

PUERTO RICO VIRGIN ISLANDS

UNITED STATES DEPARTMENT OF EDUCATION OFFICE FOR CIVIL RIGHTS, REGION II

32 OLD SLIP, 26th FLOOR NEW YORK, NY 10005-2500

February 19, 2014

Brent A. MacConnell Superintendent Shrewsbury Borough School District 20 Obre Place Shrewsbury, New Jersey 07702

Re: Case No. 02-11-1076

Shrewsbury Borough School District

Dear Superintendent MacConnell:

This letter is to notify you of the determination made by the U.S. Department of Education, New York Office for Civil Rights (OCR) with respect to the above-referenced complaint filed against the Shrewsbury Borough School District. The complainants alleged that the District discriminated against their daughter (Student 1), on the basis of her disability, by failing to xxxxxxxx with weekly electronic mail messages (emails) from the classroom teacher (Teacher 1) regarding Student 1's classroom behaviors during school year 2010-2011, as required by her xxxxxxxxxxxxxxxxxxxxxxxxxx (Allegation 1). The complainants also alleged that the (Student 2), and other disabled students, on the basis of their disabilities, or in the alternative retaliated because of the complainants' advocacy on behalf of Students 1 and 2 and other disabled students, by issuing a directive on xxxxxxxxxxxxx that (a) restricted the complainants' ability to communicate directly with District staff members about Students 1's and 2's educational programs; (b) prohibited Teacher 1 from responding directly by email to inquiries from parents of disabled students in her class without first consulting students' xxxx xxxxxxxxx; (c) required District staff to forward the complainants' emails to the xxxxxxxxxxx and xxxxxx; (d) required District staff to copy the xxxxxxxxxx and/or xxxxxxxx on every email to the complainants; and (e) required the complainants to convey all of their concerns and communications regarding Students 1's and 2's educational programs exclusively during IEP meetings (Allegation 2). Hereinafter, the complainants will be referred to individually as "complainant 1," i.e., the mother of Students 1 and 2; and "complainant 2," i.e., the father of Students 1 and 2.

OCR is responsible for enforcing Section 504 of the Rehabilitation Act of 1973 (Section 504), as amended, 29 U.S.C. § 794, and its implementing regulation at 34 C.F.R. Part 104, which prohibit discrimination on the basis of disability in programs and activities receiving financial assistance from the U.S. Department of Education (the Department). OCR is also responsible for enforcing Title II of the Americans with Disabilities Act of 1990 (ADA), 42 U.S.C. § 12131 et seq., and its implementing regulation at 28 C.F.R. Part 35. Under the ADA, OCR has jurisdiction over complaints alleging discrimination on the basis of disability that are filed against certain public entities. The District is a recipient of financial assistance from the Department and is a public elementary and secondary education system. Therefore, OCR has jurisdictional authority to investigate this complaint under Section 504 and the ADA.

The regulation implementing Section 504, at 34 C.F.R. 104.61, incorporates by reference 34 C.F.R. § 100.7(e) of the regulation implementing Title VI of the Civil Rights Act of 1964, as amended, 42 U.S.C. § 2000d et seq., which provides that:

No recipient or other person shall intimidate, threaten, coerce, or discriminate against any individual for the purpose of interfering with any right or privilege secured by regulations enforced by OCR or because one has made a complaint, testified, assisted, or participated in any manner in an investigation, proceeding, or hearing held in connection with a complaint.

The regulation implementing the ADA contains a similar provision at 28 C.F.R. § 35.134.

In its investigation, OCR interviewed complainant 1 and District staff. OCR also reviewed documentation that the complainants and the District submitted. OCR made the following determinations.

Allegation 1

¹ OCR determined that the xxxxxxx is no longer employed with the District.

