



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

**Madison County School District  
October 2-3, 2013**

**Final Report**

# FLORIDA DEPARTMENT OF EDUCATION



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December 16, 2013

Mr. Doug Brown, Superintendent  
Madison County School District  
210 NE Duval Ave.  
Madison, Florida 32340-2599

Dear Mr. Brown:

We are pleased to provide you with the final report of monitoring of the adult education and career and technical education programs from our visit. 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 Ellen McCarron, director of Quality Assurance and Compliance, at 850-245-9033 or via electronic mail at [Ellen.McCarron@fldoe.org](mailto:Ellen.McCarron@fldoe.org).

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

Sincerely,

Rod Duckworth

RD/gpf

Enclosure

cc: Paula Ginn, coordinator, Adult Education  
Sam Stalnaker, director, Career and Technical Education  
Gloria Spradley-Brown, bureau chief, Grants Administration and Compliance  
Ellen McCarron, director, Quality Assurance and Compliance  
Dr. Shahrokh Massoudi, 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 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 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 CTE and 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 was revised in the 2013-14 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 FDOE 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 Madison County School District (MCSD) was determined to be an onsite visit. Notification was sent to Mr. Doug Brown, superintendent, MCSD, on August 12, 2013. The designated representative for the agency was Kathy Smith, transition specialist for adult education programs.

The onsite visit to the agency was conducted October 2-3, 2013, by two representatives of the Quality Assurance and Compliance section of the division: Program Specialists, Shahrokh Massoudi and Tashi Williams.

**V. MADISON COUNTY SCHOOL DISTRICT**

**Enrollment:**

<u>CTE Secondary</u>	<u>Adult General Education</u>
769	18

**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	\$60,739.00	\$8,025.00

**CAREER AND TECHNICAL EDUCATION GRANTS**

<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
Secondary	\$42,566.00	\$7,287.00
Secondary Department of Juvenile Justice (DJJ)	\$70,000.00	\$6,660.71
Secondary (Rural)	\$28,108.00	\$ 594.36

**2012-2013**

**ADULT EDUCATION GRANT**

<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
Adult General Education	\$60,739.00	\$8,025.45

CAREER AND TECHNICAL EDUCATION GRANTS

<u>Type</u>	<u>Total</u>	<u>Unexpended Funds</u>
Secondary	\$35,402.00	\$591.13
Secondary (Rural)	\$22,212.00	\$ 14.11

**2013-2014**

ADULT EDUCATION GRANT

<u>Type</u>	<u>Total</u>
Adult General Education	\$71,279.00

CAREER AND TECHNICAL EDUCATION GRANTS

<u>Type</u>	<u>Total</u>
Secondary	\$30,834.00
Secondary (Rural)	\$21,262.00

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

<http://www.madisoncountv.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.

Onsite Visits

Members of the team made onsite visits to the following locations:

- Madison High School
- Department of Juvenile Justice program in Greenville
- Learning Center (Workforce Development Center)

Entrance and Exit Conferences

The entrance conference for the Madison County School District was conducted on October 2, 2013. The exit conference was conducted on October 3, 2013.

The participants are listed below:

	<b>Title</b>	<b>Entrance Conference</b>	<b>Exit Conference</b>
<b>Agency Participants</b>			
Ben Killingsworth	Principal	X	X
Willie Williams	Human Resources	X	X
Kathy Smith	Transition Specialist	X	X
Paula Ginn	Coordinator – Adult Education	X	X
Shane Roland	Network Manager	X	

Andy Barnaks	Chief Financial Officer	X	X
Doug Brown	School Superintendent	X	X
Sam Stalnaker	Coordinator- Career and Technical Education	X	X
Jeff McSpaddin	Director-DJJ Special Projects	X	X
<b>FDOE Monitoring Team</b>			
Shahrokh Massoudi	Team Leader- Program specialist	X	X
Tashi Williams	Team Member- Program specialist		

Interviews/Observations

Interviews were conducted with the administrative staff, instructional staff, program and transition specialists, and students. There were 15 interviews and 7 observations conducted. A minimum of two interviews and observations were completed at each site. 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. A minimum of 10 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**

Madison County School District  
October 2-3, 2013

**A. ADMINISTRATION**

Refers to the management and/or supervision of programs, structure of programs, services, grant oversight, and other administrative areas.

