



FLORIDA DEPARTMENT OF  
**EDUCATION**  
CAREER AND ADULT EDUCATION

**Quality Assurance and Compliance  
Onsite Monitoring Review  
for  
Perkins Career and Technical Education  
and  
Adult Education**

**Flagler Schools**

**March 2, 2026**

**Final Report**

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Florida Department of Education  
Division of Career and Adult Education  
**Flagler 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, it is the Division's duty to regularly monitor the use of workforce education funds and regulatory compliance of providers on a regular basis.

**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 21<sup>st</sup> 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 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 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 onsite monitoring, desk monitoring review or other strategies regardless of a provider's risk matrix score.

The Flagler Schools (FS) monitoring strategy was determined to be an onsite monitoring review (OSMR). Notification was sent to LaShakia Moore, Superintendent, on December 9, 2025. The designated representatives for the agency were Mr. Martin Evans, Director, K-12 Career and Technical Education, FS and Ms. Renee Swaggerty, Director, Flagler Technical College (FTC). The Division's representative conducting the OSMR was Program Specialist Chuck Davis of the QAC.

#### V. FLAGLER SCHOOLS

##### Finance

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

##### **FY 2022-23**

<u>Grants</u>	<u>Grant Number</u>	<u>Grant Amount</u>	<u>Unexpended</u>
Adult Education - AGE	180-1913C-3CG01	\$ 121,549.00	\$ .00
Adult Education - IELCE	180-1933B-3CE01	\$ 106,606.13	\$ 412.87
Perkins Secondary	180-1613B-3CS01	\$ 149,302.00	\$ 6,494.43
Perkins Rural	180-1613B-3CR01	\$ 105,326.00	\$ 2,772.09

##### **FY 2023-24**

<u>Grants</u>	<u>Grant Number</u>	<u>Grant Amount</u>	<u>Unexpended</u>
Adult Education - AGE	180-1914C-4CG01	\$ 100,885.22	\$ 1,069.64
Adult Education - IELCE	180-1934B-4CE01	\$ 29,054 .00	\$ .00
Perkins Secondary	180-1614S-4CS01	\$ 162,544.00	\$ 21,562.84
Perkins Rural	180-1614R-4CR01	\$ 135,321.00	\$ 6,775.89

##### **FY 2024-25**

<u>Grants</u>	<u>Grant Number</u>	<u>Grant Amount</u>	<u>Unexpended</u>
Adult Education - AGE	180-1915C-5CG01	\$ 189,870.00	\$ N/A
Adult Education - IELCE	180-1935B-5CE01	\$ 35,791.00	\$ N/A
Perkins Secondary	180-1615S-5CS01	\$ 174,783.00	\$ 16,419.56
Perkins Rural	180-1615R-5CR01	\$ 108,855.00	\$ .00

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

The monitoring team visited the following sites as part of the OSMR:

- FTC
- Flagler-Palm Coast High School (Photographic Evidence)

### Entrance and Exit Conferences

The entrance conference for FS was conducted on March 2, 2026. The exit conference was conducted on March 2, 2026. The participants are listed below:

Name	Title	Entrance Conference	Exit Conference
Martin Evans	Coordinator K-12, Career and Technical Education, FS	X	X
Renee Swaggerty	Director, FTC	X	X
Angela O'Brien	Assistant Superintendent, FS	X	X
Christopher J. McDermott	Assistant Director, FTC	X	X
Sharon Kochenour	Financial Aid and Grants Specialist, FTC	X	X
<b>Division Monitoring Team</b>			
Chuck Davis	Program Specialist, QAC	X	X
Dantavia Davis	Program Specialist, QAC	X	X

### Interviews

No interviews were required as part of the OSMR.

### 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 FS are all co-managed by the directors of CTE and AE and FTC Grants Specialist, Sharon Kochenour.

- In drafting their department grant applications, the AE and CTE grant managers follow specific policies and procedures to ensure the most efficient use of their federal grant dollars. The grant managers receive input from other administrative staff and faculty to help determine the best use of their money. Ultimately, the program directors decide what will be included within their grant applications prior to receiving final approval from the superintendent.
- As part of the required comprehensive local needs assessment (CLNA), secondary and postsecondary CTE administrative staff consulted with numerous individuals and entities across the Flagler 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:
  - Flagler academic staff
  - Volusia County Schools
  - FTC
  - CareerSource Flagler Volusia (CSFV)
  - Bethune-Cookman University
  - Students and parents
  - United Way of Volusia-Flagler Counties
  - Daytona Regional Chamber of Commerce
  - Habitat for Humanity
  - Veteran Affairs
- 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 FS and the surrounding community, industries and businesses.
- The district conducts ongoing professional development and training to ensure all CTE and AE administrative staff are up to date on any changes that come from the federal and/or state level. Division sponsored training events are also attended.

