OKLAHOMA STATE BOARD OF EDUCATION ADMINISTRATIVE COMPLAINT

STATE OF OKLAHOMA, ex. rel. STATE DEPARTMENT OF EDUCATION,))
Applicant,)))
VS.	2021-19
MICHAEL TODD BUNCH,)
Respondent.))

EMERGENCY ORDER

On this 30th day of September 2021, this matter came on for consideration the Application for Emergency Order to Summarily Suspend Teaching Certification (the "Application") of Michael Todd Bunch. The Application was presented to the Oklahoma State Board of Education (the "Board") by Brad Clark, General Counsel for the Board.

STATEMENT OF FACTS

- 1. Bunch holds a valid Oklahoma teaching certificate (the "Certificate"), number 196550, attached to the Application as Exhibit "A".
- 2. Bunch is currently certified in American History, Grades 5-12; Elementary Principal, Grades PreK-8; Physical Education/Health/Safety, Grades PreK-12; Secondary Principal, Grades 5-12; and Superintendent, Grades PreK-12. *Id.*
- 3. Bunch was most recently employed as the superintendent at Ninnekah Public Schools (the "District"), and is currently suspended from his employment by the District board of education. *See* "Ninnekah Board of Education suspends NPS officials, approves resignations of board members", Grady County Express-Star, 26 August 2021 (available at: chickashanews.com/news/ninnekah-board-of-education-approves-suspensions-resignations/article b585120c-0680-11ec-8d6f-0f1c6975a423.html).

- 4. Prior to his suspension by the District, Bunch had served as the superintendent of Ninnekah Public Schools from 2005 through August 2021, with the exception of a period in 2019 when he was employed instead as the District's CFO because his teaching certificate had expired while criminal charges were pending against him. (See ¶15 below.)
- 5. In 2014, Ninnekah Public Schools hired Ronald Akins as a girls basketball coach and Physical Education teacher. On June 29, 2021, Akins was charged in Grady County with two felony counts of Sexual Battery in violation of 21 O.S. § 1123(B), and two counts of Rape by Instrumentation in violation of 21 O.S. § 1111.1. These charges were brought in relation to Akins's alleged inappropriate behavior and assaults against a District student. *See* "Akins Application to Suspend and Revoke", attached to the Application as Exhibit "B".
- 6. Title IX of the Education Amendments of 1972, or "Title IX", is a federal law that applies to public schools. Title IX protects students from discrimination or harassment based on sex, by ensuring an education institution must respond swiftly and appropriately if a student raises a complaint or concern of that nature. See 20 U.S.C. § 1681; 34 C.F.R. Part 106. Guidance provided in 2015 by the United States Department of Education (USDE) explained that, "In order to best perform academically and to have equal access to all aspects of a [school district's] educational programs and activities, students must not be subjected to unlawful harassment, either in the classroom or while participating in other education programs or activities." See April 2015 USDE Title IX Resource Guide (now superseded), 15 (available at: https://www2.ed.gov/about/offices/list/ocr/docs/dcl-title-ix-coordinators-guide-201504.pdf).
- 7. While Title IX is ultimately enforced at the federal level, the Oklahoma State Department of Education (OSDE) helps ensure that Oklahoma school districts comply with applicable federal laws through the state accreditation of public schools. *See* 70 O.S. § 3-104.4.

8. Guidance provided by the U.S. Department of Education in 2015 notified school districts of the obligation to designate a Title IX coordinator, and identified the key duties of that role. See 24 April 2015 "USDE Dear Colleague Letter" on Title IX Coordinators (now superseded),

3 (available at:

https://www2.ed.gov/about/offices/list/ocr/letters/colleague-201504-title-ix-coordinators.pdf).

This Dear Colleague letter states:

"Title IX coordinators must have the full support of their institutions to be able to effectively coordinate the [school district's] compliance with Title IX. Such support includes making the role of the Title IX coordinator visible in the school community and ensuring that the Title IX coordinator is sufficiently knowledgeable about Title IX and the [district's] policies and procedures." *Id.* at 4.

