

THE SCHOOL DISTRICT OF PALM BEACH COUNTY, FLORIDA

OFFICE OF INSPECTOR GENERAL 3318 FOREST HILL BLVD., C-306. WEST PALM BEACH, FL 33406 (561) 434-7335 FAX: (561) 434-8652 www.palmbeachschools.org Hotline: (855) 561-1010 CARY A. HIGH, ESQ. COUNSEL TO INSPECTOR GENERAL

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# MEMORANDUM

TO:

Case File

FROM:

Cary A. High, Counsel to Inspector General

DATE:

April 19, 2024

SUBJECT:

Posting Final Investigative Report: OIG Complaint 24-0226-C

The above-listed investigative report, completed by an external conflict agency pursuant to Board Policy 1.092.7, was provided to the OIG on April 16, 2024.

Board Policy 1.092.9.d requires that completed investigative reports "deemed substantiated or unsubstantiated, in whole or in part, will be posted on the Inspector General's website."

Because this report contained information confidential and exempt from inspection and copying under Florida Statute section 119.07(1), redactions were made to the report to prepare it for posting in compliance with Florida law and Board Policy 1.092.9.d based on the following legal authorities:

§ 119.071(4)(d)2.a., Fla. Stat. for records containing the name of and place of employment of the spouse(s) or child(ren) of a current or former law enforcement officer;

§ 119.071(4)(d)2.j., Fla. Stat. for records containing the name of and place of employment of the spouse(s) or child(ren) of a current or former Guardian Ad Litem;

§§ 1002.221(1) and 1002.22(2)(d), Fla. Stat.; *Johnson v. Deluz* (875 So. 2d 1 (4th DCA 2004); and Op. Atty. Gen. 2006-21 (2006); *see also* 20 U.S.C. § 1232g and 34 CFR Part 99 ("FERPA" generally) for records containing personally identifiable student information.

The Health Insurance Portability and Accountability Act of 1996 ("HIPAA" generally), Public Law 104-191, was enacted on August 21, 1996; see also § 760.50(5), Fla. Stat.; for information relating to the medical condition or status of any person covered by employer provided health insurance benefits.

# **FORDHARRISON**

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#### INVESTIGATIVE REPORT

TO: Honorable Chair and Members of the School Board

Michael J. Burke, Superintendent

FROM: Shannon L. Kelly, Esq.

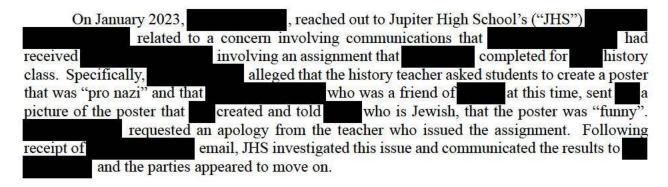
**DATE:** April 11, 2024

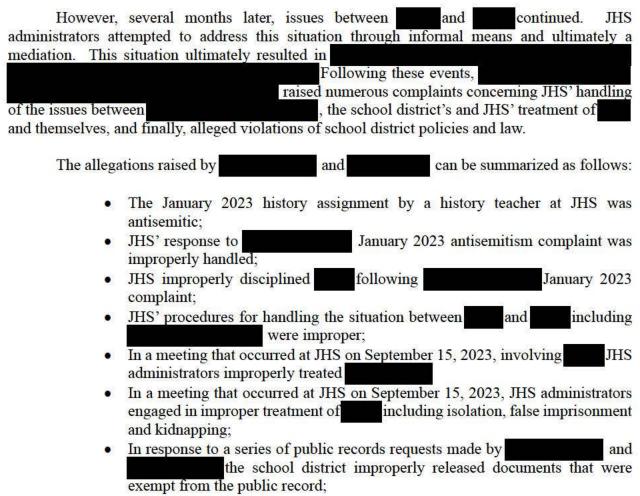
**SUBJECT:** Final Investigative Report: OIG Complaint 24-0226-C

Alleged violations of Florida law and school district policies, including 1006.147, 1003.573, 934.215, 787.03, 817.568, 817.569, 838.21, Florida Statutes and School Board Policies 5.81, 5.002,

3.02, 2.036, 2.504, 3.29

#### **ALLEGATIONS**





- School district employees failed to follow school district procedures regarding the proper use of technology;
- School district employees failed to follow school district procedures regarding the breach of personally identifiable information "PII"); and
- The school district altered documents.

