

**Quality Assurance and Compliance
Onsite Monitoring Visit
for
Adult Education and Family Literacy**

**Jefferson County School District
May 20-21, 2014**

Final Report

State Board of Education

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August 8, 2014

Al Cooksey, Superintendent
Jefferson County School District
575 South Water Street
Madison, FL 32344

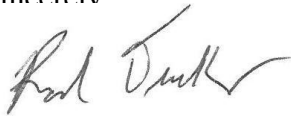
Dear Superintendent Cooksey:

We are pleased to provide you with the final monitoring report for the adult education and family literacy program at the Jefferson County School District. The report will also be placed on our website at <http://www.fldoe.org/workforce/compliance.asp>.

Jakita Jones will be in touch with you for follow-up regarding any resolution activities that may be indicated in the report. We appreciate the leadership and professionalism demonstrated by you and your staff during our visit. If we can be of any assistance, please contact Jakita Jones, program specialist at 850-245-9036 or via electronic mail at Jakita.Jones@fldoe.org.

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

Sincerely,



Rod Duckworth

RD/pr

Enclosure

cc: Sherman Stroman, director of adult education
Gloria Spradley-Brown, bureau chief, Grants Administration and Compliance
Jakita Jones, program specialist, Quality Assurance and Compliance

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I. INTRODUCTION

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

Additional citations noting authority to monitor and pertinent laws and regulations are located in the 2013-2014 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 provide a summary of each facet of the division's monitoring program. The manual, located on the division's website at <http://www.fldoe.org/workforce/compliance.asp>, was made available to the provider prior to the monitoring visit. It also contains protocols that may be used as agencies are monitored or reviewed. References may be made to the manual in this document.

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.

The monitoring strategy for the Jefferson County School District (district) was determined to be an onsite visit. Notification was sent to Mr. Al Cooksey, superintendent, Jefferson County School District, on December 10, 2013. The designated representative for the agency was Sherman Stroman, director, adult education.

The onsite visit to the agency was conducted May 20-21, 2014, by four representatives of the division's Quality Assurance and Compliance section: Ellen McCarron, director, Quality Assurance and Compliance; program specialists, Jakita Jones, Donna Waller and Tashi Williams.

V. GRANTS FISCAL SUMMARY

Enrollment: Fiscal Year 2011-12

Adult General Education

51

The provider was awarded the following grants for FYs 2011-12, 2012-13 and 2013-14:

2011-2012

ADULT EDUCATION GRANTS

<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
Adult General Education	\$47,759.00	\$4,669.74

2012-2013

ADULT EDUCATION GRANT

<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
Adult General Education	\$47,759.00	\$4,576.26

2013-2014

ADULT EDUCATION GRANT

<u>Type</u>	<u>Total</u>
Adult General Education	\$57,474.00

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

http://www.jeffersonschooldistrict.org/school_home.aspx?schoolID=3

VI. MONITORING ACTIVITIES

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

Onsite Visits

Members of the team made onsite visit to the following location:

- Jefferson County Adult School

Entrance and Exit Conferences

The entrance conference for the district was conducted on May 20, 2014. The exit conference was conducted on May 21, 2014.

The participants are listed below:

	Title	Entrance Conference	Exit Conference
Jefferson County School District			
Al Cooksey	Superintendent		X
Sherman Stroman	Adult Education Director and Human Resources Specialist	X	X
FDOE			
Jakita Jones	Team Leader- Program Specialist	X	X
Donna Waller	Team Member- Program Specialist	X	X
Ellen McCarron	Team Member- Senior Educational Program Director	X	X
Tashi Williams	Team Member- Program Specialist	X	X

Interviews/Observations

Interviews were conducted with the administrative staff, instructional staff, and students. There were 15 interviews and one observation conducted. A minimum of two interviews and one observation were completed at the Adult High school. All interviews and observations were held during the course of the visit.

Records Review

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

VII. RESULTS

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

- The administration appeared to be involved and supportive of adult education programs.
- The administrators were receptive to new ideas, cooperative and welcoming during the visit.
- The adult education director is new and enthusiastic.
- The district has well qualified, experienced and passionate teachers in the adult education program.
- Staff are committed to the success of students.
- The adult education teachers attended the Adult and Community Education (ACE) day training in Leon County.
- The adult education program is limited to the GED® course offering only.
- The adult education director is interested in establishing community partnerships to enhance program marketing and expand capacity and program offerings.
- The district superintendent is supportive of efforts to better market the adult education program in the community.

CONCERNS AND RECOMMENDATIONS

Concern A1: The adult education director and staff are not participating in the annual Adult and Community Education (ACE) conference.

Recommendation A1: Provide budget for and send all adult education program staff to the annual ACE of Florida conference.

