



MARYLAND OFFICE OF THE
INSPECTOR GENERAL FOR EDUCATION

Richard P. Henry
Inspector General

January 7, 2026

MEMORANDUM

DELIVERED VIA EMAIL: joshua.michael1@maryland.gov

To: Dr. Joshua L. Michael, Ph.D.

President

Maryland State Board of Education

200 West Baltimore Street

Baltimore, Maryland 21201

RE: OIGE Case: 26-0002-I

Dear Dr. Michael,

The Maryland Office of the Inspector General for Education (OIGE) has completed its investigation of the Somerset County Public Schools Board of Education (SCPS-BOE). Our findings are included in the attached Investigative Synopsis.

OIGE requests that the State Board of Education provide a written response to action(s) taken on or before Friday, February 6, 2026.

Please do not hesitate to contact my office if you have any questions or concerns.

Respectfully,

Richard P. Henry
Inspector General

Enclosure

Cc: Honorable Charles W. Laird, President, Somerset County Board of Commissioners
Matthew W. Lankford, Chairperson, Somerset County Public Schools Board of Education
Dr. Carey M. Wright, Ed.D., State Superintendent of Schools
W. David Bromwell, Interim Superintendent, Somerset County Public Schools

Members at Large, State Board of Education

Members at Large, Somerset County Public Schools Board of Education

Members at Large, Somerset County Board of Commissioners



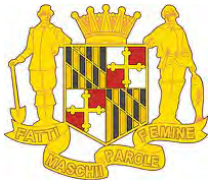
MARYLAND OFFICE OF THE INSPECTOR GENERAL FOR EDUCATION



Investigative Synopsis

OIGE Case 26-0002-I

Issued: January 7, 2026



MARYLAND OFFICE OF THE
INSPECTOR GENERAL FOR EDUCATION
Richard P. Henry, Inspector General



January 7, 2026

To the Citizens of Maryland and Somerset County,

The General Assembly, at its First Session after the adoption of the Maryland Constitution, established throughout the State a thorough and efficient System of Free Public Schools and shall provide by taxation, or otherwise, for their maintenance.¹ The Maryland Office of the Inspector General for Education (OIGE) plays a crucial role in protecting State funds allocated to local school systems. Our main goal is to prevent and uncover fraud, waste, abuse, and educational mismanagement within School Boards, the Maryland State Department of Education, the Interagency Commission of School Construction, the twenty-four (24) local education agencies, and non-public schools that receive State funding across Maryland.

Background

The Office of the Inspector General for Education (OIGE) received a complaint alleging that Somerset County Public School Board of Education (SCPS-BOE) member Andrew Gleason (Gleason) resides outside the boundaries of his electoral district (Commissioner District 1). If Board member Gleason were to reside outside Commissioner District 1, the board member would no longer be allowed to "continue as a member of the county board" under Maryland Education Article §3-1201(b)(3), and therefore the board member's continued SCPS-BOE service could be a violation of Maryland Education Article §3-1201.

Per Education Article §9.10-104(a):

the Inspector General shall be responsible for examining and investigating the matters listed in subsection (b) of this section with respect to the management and affairs of the following entities:

- (i) County boards,.....

Also, per Education Article §9.10-104 (b)(4) OIGE "may receive and investigate complaints or information concerning" "Compliance with other applicable federal and State laws" Therefore OIGE is the appropriate agency to investigate the location of SCPS-BOE Member Gleason's residence in an attempt to determine if Board member Gleason's service is in "compliance with" Maryland Education Article §3-1201.

¹ Constitution of Maryland, Article VIII, Education, Section 1

Somerset County Commissioner Districts

There are five Commissioner Districts, and their boundaries are defined by Somerset County, Md., Commissioner Redistricting Resolution 1173 (2022).² Resolution 1173, signed on November 23, 2021, defines each of the five districts using a narrative boundary description method.