9. Bunch had served along with another Ninnekah employee (Title IX coordinator Charles Yackeyonny) as a member of the District's Title IX team until his suspension by the District school board in August 2021. When asked by Oklahoma State Department of Education (OSDE) staff in a recorded discussion on July 29 who the Ninnekah Public Schools designated Title IX coordinator had been at the time of the incidents leading up to the Akins arrest on sexual assault charges, Bunch initially identified himself as the coordinator then stated that he did not remember. See 29 July 2021 OSDE "Transcript Notes", attached to the Application as Exhibit "C", 2 (audio 3:45). Yackeyonny had in fact been the District's Title IX coordinator, as designated by Bunch while he served as superintendent. When Bunch was asked whether Yackeyonny understood what the responsibilities of a Title IX coordinator are, Bunch replied that he did not know whether Yackeyonny understood those duties, although he had designated Yackeyonny for that role. Further asked if he knew what the duties of a Title IX coordinator were—a role that Bunch was not immediately clear on whether he had served in—Bunch stated that he was then "learning." Id. at 7 (audio 20:50).

- 10. Asked by OSDE staff how the decision had been made by Bunch and others to designate Yackeyonny as the District's Title IX coordinator, Bunch replied that "he'd gotten his administrative certificate and degree and so I, we just felt like he would be a good person to have somebody in a Title-type role. Kind of a little bit of administrative duty, just kind of give him some experience." Id. at 7 (audio 20:25). The OSDE notes that Yackeyonny does not hold, and has never held, a certification for any administrator positions (see ¶2 above), but he did complete an Educational Leadership Degree—in 2019, several years after his designation as coordinator. When asked what training had been provided to Yackeyonny to prepare him for serving in his role as the Title IX coordinator for a school district, Bunch responded "I don't know that he went to any training." *Id.* at 2 (audio 4:50). However, all public school administrators were on notice of the training requirements for Title IX coordinators, through the 2015 guidance on the law distributed by the U.S. Department of Education. The 2015 USDE guidance letter referred to at ¶8 above explains that school districts "must ensure that their Title IX coordinators are appropriately trained and possess comprehensive knowledge in all areas over which they have responsibility in order to effectively carry out those responsibilities, including the [district's] policies and procedures on sex discrimination and all complaints raising Title IX issues throughout the institution." See 2015 Dear Colleague Letter at 6.
- 11. In 2015, a deputy from the Grady County Sheriff's Office contacted high school principal David Pitts to notify the District that the sheriff's office had received allegations that Akins had done something inappropriate involving a student while serving in his role as an employee at Friend Public Schools, his previous district. Bunch acknowledged to OSDE staff that Grady County law enforcement had initially notified the District of allegations made against Akins "4 or 5 years ago" (identified from the record as 2015). Bunch further acknowledged that when law enforcement advised school administrators in 2015 that there were allegations against Akins

in connection with misconduct at his previous employer Friend Public Schools, the District did not initiate any type of investigation or follow-up, including under Title IX. *See* "Transcript Notes" at 4 (audio 10:45).

12. At some points Bunch has denied knowing that the allegations Grady County law enforcement notified the District about in 2015, about an issue involving Akins's time at Friend Public Schools, related to possible misconduct against a student. In the discussion with the OSDE Title IX team on July 29, 2021, Bunch claimed that the first time he had heard of any allegations involving Akins acting inappropriately toward a student was upon the arrest of Akins in June 2021. When OSDE staff specifically probed Bunch on whether there had been any allegations of impropriety raised when Grady County law enforcement contacted the District in 2015, he stated "I honestly don't know if it was an adult or a student or what, a coworker. I don't know." *Id.* at 11 (audio

However, other sources including a written "Timeline of Events" that Bunch himself provided to OSDE staff on July 23—six days prior to the July 29 discussion—contradict the claim that he had no idea a student was involved in the allegations from Friend. See "Bunch 'Timeline of Events'", attached to the Application as Exhibit "D". Bunch's timeline begins with notes titled "Previous allegation: (2016-2017)" [sic], including the written observation that "Akins was being investigated on a matter involving a letter to a student at Friend Public Schools several years back" (emphasis added). Id. Further, Bunch is named as one of the defendants in a federal lawsuit brought in the Western District of Oklahoma by several of the students Akins had targeted. See "Federal Complaint" in Jane Does 1-12 v. Ninnekah et al., attached to the Application as Exhibit "E". The Complaint filed in this case excerpts text messages ascribed to Bunch that state:

"Approximately 4 years ago my HS principal...called my office and said a deputy showed up at the school to talk to Ron [Akins]. The principal ask [sic] what it was regarding and the deputy said simply 'an allegation' he [sic] ask involving a student and he [the Deputy] said 'yes' other than that he wouldn't elaborate"

(emphasis added). Id. at 8 ¶30.