Concern A2: The scope of the adult education program is limited to the GED® only.

Recommendation A2: Evaluate the feasibility of program expansion into adult basic education such as English literacy, Family literacy or English as a second language (ESOL). Increase program marketing in the community as needed to increase program capacity.

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

- The district has policies for data submission but no written policies and procedures for data-collection.
- The district staff does not participate in the Workforce Education District Data Advisory Committee (WEDDAC) workshops.
- The adult education administrator uses data as part of the program evaluation process.
- FOCUS software is used for data collection.

CONCERNS AND RECOMMENDATIONS

Concern B1: The district staff are not participating in the WEDDAC workshops.

Recommendation B1: Provide budget for and routinely send appropriate district staff to WEDDAC workshops to keep abreast of the latest information and advisories on adult education data submission.

Concern B2: There are currently no written policies and procedures for data collection.

Recommendation B2: Develop comprehensive written policies and procedures for data management that include all phases of data collection, from data entry, data submission and error correction to storage and use of the data by end users.

**DOE staff will provide technical assistance in data collection and reporting.*

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

- The adult education department currently offers the GED® program at the adult school.
- Adult education teachers have access to and routinely use online training materials.
- Textbooks are current and students have an option for online and/or textbooks for studies.
- Students were receptive of information being shared from instructors and peers.

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.

- The district does not have a technology equipment disposition policy or procedure.
- Teachers and students receive assistance from computer technical support staff.

- Teachers emphasized keyboarding skills to assist with students' ability to interact with the new online version of the GED®.
- All equipment in the adult education program purchased with adult education grants was tagged with an identification number.

FINDING

Finding D1: The inventory did not have all of the state and federal required elements according to EDGAR 34 CFR 80.32(d)(e) and state inventory rules, specifically sections 69I-73.005, Florida Administrative Code.

CONCERNS AND RECOMMENDATIONS

Concern D1: The district does not have a technology replacement plan.

Recommendation D1: The district needs to develop and implement a technology replacement plan for the adult education program.

Concern D2: The district is unable to verify that equipment purchased with federal funds is being utilized for the program and project for which it was required.

Recommendation D2: Develop and implement policies and procedures for records retention and tracking of equipment purchases.

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 classroom lacked graphics conducive to enhanced student learning and motivation.
- Adult education students were satisfied with the location of their class.
- Students appeared to be receiving individual attention in the adult classroom.
- The classroom was clean and contained appropriate instructional materials.
- Textbooks were current and readily used by students.

CONCERNS AND RECOMMENDATIONS

Concern E1: The classroom was lacking in posters and other graphic materials that would be conducive to student learning and motivation toward employment and higher education.

Recommendation E1: Provide budget for and purchase graphic materials to enhance the classroom learning environment.

Concern E2: The classroom lighting appeared to be rather dim.

Recommendation E2: Evaluate the adequacy of lighting in the classroom.

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

- Non-discrimination notices were absent in the adult program areas and the program brochure.
- The non-discrimination statement was absent in the draft adult program student handbook.
- Genetic identity has not been incorporated as a protected class in the district's

- non-discrimination policy.
- Access and equity training is not conducted in the adult program.
- Teachers were aware of whom to contact with issues pertaining to access, equity discrimination and harassment.

FINDING:

Finding F1: Non-discrimination statements were not broadly posted in the adult education program areas and printed materials as required by law, specifically: Title VI of the Civil Rights Act of 1964 [PL. 88-352]; Age Discrimination Employment Act of 1967 [P.L. 90-202], 29 CFR.1627.10.

CONCERNS AND RECOMMENDATIONS

Concern F1: Adult program staff does not receive access and equity training.

Recommendation F1: Provide equity and access training on an annual basis for all staff in the adult education program.

Concern F2: The person identified by the adult education director as the access and equity coordinator for the adult education program did not appear to understand her role as the access and equity coordinator.

Recommendation F2: Appoint and fully train an access and equity coordinator for the district's adult education program and ensure all staff in the adult education program is fully aware of the identity of the coordinator.

Concern F3: An appropriate non-discrimination statement was absent in the draft adult program student handbook and the program's brochure.

Recommendation F3: Finalize the adult program student handbook and include an appropriate non-discrimination statement that covers genetic identity as a protected class. Include the statement in all current and future adult education printed materials such as brochures and marketing materials.

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, including the following:

- Travel documentation
- Agency website
- District School Board Policies
- Equipment inventory
- Student records for GED®
- Purchase orders
- Draft Student Handbook for Adult Education
- Student Code of Conduct
- Timesheets
- Employee Handbook 2012-13
- Personnel Action Form

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.