## **GOVERNING DIRECTIVE**

FordHarrison was assigned to conduct the investigation as an external conflict agency pursuant to School District Policy 1.092.

#### **ATTESTATIONS**

School Board Policy 1.092 provides for the Inspector General to receive and consider such complaints, and conduct, supervise, or coordinate such inquiries, investigations, or reviews, as the Inspector General deems appropriate.

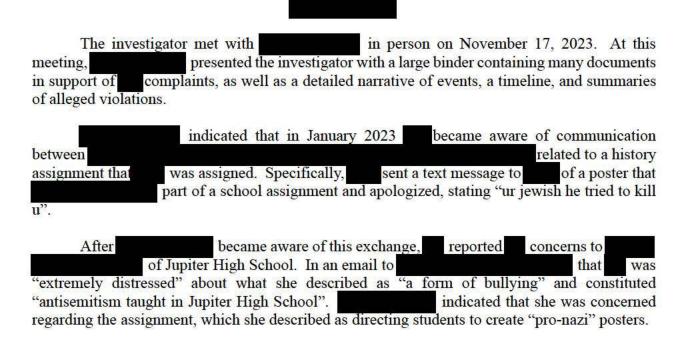
This investigation was conducted in compliance with the Quality Standards for Investigations, Principles, and Standards for Offices of Inspector General, promulgated by the Association of Inspectors General.

The evidentiary standard used by the School District of Palm Beach County OIG in determining whether the facts and claims asserted in the complaint were proven or disproven is based upon the preponderance of the evidence. Preponderance of the evidence is contrasted with "beyond a reasonable doubt," which is the more severe test required to convict a criminal and "clear and convincing evidence," a standard describing proof of a matter established to be substantially more likely than not to be true. OIG investigative findings classified as "substantiated" means there was a sufficient evidence to justify a reasonable conclusion that the actions occurred and there was a violation of law, policy, rule, or contract to support the allegation. Investigative findings classified as "unfounded" means sufficient evidence to justify a reasonable conclusion that the actions did not occur and there was no violation of law, policy, rule, or contract to substantiate the allegation. Investigative findings classified as "unsubstantiated" means there was insufficient evidence to justify a reasonable conclusion that the actions did or did not occur and a violation of law, policy, rule, or contract to support the allegations could not be proven or disproven.

