



CHIEF FINANCIAL OFFICER
BLAISE INGOGLIA
STATE OF FLORIDA

January 22, 2026

The Honorable Kevin Madok
Clerk of Circuit Court & Comptroller
Monroe County
500 Whitehead Street
Key West, Florida 33040

Dear Clerk Madok,

We completed our Article V Clerk of the Circuit Court Compliance Audit in accordance with Florida Statutes. Enclosed is a copy of our final report. Please provide a response within five (5) business days.

We appreciate your advanced preparation for our audit and the courtesy extended to our team. We look forward to working with your office in the future.

Please contact Kim Holland at (850) 413-5700 or Kim.Holland@myfloridacfo.com if you have any questions.

Sincerely,



Renée Hermeling



RH/avg

Enclosure



**BLAISE INGOGLIA
CHIEF FINANCIAL OFFICER
STATE OF FLORIDA**

Florida Department of Financial Services

**MONROE COUNTY
CLERK OF THE CIRCUIT COURT
COMPLIANCE AUDIT**

**Report No. 2025-150
January 21, 2026**

WHY WE DID THIS AUDIT

The Florida State Constitution requires that selected salaries, costs, and expenses of the state courts system and court-related functions shall be funded from a portion of the revenues derived from statutory fines, fees, service charges, and court costs collected by the clerks of the court and from adequate and appropriate supplemental funding from state revenues as appropriated by the Legislature.¹

In order to ensure compliance, the Chief Financial Officer (CFO) has contracted with the Florida Clerk of Court Operations Corporation (CCOC) to establish a process for auditing the State funded portion of court-related² expenditures of the individual Clerks pursuant to State law.³ The audits are conducted by the Department of Financial Services (DFS), Bureau of Auditing, Article V Section. It is the practice of the Department to conduct these audits every three to five years.

WHAT WE FOUND

We concluded that, overall, the sampled Clerk's office administrative and payroll expenditures generally complied with applicable State laws, and funds were expended for allowable court-related costs and that transactions were accurate, properly approved and recorded, and served a public purpose. Exceptions are noted in the Observations and Recommendations section below.

WHAT WE DID

Our audit included an examination of accounts and records, and the sampling of various court-related transactions related to administrative and payroll expenditures for County Fiscal Years (CFY) 23-24 and CFY 24-25. The following objectives have been established for the audit of court-related expenditures:

- Evaluate whether court-related expenditures were in compliance with State laws.⁴
- Evaluate whether court-related expenditures were properly authorized, recorded, and supported.
- Evaluate whether expenditures were within the budgeted appropriations.
- Evaluate the accuracy and completeness of expenditures reported on the Clerk of Court Expenditure and Collections Report.
- Evaluate whether the Clerk's salary and total payroll costs were within the applicable caps established by the Florida Legislature's Office of Economic and Demographic Research.
- Evaluate the Clerk's methodology for allocating payroll costs between court and non-court related functions.

¹Section 14(b), Art. V, Florida Constitution.

²Court-related expenditures may be funded from county, State, or Federal sources.

³Section 28.35(2)(e), Florida Statutes.

⁴Sections 28.35(3)(a), 28.37(6), and 29.008, Florida Statutes.

- Evaluate whether ten percent (10%) of all court-related fines collected are deposited into the fines and forfeiture fund and used exclusively for court-related functions.⁵

MONROE COUNTY AT A GLANCE

The Monroe County Clerk of the Circuit Court and Comptroller serves a population of 84,147.⁶



Table 1 shows the budgeted and actual expenditures for each fiscal year reviewed. Juror expenditures are not included.

Table 1

Year	Budgeted	Actual
CFY 23-24	\$3,804,238	\$3,804,238
CFY 24-25	\$4,130,386	\$4,130,386

Source: CCOC Budget Letter and Expenditure and Collection (EC) reports. Juror expenditures are not included.