- TERMS software is being used for financial reporting.
- FOCUS software is in the testing phase for the finance department.
- The district's purchasing process was reviewed, as well as a sample of purchases.
- Personnel time records were reviewed for staff in the adult education program.
- The adult education director has access to the grant budget balance as needed.
- Verbal communication between the finance director and the adult education program director takes place on an as-needed basis.
- Approval processes are in place and were documented for a sample of grant purchases.
- Financial policies were reviewed and appeared to be very thorough and well-documented
- Written financial procedures were absent.
- The finance director appeared to be very knowledgeable about his field and the financial operations of the adult education program.

FINDING

Finding H1: The district lacked personnel time and effort certifications pursuant to OMB Circular A87 Appendix B 8.h.(3).

Finding H2: There were no written financial procedures to support the financial policies according to EDGAR 34 CFR 74.21(b)(6)(7) and EDGAR CFR 80.20 .

I. **STUDENT PERSPECTIVE** - The team meets with groups of students. Their perspective is presented as a portion of this report.

- Students were satisfied with their programs of instruction.
- Students were complimentary of their teachers and administration.
- Students voiced an interest in career counseling, job and scholarship opportunities.
- Students voiced an interest in additional testing opportunities.
- Students appeared to be engaged and motivated to learn.
- Students voiced an interest in subject matter tutors.

CONCERNS AND RECOMMENDATIONS

Concern I1: There is a lack of student exposure to job and higher educational opportunities available to them after receiving a high school diploma.

Recommendation I1: Evaluate the feasibility of inviting selected speakers to highlight post-diploma opportunities for students in the adult education program.

Concern I2: There is limited use of the Florida CHOICES program to provide students with career guidance and options.

Recommendation I2: Increase student access and use of career planning tools, such as (Florida CHOICES) which is a program designed to assist students with career guidance planning. In addition, consider contacting division staff to provide presentations on the registered apprenticeship programs in Florida.

VIII. REQUIRED RESOLUTION ACTIVITIES

ADULT EDUCATION

1. Corrective Action Plan – The district is required to complete a corrective action plan (Appendix B) to address the findings noted in the focus areas D, F and H in section VII.
2. Action Plan - The agency must provide an Action Plan (Appendix B) to address the concerns noted in the focus areas A, B, D, E, F, and I in Section VII of this report.

Once the corrective action and action plans are submitted, reviewed, and approved, the leader of the onsite visit is responsible for the regular follow-up with the agency's designated representative to ensure that resolution is complete.

IX. REMARKS or POSITIVE PRACTICES

The following are additional comments made by the quality assurance team in regard to the monitoring visits:

- The adult education director interviewed during the visit demonstrated a high level of support and commitment to the adult general education program in Jefferson County.

X. SUMMARY

Once the field work is completed, including receipt of requested information, a draft monitoring report is forwarded to the provider for review. Comments are accepted and considered. The final report is completed then 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://www.fldoe.org/workforce/reports.asp>.

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

We want to extend our appreciation to all participants in the district's onsite monitoring visit. Special thanks are offered to Sherman Stroman, adult education director, for his participation and leadership in this process.

Appendix A
Jefferson County Risk Matrix
Adult Education

Risk Factor	Criteria Scale	Value	Risk Factor Weight	Total Points
Total amount of agency funding from grants (2011-12)	\$ 2,000,001+	8	x 6	24
	700,001 – 2,000,000	6		
	300,001 - 700,000	5		
	< 300,000	4		
Number of grants per agency (2011-12)	Number of grants (1)	x 2	x 6	12
Number of grants with 10% or more of unexpended funds (2011-12)	Number of grants (0)	x 5 =	x 4	0
Audit findings relevant to internal control weaknesses during three (3) previous years for targeted agency.	16 + findings	10	x 10	100
	11-15 findings	8		
	5-10 findings	6		
	1-4 findings	4		
Change in director within the last two (2) fiscal years.	Yes = 1	x 10	x 4	40
	No = 0			
TOTAL Level of Risk Score				176