OCR determined that a week later, on xxxxxxxxxxxxx, the xxxxxxx imposed a restriction upon Teacher 1; whereby he directed Teacher 1 not to respond by email to any inquiry regarding any special education student in her classroom, without first consulting with the student's xxxx xxxxxxx. The xxxxxxx stated in the email, however, that Teacher 1 could correspond through communication strategies specifically identified in a student's IEP (including email) to matters specifically identified in a student's IEP. OCR determined that based on this email from the xxxxxxxx, from xxxxxxxxxxx, until about xxxxxxxxxxx, instead of sending weekly email updates to the xxxxxxxxxxxx and the complainant, Teacher 1 typically sent her weekly email updates to Student 1's xxxxxxxx. OCR determined that Student 1's IEP, as written, did not prohibit Teacher 1 from providing the email updates to the complainants and the xxxxxxx xxxxxx indirectly through the xxxxxxx. Teacher 1 stated that aside from two weeks in she provided emails complainants and the xxxxxxxxxxx to the xxxxxxxxxxx every week. OCR's review of documentation that the District and the complainants provided indicated that Teacher 1 provided weekly email updates for 17 of 38 weeks during school year 2010-2011 (excluding the first week of school and weeks when school was closed for recess). OCR did not find any evidence indicating that Teacher 1's emails, whether forwarded by the xxxxxxxxxx or provided directly to the xxxxxxxxx and complainant, were censored in any way.

OCR determined that overall, the xxxxxxxxx and complainants did not receive Teacher 1's weekly email updates for 24 of the 38 weeks. Therefore, OCR determined that on numerous occasions, the xxxxxxxxxxxx met with Student 1 to provide xxxxxxxxxx without the benefit of having Teacher 1's updates regarding Student 1's classroom behaviors.

² The District could not provide evidence that the xxxxxxxx forwarded three weekly email updates to the xxxxxxxx xxxxxxxx and/or the complainants.

³ Instead, the xxxxxxxxx forwarded each of these updates to the xxxxxxxxxxxxx in the following week.

Further, OCR determined that beginning on or about xxxxxxxxxxxx, two additional classroom teachers (Teachers 2 and 3) were responsible for teaching xxxxxxxxxxxx and xxxx, respectively, to Student 1.4 OCR determined that the District did not advise Teacher 2 of Student 1's IEP requirement that she provide weekly emails to the xxxxxxxxxxxxx and the complainants until xxxxxxxxxxxxx. OCR determined that Teacher 2 provided weekly emails to the xxxxxxxxxxxx and the complainants for 5 of 18 weeks that she taught Student 1 during school year 2010-2011. OCR determined that the District did not advise Teacher 3 of Student 1's IEP requirement that she provide weekly emails to the xxxxxxxxxxx and complainants until xxxxxxxx. OCR determined that Teacher 3 provided weekly emails to the xxxxxxxxxxxxxxxx and the complainants for 2 of 18 weeks that she taught Student 1 during school year 2010-2011.

The regulation implementing Section 504, at 34 C.F.R § 104.33(a), provides that "a recipient that operates a public elementary or secondary education program or activity shall provide a free appropriate public education (FAPE) to each qualified disabled person who is in the recipient's jurisdiction, regardless of the nature or severity of the person's disability." The regulation, at 34 C.F.R. § 104.33(b)(1)(i) and 34 C.F.R. § 104.33(b)(2), defines an appropriate education as the provision of regular or special education and related aids and services that are designed to meet the individual educational needs of persons with disabilities as adequately as the needs of non-disabled persons are met. The implementation of an IEP is one means of meeting this requirement.

On February 11, 2014, the District agreed to implement the enclosed resolution agreement, which addresses the compliance concerns mentioned in Allegation 1. OCR will monitor implementation of the resolution agreement. If the District fails to implement the terms of the resolution agreement, OCR will resume its investigation.

Allegation 2

⁴ The complainant advised OCR that Teachers 2 and 3 may have stopped teaching Student 1 at some point after xxx xxxxxx was completed; however, the District informed OCR that Teachers 2 and 3 were responsible for teaching Student 1 through the end of the school year.