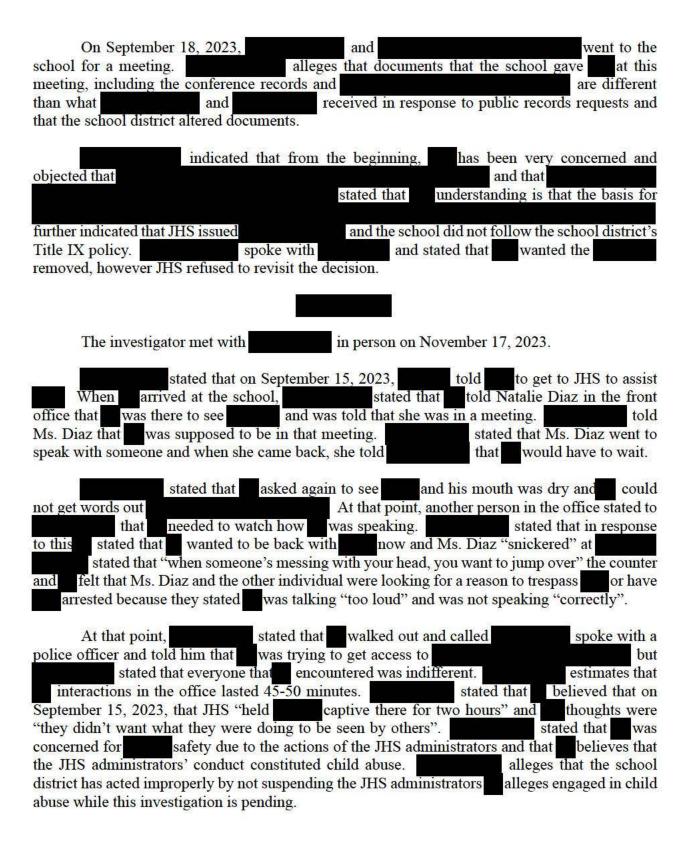
## **METHODOLOGY**

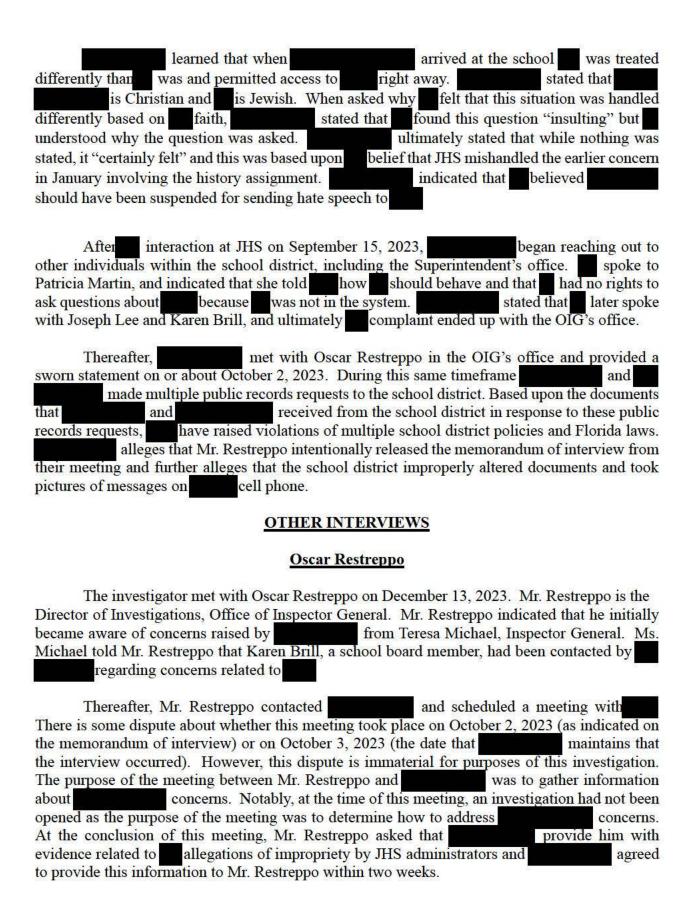
Fifteen (15) witnesses were interviewed as part of the investigation. In addition, the investigator was provided documents by the school district and witnesses.

## INTERVIEWS OF COMPLAINANTS



responded quickly thereafter and asked discussed the issue with would prefer if address the curriculum issue. stated to discuss because the communiconstituted "hate speech" and interviewing investigation procedure.	in interview that asked
indicated in interview that despit JHS chose to  Assistant Principal, Casey Runner. further some needed to Ms. Runner told  Thereafter, indicated that she followed up will did not think that JHS' response was appropriate. did not respond, did not pursue further.	and that spoke with tated that Ms. Runner told that that JHS would not pursue further.
1, 2023 and informed that made an	
left the country shortly thereafter and abroad, was contacted by informing informing mediate the issues between Notably, best to get it all out and hopefully it will stop".	
However, in interview, stated that JHS was going to hold a mediation never informed that there was an investigation involving was called down to the school office twice on September 14	further stated that was and that when
the school had evidence against scared and that the police were involved and that had bee access to water or the restroom and that called the school and told school administrators that they wer arrived and was permitted to be with indicated that the school would not let leave with but permitted to pick	





After their meeting, Mr. Restreppo was copied on correspondence from requesting public records. The typical process is that for public records requests to the OIG's office to be filtered through OIG legal counsel before they are responded to and Mr. Restreppo would not respond on his own to public records requests.

After his conversation with Mr. Restreppo requested that Intake Coordinator Morgan Fagan prepare a draft of a memorandum of interview based on review of the audio recording of Mr. Restreppo's meeting with Ms. Fagan prepared a draft and emailed it to Mr. Restreppo, who edited the document. Thus, two versions of this document existed- the one that was drafted by Ms. Fagan and the one that was revised by Mr. Restreppo. Documents created in the OIG's office are stored on a shared drive and a case management tracking system, in which access is restricted.

This is Mr. Restreppo's standard practice with investigations and while an investigation had not been officially opened in this case, at the time that the memorandum of interview was prepared, Mr. Restreppo reasonably believed that there may be an investigation that was opened and thus this document was not a public record.

