FLORIDA DEPARTMENT OF EDUCATION
CAREER AND ADULT EDUCATION

Quality Assurance and Compliance Virtual Desk Monitoring Review for Perkins Career and Technical Education and Adult Education

Monroe County Schools

April 13-17, 2026

Final Report

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Florida Department of Education
Division of Career and Adult Education
Monroe County Schools
Perkins Career and Technical Education
and
Adult Education

Quality Assurance and Compliance Monitoring Report

I. INTRODUCTION

The Division of Career and Adult Education (Division) within the Florida Department of Education (Department) has several key responsibilities, including leadership, resource allocation, technical assistance, monitoring and evaluation. These duties require the Division to oversee the performance and regulatory compliance of federal and state funding recipients. The Quality Assurance and Compliance (QAC) office plays a critical role in this process by designing, developing, implementing and evaluating a comprehensive quality assurance system, which includes monitoring. This system aims to ensure financial accountability, program quality and regulatory compliance. As stewards of federal and state funds, the Division must regularly monitor the use of workforce education funds and providers' regulatory compliance.

II. AUTHORITY

The Department receives federal funding from the U.S. Department of Education for Career and Technical Education under the Carl D. Perkins Strengthening Career and Technical Education (CTE) for the 21st Century Act and for Adult Education (AE) under the Workforce Innovation and Opportunity Act of 2014. The Department awards sub-grants to eligible providers to administer local programs. The Department 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 Code of Federal Regulations 76.770, Education Department General Administrative Regulations and the Uniform Grant Guidance 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).

III. QAC CORE MONITORING GUIDE

The Core Monitoring Guide is designed to be utilized by any reviewer who is conducting an onsite or desk monitoring of any program currently administered by the Division. The guide includes a brief overview of each aspect of the monitoring design and the process, as well as objectives that can be used when agencies are monitored or reviewed. The guide can be found on the Division's website at https://www.fldoe.org/academics/career-adult-edu/compliance/.

IV. PROVIDER SELECTION

Various data sources 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 QAC office may apply any specific monitoring strategy to any federal or state-funded provider at any time. There may be circumstances that may warrant on-site monitoring, desk monitoring review, or other strategies regardless of a provider's risk matrix score.

The Monroe County Schools (MCS) monitoring strategy was determined to be a virtual desk monitoring review (VDMR). Notification was sent to Edward Tierney, Superintendent, on December 9, 2025. The agency's designated representative was Ms. Leslie Holmes, Career Technical and Adult Education Coordinator, MCS. The Division's representative conducting the VDMR was Program Specialist Chuck Davis of the QAC.

V. MONROE COUNTY SCHOOLS

Finance

The provider was awarded the following grants for fiscal years (FY) 2022-23 through 2024-25:

FY 2022-23

Grants	Grant Number	Grant Amount	Unexpended
Adult Education - AGE	440-1913C-3CG01	$ 119,945.00	$ 352.63
Adult Education - IELCE	440-1933B-3CE01	$ 119,945.00	$ 23,425.85
Perkins Secondary	440-1613B-3CS01	$ 79,770.00	$ 6,498.22

FY 2023-24

Grants	Grant Number	Grant Amount	Unexpended
Adult Education - AGE	440-1914C-4CG01	$ 125,198.00	$ .00
Adult Education - IELCE	440-1934B-4CE01	$ 51,537.00	$ .00
Perkins Secondary	440-1614S-4CS01	$ 98,990.00	$ 15,803.77

FY 2024-25

Grants	Grant Number	Grant Amount	Unexpended
Adult Education - AGE	440-1915C-5CG01	$ 193,690.00	$ .00
Adult Education - IELCE	440-1935B-5CE01	$ 63,488.00	$ .00
Perkins Secondary	440-1615S- 5CS01	$ 108,320.00	$ 60,455.36

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

VI. MONITORING ACTIVITIES

The monitoring activities included pre- and post-review planning, an entrance and exit meeting, records review and interviews with administrators.

Onsite Visits

No onsite visits were required as part of the VDMR.

Entrance and Exit Conferences

The entrance conference for MCS was conducted on April 13, 2026. The exit conference was conducted on April 17, 2026. The participants are listed below:

Name	Title	Entrance Conference	Exit Conference
Leslie Holmes	Coordinator, Career Technical and Adult Education, MCS	X	X
Division Monitoring Team			
Chuck Davis	Program Specialist, QAC	X	X

Interviews

No interviews were required as part of the VDMR.

Records Review

The review team examined programmatic, financial, administrative and student records. Section VII, Part F provides a complete list of reviewed materials. The team reviewed at least 50 student records and examined and discussed policies and procedures throughout the monitoring review.

