faculty:
  o Meet with representatives from local districts every year and discuss what programs to prioritize
  o Meet with high school counselors
  o Place college workforce advisors on high school campuses
  o Offer on-site advising for high school students
- Offer gender specific programs for 10th grade students to consider careers that are non-traditional for them
- Serve on secondary advisory boards
- Offer dual enrollment classes on high school campuses taught by SJR State faculty

**Business Alignment of CTE**
- To ensure that college programs are meeting business and local labor force needs, SJR State includes business partners on their CTE advisory boards.
- SJR State staff also examine labor market data from their local CareerSource, the Workforce Development Board and their region’s Demand Occupation List.
- SJR State contracts with Emsi, a labor market analytics firm, and uses their Career Coach Tool which displays economic market data. Among other things, this tool allows students to view salary and job prospects for different career fields.
- SJR State also has conversations with business/industry stakeholders to ask how programs are fitting their skill needs. Some of these discussions are structured and some are unstructured.
- Accredited programs also have surveys that get distributed to employers that solicit feedback on former student performance, though the percent of businesses that respond is not extremely high. The feedback is largely positive. In the past when surveys have shown students to have low employability skills and professionalism, they integrated training opportunities into the coursework.

**Review Process for Programs of Study**
- At the annual Management Team meeting, team members discuss program enrollment and completion, industry certifications, business engagement, skills gaps, industry needs, program closures and openings, curriculum changes, program promotion and determine if the programs are accomplishing their goals. These discussions prioritize what changes they will enact. If a program is not linked effectively with secondary students and schools, they try to improve that communication/coordination by visiting high schools and discussing options with students.

**Program Completion Improvement Strategies**
- Roughly 60% of SJR State students are part-time. Students that are part-time often take much longer to complete programs than full-time students. This slower progression increases the likelihood of program attrition.
- SJR State has implemented changes to their advising process to address program completion issues, which have proven to be helpful in getting students to complete programs.
  - Each program has a work force advisor and a teacher who share the role of advising students. Each discipline area takes a slightly different approach, but, broadly speaking, faculty provides required mentoring and advising to students at set “check points” of 15 and 30 hours of credit – points at which many students are changing degree programs.
  - Advisors discuss with students their interests and their career goals.
  - They go over the program’s course completion requirements, assess with the student their progress in the program to ensure that students are on track for program completion. The advisors then ensure that the student is registered for the appropriate courses.
  - Advisors help build individual spread sheets that are shared with students that contain their degree’s course requirements and what the students have already completed.
  - After the student registration window, the advisor updates the document with what students have actually registered for. They then reach out to the student if their registration does not match what was planned and discussed.
Non-traditional Enrollment
- The programs that SJR State has the highest enrollment in – public services and health science – have very low non-traditional enrollment and that lowers their whole agency’s performance in this area. Programs in these areas are in high demand in their region.
- SJR State has made attempts at boosting non-traditional enrollment through targeted promotional materials, emphasizing diversity and hiring two female criminal justice faculty for their corrections and law enforcement degree.

CTE Program Promotion
- SJR State has utilized a variety of means of promoting CTE, including:
  - The SJR State website, which shows career pathways and PowerPoint presentations that workforce advisors use
  - Publications for each program area, which highlight student stories and career opportunities
  - Career Pathways publication
  - High school classroom presentations by CTE teachers
  - WorkForce annual report, which is distributed to all advisory boards and school districts
  - Breakfasts hosted by counselors where they talk about program offerings
  - Secondary field trips to the SJR State campuses
  - Eighth grade rallies to introduce students to CTE program offerings
  - Career Academy Days hosted by high schools, attended by SJR State staff
  - Booklet that overviews all of their programs, which is distributed by local districts

SJR State’s Definition of POS
- SJR State staff on the call defined POS as career pathways that integrate secondary and postsecondary education levels. They lead to high-skill, high-wage, high-demand job fields within the local community. POS allow students to earn industry credentials, certifications, and licensures. They include academically rigorous academic and CTE courses. There are various on and off ramps for certifications and degrees, providing a number of options. Some POS integrate real world experiences, such as field trips and internships. POS are rigorous, relevant, and make students self-sufficient. They allow students to have success in employment and to continue their education, if they so desire.
- They clarified that they use the term “Career Pathway” to mean “Program of Study.”

Local Perceptions of CTE
- SJR State has found that there is appreciation within the region for CTE. SJR State is consistently asked to expand their program offerings. The biggest challenge locally is that parents and counselors don’t understand the options and opportunities that these pathways present. SJR State staff try to get the message out that it’s about what is best for individual students – not everyone’s path is the same and there are a variety of options.

XIII. REQUIRED RESOLUTION ACTIVITIES

CAREER AND TECHNICAL EDUCATION
1. Corrective Action Plan – SJR State is not required to complete a CTE Corrective Action Plan.

ADULT EDUCATION
2. Corrective Action Plan – SJR State is not required to complete an AE Corrective Action Plan.
IX. SUMMARY

Once the fieldwork is completed, including receipt of requested information when applicable, a preliminary report is forwarded to the provider for review. Comments are accepted and considered at the discretion of the FDOE Quality Assurance and Compliance section. 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-edu/compliance.

Finally, the division issues a closure notice to the agency head and designated contact person. This notice indicates that all outstanding resolution items have been completed when applicable or that no further action is required.

On behalf of the department, the monitoring team extends our appreciation to all participants in the St. Johns River State College onsite monitoring visit. Special thanks is offered to Dr. Ellen Burns for her participation and leadership during this process.
Risk Scores Matrix for Colleges Receiving Career and Technical Education (CTE)  
Carl D. Perkins Grants

Agency Name: **ST. JOHNS RIVER STATE COLLEGE**  
Program type: CTE  
Target Year: **2015-2016**  
Monitoring Year: **2017-2018**

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*Data sources used for calculations: Prior to July 1, 2016*
### Risk Scores Matrix for Colleges Receiving Adult Education (AE) Grants

**Agency Name:** ST. JOHNS RIVER STATE COLLEGE  
**Program Type:** AE  
**Target Year:** 2015-2016  
**Monitoring Year:** 2017-2018

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**Agency Risk Score:** 192

*Data sources used for calculations: Prior to July 1, 2016*