**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.

- FS utilizes Focus® as their management information system (MIS) and student information system (SIS) to house and track AE and postsecondary CTE student data such as records, grades and attendance. Skyward® is utilized for secondary data collection and storage.
- 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 the reconciliation of 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.
- Flagler 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 (CASAS) are trained and certified, as required, by the state and the appropriate testing companies. FTC also serves as a certified Pearson Vue® testing site.
- 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 Flagler Code of Conduct policies.
- Samples of CTE and AE student data were reviewed and verified for accuracy as part of the OSMR. No errors were found. All student records were provided by Flagler. Records reviewed included:
  - Adult Basic Education (ABE) completers
  - Postsecondary adult vocational completers
  - Secondary CTE industry certifications

C. **CURRICULUM AND INSTRUCTION** refer to those elements that contribute to student learning and skill acquisition.

- FS offers ABE and Integrated English Literacy and Civics Education (IELCE) classes at FTC. Postsecondary and rural innovation CTE classes are also offered at FTC, in addition to secondary programs being offered at multiple high schools within the district. Time and Effort records were provided to support compliance with the rural innovation grant. The district's postsecondary CTE programs are funded via federal grant dollars from Daytona State College (DSC).
- ABE and IELCE students are required to be pre-tested utilizing the CASAS before they are admitted into a class. This policy is actually stricter than state and federal policies, requiring students to be tested within 12 contact hours after enrolling in a class.
- FS provided district guidelines on instructional hours, pre and post-testing of students and how to interpret scores and assign educational functioning levels (EFL). It is a student's assigned functioning level that determines placement within ABE and IELCE programs.
- The Phlebotomy program is offered as part of FTC's Integrated Education and Training (IET) program to prepare AE learners for in-demand job opportunities, in addition to their IELCE or ABE curriculum.
- FS offers CTE students opportunities to participate in additional learning activities outside of the classroom such as cooperative learning and on-the-job training with local employers such as Publix. Students also participate in Career and Technical Student Organizations (CTSO) which allow students to practice skills learned in the classroom via local, state and national competitions and gain invaluable leadership experience from opportunities to serve as chapter and regional officers.
- High performing secondary CTE students are eligible to participate in multiple Career Dual Enrollment programs. This allows students to earn postsecondary credits toward industry certifications while still in high school. Articulation Agreements are currently in place with DSC, University of North Florida and University of Florida.
- Enrollment data for those programs funded by federal grant dollars were verified as part of the monitoring process. The monitoring team also ensured a link between the secondary programs of study submitted to the Department and the corresponding postsecondary program at FTC.
- A memorandum of understanding (MOU) is in place with CSFV to provide numerous resources and trainings, in conjunction with FTC, for those interested in workforce programs or adult literacy services.

- AE and CTE instructors participate in ongoing trainings provided by the Department, as well as annual professional learning through the district. Instructors also participate in program-specific training and certification programs.
- FS has multiple internal controls and policies in accordance with Section 504 of the Rehabilitation Act of 1973 and the Individuals with Disabilities Education Act.
- No reasonable services or accommodations are denied to those students who self-declare a disability. The district Exceptional Student Education office is responsible for creating Individual Education Plans to ensure equal access and opportunity to education programs, services and/or activities for all students. Policies and procedures are also in accordance with the General Education Provision Act (GEPA) to ensure equal access and/or participation in AE and CTE programs regardless of gender, race, national origin, color, disability or age.

**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.

- All inventory criteria set forth by Education Department General Administrative Regulations and the Uniform Grant Guidance are included within the inventory management system. The inventory management system was verified during the OSMR.
- Photographic evidence of inventory was reviewed as part of the OSMR process for one schools.
- 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.
- Monitoring staff conducted inventory reviews at two FS campuses and all inventory was accounted for and in its correct location. QAC staff verified inventory at the FS's \$5,000 threshold, as well as spot checked \$1,000 items for internal controls compliance. No issues were uncovered.

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

- FS included the necessary policies required by the GEPA 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
- IET 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.

- Skyward® 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 managers 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.
- Flagler also provided additional fiscal records such as time and effort reports, 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.

