MEMORANDUM

TO: Honorable Chair and Members of the School Board
    Michael J. Burke, Superintendent
    Chair and Members of the Audit Committee

FROM: Teresa Michael, Inspector General

DATE: April 17, 2023

SUBJECT: Transmittal of Final Investigative Report:
          23-0016-I Fundraising

Attached please find a copy of the Palm Beach County School District Office of Inspector General (OIG) Final Report of OIG Case 23-0016-I related to fundraising. The complaint was received in the OIG office on January 24, 2023. In that, Band Director David Bell did not promptly deposit all collected fundraiser funds into the school’s internal band account.

The OIG investigation concluded the allegation was substantiated.

In accordance with School Board Policy 1.092.9.b.iv., on March 16, 2023, the draft of this investigation was provided to Bell for a response. Bell did not respond.

The findings of this report were referred to the Office of Professional Standards for action deemed appropriate.
OIG CASE NUMBER 23-0016-I

ROOSEVELT COMMUNITY
MIDDLE SCHOOL

TYPE OF REPORT: FINAL
DATE OF REPORT: April 17, 2023

Teresa Michael, Inspector General
Office of Inspector General
School District of Palm Beach County

THIS REPORT MAY CONTAIN INFORMATION THAT IS CONFIDENTIAL OR EXEMPT FROM DISCLOSURE UNDER APPLICABLE LAW. DO NOT RELEASE WITHOUT PRIOR COORDINATION WITH THE OFFICE OF INSPECTOR GENERAL.
Office of Inspector General
Report of Investigation #23-0016-I

EXECUTIVE SUMMARY

From January 24, 2023, to March 24, 2023, the Office of Inspector General (OIG) investigated a complaint from Roosevelt Community Middle School (RCMS) Principal Jeremiah Stewart alleging that Band Director David Bell conducted a fundraiser and did not promptly deposit all collected funds into the school’s internal band account.

On January 19, 2023, Treasurer Kristy Dinnall received a phone call from World’s Finest Chocolate Inc., regarding a past-due payment for a fundraiser sponsored by Bell. The outstanding invoice was $11,363.40, and showed payment was due on October 28, 2022. Dinnall reported the phone conversation with World’s Finest Chocolate to Principal Stewart. When Stewart confronted Bell regarding the invoice, Bell confirmed he had the balance of the funds in his classroom. Bell told principal Stewart that he would go and get the collected funds owed to the World’s Finest Chocolate from his classroom. Bell left the principal’s office and returned within ten minutes with a case containing paperwork (student logs showing candy sold), and money totaling $3,884.17.

Bell admitted to keeping money inside his classroom over the Christmas break and that he knew that keeping the funds inside his classroom was not authorized. Bell indicated he did not deposit the collected funds immediately because he was overwhelmed with multiple band responsibilities. On January 26, 2023, Dinnall paid the $11,363.40. The band’s internal account showed a balance of $6,896.47 prior to the addition of the $3,884.17 Bell had in his classroom.

Bell’s training records indicate that on September 5, 2022, he completed the Internal Accounts Fundraising Training. Per the District’s Internal Accounts Manual, sponsors who collect funds are responsible for making prompt deposits into the school’s internal account. The allegation that Band Director David Bell did not promptly deposit all collected fundraiser funds into the school’s internal band account was Substantiated.

On March 16, 2023, OIG staff forwarded a copy of the draft report to Band Director Bell to respond by April 14, 2023. Band Director Bell did not respond.

RECOMMENDATIONS

Based on the findings, the OIG recommends that the Director of the Office of Professional Standards review this report for action deemed appropriate.
INVESTIGATIVE PREDICATE

On January 24, 2023, the School District of Palm Beach County, Office of Inspector General (OIG) received a complaint from RCMS Principal Stewart that alleged Band Director David Bell conducted a fundraiser and did not promptly deposit all collected funds into the school’s internal band account (Allegation).

The investigative findings of the allegation will be discussed in detail later in this report.