A few weeks later, reached out to Mr. Restreppo via email and was upset that statement had been released in response to the public records requests that Mr. Restreppo stated that he had not released any documents in response to the public records requests and while he initially did not believe that documents, he set up a second meeting with because he wanted to determine what documents that had.

In this second meeting, Mr. Restreppo, and the OIG's office's legal counsel, Cary High, were present. Was very upset and wanted to record the meeting. Mr. Restreppo told to he did not have permission to record the meeting and became more upset. Stated that Mr. Restreppo could not be trusted. Ms. Michaels came into the meeting and tried to calm down but did not succeed. In total the meeting lasted approximately 10-15 minutes.

At some point in the meeting, showed the document that had received. According to Mr. Restreppo, the document that had been circulated by email between Ms. Fagan and himself.

Following this meeting, Ms. Michaels contacted the Superintendent regarding the release of the draft memorandum of interview and Mr. Restreppo indicated that the school district began looking into this situation. Approximately one week later, Mr. Restreppo attended a meeting with several individuals, including the Superintendent, Chief of Staff, Chief Financial Officer, General Counsel, Communications Director, and IT Director. In this meeting, Mr. Restreppo learned that after an internal review it had been determined that a member of the school district's communications staff sent the public records request to the IT Department and IT staff performed a key word search for any emails containing name and it pulled the memorandum of interview that had been circulated by email between Mr. Restreppo and Ms. Fagan.

As a result of this incident, further controls have been instituted so that this situation will not reoccur. Specifically, all email addresses for OIG personnel have been provided to the IT department and communications department, so that in the future no documents to or from those addresses are released without permission. In addition, now only using share drive to share confidential documents.

Mr. Restreppo denied being aware of any efforts to retaliate against for bringing forward complaints.

## **Dr. Mickale Linton**

Dr. Mickale Linton was interviewed on December 15, 2023. Dr. Linton is employed by the school district as the Manager, Public Records. The duties and responsibilities of his position include processing public records requests received by the school district. Dr. Linton indicated that his department handles close to 2200 public records requests each year and at any one time, has about 80 public records requests open.

Dr. Linton indicated that when the school district receives public records requests, they are logged and entered into an e-support system. Then the request is given to internal gate keepers to gather information that is responsive to the public records request. Mr. Linton indicated that his department does not typically redact for exemptions and if a public records exemption applies, it is the responsibility of the records custodian to redact.

Regarding the public records requests from and and request, Dr. Linton indicated request was classified as complex as it requested over 20 separate items. Dr. Linton stated that when the first requests were received, on or around October 5, 2023, he noticed that the OIG's office was copied and several other departments were involved. In order to discuss gathering the responsive documents, Dr. Linto set up a Google meet with all of the involved departments.

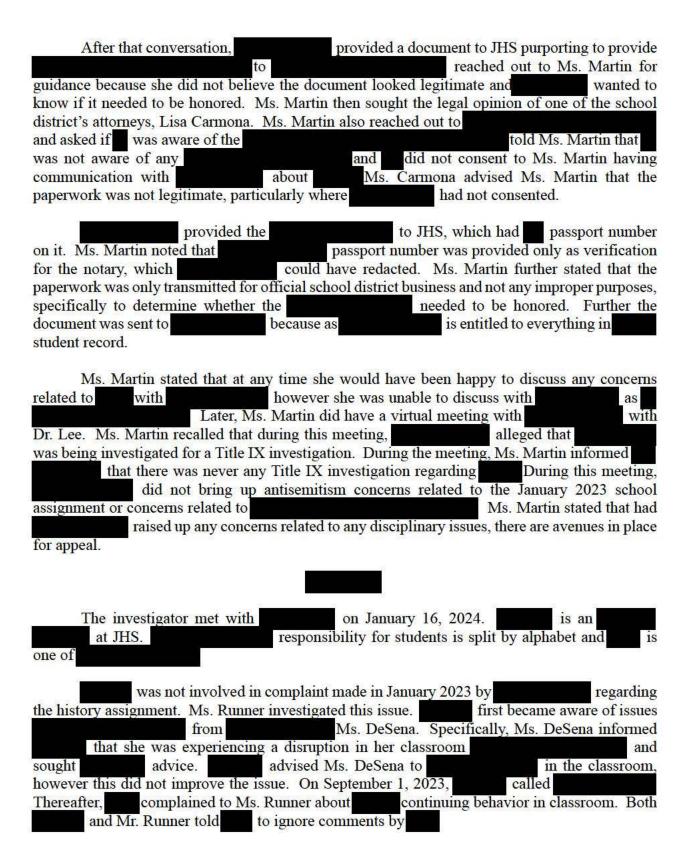
Thereafter, a Google folder was set up for all of the relevant records custodians to upload documents responsive to the public records requests submitted by