- FS 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:
  - CSFV
  - Publix
  - DSC

## VIII. RESULTS

FS was found to be out of compliance in the following areas:

<b>Finding Number</b>	<b>1</b>
<b>Area</b>	Finance
<b>Finding Summary</b>	A grant budget analysis (GBA) was conducted for FS for all grants from 2022-2025. Final expenditures were not reported by the date specified in the Request for Application/ Request for Proposal (RFA/RFP).
<b>Finding Detail</b>	Multiple secondary and Adult Education grants.
<b>Citations</b>	Final expenditures were not reported by the date specified in the RFA/RFP. Violation of the Project Application and Amendment Procedures for Federal and State Programs (Green Book), Section B "Project Amendments. Along with <u>2 CFR 200.308, (b) (c)</u> Revisions of the budget & program plan and <u>2 CFR 200.407</u> , not seeking prior approval before expending funds.
<b>Recommended/Anticipated Corrective Action</b>	The Superintendent will provided a letter of attestation confirming that a plan will be in place to ensure the submission of reports in time. It is important to note that any late or inaccurate future submissions may delay award letters for the next cycle.
<b>Completion date:</b>	3/24/26
<b>Name and Title responsible for CAP</b>	LaShakia Moore, Superintendent, FS

## 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 Flagler Schools monitoring review, on behalf of the Division. A special thanks is offered to Mr. Martin Evans and Ms. Sharon Kochenour for their participation and leadership during this process.

**APPENDIX A**  
 Flagler Schools  
 Career and Technical Education  
 Risk Matrix

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

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

Metric	Scaling	Point Value	Points Assigned	Weight	Total Metric Points
<b>Number of Years Since Last Monitored</b>	7 or More Years	7	<b>3</b>	<u><b>X 10</b></u>	<b>30</b>
	5-6	5			
	3-4	3			
	0-2	1			
<b>Total Budget for all Perkins Grants Combined</b>	Upper Quartile	7	<b>5</b>	<u><b>X8</b></u>	<b>40</b>
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
<b>Number of Perkins Grants</b>	4 or More	7	<b>3</b>	<u><b>X 8</b></u>	<b>24</b>
	3	5			
	2	3			
	1	1			
<b>Change in Management Information Systems (MIS) from Previous Fiscal Year</b>	Yes	7	<b>0</b>	<u><b>X 6</b></u>	<b>0</b>
	No	0			
<b>Agency CTE Program Director Change from Previous Fiscal Year</b>	Yes	7	<b>7</b>	<u><b>X 6</b></u>	<b>42</b>
	No	0			
<b>Unexpended Funds from all Perkins Grants Combined</b>	Upper Quartile	7	<b>3</b>	<u><b>X 4</b></u>	<b>12</b>
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
	0	0			
<b>Number of Findings from the Office of the Auditor General</b>	Upper Quartile	7	<b>5</b>	<u><b>X 4</b></u>	<b>20</b>
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
	0	0			
<b>AGENCY RISK SCORE:</b>					<b>168</b>

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

Flagler Schools  
Adult Education  
Risk Matrix

<b>Risk Scores Matrix for Districts Receiving Adult Education (AE) Grants</b>					
Agency Name: <b>Flagler Schools</b>					
Program Type: <b>AE</b>					
Monitoring Year: <b>2025-2026</b>					
<b>Metric</b>	<b>Scaling</b>	<b>Point Value</b>	<b>Points Assigned</b>	<b>Weight</b>	<b>Total Metric Points</b>
<b>Number of Years Since Last Monitored</b>	7 or More Years	7	<b>3</b>	<u>X10</u>	<b>30</b>
	5-6	5			
	3-4	3			
	0-2	1			
<b>Total Budget for all Adult Education Grants Combined</b>	Upper Quartile	7	<b>1</b>	<u>X 8</u>	<b>8</b>
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
<b>Number of Adult Education Grants</b>	4 or More	7	<b>3</b>	<u>X 8</u>	<b>24</b>
	3	5			
	2	3			
	1	1			
<b>Change in Management Information Systems (MIS) from Previous Fiscal Year</b>	Yes	7	<b>0</b>	<u>X 6</u>	<b>0</b>
	No	0			
<b>Agency AE Program Director Change from Previous Fiscal Year</b>	Yes	7	<b>7</b>	<u>X 6</u>	<b>42</b>
	No	0			
<b>Unexpended Funds from all Adult Education Grants Combined</b>	Upper Quartile	7	<b>1</b>	<u>X 4</u>	<b>4</b>
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
	0	0			
<b>Number of Findings from the Office of the Auditor General</b>	Upper Quartile	7	<b>5</b>	<u>X 4</u>	<b>20</b>
	Upper Middle	5			
	Lower Middle	3			
	Lower Quartile	1			
	0	0			
<b>Adult Education Program Improvement Plan (AEPIP)</b>	Target Not Met on 3 of 3 Indicators	5	<b>1</b>	<u>X 6</u>	<b>6</b>
	Target Not Met on 2 of 3 Indicators	3			
	Target Not Met on 1 of 3 Indicators	1			
	All targets met	0			
<b>Agency Risk Score</b>					<b>134</b>

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



**Please address inquiries regarding this report to:**

**Kara Kearce**  
**Director of Quality Assurance and Compliance**  
**Kara.Kearce@fldoe.org**  
**850-245-9033**

**Florida Department of Education**  
**Division of Career, Technical and Adult Education**  
**325 West Gaines Street · Room 722A**  
**Tallahassee, Florida 32399**