**Appendix B
Jefferson County
Adult Education
Resolution Plan**

Corrective Action(s) or Action(s)	Action or Strategy to Address Finding or Concern	Person Responsible	Projected Date of Completion
Corrective Action (findings):			
Binding Authority/Law: EDGAR 34 CFR 80.32(d)(e), sections 69I-73.005, Florida Administrative Code Finding D1: The inventory did not have all of the state and federal required elements.	Action or Strategy: The Adult Education Program of Jefferson County will adopt policies that include all elements of EDGAR and routinely training staff of these policies	Sherman Stroman Adult School Administrator	8/12/2014
Binding Authority/Law: Title VI of the Civil Rights Act of 1964 [PL. 88-352]; Age Discrimination Employment Act of 1967 [P.L. 90-202], 29 CFR.1627.10 Finding F1: Non-discrimination statements were not broadly posted in the adult education program areas and printed materials as required by law.	Action or Strategy: The Adult Education Program of Jefferson County will include all required printed material such: Title VI of the Civil Rights Act of 1964 [PL. 88-352]; Age Discrimination Employment Act of 1967 [P.L. 90-202], 29 CFR.1627.10 and will keep them posted in public view for all students or visitors to view when entering the building.	Sherman Stroman Adult School Director	8/12/2014
Binding Authority/Law: OMB Circular A87 Appendix B 8.h.(3) Finding H1: The district lacked personnel time and effort certifications.	Action or Strategy: The district will educate and train staff on the OMB Circular.	Sherman Stroman Adult School Director	8/12/2014
Binding Authority/Law: EDGAR 34 CFR 74.21(b)(6)(7) and EDGAR CFR 80.20 Finding H2: There are no written	Action or Strategy: The district will adopt financial procedures that are vertically aligned to district financial policies.	Sherman Stroman Adult School Director, Robert Lloyd CFO	8/12/2014

financial procedures that support the financial policies.			
Action(s) (concerns):			
Concern A1: The adult education director and staff are not participating in the annual Adult and Community Education (ACE) conference.	Action or Strategy: All Adult school personnel will be required to attend the ACE Conference and other professional development trainings that are deemed high priority to the program.	Sherman Stroman Adult School Director	8/12/2014
Concern A2: The scope of the adult education program is limited to the GED.	Action or Strategy: The adult school will explore expanding its scope of work to include family literacy.	Sherman Stroman Adult School Director	8/12/2015
Concern B1: The district staff is not participating in the WEDDAC workshops.	Action or Strategy: District Personnel will attend the WEDDAC conference during this coming school year.	Sherman Stroman Adult School Director	7/22/2014
Concern B2: There are currently no written procedures for data management.	Action or Strategy: The district is in the process of developing comprehensive procedures that outline everything pertaining to adult school data management	Tom Volgesang Technology Director, Sherman Stroman Adult School Director	8/12/2014
Concern D1: The district does not have a technology replacement plan.	Action or Strategy: The district has now developed this plan and will be implementing this plan for the upcoming school year.	Tom Volgesang Technology Director, Sherman Stroman Adult School Director	8/12/2014
Concern D2: The district is unable to verify that equipment purchased with federal funds is being utilized for the program and project for which it was required.	Action or Strategy: The district will develop procedures to verify and monitor equipment purchased with federal funds to ensure the equipment is being utilized in the program and project for which it was required. The procedures for verification and monitoring will include the required elements as stated in EDGAR 34 CFR 80.32.	Sherman Stroman, Adult School Director, Vicki Boland, Adult Education Secretary	8/12/2014
Concern E1: The classroom was lacking in posters and other graphic materials that would be conducive to student learning and motivation toward employment and higher education.	Action or Strategy: The adult classrooms have begun renovation -walls have been painted. Adult school teachers will be encouraged to decorate the walls to reflect student engagement in learning.	Sherman Stroman Director Adult School	8/12/2014

Concern E2: Lighting in the classroom appeared to be rather dim.	Action or Strategy: New lights have been added in the classroom	Sherman Stroman Director Adult School	8/12/2014
Concern F1: Adult program staff does not receive access and equity training.	Action or Strategy: The district will send Adult program staff to training on equity and access and upon completion request staff feedback.	Sherman Stroman Adult School Director	8/12/2014
Concern F2: The person identified by the adult education director as the access and equity coordinator for the adult education program did not appear to understand her role as the access and equity coordinator.	Action or Strategy: The district will work towards providing a more transparent understanding to the role of equity coordinator by sending that individual to trainings to help them understand their role.	Sherman Stroman Adult School Director	8/12/2014
Concern F3: An appropriate non-discrimination statement was absent in the draft adult program student handbook and the program's brochure.	Action or Strategy: The adult program will adopt a discrimination statement and add it to the adult school handbook and program brochures.	Sherman Stroman Adult School Director	8/12/2014
Concern I1: There is a lack of student exposure to job and higher educational opportunities available to them after receiving a high school diploma.	Action or Strategy: The district is planning to hire a transition coach that would work with adult education students to identify job and higher education opportunities that may be available to them	Sherman Stroman Adult School Director	8/12/2014
Concern I2: There is limited use of the Florida CHOICES program to provide students with career guidance and options.	Action or Strategy: The district will implement use of the CHOICES program and link this program with the new transition coach position.	Sherman Stroman Adult School Director	8/12/2014
Technical assistance needed and/or provided:			
Plan submitted by (name and title): Sherman Stroman, Director of Adult Education		Date 6/22/2014 _____	
Plan accepted by: <u>Ellen McCarron Director, Quality Assurance and Compliance</u>		Date: <u>May 27, 2014</u>	