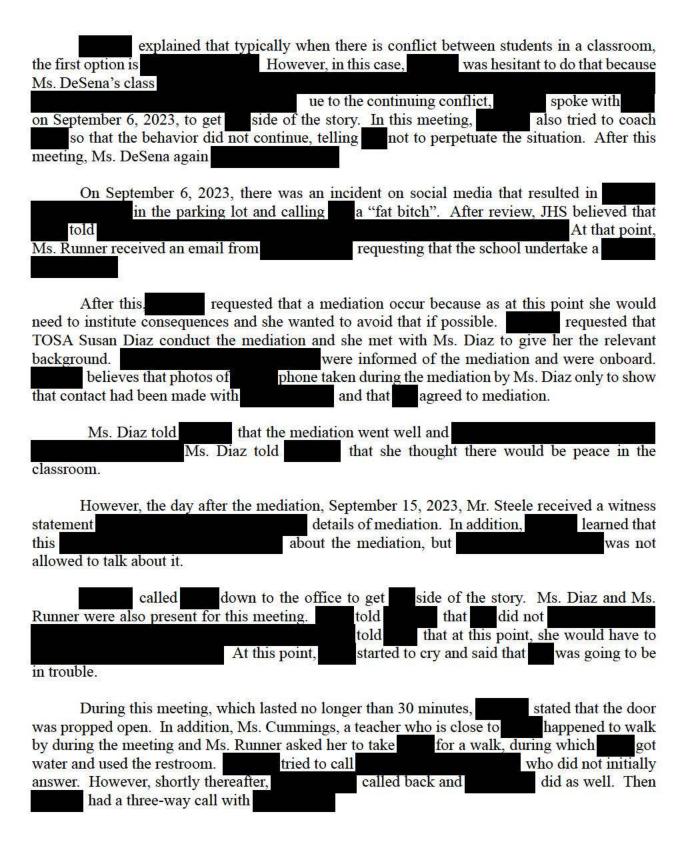
After concerns related to the release of the memorandum of interview came to light,
Dr. Linton and other individuals met with the Superintendent on November 2, 2023, to review the situation. After investigation, it was determined that Lucia Ungaro from Records Management, in IT uploaded the document to the Google folder. Dr. Linton does not know where the document came from, but indicated that IT was involved in pulling emails. However, in this case, the email attaching the memorandum of interview was not included, just the document. Dr. Linton indicated that because the document was not identified as a draft and did not have a cover email, he did not follow up to inquire further as he would have if the document had been identified as a draft.

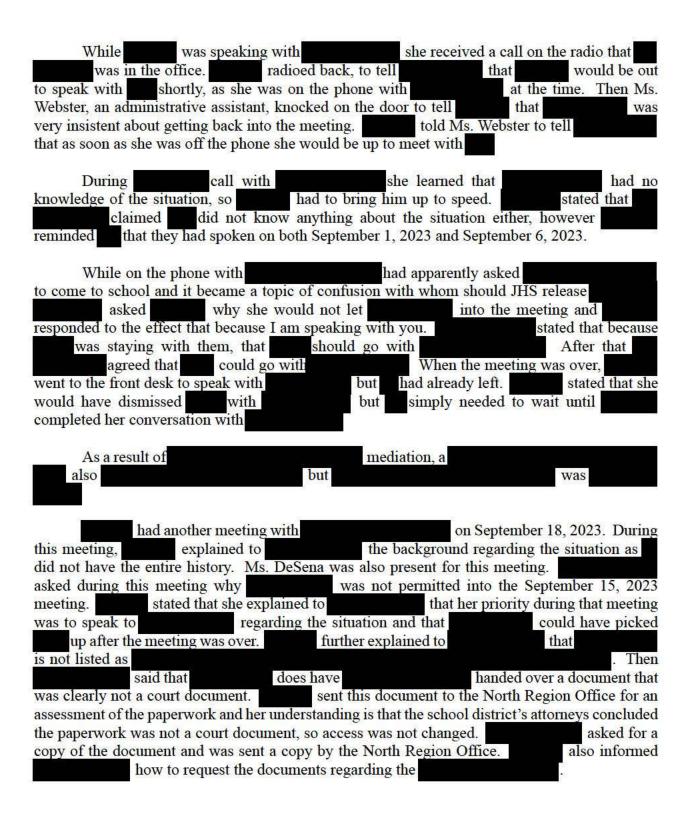
While Dr. Linton received a write up related to this incident, he submitted a written rebuttal as he disputes that he did anything wrong as he believes that the incident was the Records Management department's responsibility. Following this incident the procedure related to handling public records requests involving the OIG's office has been updated, including having the OIG's office sign off on any records that are released. In Dr. Linton's opinion, it would be best practice that drafts are identified with a draft watermark or documents that should not be accessed are password protected. Dr. Linton has no information to suggest that the release of the document was retaliatory.