In analyzing whether retaliation occurred, OCR must first determine: (1) whether the complainants engaged in a protected activity; (2) whether the recipient was aware of the complainants' protected activity; (3) whether the complainants/injured parties suffered an adverse action contemporaneous with, or subsequent to, the recipient's learning of the complainants' involvement in the protected activity; and (4) whether there is a causal connection between the protected activity and the adverse action from which a retaliatory motivation reasonably may be inferred. When there is evidence of all four elements, OCR then determines whether the recipient has a legitimate, non-retaliatory reason for the challenged action or whether the reason adduced by the recipient is a pretext to hide its retaliatory motivation.

With respect to Allegation 2(a), the complainants alleged that the xxxxxxx discriminated against Students 1 and 2 on the basis of their disabilities or in the alternative retaliated for the complainants' advocacy, by restricting District staff from responding to emails from the complainants. OCR determined that in the email of xxxxxxxxxxxxxx, the xxxxxxx stated regarding complainant 1, "...I am restricting the response to e-mails from you by staff members at the Shrewsbury Borough School. If you have any concerns about your child's program, I will ensure that an IEP meeting be held, upon written request by you, to review your concerns." In the same email, the xxxxxxxxxxx gave the following directive to the xxxxxxxxxxx of the complainants' children, "You are directed to no longer respond to e-mails from [complainant 1] without my permission. You may reasonably respond to any written parental correspondents [sic] that have direct impact on said parent's child's program."

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⁵OCR notes that the xxxxxxxxx was assigned to both Students 1 and 2.

prohibited from communicating with complainant 1 via the telephone, letters, or in meetings; and denied imposing restrictions on any communications other than email. The xxxxx stated that he did not impose an email restriction on any other District parent, because there was no other parent who similarly sent District staff voluminous amounts of email.

OCR reviewed the series of emails that complainant 1 sent to District staff from xxxxxxx, xxxx, to xxxxxxxxxx, which the xxxxxxx stated formed the basis for the email communication restriction. Based on OCR's review of the documentation complainant 1 and the District submitted, OCR determined that complainant 1 sent xxxx emails to District staff between those dates; to the Students' xxxxxxxxx, Teacher 1, and the xxxxxx. determined that these emails consisted of complainant 1's requests for the xxxxxxxxx additional questions raised by complainant 1 regarding Teacher 1's lack of awareness of and/or failure to implement the provision in Student 1's IEP mandating that she provide weekly email updates to the xxxxxxxxxxx. OCR determined that complainant 1 requested the xxxxxxxx xxxx. OCR determined that District staff did not respond to complainant 1's request for a OCR determined that the above-mentioned emails that complainant 1 sent to District staff did not contain time-consuming or unreasonable requests for information. Moreover, OCR determined that complainant 1 did not send an undue number of emails to District staff given the District staff's unresponsiveness and the substance of District staff's replies, which significantly contributed to the number of emails complainant 1 sent between xxxxxxxxxxxxxxxxxxxxx. Additionally, although the xxxxxxx asserted that complainant 1's questions had no relevance to Student 1's IEP, OCR determined that complainant 1's inquiries directly related to reporting requirements in Student 1's IEP. Accordingly, OCR determined that although legitimate on its face, the District's proffered reason for the restriction was pretextual.

Additionally, OCR determined that the xxxxxxxxx assertion that the restriction did not limit District staff from communicating with the complainants via other means (telephone, letter) was not credible. Specifically, OCR determined that on two occasions, complainant 1 requested via email that District staff members call her. In both cases, OCR determined that the recipients of complainant 1's emails forwarded the emails to the xxxxxxxxxx for a response, rather than call complainant 1 as requested. The complainant asserted that when she asked why the staff members did not return her calls, the xxxxxxx informed her that it was because she had asked for a telephone call via email. The xxxxxxx denied that he made this statement to the complainant.

OCR determined that the xxxxxxxxx restriction adversely affected Student 1. Specifically, the restriction resulted in Teacher 1 failing to implement Student 1's IEP because many required weekly email updates were not provided to the complainant and/or the xxxxxxxxxxxx. Additionally, OCR determined that the restriction adversely affected the complainants because OCR found evidence that although the directive stated that District staff should not respond to the complainants via email, District staff did not respond via other allegedly permissible means (e.g., phone calls) when the complainants requested such communication via email.