The budgeted growth from October 2023 through September 2025 was 8.5%. The actual expenditures increased by 8.5% from October 2023 through September 2025.

Table 2 shows the budgeted and actual full-time equivalent (FTE) positions, who charge either all or a portion of employee time to court-related duties. The budgeted number of FTEs includes vacant positions. The actual number of FTEs includes only filled positions.

Table 2

Year	Budgeted FTEs	Actual FTEs
CFY 23-24	53.66	61.30
CFY 24-25	69.95	52.05

The budgeted FTEs increased by 30.3% for the period October 2022 through September 2024. The actual number of FTEs decreased by 15% over the same period.

STATUS OF PRIOR AUDIT RECOMMENDATIONS

The Department performed an audit of the Monroe County Clerk of the Circuit Court in December 2017, Report No. 2017-21. The auditors noted the following recommendations:

- We recommended the Clerk's office ensure that its court-related expenditures were allowable according to section (s.) 29.008(1)(f)1., and 2., Florida Statutes (F.S.), related to county funding of communication services such as cell phones and networking systems.
- We recommended the Clerk's office follow their documented leave policy.
- We recommended the Clerk's office implement procedures to reconcile and support the balances in the CCOC Expenditure and Collections Report.

⁵ Section 28.37(6), Florida Statutes.

⁶ The Florida Legislature's Office of Economic and Demographic Research Report Salaries of Elected County Constitutional Officers and School District Officials for Fiscal Year 2025-2026, October 2025. <http://edr.state.fl.us/Content/local-government/reports/finsal25.pdf>.

A follow-up audit was conducted in January 2022, Report No. 2022-83, and, for the documentation reviewed, the recommendations had been implemented.

OBSERVATIONS AND RECOMMENDATIONS

Overall, the Clerk's court-related expenditures were in compliance with sections 28.35(3)(a) and 29.008, F.S., and internal controls and procedures were in place for proper reporting, except for the following items:

Unallowable Expenditures

Section 28.35(3)(a), F.S., defines allowable court-related functions that the Clerk may fund using filing fees, service charges, court costs, and fines, and is limited to those functions expressly authorized by law or court rule.

During our testing of the Clerk's office administrative expenditures, we noted two (2) instances in which the expenditure, contrary to statutory guidance, had been allocated as a court cost, or was not authorized of record as a reasonable administrative support cost. The documentation provided by the Clerk's office did not demonstrate that the expenditures were essential to the statutory duties and responsibilities of the Clerk's office.

- In CFY 23-24, the Clerk's office purchased a hotel stay and parking fees to attend a Government Social Media Conference for \$921, all of which was charged to the State.
- In CFY 24-25, the Clerk's office purchased an airline ticket to attend a Government Social Media Conference for \$495, all of which was charged to the State.

We recommend the Clerk's office ensure that its court-related expenditures are allowable according to s. 28.35(3)(a), F.S. We also recommend that they reimburse the Clerks of Court Trust Fund for \$1,416.

County Funding

Section 29.008(1)(f)1, and 2, F.S., requires counties to fund the cost of communications services which include wireless communications, cellular telephones, facsimile equipment, all computer networks, systems, and equipment, including computer hardware and software, modems, printers, wiring, network connections, and maintenance.

Section 28.37(6), F.S., states that 10% of all court-related fines collected by the Clerk, except for penalties or fines distributed to counties or municipalities under s. 316.0083(1)(b)3, F.S., or s. 318.18(15)(a), F.S., must be deposited into the fine and forfeiture fund to be used exclusively for clerk court-related functions, as provided in s. 28.35(3)(a), F.S. The Clerk's office was unable to demonstrate a methodology to track expenditures made from the 10% revenue collections to ensure the expenditures did not exceed the revenues.

During our testing of the Clerk's office administrative expenditures, we noted three (3) instances in which the expenditures, contrary to statutory guidance, had been allocated as court costs, or was not authorized of record as a reasonable administrative support cost.