## Frank Barbieri

School Board Member Frank Barbieri was interviewed on December 13, 2023. Mr. Barbieri received an email from on November 14, 2023, containing complaint. This emailed complaint was also sent to others, including the Superintendent.
Following receipt of this email, Mr. Barbieri spoke on the phone with  was present. Mr. Barbieri believes that he had two conversations with  In these conversations, Mr. Barbieri told  complaint could be investigated by the OIG's office, but if they were making a complaint about the OIG and believed that the OIG was involved in improper conduct, then their complaint would need to be referred out to an outside investigator. Mr. Barbieri indicated that  and  confirmed that they believed that the OIG was involved and had allowed documents to be released as part of their public records request. Mr. Barbieri did not have conversations with  and  regarding the substance of the complaint.
Patricia Martin
The investigator met with Patricia Martin on January 11, 2024. Ms. Martin is the Secondary Instructional Support Team Leader for the North Regional Superintendent's Office.
In September 2023, reached out to Ms. Martin after a disturbance occurred at JHS involving Ms. Martin understood that had a negative interaction with two JHS staff members in the school's front office after was not permitted to attend a meeting involving Ms. Martin's understanding was that was in attendance at the meeting via phone and that JHS staff was in discussions with was at the time and that JHS staff simply asked to wait until the meeting concluded.
Following this incident, began reaching out to the North Regional Superintendent's Office. Ms. Martin indicated that under FERPA she spoke with and informed that she was not able to discuss issues related to academic or disciplinary records as

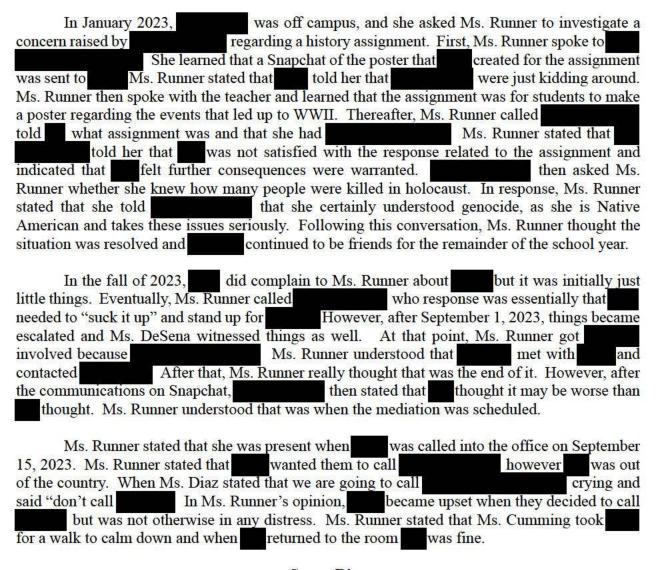






## Casey Runner

The investigator met with Casey Runner on January 16, 2024. Ms. Runner is an Assistant Principal at JHS.