Based on the foregoing, OCR determined that the District's proffered reason for issuing the directive as it applied to all staff was pretextual. OCR found no other legitimate, non-retaliatory reason for the directive.

With respect to the portion of Allegation 2(a) alleging disability discrimination, OCR did not find, nor did the complainants provide any evidence demonstrating that the xxxxxxxx restriction resulted in discrimination against Student 2 on the basis of his disabilities. Therefore, OCR determined that there was insufficient evidence to support the complainant's allegation that the District discriminated against Student 2, on the basis of his disabilities, with respect to Allegation 2(a). As stated in Allegation 1, however, OCR determined that the directive resulted in discrimination against Student 1 on the basis of her disabilities. Specifically, the restriction resulted in Teacher 1 failing to implement Student 1's IEP.

On February 11, 2014, the District agreed to implement the enclosed resolution agreement, which addresses the compliance concerns mentioned in Allegation 2(a). OCR will monitor implementation of the resolution agreement. If the District fails to implement the terms of the resolution agreement, OCR will resume its investigation.

OCR determined that in the email of xxxxxxxxxxx, the xxxxxxxxx stated to Teacher 1, "You are directed not to respond by e-mail to any inquiry regarding any special education student in your classroom, without first consulting with xxxxxxxxxxxxxx. You may correspond through the communications strategies specifically identified in each specific student's IEP with matters specifically identified in the student's IEP."

OCR determined that the restriction adversely affected Student 1, as discussed in Allegation 1, in that as a result of the directive, Teacher 1 did not comply with the terms of Student 1's IEP as written. Although the directive stated that Teacher 1 could correspond through the communications strategies identified in Student 1's IEP, OCR found, as discussed in Allegation 1, that Teacher 1 did not do so.

With respect to the portion of Allegation 2(b) alleging discrimination against other students with disabilities, OCR did not find, nor did the complainants provide any evidence demonstrating that the xxxxxxx restriction resulted in discrimination against any disabled students other than Student 1. Therefore, OCR determined that there was insufficient evidence to substantiate the complainant's allegation that the District discriminated against other students with disabilities with respect to Allegation 2(b). As stated in Allegation 1, however, OCR determined that the directive resulted in discrimination against Student 1 on the basis of her disabilities. Specifically, the restriction resulted in Teacher 1 failing to implement Student 1's IEP.

On February 11, 2014, the District agreed to implement the enclosed resolution agreement, which addresses the compliance concerns mentioned in Allegation 2(b). OCR will monitor implementation of the resolution agreement. If the District fails to implement the terms of the resolution agreement, OCR will resume its investigation.

forwarded to the xxxxxxxx for handling and alleged that the communications they received in response were not responsive.

OCR determined that the email of xxxxxxxx, as written, did not require District staff to forward the complainants' emails to the xxxxxxxx and xxxxxxxxx. The xxxxxxxxxx stated that District staff was not directed to forward emails from complainant 1, and/or emails relating to Students 1 and 2, to the xxxxxxxxx or herself; but acknowledged that staff sometimes elected to do this. OCR confirmed that on the two occasions identified by the complainants, District staff forwarded complainant 1's emails to the xxxxxxxx.

Regarding the email of xxxxxxxxxxxxxx, OCR determined that Teacher 1 forwarded the email to the xxxxxxx and xxxxxxxxx because she said she did not know the individual referenced by complainant 1. OCR determined that in response to the complainant's inquiry, the xxxxxxx emailed complainant 1 explaining what he had done to look into the matter, asking for additional information but also suggesting that Student 1 could be referring to a xxxxxxxxxxxxxx to Student 1 that day. OCR further determined that after a continued email exchange, the xxxxxxxx ultimately chose not to respond to complainant 1's further inquiries because he felt complainant 1 already knew who the individual was. OCR did not find sufficient evidence to establish that Teacher 1 forwarded the email because she was required to do so.