- In CFY 23-24, the Clerk's office purchased iLand Secure Cloud Backup software in the amount of \$6,461, all of which was allocated to the court.
- In CFY 23-24, the Clerk's office purchased cable drops and patch panels in the amount of \$375, all of which was allocated to the court.
- In CFY 23-24, the Clerk's office purchased Odyssey Case Manager Enterprise software in the amount of \$74,187, all of which was allocated to the court.

We recommend the Clerk's office ensure that its court-related expenditures are allowable according to s. 29.008(1)(f)2, F.S. We also recommend that the Clerk's office reimburse the State for \$81,023.

Allocation Methodology

The Clerk's office indicated it uses management estimates (updated quarterly) based on specific duties of full-time equivalents (FTEs) for the allocation of overhead expenditures between court and non-court related functions. Accounting estimates, however, should be based on an accumulation of relevant, sufficient, and reliable data and compared to subsequent actual data to determine the reliability of the estimate. The Clerk's office was unable to provide supporting documentation for the allocation of employees' time or administrative expenditures between court and non-court related functions.

Without a reliable method for allocating costs, the Clerk's Office cannot ensure the accuracy of budgetary estimates or determine whether adjustments are needed for future budget cycles. We recommend that the Clerk's Office establish a systematic approach to sampling employees' time and effort between court-related and non-court-related activities. This approach should ensure payroll expenditures accurately reflect the appropriation of State funds and provide a clear basis for evaluating the reliability of budgetary estimates.

The Clerk's Office may consider adopting a sampling methodology, such as those used by Palm Beach or Pasco Counties, which are suitable for offices of varying sizes. These methodologies are available on the CCOC website: <https://flccoc.org/clerks-budget>. This approach should ensure payroll expenditures accurately reflect the appropriation of State funds and provide a clear basis for evaluating the reliability of budgetary estimates.



Kevin Madok, CPA

Clerk of the Circuit Court & Comptroller – Monroe County, Florida

January 29, 2026

Ms. Renée Hermeling
Director, Division of Accounting and Auditing
Department of Financial Services
200 East Gaines Street
Tallahassee, FL 32399-0318
Email: Rence.Hermeling@myfloridaco.com

Dear Ms. Hermeling:

Thank you for the opportunity to review and comment on the recommendations and observations from your Office's recent Article V report for county fiscal years (CFY) 23-24, and 24-25. We appreciate the work performed by your audit team and the recommendations will help with our ongoing efforts to deliver efficient and effective services to Monroe County's taxpayers.

Following are our responses to the audit's recommendations and observations:

- **Recommendation:** Ensure that court-related expenditures are allowable according to s. 28.35(3)(a), F.S. and the Monroe County Clerk reimburse the Clerks of Court Trust Fund \$1,416.
Response: We will update our manuals to ensure staff are evaluating the allowability of expenditures charged to court-related cost centers when submitting reimbursement requests. We will also provide training to Financial staff to ensure that they are properly reviewing the allowability of expenditures. We will reimburse the Clerks of Court Trust Fund \$1,416.
- **Recommendation :** Ensure that its court-related expenditures are allowable according to s. 29.008(1)(f), F.S. and the Monroe County Clerk reimburse the State for \$81,023.
Response: We are reviewing our procedures for evaluating IT-related expenditures to ensure that the appropriate budget is charged for these expenditures. We will reimburse the State \$81,023.
- **Recommendation:** Establish a systematic approach to sampling employees' time and effort between court-related and non-court related activities.
Response: We will review and evaluate possible changes to our current allocation methodology.
- **Recommendations:** Improve controls over bank reconciliations, purchase card reconciliations, and consistent date-stamping of incoming invoices.
Response: We are reviewing our procedures to evaluate steps for improving internal controls.

We appreciate the audit recommendations provided by your staff and the professionalism of your audit team.

Sincerely,

Kevin Madok, CPA
Monroe County
Clerk of the Circuit Court & Comptroller

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