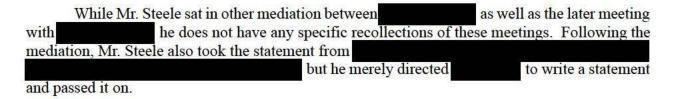


## Susan Diaz

A meeting was scheduled with Ms. Diaz on January 16, 2024, however Ms. Diaz, through her attorney, declined to participate in the scheduled interview.

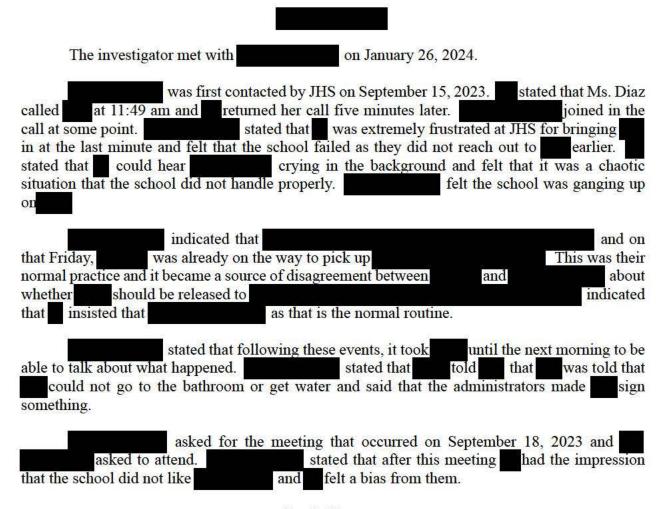
#### Sherman Steele

The investigator met with Sherman Steele on January 18, 2024. Mr. Steel is a teacher on special assignment (TOSA) at JHS. His assignment involves performing some of the duties of an assistant principal, but he does not exercise supervisory authority.



#### **Tim Kubrick**

The investigator met with Tim Kubrick on January 18, 2024. Mr. Kubrick provided background only regarding the school district's human resources policies and procedures.



# Lucia Ungaro

The investigator met with Lucia Ungaro on February 1, 2024. Ms. Ungaro is employed by the school district and her job duties relate to responding to public records requests received by the school district involving student records.

Related to the public records requests from , Ms. Ungaro recalls that the request was extensive, over 20 items with multiple sub-requests. Ms. Ungaro was brought in to assist with the response to the requests related to student records.

Ms. Ungaro received the investigative memorandum and uploaded it to the Google Drive after the search was conducted by IT. She did not review for public records exemptions as this was outside her purview. Ms. Ungaro has no reason to believe that the investigative memorandum was released for any improper purpose or retaliation.

## Juliana DeSena

The investigator met with Juliana DoSona on February 7, 2024. Ms. DoSona is a tanahar

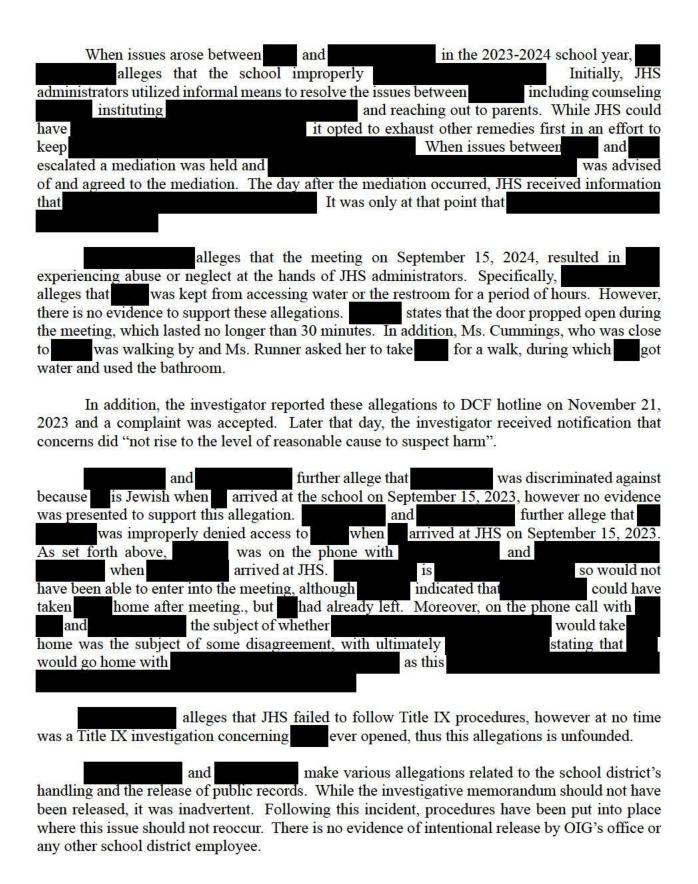
The next day, on September 15, 2023, stated that was called down to the office. were there and that Ms. Runner was there at some points during meeting. Ms. Diaz and stated that they presented with text messages which they believed demonstrated that that showed the administrators phone in hand and that Ms. Diaz took it out of hands and took pictures phone with a cell phone. stated that Ms. Diaz held on to phone for at least 30 asked to go to the bathroom and get water, but stated that during the meeting, minutes. was told no, although did not remember who told her that. stated that at least an hour later, Ms. Cumming showed up and was permitted to get water and use the bathroom. further stated that told the administrators during the meeting that wanted to leave and go further stated that was told that if the situation no. with was told but gets worse, then the police would get involved, although does not remember who said that. stated that during the meeting was panicking and shaking and felt like the administrators were attacking and that stated that the meeting lasted at least two hours.