Although the complainants were dissatisfied with the responses they received from xxxxxxxxxx, OCR did not find evidence to substantiate that forwarding the emails to xxxxxxxxxx caused communications to be delayed or not provided at all, or that the emails were censored. Moreover, there was insufficient evidence to substantiate that this was done pursuant to the email directive from xxxxxxxxxx.

Based on the above, OCR determined that there was insufficient evidence to substantiate the complainant's allegation that xxxxxxxxx required District staff to forward the complainants' emails to the xxxxxxxxxx and xxxxxx. Accordingly, OCR found insufficient evidence of an adverse action to support an allegation of retaliation. Absent an adverse action, OCR does not proceed further with retaliation analysis. Similarly, OCR found insufficient evidence to substantiate the complainants' allegation that xxxxxxxxxx discriminated against Students 1 and 2 by requiring District staff to forward the complainants' emails to him and the xxxxxxxxx. Accordingly, OCR will take no further action regarding Allegation 2(c).

With respect to Allegation 2(d), the complainants alleged that the xxxxxxx discriminated against Students 1 and 2 on the basis of their disabilities, or in the alternative retaliated for the complainants' advocacy, by requiring District staff to copy the xxxxxxxx and/or xxxxxxxx on every email sent to the complainants. Complainant 1 acknowledged that there was no written

directive to Student 2's teacher or providers; however, she specifically identified emails with Student 2's xxxxxxxxx that were forwarded or copied. She believed that there might have been an oral directive to Student 2's providers.

OCR determined that the xxxxxxxxx email of xxxxxxxxxxxx, did not contain a requirement that District staff copy the xxxxxxxxxx and/or xxxxxxxxxx on every email sent to the complainants. The xxxxxxxxxx and the xxxxxxxxxx denied that xxxxxxxxx required District staff members to copy the xxxxxxxx and/or xxxxxxxxxx on emails to the complainants.

OCR determined that with few exceptions, Teacher 1, Student 2's xxxxxxxxxxx, and Teachers 2 and 3 copied the xxxxxxxxxx and/or the xxxxxx on emails regarding Students 1 and 2, and/or on emails to complainant 1, from the date of the xxxxxxx directive until the end of school year 2010-2011. Teacher 1 acknowledged that she copied the xxxxxxxxx and xxxxxxxx on emails sent to the complainants, but denied that she was directed to do so. OCR found no evidence that the xxxxxx required any District staff to copy him or the xxxxxxxxx on every email sent to the complainants.

Based on the above, OCR determined that there was insufficient evidence to substantiate the complainant's allegation that xxxxxxxx required District staff to copy him or the xxxxxxxxx on every email sent to the complainants. Accordingly, OCR found insufficient evidence of an adverse action to support an allegation of retaliation. Absent an adverse action, OCR does not proceed further with retaliation analysis. Similarly, OCR found insufficient evidence to substantiate the complainants' allegation that the xxxxxx discriminated against Students 1 and 2 by requiring District staff to copy him or the xxxxxxxxx on every email sent to the complainants. Accordingly, OCR will take no further action regarding Allegation 2(d).

With respect to Allegation 2(e), the complainants alleged that the xxxxxxx discriminated against Students 1 and 2 on the basis of their disabilities, or in the alternative retaliated for the complainants' advocacy, by requiring the complainants to convey all of their concerns and communications regarding Students 1 and 2 exclusively during IEP meetings. As stated above, OCR determined that in the email of xxxxxxxxx, the xxxxxxx stated, regarding complainant 1, "If you have any concerns about your child's program, I will ensure that an IEP meeting be held, upon written request by you, to review your concerns." Additionally, in another email to complainant 1 sent on the same date, the xxxxxxx stated, "If you have concerns

¹⁰ Although OCR did not find evidence of a written directive to Student 2's teachers or xxxxxxxxxxxxx, OCR found that Student 2's xxxxxxxxxx copied the xxxxxxxxxxx and xxxxxxx on emails regarding Student 2 and/or emails to complainant 1 after the date of the directive.