VII. OBSERVATION

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

- The secondary and AE grants for MCS are managed by the coordinator of CTE and AE.
- MCS has established policies and procedures required for all approval processes prior to any grant application being submitted to the Department.
- The coordinator works separately with their financial director, superintendent, advisory committees and district finance staff to ensure that the needs of their respective programs are met. Once those needs are addressed and included in the grant applications, the superintendent reviews and approves them before they are submitted to the Department.
- Once approved by the Department, the AE and CTE grants for MCS are distributed by Ms. Holmes, but all program areas follow the same financial tracking and oversight procedures.
- MCS offers ample opportunities for district-wide training and professional learning. AE and CTE administrative staff participate in annual conferences within their program areas, while the Department sponsors training events and webinars, such as the Florida Association of Career and Technical Education (FACTE) and Adult and Community Education (ACE) conferences.
- As part of the required comprehensive local needs assessment (CLNA), secondary CTE administrative staff consulted with numerous individuals and entities across the Monroe County service area. Representatives from special population groups also provide insight into the workforce needs and opportunities for those students. The list of stakeholders includes, but is not limited to:
  - Monroe County Instructors
  - Monroe County Schools
  - College of the Florida Keys
  - CareerSource Southwest Florida (CSSWF)
  - Students and parents

- Each CTE program has an advisory committee that assists with the development of their specific program area and will continue to provide ongoing consultation as it relates to the CLNA. These advisory committees meet throughout the year and serve as the primary link between MCS and the surrounding community, industries and businesses.

B. **DATA AND ASSESSMENT** refer to all the data and assessment system components, including test administration, test security, data collection, entry, reporting and procedures. The study also explores and discusses how programs use data to inform decision-making.

- MCS utilizes Focus® as their management information system (MIS) and student information system (SIS) to house and track AE and CTE student data such as records, grades and attendance.
- Policies and procedures on data collection, entry and verification were provided by the district as part of the monitoring process. Student survey checklists are also used to ensure the accuracy of data reports submitted to the Department and to reconcile any error reports they may receive.
- The district employs an Information Systems Support Specialist who is responsible for ensuring the functionality of the SIS. Other primary responsibilities of this individual include, but are not limited to: ensuring accurate data collection, analysis and reporting to the Department; providing support and training to individuals with access to the SIS; and data entry.
- MCS conducts extensive and ongoing training for all individuals who have access to student data and FOCUS®. Those individuals also participate in Department-sponsored training events such as quarterly webinars for AE and CTE and workforce development information system conferences.
- All proctors of the Comprehensive Adult Student Assessment System and Test of Adult Basic Education (TABE) are trained and certified, as required, by the state and the appropriate testing companies.
- Student electronic files include "release of information" clauses as required by the Family Educational Rights and Privacy Act (FERPA). This information was provided in the MCS Code of Conduct policies.
- Samples of CTE and AE student data were reviewed and verified for accuracy as part of the VDMR. No errors were found. All student records were provided by MCS. Records reviewed included:
  - Adult Basic Education (ABE) completers
  - Secondary CTE industry certifications
  - ESOL completers

C. **CURRICULUMS AND INSTRUCTION** refers to those elements that contribute to student learning and skill acquisition.

- MCS offers ABE and Integrated English Literacy and Civics Education (IELCE) classes designed to help non-native speakers improve their English.
- The district provides resources such as CSSWF, working with local Colleges and certifications available for a multitude of careers required/needed in CLNA.
- No reasonable services and accommodations are denied to those students who self-declare a disability. Students with disabilities are referred to as exceptional, and MCS has a comprehensive policy and procedure to identify and accommodate needs. The exceptional student progression guidelines were submitted as evidence.

- CTE students have the opportunity to participate in multiple Career and Technical Student Organizations, internships and other work-based learning.
- AE instructors are trained to incorporate CTE skills and related content into daily classroom instruction.
- TABE are used for student skill level assessment. All TABE test proctors are certified as required by the Department and the testing companies.

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

- The dedicated inventory management system for MCS is FOCUS®. All inventory criteria set forth by Education Department General Administrative Regulations and the Uniform Grant Guidance are included within the inventory management system.
- Photographic evidence of inventory was reviewed as part of the VDMR.
- The district has a technology plan that includes policies on new equipment requests, equipment safety/storage and disposal of old inventory.
- There have been no reports of stolen or lost equipment over the previous three fiscal years.

E. **EQUAL ACCESS** refers to compliance with federal non-discrimination laws' requirements relating to recruitment, enrollment, participation and completion of programs.

- MCS included the necessary policies required by the General Education Provision Act and other federal laws, which ensure equal access and participation in programs regardless of sex, race, national origin, color, disability or age.

F. **RECORDS REVIEW** refers to reviewing the records and documents that evidence compliance with federal and state rules and regulations. In addition, a sampling of financial and programmatic records was reviewed.

Documents reviewed were:

- Notification of social security number collection, usage and release
- Student authorization for access to educational records
- FERPA notification
- Testing policies and procedures manual
- Time and effort reports
- Student data (AE & CTE)
- AE student attendance records reflecting class drops
- Fiscal and operational policies and procedures
- Multiple MOUs
- Dual enrollment articulation agreement
- Integrated Education and Training Program of Study
- Advisory committee meeting records
- Travel records
- Procurement records
- GEPA statement
- CLNA documentation
- Professional learning calendar

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.