BACKGROUND

RCMS is a District school located at 1900 North Australian Avenue, West Palm Beach, FL 33407. The total enrollment is 1,014, with a 16:1 Student-Teacher Ratio. The school serves grades 6-8.1

With the Principal’s approval, extracurricular activity sponsors may solicit outside fundraising sources to support their program expenses. The RCMS band department was approved to fundraise through World’s Finest Chocolate. On September 16, 2022, the band department purchased 300 boxes World’s Finest Chocolate totaling $11,363.402. Participating band students sold (and continue to sell) chocolate bars to the RCMS student body, their families, and their community. The fundraiser is scheduled to end on March 31, 2023.

ALLEGATION 1

It is alleged that Band Director David Bell conducted a fundraiser and did not promptly deposit all collected funds into the school’s internal band account.

Florida’s Administrative Code3 states, in part,

“Collections made outside of the school office must be turned in to the school office no later than the next business day.” Red Book, Chapter 8, section III 1.4.b.

And

“Collections for all school-sponsored fundraising activities must be deposited in the internal fund, and all transactions in connection with the activity must be conducted in accordance with district school board policy.” Red Book, Chapter 8, section III 4.3.e

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1 Palm Beach County School District (PBCSD).
2 $35.00 per box plus taxes and shipping.
3 The Financial and Program Cost Accounting and Reporting for Florida Schools, 2021 ("Red Book") is incorporated by reference in Rule 6A-1.001, Florida Administrative Code, pursuant to the requirements of sections 1010.01, 1010.20 and 1011.07, Fla. Stat.
District Policy 2.16.11 mandates that money derived from any school/classroom based fundraising project or activity shall be deposited in the school’s internal funds account...as prescribed by district guidelines within the District’s Internal Accounts Manual and other authorities.

Per the District’s Internal Accounts Manual,

The financial transactions of school-based organizations are accounted for in the school internal funds. All funds collected by students or school staff during normal school hours and all funds collected at extracurricular events shall be deposited in internal funds. See Chapter 1—Internal Accounts Overview.

Further, the Activity Sponsor is responsible for collection of funds, completion of district forms to document those collections, making prompt deposits of funds, confirming that funds were recorded in the student activity account correctly and timely, and monitoring account balances and online payments on a regular basis. See Manual, Chapter 7 – Cash Receipts and Deposits at 1. (Emphasis added.)

Additionally, activity sponsors must drop collections in the Drop Safe on the day the funds are collected. Manual, Chapter 7 at 3. (Emphasis added.)

**COMPLAINTANT INTERVIEW**

On February 24, 2023, an interview of RCMS Principal Jeremiah Stewart was conducted at RCMS in West Palm Beach, FL. The following represents actual and paraphrased statements made by “Stewart” as it relates to the Allegation.

All sponsors must complete the District’s internal account training before participating in fundraising activities. After completing the training, the sponsor must show proof of the training completion certificate. Band Director David Bell completed the District’s internal account training on September 5, 2022 (Exhibit 1). On September 16, 2022, Bell applied to sell World’s Finest Chocolate and Principal Stewart approved the same day (Exhibit 2).

Once a sponsor collects funds, the sponsor must complete a Monies Collected Report (MCR) and deposit those funds into the school’s drop safe on the same day. Bell had access to the school drop-safe during planning periods and after school. At the beginning of the fundraiser, Bell made continuous deposits into the school’s drop safe.

_Investigators Note a review of the Band internal account summary from October 3, 2022, through December 12, 2022, shows Bell made twelve deposits showing a balance of $6,896.47._
On January 19, 2023, Treasurer Dinnall received a call from World’s Finest Chocolate indicating a past due payment. The band department owed $11,363.40. Dinnall reported to principal Stewart that on December 12, 2022, the band’s internal account showed a balance of $6,896.47 (Exhibit 3). Stewart spoke with Bell about the overdue invoice. Bell told Stewart that “he can go and get it.” Bell left the principal’s office and returned within ten minutes with a case containing $3,884.17. Principal Stewart did not approve Bell to keep collected funds inside his classroom over the Christmas break. On January 26, 2023, World’s Finest Chocolate received payment to reconcile the account’s overdue balance (Exhibit 4). Bell apologized for the fundraiser mismanagement.