#### CONCLUSION

was mistreated during the September 15, 2023 meeting are The allegation that unsubstantiated. recollection of this meeting differs substantially from that of the school administrators. While stated that the meeting lasted for several hours, and indicated that the meeting lasted approximately 30 minutes. It is likely that perception of the meeting was different than the school administrators. For this reason, the investigator attempted to resolve this conflict by requesting a video or other documentary evidence to resolve this dispute, which was not available. described being scared and feeling attacked was threatened with having the police called. further during the meeting and stated that was denied access to water and the bathroom, until Ms. Cumming took walk, which described as taking place after was in the room for about an hour. The school administrators also stated that Ms. Cumming took for a walk where had access to the bathroom and water. further stated that during this meeting Ms. Diaz took kept it for at least 30 minutes. This allegation was disputed by who stated that she did not observe Ms. Diaz take phone. Rather, indicated that used phone during the meeting to communicate with via text and when called put the phone on speaker and it was left on the desk for the duration of the call.

The undersigned investigator concludes that the remaining allegations of the complaint are **unfounded**.

With regards to the history assignment in January 2023 that led to the negative interaction between and the investigator was provided no evidence that this assignment itself was improper or antisemitic. After being made aware of concerns, Ms. Runner reviewed the assignment, which related to the causes of World War II, and determined that no action was warranted against the teacher. While alleges that JHS ignored no action was warranted against the teacher. While alleges that JHS ignored concerns, this is inaccurate. Ms. Runner investigated the situation and communicated the results of the investigation to Relatedly, while alleges that JHS acted improperly in this situation by bringing to discuss, Ms. Runner specifically denied this, alleging that spoken to separately.



While makes other allegations that JHS officials fabricated documents, there is no evidence to support this allegation. In support of this allegation, while alleges that the 9/6/23 and 9/14/23 conference notes do not accurately reflect conversation with However, there is no evidence that these documents were "fabricated" as the conference notes are simply notes of conversations. While may not agree with the recollections expressed, this merely represents a difference of opinion regarding matters discussed.
alleges that the fact that JHS took pictures of texts with on September 14, 2023, approving the mediation, constituted an illegal search and seizure of phone. However, stated that Ms. Diaz did not take phone during this meeting, but rather took photos of the screen showing message
alleges that the fact that showing her passport number provided in the public records request was improperly transmitted by school district.  provided the listed as a with the school. As the school had concerns whether this was legitimate paperwork, it sought input from the area superintendent and the legal department to weigh in on this issue. Thus, the transmittal of this paperwork was for legitimate business. Notably, was the one that provided paperwork containing passport number. could have redacted the passport number as that was only included for the notary and not material to the litself. This document was placed in student record and was released to following public records request.
During the course of the investigation, the investigator was provided information from and regarding several allegations that were outside the scope of the investigation. Specifically, and provided information to the investigator which they allege demonstrate that several JHS administrators have misrepresented their qualifications and criminal background. These allegations are outside the scope of this investigation and thus no determinations were made regarding these allegations. However, I will comment that regardless of whether true or not, these allegations would not impact the results of the investigation.
Sincerely,
Sincerely,  Shannon L. Kelly

SLK/vb