- FOCUS® is the district's enterprise resource planning and financial management system.
- The district's finance department ensures the efficient management of CTE and AE grant funds. The following components of their financial procedures manual were reviewed:
  - Property control
  - Accounting practices
  - District budget policies
  - Methods of procurement
  - Contract management
  - Conflict of interest
  - Cash management
- The district purchasing department works with the AE and CTE grant manager to ensure all expenditures are allowable by law and able to be funded with federal dollars. It is the responsibility of the purchasing department to utilize the most efficient and effective purchasing method when expending federal grant funds.
- Program administrators do have access to grant-funded purchasing cards (P-card). Policies and procedures for P-card users were submitted to the monitoring staff as part of the review, along with sample P-card transactions and reconciliations.
- MCS also provided additional fiscal records such as procurement records and travel records. All documents were in accordance with applicable local, state and federal law.

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.

- MCS has multiple collaborations for articulation and MOUs within the local community. They often offer additional educational and job experiences to students within the district. The current partners are:
  - City of Key West Fire Department
  - CareerSource Southwest Florida

VIII. RESULTS

Based on the monitoring procedures performed, all documentation examined complied with applicable requirements.

IX. SUMMARY

After completing the monitoring review and receiving any additional information requested, a preliminary report is sent to the provider for their review. The Division monitoring team lead may consider comments at their discretion. Once the final report is approved, it will be sent to the agency head and a copy will be sent to the provider's designated contact person. The final report will also be posted on the Department's website, which can be found at http://fldoe.org/academics/career-adult-edu/compliance.

Once all outstanding corrective action plan items have been completed (when applicable), the Division will issue a closure letter to the agency head and designated contact person. This letter will signify the end of the monitoring process and that no further action is required.

The monitoring team would like to extend their appreciation to all participants in the Monroe County Schools monitoring review, on behalf of the Division. A special thanks is offered to Ms. Leslie Holmes for her participation and leadership during this process.

APPENDIX A
Monroe County Schools
Career and Technical Education
Risk Matrix

Risk Scores Matrix for Districts Receiving Career and Technical Education (CTE) Carl D. Perkins Grants

Agency Name: **Monroe County Schools**
Program Type: **CTE**
Monitoring Year: **2025-2026**

Metric	Scaling	Point Value	Points Assigned	Weight	Total Metric Points
Number of Years Since Last Monitored	7 or More Years	7	**3**	X 10	**30**
	5-6	5			
	3-4	3			
	0-2	1			
Total Budget for all Perkins Grants Combined	Upper Quartile	7	**1**	X 8	**8**
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
Number of Perkins Grants	4 or More	7	**1**	X 8	**8**
	3	5			
	2	3			
	1	1			
Change in Management Information Systems (MIS) from Previous Fiscal Year	Yes	7	**0**	X 6	**0**
	No	0			
Agency CTE Program Director Change from Previous Fiscal Year	Yes	7	**7**	X 6	**42**
	No	0			
Unexpended Funds from all Perkins Grants Combined	Upper Quartile	7	**3**	X 4	**12**
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
	0	0			
Number of Findings from the Office of the Auditor General	Upper Quartile	7	**3**	X 4	**12**
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
	0	0			
				AGENCY RISK SCORE:	**112**

Data sources used for calculations: Prior to July 1, 2024

Monroe County Schools
Adult Education
Risk Matrix

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

Agency Name: **Monroe County Schools**
Program Type: **AE**
Monitoring Year: **2025-2026**

Metric	Scaling	Point Value	Points Assigned	Weight	Total Metric Points
Number of Years Since Last Monitored	7 or More Years	7	**3**	X 10	**30**
	5-6	5			
	3-4	3			
	0-2	1			
Total Budget for all Adult Education Grants Combined	Upper Quartile	7	**3**	X 8	**24**
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
Number of Adult Education Grants	4 or More	7	**3**	X 8	**24**
	3	5			
	2	3			
	1	1			
Change in Management Information Systems (MIS) from Previous Fiscal Year	Yes	7	**0**	X 6	**0**
	No	0			
Agency AE Program Director Change from Previous Fiscal Year	Yes	7	**7**	X 6	**42**
	No	0			
Unexpended Funds from all Adult Education Grants Combined	Upper Quartile	7	**0**	X 4	**0**
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
	0	0			
Number of Findings from the Office of the Auditor General	Upper Quartile	7	**5**	X 4	**20**
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
	0	0			
Adult Education Program Improvement Plan (AEPIP)	Target Not Met on 3 of 3 Indicators	5	**1**	X 6	**6**
	Target Not Met on 2 of 3 Indicators	3			
	Target Not Met on 1 of 3 Indicators	1			
	All targets met	0			
				Agency Risk Score	**146**

Data sources used for calculations: Prior to July 1, 2024

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