**WITNESS INTERVIEW**

On February 24, 2023, an interview of RCMS Treasurer Kristy Dinnall was conducted at RCMS in West Palm Beach, FL. The following represents actual and paraphrased statements made by “Dinnall” as it relates to the Allegation.

Dinnall reviews fundraiser applications to ensure compliance before forwarding them to the principal for approval. When sponsors collect funds from a student, the sponsor must provide the student with a receipt showing proof that the student turned in funds. On the day the sponsor collects funds, the sponsor is responsible for promptly depositing those funds into the school’s drop safe with the attached MCR.

On January 19, 2023, Dinnall received a phone call from World’s Finest Chocolate about an outstanding invoice of $11,363.40 for 300 boxes of candy bars (Exhibit 5). World’s Finest attempted to contact Bell via email about the outstanding invoice. World’s Finest emailed Dinnall a copy of the outstanding invoice. Dinnall contacted Bell about the invoice. Bell said he was overwhelmed with multiple responsibilities and could not manage the fundraiser.

*Investigators Note: World’s Finest Invoice shows payment was due on October 28, 2022, with a 2% penalty for late payments.*

Dinnall informed Principal Stewart about the outstanding $11,363.40 invoice. Principal Stewart instructed Bell to retrieve the collected candy sale funds and report to Dinnall’s office. Bell returned with a case containing $3,884.17. After Dinnall and Stewart counted the money, Principal Stewart directed Dinnall to recount the money.

On January 26, 2023, Dinnall created an RCMS check requisition payable to World Finest Chocolate to pay the overdue balance of $11,363.40.
SUBJECT INTERVIEW

On March 3, 2023, an interview of Music Teacher/Band Director David Bell was conducted at RCMS in West Palm Beach, FL. The following represents actual and paraphrased statements made by “Bell” as it relates to the Allegation:

Bell held a parent meeting to inform parents about the World’s Finest Chocolate fundraiser. The parents/students could sell one or two candy boxes. Once the student sold the candy box(es), the student enclosed the money inside an envelope and delivered it to Bell.

In previous years the band students paid a fair share to cover the band’s expenses, buses-transportation, uniforms, meals, and instruments. Economically it has been challenging to meet the expectation to support the band expenses. Bell said some students do not come from the best circumstances, and he did not want to turn students away from being part of the band, so the fundraiser provided an opportunity to help students offset the monetary cost of participating in the band.

Bell said this was his first fundraiser in 14 years of teaching at RCMS. Bell said he did the best he could with managing the fundraiser and bit off more than he could chew. Bell indicated he made regular deposits into the school’s drop safe at the fundraiser’s start.

Near Christmas break, Bell was exhausted and overwhelmed with multiple band responsibilities. He stated he could not manage all the money collected from the fundraiser. Bell knew he was not authorized to keep funds inside his classroom and confirmed he knew funds must be deposited into the school’s drop safe once collected. Bell took responsibility for not depositing the collected funds and admitted he kept funds inside the band room during the Christmas break. Bell locked the collected funds and paperwork inside a case and stored it in a closet in the band’s uniform room. Bell never used any of the collected funds for personal use nor took the collected funds off-campus.

Bell apologized to the principal and explained that he had the collected funds but had not deposited those funds into the school’s internal band account to pay World’s Finest. Bell left the principal’s office and returned with a case containing $3,884.17. Treasurer Kristy Dinnall reconciled the World’s Finest invoice a week after Bell met with the principal. Bell stated he had no malicious intent when he did not deposit the collected funds.

RECORDS ANALYSIS

Exhibit 1: Bell’s September 5, 2022, Internal Accounts Completion Certificate
Exhibit 2: September 16, 2022, fundraiser application
Exhibit 3: RCMS Detailed Category Summary of Acct# 2-1000.01
Exhibit 4: RCMS Check Requisition #13755
Exhibit 5: World’s Finest Chocolate Invoice
Exhibit 6: Two January 19, 2023, MCRs
On February 24, 2023, OIG staff reviewed the above-listed documents provided by witnesses. The review disclosed the following:

- Bell’s September 5, 2022, Internal Accounts Completion Certificate (Exhibit 1).