- Administration appeared to be very involved and enthusiastic about programs.
- Administrators were welcoming, friendly and cooperative.
- The CTE director was well-organized and prepared for the visit.
- The district has many well qualified teachers in adult education and CTE programs.
- Cooperation with career pathways consortium with six counties in north Florida was noted.
- Dual enrollment programs with Suwannee and Hamilton counties were noted.
- Five CAPE (Career and Professional Education Act) academies exist within the district.
- Twin Oaks Corporation is the district provider for DJJ programs.
- Provider currently offers construction technology program that students appear to be enjoying.
- Students appeared to be engaged and are provided with real life experiences.

- Staff is committed to the success of students.
- Guest speakers are invited to share opportunities in the community for adult education students.
- Adult education program needs to develop a marketing plan for recruiting students from the community.
- District offers seven CTE programs.
- There is no advisory committee.

### FINDING

The district lacked involvement of parents, academic and career and technical education teachers, administrators, faculty, career guidance and academic counselors, local business (including small businesses), and labor organizations in the planning, development, implementation, and evaluation of career and technical education programs in Florida.

*Reference: State Plan for Carl D. Perkins Career and Technical Education Act of 2006, Public Law 109-270 [Sec. 122(c)(5)]*

### CONCERNS AND RECOMMENDATIONS

Concern: There is no succession plan in place for those retiring or leaving the work force.

**Recommendation:** The district needs to develop a succession plan for CTE and adult general education (AGE) program.

Concern: Sharing of information among administrative staff needs to be enhanced.

**Recommendation:** The data administrator needs to share the data information with CTE and ABE (adult basic education) administrators continually.

Concern: Staff development plan is needed for adult education teachers.

**Recommendation:** Review staff development activities for adult education teachers to determine the need to strengthen staff development efforts. Develop and implement a staff development plan.

### **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.

- Perkins program improvement strategies were discussed and the district is improving.
- Administrators and teachers are using data to make decisions concerning the programs.
- Adult education teachers use data as part of the evaluation process (e.g., attendance, tardiness, participation).
- Data appears to be relevant and used throughout the district.
- District data coordinator participates in state annual data workshop.



- Focus software is used for data collection.
- The FDOE provided a random list of students and the district provided student files for review and verification. Verification of student data was completed.

#### FINDINGS

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

#### CONCERNS AND RECOMMENDATIONS

Concern: Currently, the district does not have a procedures manual for data collection.

***Recommendation:*** The district needs to develop and implement a procedures manual for data collection.

### **C. CURRICULUM AND INSTRUCTION**

Refers to those elements which contribute to student learning and skill acquisition. It also addresses student and instructor observations.

- The FDOE curriculum standards and frameworks are followed.
- Registering students includes all the known residency requirements.
- Web-based resources used include Choices and Skills Tutor as well as Florida Tech Net. Skills Tutor allows adult education students to learn at their own pace.
- Textbooks appeared to be up to date and relevant to instruction.
- Safety rules were posted in classrooms.
- Students appeared to be receptive of information being shared among instructors and peers.
- A variety of learning strategies appeared to be used in the classrooms by instructors.

#### FINDINGS

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

#### CONCERNS AND RECOMMENDATIONS

None

### **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.

- All equipment with a value \$750 or more was tagged with an identification number.
- Inventory contained the required information and was easy to find, i.e., tagged and labeled.
- Equipment was conducive for the number of students and student needs for both adult education and CTE.

## FINDINGS

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

## CONCERNS AND RECOMMENDATIONS

Concern: Technology replacement plan does not exist within the district.

*Agency Response:* “Efforts are currently being made for a technology replacement plan.”

**Recommendation:** Complete the development and implementation of a technology replacement plan.

## **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.

- Classrooms are inviting, filled with themes and filled with color.
- Classroom walls contain appropriate rules and other pertinent information.
- Adult education students were satisfied with location of classes which is close to workforce development work office.
- Students appeared to be receiving the individual attention they need in the classroom in adult education and CTE.

## FINDINGS

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

## CONCERNS AND RECOMMENDATIONS

None

## **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 broadly posted in common areas throughout the district.
- Genetic identity has been incorporated as a protected class in the district’s non-discrimination policy.
- The district faculty and staff were aware of the policies relating to the non-discrimination policy.
- Faculty and staff were aware of whom to contact with issues pertaining to access, equity, discrimination and harassment.
- The district has a new equity coordinator who appears to be abreast of policies and procedures as related to access and equity laws.

## FINDINGS

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

## CONCERNS AND RECOMMENDATIONS

Concern: Program materials for career and technical education and adult education do not uniformly contain non-discrimination notices, and published notices in the MCSD Handbook and other publications did not cover all protected classes, including the genetic identity protection under the Genetic Identification Nondiscrimination Act (GINA).