Bunch appears to have been on notice that allegations had been made about Akins acting inappropriately toward a student at another school district by sometime in 2015.

13. Current and former students who had played on the Ninnekah girls basketball team coached by Akins, and assistant coached by Yackeyonny, attended District board of education meetings and entered into the record public comments about their experiences with the team and its atmosphere. In reference to allegations that there were school personnel who knew of and did not act on rumors or concerns about Akins's predatory behavior, these young women made statements including:

"We were impressionable children with a love of the game, not promiscuous girls looking for attention. All we wanted was to play basketball."

"We should have been taken seriously. Appropriate actions should have been taken, and they weren't."

See "Ninnekah community, former players speak to school board", Chickasha News 19 July 2021 (available at: https://www.chickashanews.com/news/ninnekah-community-former-players-speak-to-school-board/article-5b23e356-e8b2-11eb-9a7b-4b5e40f3812a.html).

One former District basketball player who spoke anonymously with local media observed, "I'm not surprised about this arrest [of Akins]. I heard rumors of girls before me that he had done this to, and then it happened to me, and with this arrest there must've been more after me." *See* "Former team member speaks out after Ninnekah coach arrested for sexual assault allegations", KFOR, 26

June 2021 (available at:

https://kfor.com/news/former-team-member-speaks-out-after-ninnekah-coach-arrested-for-sexual-assault-allegations/).

Ninnekah students also organized a walkout demonstration held on August 20, 2021, to call for the District to take action regarding Bunch and others who had allegedly "turn[ed] a blind

eye" to wrongdoing. *See* "'Do you hear us now?' Ninnekah students walk out, protest board's lack of action", Chickasha News, 20 August 2021 (available at: <a href="https://www.chickashanews.com/community/do-you-hear-us-now-ninnekah-students-walk-out-protest-school-board-s-lack-of/article 0e470c68-0219-11ec-b002-5f175948ebc6.html).

Following this student and community outcry, the District board of education held a special meeting on August 25, 2021, at which two board members resigned and the board suspended the employment of Bunch and high school principal David Pitts. *See* 25 August 2021 Ninnekah Public Schools board of education special meeting agenda (available at:

https://core-docs.s3.amazonaws.com/documents/asset/uploaded file/1494209/Agenda 2021-08-25 Special Meeting.pdf).

14. On or about September 15, 2021, the State Board of Education notified the Ninnekah Public Schools board of education that the State Board planned to consider action at its scheduled meeting on September 30, 2021, to update the District's public school accreditation status to "Accredited With Probation" pursuant to 70 O.S. § 3-104.4 and Oklahoma Administrative Code 210:35-3-201. The letter the State Board sent to the Ninnekah school board to notify the District of this planned agenda item identified the apparent failure to properly implement Title IX protections for students as the basis for potentially assigning the District a probationary accreditation status. See 15 September 2021 "Accreditation Action Notice Letter", attached to the Application as Exhibit "F". This Letter explicitly notes that "Had Ninnekah administrators responded appropriately to the allegations that local law enforcement alerted them to in 2015 regarding Ronald Akins and possible misconduct involving a student at another district, any incidents of harassment and assault that Akins subjected Ninnekah students to after that time could potentially have been prevented." Id. at 4.

15. Bunch is known to have a history of domestic violence charges, based on allegations brought by at least three alleged victims citing incidents between 2014 and 2019. *See*, *e.g.*, "Alleged Victim of Ninnekah School Superintendent Speaks Out", KWTV, 2 November 2018 (available at:

news9.com/story/5e3484cc527dcf49dad77abf/alleged-victim-of-ninnekah-school-superintendent-speaks-out). During much of school year 2019-2020, Bunch was employed as the District's CFO rather than its superintendent, because his certification had expired and could not be reissued while a felony charge was pending against him for Domestic Assault and Battery by Strangulation. Among the statements made by the complaining witness at a preliminary hearing held on this matter on March 27, 2019, who described Bunch as "controlling", were the following remarks:

"[Bunch] would track me on his phone where I was at, text me the whole time....I've missed holidays and activities and things like that because he didn't want me around my family because he thought they were trashy."