- Bell submitted a September 2022 fundraiser application to the principal. The principal approved the application on September 16, 2022 (Exhibit 2).

- **Investigators Note:** On December 12, 2022, the band’s internal account showed a balance of $6,896.47. Treasurer Dinnall provided the OIG two January 19, 2023, MCRs showing they counted $3,884.17 that Bell deposited into the school’s band internal account with a total account balance as of January 19, 2023, $10,780.64.

- RCMS Detailed Category Summary shows the band’s December 12, 2022, internal account balance $6,896.47 (Exhibit 3).

- RCMS January 26, 2023, Check Requisition for $11,363.40\(^4\) payable to World’s Finest Chocolate (Exhibit 4).

- Invoice from World’s Finest Chocolate totaling $11,363.40 (Exhibit 5).

- Two January 19, 2023, MCRs showed Bell deposited $3,884.17 into the school’s internal band account (Exhibit 6).

**CONCLUSION**

Although the band’s overdue account was reconciled on January 26, 2023, Bell failed to adhere to law and governing authority regarding fundraising. Per Policy 2.16, Florida Administrative Code (Red Book), and the School District’s Internal Account Manual, fundraising money collected by sponsors must be promptly placed into the school’s drop safe and deposited into the appropriate internal account. Bell was aware of these requirements admitted to keeping $3,884.17 in collected funds inside his classroom over the Christmas break because he was overwhelmed with band responsibilities. It is noteworthy that Band Director Bell unequivocally accepted responsibility for his mistake.

Based on the documentation reviewed and testimony obtained, OIG staff determined there was sufficient evidence to prove that Band Director David Bell failed to promptly deposit collected funds into the school’s internal band account, and as such the allegation was **Substantiated**.

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\(^{4}\) The school did not pay the 2% late fee.
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 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 allegation could not be proven or disproven.
ATTESTATION

I, the undersigned, do hereby swear, under penalty of perjury, to the best of my personal knowledge, information, and belief, the contents of this report are true and accurate; and I have not knowingly or willfully deprived or allowed another to deprive, the subject of the investigation of any rights contained in Sections 112.532 and 112.533, Florida Statutes. This investigation was conducted pursuant to School District Policy 1.092, Inspector General, and in accordance with applicable Principles and Standards for Offices of Inspector General as published by the Association of Inspectors General.

Robert Sheppard, Senior Investigator-II

STATE OF FLORIDA
COUNTY OF PALM BEACH
Sworn to (or affirmed) and subscribed before me this 17 day of April, 2023, by Robert Sheppard, Senior Investigator for the School District of Palm Beach County, Office of Inspector General, who is personally known by me.

Signature of Notary Public
☒ Notary Public or ☐ Law Enforcement Officer

This investigation was conducted by Senior Investigator Robert Sheppard, supervised by Director of Investigations Oscar Restrepo and approved by Inspector General Teresa Michael. The investigation was conducted in accordance with guidance from the Association of Inspectors General handbook and within standards as prescribed by Commission for Florida Law Enforcement Accreditation.

Reviewed by: Oscar Restrepo, Director of Investigations
Date: 4/17/23

Approved by: Teresa Michael, Inspector General
Date: 4/17/23
EXHIBIT LIST

Bell 09/05/22 Internal Accounts Completion Certificate .................................. Exhibit 1
9/16/22, fundraiser application ........................................................................ Exhibit 2
RCMS Detailed Category Summary ................................................................. Exhibit 3
RCMS 01-26-23, Check Requisition ................................................................. Exhibit 4
World Finest Chocolate Invoice ....................................................................... Exhibit 5
Two January 19, 2023, MCRs ......................................................................... Exhibit 6

DISTRIBUTION LIST

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  Vicki Evans-Pare, Director of Professional Standards

Information Distribution:
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Michael Burke, Superintendent
Shawntoia Bernard, Esq., General Counsel
Audit Committee Members
Randy Law, Director of Audit
Robert Bliss, Officer Compliance & Quality Assurance
OIG File
Exhibit 1

Band Director David Bell
September 5, 2022,
Internal Accounts Completion Certificate
Date of Completion: 09/05/2022

Course Facilitator: Bush, Suzanne L.

