CITY OF JACKSONVILLE, FLORIDA

OFFICE OF INSPECTOR GENERAL

OIG 2026-0054 September 16, 2026

FINAL REPORT

Grant Review

Fresh Ministries LLC

Matthew J. Lascell
Inspector General

Executive Summary

In June 2026, the Office of Inspector General (OIG) initiated a compliance review of Contract Number 71501-24 awarded to Fresh Ministries, Inc. (Fresh Ministries) by Kids Hope Alliance (KHA). During this review, it was discovered that KHA had previously observed potential conflicts between Fresh Ministries' reported program attendance and its actual attendance, as well as questionable documentation.

In response to this information, the OIG reviewed another Fresh Ministries contract, Contract Number 70680-23, to determine if there were similar issues. According to KHA, there were similar issues with this contract as with Contract Number 71501-24 regarding attendance and questionable documentation. KHA said they addressed these issues for both contracts.

When interviewed by the OIG, Fresh Ministries disputed both that there was any non-compliance and that KHA had communicated any such information to them. The OIG obtained limited documentation to clarify what KHA had communicated to Fresh Ministries regarding the perceived non-compliance.

Background

KHA contracts with third-party agencies to provide an assortment of social welfare, education, workforce development, and related services to children and young adults. One of these third-party agencies is Fresh Ministries, a Florida-based nonprofit. Fresh Ministries was awarded Contract Number 71501-24, effective from August 1, 2024, to May 31, 2026, to provide workforce development and vocational training. It was also awarded Contract Number 70680-23, in effect from June 1, 2024, through May 31, 2025, to provide a variety of services, such as case management, counseling, and college and/or career readiness training.

Issue, Governing Directives, and Findings:

Whether Fresh Ministries was compliant with the requirements of Contract Numbers 71501-24 and 70680-23?

Contract Number71501-24:
Per Contract Number 71501-24, Fresh Ministries sought to enroll a total of 25 participants: 10 youth and young adults aged 16 to 24, and 15 prime-age adults aged 25 to 54. The curriculum consisted of training sessions held two days a week (e.g., Mondays and Wednesdays), and Fresh Ministries was required to provide at least two hours of instruction per session.

According to the KHA Contract Manager (KHA CM) who oversaw Contract Number 71501-24, the KHA CM was required to conduct two site visits.

The KHA CM stated that Fresh Ministries proposed having between 10 and 15 participants during training sessions. Based on site visits, the KHA CM discovered that attendance consistently fell below these expectations.

During the December 2025 site visit, the KHA CM observed low attendance, with only three participants, despite the higher attendance figures reported. Fresh Ministries informed the KHA CM that additional participants had arrived after the KHA CM had left. The KHA CM observed that Fresh Ministries was utilizing electronic sign-in sheets; because of this discrepancy, the KHA CM advised Fresh Ministries to transition to wet signatures for all future attendance documentation.

In May 2026, during a joint KHA CM/OIG site visit, the Fresh Ministries Program Director, Instructor, and soft-skills participants were absent, despite the calendar showing that "interviewing skills" training was scheduled and arrived only after the training was intended to start. During this visit, only one participant was present; they were there for vocational certification training rather than the "interviewing skills" training, although attendance records sent to KHA showed an additional participant. The KHA CM reviewed past attendance sheets and noted questionable sign-out times that appeared to have been written by the same individual.

As KHA’s funds for the relevant program reached a "low end," KHA CMs were instructed to recommend only the top three grantees for ongoing support. The KHA CM indicated that Fresh Ministries was not among the top three, as it failed to meet the necessary criteria, mainly due to ongoing attendance and compliance issues noted during the site visits.

The OIG interviewed the Fresh Ministries CM regarding Contract Number 71501-24, who stated they were not made aware of any issues with ongoing attendance or compliance. The Fresh Ministries CM explained that low attendance was often due to participants' work obligations and emphasized the program's flexible scheduling. The Fresh Ministries CM recalled discussing the transition from electronic to "wet" signatures with KHA’s CM and insisted it was presented as a blanket policy change for all organizations rather than a specific concern about their program.

The OIG contacted the KHA CM about Contract Number 71501-24, requesting documentation that demonstrates communication with Fresh Ministries regarding the identified issues. The KHA CM supplied the OIG with email documentation that was sent to the Program Director for Fresh Ministries and the Fresh Ministries CM. This documentation addressed the attendance issues noted and the transition to 'wet' signatures during the site visit in December 2025.

The KHA CM notified the OIG that during the site visit in May 2026, verbal discussions were held with the Fresh Ministries Instructor regarding the low attendance. The Fresh Ministries Instructor offered a verbal explanation for the low attendance to the KHA CM; however, no documentation was produced to capture these discussions.