"Went to sleep in my bed, and I—the next thing I know, I wake up to him on top of me in my bed—in our bed....to where he had a knee on each side of my body, and he was facing me. So his legs were over me and my arms, and he had pinned down with his legs; he was pushed together to where my hands couldn't come up....He was putting weight on me to where I couldn't move my arms. He was pinning my arms down to my side with his legs....And he got the pillow and with his hands he smooshed it over my face to where he was trying to kill me. He cut off my breathing. And he pushed hard and was squeezing and—and leaning down pushing that pillow over my face, like, cupping my face with the pillow to where I couldn't breathe."

"He was calling me names and telling me I should have been home at the time he said....he had the pillow over my face. And he was still screaming....He called me a whore, a trashy whore from Midwest City—excuse my language, but a nigger lover, fat, stupid. He would say those things to me every time I would go to the City."

See 27 March 2019 "Preliminary Hearing Transcript" for Garvin County CF-2019-10, attached to the Application as Exhibit "G", at 8; 13-14; 18. Bunch ultimately received a not guilty verdict on

the felony strangulation charge at the conclusion of a jury trial on October 3, 2019. *See* Garvin County CF-2019-00010.

- 16. While a 2015 misdemeanor charge of Domestic Abuse Assault and Battery against Bunch was dismissed by the state due to the alleged victim's hesitation to appear in court to testify, the Oklahoma State Bureau of Investigation (OSBI) officially entered an objection to Bunch's motion for expungement of the charge. The Garvin County District Court denied Bunch's request for expungement, and the charging information remains accessible on the Oklahoma State Court Network (OSCN). *See* Garvin County CM-2015-00342.
- 17. Based on his failures to take appropriate action in response to known concerns about a District employee's suspected exploitation of students, Bunch's continued certification for administrative and instructional positions in Oklahoma public schools would represent a potential danger to students.

CONCLUSIONS OF LAW

- 1. The Board is vested with the general authority to provide for the health and safety of schoolchildren while under the jurisdiction of school authorities. *See* 70 O.S. § 3-104(17).
 - 2. That Title 70 O.S. § 3-104(6) provides:
 - The supervision of the public school system of Oklahoma shall be vested in the State Board of Education and, subject to limitations otherwise provided by law, the State Board of Education shall...[h]ave authority in matters pertaining to the licensure and certification of persons for instructional, supervisory and administrative positions and services in the public schools of the state...and shall formulate rules governing the issuance and revocation of certificates. ...
- 3. The Oklahoma Administrative Procedures Act, 75 O.S. § 250 et seq., governs the State Board's administrative actions relating to teacher disciplinary matters. See 75 O.S. § 250.3(3). More specifically, 75 O.S. § 314(C)(2) provides:

If the agency finds that public health, safety, or welfare imperatively requires emergency action, and incorporates a finding to that effect in its

order, summary suspension of a license may be ordered pending proceedings for revocation or other action. These proceedings shall be promptly instituted and determined. *See* 75 O.S. § 314.

4. Further, 75 O.S. § 314.1 provides:

As authorized by or pursuant to law, if an agency finds that the public health, safety, or welfare imperatively requires emergency action, has promulgated administrative rules which provide for such action and incorporates a finding regarding the emergency in its order, emergency actions may be ordered pending the final outcome of proceedings instituted

5. The Board's rule at OAC 210:1-5-6(e) provides:

Pursuant to 75 O.S. § 314.1, in the event the State Board of Education finds that public health, safety, or welfare imperatively requires emergency action, the State Board of Education may issue an emergency order summarily suspending a certificate pending an individual proceeding for revocation or other action. Such proceedings shall be promptly instituted and determined. Such an order shall include specific findings of fact specifying the grounds for the emergency action. Within three (3) business days of the issuance of the order by the Board, a copy of the order shall be sent to the holder of the certificate via certified or registered mail, delivery restricted to the certificate holder, with return receipt requested.