Session Title: Internal Accounts: Fundraising for Teachers/Sponsors (FY23)

Has successfully completed course requirements for:

Participating Name: Bell, David Dernard

Certificate of Completion
Exhibit 2

Roosevelt Community Middle School
September 16, 2022
Fundraiser Application
submitted
by Band Director David Bell
to sell World’s Finest Chocolate Bars
THE SCHOOL DISTRICT OF PALM BEACH COUNTY
ACCOUNTING SERVICES
Fundraising Application/Recap

INSTRUCTIONS: This form must be completed by the activity sponsor, approved by the principal, and submitted to the treasurer for account assignment before any activity is started. The treasurer will file the original Fundraising Application/Recap form and give a copy to the sponsor after assigning a fundraising account to the activity. Upon completion of the activity, the sponsor will obtain any relevant documents and forms from the treasurer as required; beginning inventory/resale/sales data; Master Ticket Seller Report (PBSID 0158), general ledger report, and Transfer Requisition (PBSID 0168). The sponsor will use those documents to complete the ACTUAL SALES column of this form. Attach a Sales Item Inventory Report (PBSID 0182) to this form and submit both completed forms to the treasurer. Sponsors are advised to retain a copy for their records.

School #
0311

School
Roosevelt Middle School

Sponsor Name
David Bell

Primary Account Number
2-1000.01

A. Type of sale: X Resale

Perform incoming inventory on goods received.

1 If resale includes the sale of food, sponsor must provide an approved copy of this application to the Healthy School Team Leader.

2 All tickets must be pre-printed, pre-numbered, and accounted for on the Ticket Sellers Report (PBSID 0157) and inventoried on the Prenumbered Document Inventory Register (PBSID 0160).

B. Description of activity: The band department would like to sale World’s Finest Chocolate

C. Time of day food sold for each day sold: 2:45-5:00 pm

D. Specific use of profit: To support band students with equipment

E. Date sales begin: 02/28/22

Date sales end: 03/01/22

A. ESTIMATED SALES (APPLICATION) complete prior to fundraiser

<table>
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<th>Item</th>
<th>Amount</th>
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</thead>
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<tr>
<td>1. Total Sales Basis for estimate</td>
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</tr>
<tr>
<td>2. Cost of Sales (must include sales tax)</td>
<td>$7,000</td>
</tr>
<tr>
<td>3. Other Costs Itemize (printing, security, prizes, etc.)</td>
<td>$0</td>
</tr>
<tr>
<td>4. Net Profit (line 1 minus lines 2, 3)</td>
<td>$5,000</td>
</tr>
</tbody>
</table>

5. Amount Over/Under Estimated Profit (Column B line 4 minus Column A line 4)

Explanation of line 5

I am familiar with the fundraising regulations of the school and School District. I accept responsibility for the collections involved.

I have taken the Fundraising training for Teachers/Sponsors this year. Yes No

Sponsor Signature

Principal Approval Signature

School Treasurer Signature

Account Number Assigned to This Fundraising Activity

Recap Verified by Treasurer Signature

PBSID 0153 (Rev. 9/23/2019) ORIGINAL - School COPY - Sponsor COPY - Healthy School Team Leader
Exhibit 3

Roosevelt Community Middle School
Detailed Category Summary
Band Internal Account # 2-1000.01
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<th>Description</th>
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<td>2020-12-03</td>
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<tr>
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Exhibit 4

Roosevelt Community Middle School
Check Requisition #13755
Payable to World's Finest Chocolate
$11,363.40
Check Number: 13753
Date: 2/22/2023
Amount: $11,363.40

ATTN: 13753

RE: The amount of $11,363.40 was sent to support the marching band.