**Recommendation:** The district must correct these notices when publications are reprinted.

Concern: Some staff indicated that they received training on access and equity but could not remember the last time they received it.

**Recommendation:** The district should consider conducting training annually.

## **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
- Equipment inventory
- Agency website
- Personnel activity reports (PARs) and certifications
- Purchasing and other finance policies and procedures
- Access and equity contact information
- Student records for adult education
- Industry certification
- Non-discrimination policy
- Employee handbook
- Financial policy manual
- 2013-2014 student handbook

## FINDINGS

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

## CONCERNS AND RECOMMENDATIONS

None.

## **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.

- Purchasing process was reviewed, as well as a sample of purchases.
- A sample of travel and the district process were reviewed. Travel expenditures were reviewed.
- The agency personnel time records are in order.
- The agency personnel certifications are in order.
- District website includes financial policies and procedures.
- Travel expenditures were reviewed.
- Approval processes are in place and were documented for a sample of grant purchases.
- Representative purchases were tracked from the purchase request through tagging and inventory.

**FINDINGS**

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

**CONCERNS AND RECOMMENDATIONS**

None

**I. COLLABORATION**

Refers to the collaborative agreements, partnerships, or memoranda of understanding (MOUs) that are in place to benefit an agency’s programs and students.

- Workforce development offers space for adult education classes.
- Collaborations exist with the following counties:
  - Suwannee County
  - Hamilton County
  - Taylor County
  - Columbia County
- Articulation agreements exist with the following entities:
  - Tallahassee Community College
  - Florida Gateway College
  - Santa Fe College
- MCSD currently has 36 articulation agreements for CTE programs.

**FINDINGS**

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

**CONCERNS AND RECOMMENDATIONS**

None

**J. PROGRAM IMPROVEMENT PLAN**

A program improvement plan (PIP) is required when an agency does not meet 90 percent of its agreed-upon goals for individual performance measures.

PIPs were reviewed during the visit. The purpose of the review is to determine if the strategies contained in the plan are measureable and verifiable during the visit.

### **1. Secondary performance measures not met (2010-11 data)**

The agency met at least 90 percent of the local agency target except for:

- 1S1-Secondary academic attainment reading 50.68 percent vs. 67.00 percent
- 1S2-Secondary academic attainment math 75.34 percent vs. 86.50 percent
- 6S1-Non-traditional enrollment 20.40 percent vs. 30 percent

The Perkins improvement plan review was completed during an interview with the director. Strategies identified in the plan were verified and documentation was provided.

### **General Recommendations:**

- Continue activities to improve student performance in reading.
- Track activities that support the Perkins improvement plan.

### **K. STUDENT PERSPECTIVE**

The team meets with groups of students. Their perspective is presented as a portion of this report.

- Teachers and students are active in the career and technical student organizations and have received many awards.
- The agriculture teacher's son is the president of the National Future Farmers of America.
- Students were very satisfied with their programs of instruction.
- Students were complimentary of their faculty and administration.
- Some students plan to major in agriculture or other fields.

### **FINDINGS**

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

### **CONCERNS AND RECOMMENDATIONS**

None

## **VIII. REQUIRED RESOLUTION ACTIVITIES**

### **ADULT EDUCATION**

1. Corrective Action Plan – The district is not required to complete a Corrective Action Plan.
2. Action Plan – The agency must provide an action plan (Appendix B) to address the concerns noted in the focus areas A, B, D, and F in section VII of this report.

## **CAREER AND TECHNICAL EDUCATION**

1. Corrective Action Plan – MCSD is required to complete a corrective action plan (Appendix B) to address the finding noted in the focus area A 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 and F in Section VII of this report.

Once the corrective action and action plan 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. TARGETED TECHNICAL ASSISTANCE**

Targeted technical assistance may be provided to support full compliance and systemic change for program improvement. Staff is encouraged to contact division staff to assist their efforts toward systemic change.

### **X. REMARKS or POSITIVE PRACTICES**

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

Both the superintendent and school administrators interviewed during the visit demonstrated a high level of support and commitment to career and technical education and adult general education programs.

### **XI. 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 MCSD's onsite monitoring visit. Special thanks are offered to Kathy Smith, adult education transition specialist, for her participation and leadership in this process.