- 6. Oklahoma law and Board rules provide that a certificate shall be revoked for a "willful violation of a rule or regulation of the State Board of Education, a willful violation of any federal or state law....or for other proper cause." See 70 O.S. § 6-189(F); see also OAC 210:1-5-6(b).
- 7. Included in the administrative rules are the Standards of Performance and Conduct for Teachers at Title 210, Chapter 20, Subchapter 29. *See* OAC 210:20-29-1 through OAC 210:20-29-5.
- 8. The Board holds authority "in matters pertaining to the licensure and certification of persons for instructional, supervisory and administrative positions and services in the public schools of the state...and shall formulate rules governing the issuance and revocation of certificates for superintendents of schools...." See 70 O.S. § 3-104(6). The professional

competencies required for certification as an Oklahoma public school superintendent include, but are not limited to, the following administrative rule provisions:

a. General knowledge of educational administration and related skills

The candidate for licensure and certification as superintendent has, and can demonstrate, knowledge of:

- (1) Procedures for implementing policies to comply with state and federal regulations and legal requirements.
- (2) Political theory and the skills needed to build community support for district priorities and policies. ...

The candidate for licensure and certification as superintendent has, and can demonstrate, the abilities to:

- (1) Develop programs to build community support for the district.
- (2) Develop superintendent/board of education interpersonal and working relationships necessary to develop policies to guide the district. See OAC 210:20-9-181.

b. Leadership knowledge and skills

The candidate for licensure and certification as principal/superintendent has, and can demonstrate, the skills to:

- (1) Facilitate the development of a written vision for the school/district and a well-developed educational philosophy and be able to market that vision and philosophy. ...
- (3) Facilitate the preparation of a comprehensive assessment of the school's climate and instructional programs with input from teachers, students, and parents. ...
- (8) Delegate authority and empower teachers to work as peers. ...
- (10) Build self-respect in staff and students.
- (11) Promote the value of understanding and celebrating school/community cultures.
- (12) Respect and encourage diversity among people and programs. ...
- (14) Facilitate cooperation among groups.

See OAC 210:20-9-182.

c. Abilities to put research and knowledge/findings into practice

The candidate for licensure and certification as superintendent has, and can demonstrate the skills to:

(5) Demonstrate the ability to work effectively with human diversity in a variety of settings, socioeconomic levels, exceptionalities, and cultural

and ethnic backgrounds. ... See OAC 210:20-9-183.

d. Application of knowledge of developmental levels and needs of students to meet educational needs of students

The candidate for licensure and certification as principal/superintendent has, and can demonstrate, the skills to:

- (1) Implement and maintain special education programs that communicate and fulfill the laws, policies, and regulations that govern these programs. ...
- (3) Foster a supportive school climate for students with disabilities, students of diverse cultural backgrounds, and students of varying developmental or socioeconomic levels through awareness, sensitivity, behavior, and active involvement in all aspects of the education process while assisting teachers in modifying instruction to facilitate the academic achievement of all students. ...
- (5) Promote instructional approaches that attend to learning differences, language differences, and diversity in the classroom and reflect acceptance and respect for all students. ...
- (9) Develop and facilitate student assistance programs for addressing the needs of at-risk children.

See OAC 210:20-9-184.

e. Human resource management and development/staff evaluation

The candidate for licensure and certification as principal/superintendent has, and can demonstrate, knowledge of:

- (8) Effective recruitment, selection, induction, compensation, and retention strategies regarding school personnel. ...
- (10) Financial, human, and material resources must be aligned to the goals of the school.

The candidate for licensure and certification as principal/superintendent has, and can demonstrate, the skills to:

- (1) Use a variety of evaluation and supervisory strategies.
- (2) Effectively use consultative and collaborative skills to work with staff members to develop their professional development plan.
- (3) Manage time effectively in order to be able to observe staff members not only in the classroom but also in school activities, working with colleagues, conferencing with parents and engaging in professional growth activities.

See OAC 210:20-9-185.

f. Physical resources management; ensuring a safe, efficient, and effective

learning environment

The administrators shall have knowledge and skills to manage the physical resources to ensure a safe, efficient, and effective learning environment. ... The candidate for licensure and certification as principal/superintendent has, and can demonstrate, knowledge of:

- (1) Principles and issues related to school facilities and operation.
- (2) Operational procedures at the school and district levels.
- (3) Principles and issues related to school safety and security. ...