These funds are being spent for:

- WFT Chocolate Bars for a student fundraiser.

INSTRUCTIONS: All checks or bills to this completed form. Complete form in ink.
Exhibit 5

World’s Finest Chocolate Invoice

$11,363.40
Billing Questions? Call 1-888-699-2679

Ship To:
Roosevelt Middle School Band
David Bell
1900 N Australian Ave
West Palm Beach FL 33407-5627

Sold To:
Roosevelt Middle School Band
David Bell
1900 N Australian Ave
West Palm Beach FL 33407-5627

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**Payment Due By: 10/28/22**
Payments over 15 days past due are subject to a 2% late payment fee.

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<tr>
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<th>Description</th>
<th>Qty</th>
<th>Price per Unit</th>
<th>Amount</th>
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<td>300</td>
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<td>30</td>
<td>CAS A $1800.00</td>
<td>Value!</td>
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</table>

Product Total: 10,500.00
Freight: 120.00
Tax: 743.40
Final Amount - Please Remit: 11,363.40

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Goods Purchased for Resale
WORLD'S FINEST CHOCOLATE APPRECIATES YOUR BUSINESS.
Exhibit 6

Roosevelt Community Middle School
January 19, 2023
Monies Collected Reports
Totaling $3,884.17
**THE SCHOOL DISTRICT OF PALM BEACH COUNTY**

**Monies Collected Report**

<table>
<thead>
<tr>
<th>ACCOUNT NAME(S)</th>
<th>ACCOUNT NUMBER(S)</th>
<th>AMOUNT</th>
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<tbody>
<tr>
<td>Chocolate Bars</td>
<td>2-1006.01</td>
<td>1,051.30</td>
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</table>

**REASON**: NF Choc Fundraiser

Transmits herewith monies, obtained from sources indicated below, for deposit.

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<th>CHECK #</th>
<th>AMOUNT</th>
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<tr>
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<tr>
<td>Melissa M.</td>
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<tr>
<td>Makayla M.</td>
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<tr>
<td>K. Cheng</td>
<td>2100</td>
<td>2100.00</td>
</tr>
<tr>
<td>Jessica L.</td>
<td>60</td>
<td>60.00</td>
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<tr>
<td>D. Bell</td>
<td>511</td>
<td>511.00</td>
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</table>

**TOTAL FOR DEPOSIT**: 1,051.00

**NOTE**: ALL MONEY MUST BE TURNED IN ON THE SAME DAY COLLECTED.

PRINT: Remitter Name: **David Bell**

Signature of Remitter: **[Signature]**

Remittance Amount and Account Assignment Verified: (Bookkeeper Initials)

Official Receipt Date: 1/19/23

Deposit Information #:

COMMENTS:

(PSSD 0160 (Rev. 5/01/15) White - Bookkeeper YELLOW - Activity Sponsor)
THE SCHOOL DISTRICT OF PALM BEACH COUNTY
Monies Collected Report

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<tr>
<th>ACCOUNT NAME(S)</th>
<th>ACCOUNT NUMBER(S)</th>
<th>AMOUNT</th>
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Transmits herewith monies, obtained from sources indicated below, for deposit.

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<td>Triaunyah C.</td>
<td>120.00</td>
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<td>Makauva M.</td>
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<td>Peddige J.</td>
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<td>Gerteva</td>
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<td>Kaziyah A.</td>
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<td>Jaiden J.</td>
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<tr>
<td>Kali H.</td>
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<td>Curtis E.</td>
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<td>K. Glen</td>
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<td>H. Scanty</td>
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TOTAL FOR DEPOSIT: 2833.17

NOTE: ALL MONEY MUST BE TURNED IN ON THE SAME DAY COLLECTED.

PRINT REMITTER NAME: David Bell
SIGNATURE OF REMITTER: [Signature]

REMITTANCE AMOUNT AND ACCOUNT ASSIGNMENT VERIFIED (BOOKKEEPER INITIALS)

COMMENTS: [Comments]

PBGD 0180 (Rev. 5/9/2016) White - Bookkeeper YELLOW - Activity Sponsor