### Appendix A Adult Education

<b>Risk Factor</b>	<b>Criteria Scale</b>	<b>Value</b>	<b>Risk Factor Weight</b>	<b>Total Points</b>
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 (#)	x 2	x 6	12
Number of grants with <b>10%</b> or more of unexpended funds (2011-12)	Number of grants (#)	x 5 =	x 4	20
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			
<b>TOTAL Level of Risk Score</b>				196

**Appendix A Career and Technical Education**

<b>Risk Factor</b>	<b>Criteria Scale</b>	<b>Value</b>	<b>Risk Factor Weight</b>	<b>Total Points</b>
Total amount of agency funding from grants (2011-12)	\$ 2,000,001+	8	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	x 2	6	36
Number of grants with <b>10%</b> or more of unexpended funds (2011-12)	Number of grants	0 x 5 = 0	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 No = 0	x 10	x 4	40
<b>TOTAL Level of Risk Score</b>				<b>200</b>



**APPENDIX B Adult Education & Career and Technical Education**

<b>Type of Plan</b>	<b>Strategies</b>	<b>Person Responsible</b>	<b>Projected Date of Completion</b>
<p><b>Corrective Action Plan</b>            Finding(s):  <i>State Plan for Carl D. Perkins Career and Technical Education Act of 2006, Public Law 109-270 [Sec. 122(c)(5)]</i></p> <p>1. The district lacked involvement of parents, academic and career and technical education teachers, administrators, faculty, career guidance and academic counselors, local business (including small businesses), and labor organizations in the planning, development, implementation, and evaluation of career and technical education programs in Florida.</p>	<p>Continue to work DA Team Region I, CTE Specialist in development of a Career and Technical Education Advisory Board for CTE programs at Madison County High School.</p> <p>Continue to work with Workforce Florida as a resource for implementing and developing new CTE programs for MCHS. Will reach out to community stakeholders to gain support and commitment to act as board members or representatives.</p>	<p>Sam Stalnaker, coordinator, Career, Technical and Alternative Education</p>	<p>August 31, 2014</p>

**APPENDIX B Adult Education & Career and Technical Education**

<p><b>Action Plan</b> Concern(s):</p> <p>2. There is no succession plan in place for those retiring or leaving the work force.</p> <p>3. Sharing of information among administrative staff needs to be enhanced.</p> <p>4. Staff development plan is needed for adult education teachers.</p> <p>5. Currently, the district does not have a procedures manual for data collection.</p> <p>6. Technology replacement plan does not exist within the district.</p> <p>7. Program materials for CTE and adult education do not uniformly contain non-discrimination notices. Some notices did not cover all protected classes, including the genetic identity protection under the Nondiscrimination Act (GINA).</p>	<p>The superintendent is developing a succession plan.</p> <p>Superintendent has instituted weekly administrative meetings to increase opportunities for face to face sharing.</p> <p>Adult education teachers will complete the same Individual Professional Learning Plan (IPLP) that K-12 teachers complete.</p> <p>The network manager is developing a procedures manual for data collection.</p> <p>Madison County School District has already begun the development/revision of its technology plan. Technology replacement will be addressed in the plan.</p> <p>The Human Resource Department is in the process of updating policies and procedures to reflect GINA requirements,</p>	<p>Doug Brown, Superintendent</p> <p>Doug Brown, Superintendent</p> <p>Kathy Smith, Transition Specialist Paula Ginn, Coordinator of Instructional Innovation, Teacher Development, and Adult Education</p> <p>Shane Roland, Network Manager</p> <p>Dale Rickards, Instructional Technology Specialist Shane Roland, Network Manager</p> <p>Willie Williams, Equity Coordinator</p>	<p>End of 2013-2014 School year</p> <p>Ongoing</p> <p>Annually</p> <p>End of 2013-2014 school year</p> <p>Annually</p> <p>Annually</p>
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**APPENDIX B Adult Education & Career and Technical Education**

8. Some staff indicated that they received training on access and equity but could not remember the last time they received it.	The equity coordinator will provide training on access and equity for all employees.	Willie Williams, Equity Coordinator	January 31,2014
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<b>Technical assistance needed and/or provided:</b> N/A	
<b>Plan submitted by:</b> Paula Ginn, Coordinator of Instructional Innovation, Teacher Development, and Adult Education and Sam Stalnaker, Coordinator of Career, Technical and Alternative Education    Date:10/30/2013	
<b>Plan accepted by:</b> Ellen McCarron, Director Quality Assurance and Compliance    Date:10/30/2013	
<b>Status of Resolution Plan</b> (to be completed by DOE staff)	
Date	Status of Plan Completion