Contract Number 70680-23:

According to Contract Number 70680-23, Fresh Ministries sought to enroll a total of 80 participants involved with the juvenile justice system: 24 children and youth aged 10-15, and 25 youth and young adults aged 16-21. The curriculum was designed to accommodate 80 participants throughout the program year and focus on the following topics:

- Case Management Services
- Tutoring, Academic Counseling, ESL
- College or Career Readiness (Life After High School) Affirmation
- Work Readiness Training and /or Career Coaching
- Life Skills Training and Counseling
- Leadership Development

The program's curriculum varied based on the individual enrolled. Ideally, participants would remain enrolled for the entire program year. However, a minimum commitment of 3 months was required for youth involved with the court or referred to by the court.

The KHA CM for Contract Number 70680-23 reported conducting two site visits but could not recall the exact dates. During the initial visit, the CM noted that the number of participants present did not match the attendance reported to KHA.

During the subsequent visit, the KHA CM observed sign-in sheets stacked on a desk, allowing participants to sign in weeks in advance. The KHA CM instructed Fresh Ministries that participants must sign in daily to ensure accurate attendance reporting.

The KHA CM also reported observing children approximately 6 to 9 years old in the program. Fresh Ministries stated these children were considered “at risk,” but the KHA CM expressed concern that the term was overly broad and inconsistent with the intended focus on court-involved youth.

The KHA CM noted that Fresh Ministries appeared to be operating multiple programs simultaneously, which made it difficult to determine which children were legitimately part of the KHA-funded program and raised concerns about potential co-mingling across grants.

The KHA CM further stated that on at least two occasions, the facility was closed during posted operating hours, with the gate locked and no staff or participants present, constituting a contract violation.

In response to these observations, KHA implemented adjustments, including requiring support and service logs, shifting to a units-of-service model, and reducing the mandatory hours during which Fresh Ministries was required to be open.

The OIG interviewed the Fresh Ministries CM about Contract Number 70680-23, who stated that no one from KHA articulated attendance concerns to them, and that no Fresh Ministries staff had reported such issues to them.

The OIG contacted the KHA CM about Contract Number 70680-23, seeking documentation that illustrates communication regarding the identified issues. According to the KHA CM, several virtual and in-person meetings were held concerning the concerns noted with the Program Director of Fresh Ministries; however, no records were retained to substantiate that these meetings took place.

According to the KHA CMs for Contract Number 71501-24 and Contract Number 70680-23, Fresh Ministries met their monthly deliverables throughout the duration of the contracts.

Recommended Corrective Actions

The OIG recommends KHA:

1. Strengthen the sign-in/sign-out documentation process by replacing paper sign-in sheets with digital time-stamped check-ins and implementing unique QR codes or PINs per participant. If it is not possible to implement QR codes or unique PINs, the OIG recommends that KHA strengthen procedural and staff controls:

    - Require that agencies have a room monitor present to confirm the arrival and departure times of participants, as well as to record any departures or extended breaks during the program and include an attestation statement on the sign-in sheet as documentation.
    - Increase the number of site visits the KHA CM is required to conduct, as well as require additional site visits if an agency is non-compliant.
    - Submit all recorded outcome reports and documented summaries of site visits to the Contract Manager representative of the agency specified in the contract, and documentation confirming this submission should be retained.

Management's Response

Dear Office of Inspector General,

KHA acknowledges receipt of Management Review 2026-0054 and concurs with the findings presented in the draft report. While KHA regularly monitored both programs, we recognize that some communications to the provider were delivered verbally or informally and were not consistently documented. KHA understands the importance of maintaining thorough and consistent records and will reinforce these expectations with staff. We appreciate the OIG's recommendations and remain committed to strengthening oversight, documentation, and contract-management practices.

In reviewing the draft report, KHA respectfully requests clarification regarding the use of the term “Contract Manager.” The report appears to use “CM” to refer to both KHA staff and the Fresh Ministries provider staff at different points, which made it difficult to determine which party was being referenced. For purposes of accuracy and future reporting, KHA asks that the final report distinguish clearly between KHA’s Contract Manager and the provider’s contract-management personnel to avoid ambiguity.

Steps KHA Has Already Implemented

• Required the use of wet signatures when concerns arose regarding electronic attendance documentation.

• Increased monitoring and site-visit oversight during the latter portion of both contracts.

Steps KHA Will Reinforce with Staff

• Ensure that all verbal communications, instructions, and concerns issued to providers during site visits or meetings are fully documented and retained.

• Maintain complete records of all site visits, summaries, follow-ups, and deliverable reviews.

• Conduct additional site visits when initial concerns emerge and ensure that all related communications are documented.

Thank you for your collaboration and guidance. We value the opportunity to continually strengthen our contract-management processes and appreciate the OIG’s partnership in identifying areas for improvement.

Inspector General Standards

This report/review has been conducted in accordance with the ASSOCIATION OF INSPECTORS GENERAL Principles and Quality Standards for Investigations.

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