¹¹ The complainants also asserted that the xxxxxxxxxx failed to respond directly to their oral and written request, made on xxxxxxxxxxxxxx, for a telephone call to discuss Student 1's annual review meeting scheduled for xxxxxxxxxxxx; and instead, responded to their request in a letter, dated xxxxxxxxxxxxx. OCR determined that this does not raise a compliance concern under the regulations enforced by OCR.

with your child's IEP, please send a written request for an IEP meeting, the venue where decisions can be made to address your concerns." The xxxxxx did not state in the email that the complainants were required to convey all of their concerns and communications regarding Students 1 and 2 exclusively during IEP meetings.

The xxxxxxxx and other District staff denied that the District required complainant 1 to discuss all of her concerns regarding Students 1 and 2 during IEP meetings. The xxxxxxx stated that in accordance with District practice, parents could have informal discussions with staff regarding their child; but if there was a concern with a current IEP and a parent believed there should be a change, District staff would request an IEP meeting.

OCR reviewed the email correspondence between the complainants and District staff regarding questions that complainant 1 raised regarding the Student 1's and 2's programs. OCR found in the two instances provided by the complainant that the xxxxxxxx asked complainant 1 whether she wanted to request a meeting to discuss issues that were not related to a concern with a current IEP and/or a request for a change to the IEP. OCR further determined that there were occasions when District staff did not require complainant 1 to request an IEP meeting in response to comments and questions raised by complainant 1 regarding Students 1 and 2, and other occasions when the District's requests to schedule an IEP and/or parent meeting with the complainants were in accordance with District practice.

Based on the foregoing, OCR determined that there was insufficient evidence to substantiate the complainants' allegation that the xxxxxxx required the complainants to convey all of their concerns and communications regarding Students 1 and 2 exclusively during IEP meetings. Accordingly, OCR found insufficient evidence of an adverse action to support an allegation of retaliation. Absent an adverse action, OCR does not proceed further with retaliation analysis. Similarly, OCR found insufficient evidence to substantiate the complainants' allegation that the xxxxxx discriminated against Students 1 and 2 by requiring the complainants to convey all of their concerns and communications regarding Students 1 and 2 exclusively during IEP meetings. Accordingly, OCR will take no further action regarding Allegation 2(e).

As stated above, on February 11, 2014, the District agreed to implement the enclosed resolution agreement, which addresses the compliance concerns discussed in Allegations 1, 2(a) and 2(b). OCR will monitor implementation of the resolution agreement. If the District fails to implement the terms of the resolution agreement, OCR will resume its investigation.

This letter sets forth OCR's determination in an individual OCR case. This letter is not a formal statement of OCR policy and should not be relied upon, cited, or construed as such. OCR's formal policy statements are approved by a duly authorized OCR official and made available to the public.

The complainant may have the right to file a private suit in federal court whether or not OCR finds a violation.

Please be advised that the District may not harass, coerce, intimidate, or discriminate against any individual because he or she has filed a complaint or participated in the complaint resolution process. If this happens, the complainant may file another complaint alleging such treatment.

Under the Freedom of Information Act, it may be necessary to release this document and related correspondence and records upon request. In the event that OCR receives such a request, it will seek to protect, to the extent provided by law, personally identifiable information, which, if released, could reasonably be expected to constitute an unwarranted invasion of personal privacy.

If you have any questions about OCR's determination, please contact Stacy Bobbitt, Compliance Team Investigator, at (646) 428-3823 or stacy.bobbitt@ed.gov, Jocelyn Panicali, Compliance Team Attorney, at (646) 428-3796 or jocelyn.panicali@ed.gov, or Nadja Allen Gill, Compliance Team Leader, (646) 428-3801 or nadja.r.allen.gill@ed.gov.

Sincerely,

Timothy C. J. Blanchard

Encl.

cc: xxxxxxxxxxxxxx , Esq.