The candidate for licensure and certification as principal/superintendent has, and can demonstrate, the skills to:

- (1) Operate the school plant, equipment, and support systems safely, efficiently, and effectively.
- (2) Initiate the development of operational procedures for support systems.

See 210:20-9-186.

g. Management of financial and business operations

The candidate for licensure and certification as superintendent has, and can demonstrate, knowledge of:

- (1) Budget development and data analysis.
- (2) Applicable regulations and laws governing financial management.
- (3) Principles of public school financial management.
- (4) Management procedures. ...

The candidate for licensure and certification as superintendent has, and can demonstrate, the skills to:

- (5) Involve appropriate staff, faculty, and public in the budget development process.
- (6) Utilize assistance of specialized personnel such as the school auditor, accountant, treasurer and other financial advisers.
- (7) Allocate funds appropriately to meet instructional priorities. *See* 210:20-9-187.

h. Principles of ethical leadership

Educational leaders should set the tone for how employees and students interact with one another and with members of the school, district, and larger community. The leader's contacts with students, parents, and employees must reflect concern of other as well as for the organization and the position. ...

The candidate for principal/superintendent will:

- (1) have a respect for the rights of others with regard to confidentiality and dignity and engage in honest interactions.
- (2) know how to combine impartiality, sensitivity to student diversity, and ethical considerations in their interactions with others.
- (3) know how to make and explain decisions based upon ethical and legal principles.

See 210:20-9-188.

- 9. The Board's rules provide that "[t]eachers are charged with the education of the youth of this State. In order to perform effectively, teachers must demonstrate a belief in the worth and dignity of each human being, recognizing the supreme importance of the pursuit of truth, devotion to excellence, and the nurture of democratic principles." See OAC 210:20-29-1(b). Through their conduct, teachers must demonstrate the respect of their students, such being a responsibility that is inherent in the profession. See OAC 210:20-29-2. Public school administrators are considered "teachers" in the context of statutes and regulations applicable to certification matters. See 70 O.S. § 1-116(1).
- 10. A teacher shall "strive to help each student realize his or her potential as a worthy and effective member of society." *See* OAC 210:20-29-3. In fulfillment of the obligations to the student, a teacher shall:
 - a. make reasonable effort to protect the student from conditions harmful to learning or to health and safety
 - b. not intentionally expose the student to embarrassment or disparagement. *Id*
 - 11. Additionally, the Board's rules, at OAC 210:20-29-4, provide:
 - a. The teaching profession is vested by the public with a trust and responsibility requiring the highest ideals of professional service.
 - b. In order to assure that the quality of the services of the teaching profession meets the expectations of the State and its citizens, the teacher shall exert every effort to raise professional standards, fulfill professional responsibilities with honor and integrity, promote a climate that encourages the exercise of professional judgment, achieve conditions which attract persons worthy of the trust to careers in education, and assist in preventing the practice of the profession by

unqualified persons.

12. It has been held by Oklahoma courts that "a teacher...in the public school system

is regarded by the public and pupils in the light of an exemplar, whose words and actions are likely

to be followed by the children coming under her care and protection." Vaughn v. Board of Bar

Examiners for the Oklahoma Bar Association, 1988 OK 87, 759 P.2d 1026, 1030. The teaching

profession, not unlike the legal profession, imposes a code of ethics upon its members. *Id.*

13. Based upon the information and evidence presented, and the foregoing authority,

proper cause exists to suspend the Teaching Certificate and certification number 196550 of

Michael Todd Bunch.

14. Board rules further provide that upon the filing of an application to suspend and/or

revoke a certificate, the Board, at its discretion, may utilize a hearing officer to conduct the hearing

and such individual shall be appointed by the Chairperson of the Board. See OAC 210:1-5-6(f)(1).

WHEREFORE, in light of the foregoing, and after due consideration of the evidence and

matters officially presented, the Board hereby finds that the public health, safety, or welfare

imperatively requires emergency action such that good cause exists for the Application and that

the Application should be granted. As such, effective immediately, the Oklahoma Teaching

Certificate of Michael Todd Bunch is hereby suspended pending an individual proceeding for

revocation or other action, effective November 14, 2021 or thereafter as determined by the Board.

IT IS SO ORDERED.

Joy Hofmeister

Oklahoma State Board of Education