Methodology

OIGE conducted interviews and reviewed publicly available documents, Somerset County tax records, Circuit Court property land purchase filings, Maryland State Department of Assessment and Taxation (SDAT) records, voter registration records, Commissioner District boundary maps, campaign filing and contribution records, legislation, and Maryland law governing residency requirements of a public official. OIGE subpoenaed other relevant documents in this case.

Investigation

On April 14, 2022, Gleason filed to run for the Board of Education in Commissioner District 1 (CD1). A review of Maryland voter registration records, the Board of Elections, and campaign contributions confirmed that Gleason's primary residence at that time was in CD1. Using this information in combination with Resolution 1173, it was determined that the residence was in CD1. Gleason was elected to the Board of Education for CD1 on November 8, 2022.

According to publicly available records, Gleason purchased a house in the Princess Anne area on December 15, 2023. Using this information in combination with Resolution 1173, it was determined that this residence was in Commissioner District 3 (CD3).

OIGE reviewed Gleason's connection to both the CD1 and CD3 residences.

Commissioner District 1 Residence Review

Maryland Motor Vehicle Administration (MVA)

OIGE reviewed MVA records indicating that Gleason self-declared his driver's license and vehicle registration are registered to the CD1 residence.

Maryland Board of Election Records (MBE)

OIGE reviewed MBE records for the address used by Gleason. Our review indicated that Gleason self-declared and registered to vote in Maryland on October 9, 2014, and listed the CD1 residence. Gleason also self-declared this address as his residence when he voted in the 2024 Primary (5/2024) and General (11/2024) Presidential elections. OIGE also found that an absentee

² https://cms7files1.revize.com/somersetcountymd/document_center/Department/Commissioners/Res%201173.pdf

application was sent to the CD1 address on file with the MBE on 11/10/2023. Our review did not find any notification to the MBE of an address change.

Delmarva Power - Utilities

OIGE reviewed utility service documents for the CD1 address. Our review indicated that the utility documents for this address are paid for by the recorded principal property owner, not by Gleason.

Maryland State Assessment and Taxation Records (SDAT)

OIGE reviewed Maryland State Assessment and Taxation records for the address used by Gleason. Our review showed that the address Gleason self-declared and used in CD1 is listed as the principal residence of another individual, not of Gleason.

Somerset County Property Tax Records (SCPT)

OIGE reviewed the SCPT records for the address used by Gleason. Our review showed that the address Gleason used for CD1 is registered to an owner other than Gleason. The primary resident, not Gleason, self-declared this address as their principal residence.

Somerset County Commissioners – Tax Collection

OIGE reviewed the 2025-2026 Tax Bill, issued by the Somerset County Commissioner and the Finance Department – Tax Collection, and found that the CD1 address is listed and self-declared to an individual other than Gleason. This information is contained in the invoice header under Property Information, Owner Name. The invoice mailing address is associated with the CD1 property and is addressed to the principal property owners, not Gleason, listed with SDAT.

Commissioner District 3 Residence Review

SDAT

OIGE also reviewed SDAT records, which indicate that Gleason (and a family member) purchased a home in CD3 on December 15, 2023. SDAT records further indicate that Gleason self-declared the property as their principal residence.

State of Maryland Land Instrument Intake (SMLII) Sheet – Somerset County

OIGE reviewed the SMLII intake sheet for the purchase of the CD3 property. This record is on file with the Somerset County Circuit Court and, per "Box 11 – Assessment Information," is self-declared and designated as Gleason's principal residence.

11				IMPORTANT: BOTH THE ORIGINAL DEED AND A PHOTOCOPY MUST ACCOMPANY EACH TRANSFER	
Assessment Information	<input checked="" type="checkbox"/>	Yes	<input type="checkbox"/>	No	Will the property being conveyed be the grantee's principal residence?
	<input type="checkbox"/>	Yes	<input checked="" type="checkbox"/>	No	Does transfer include personal property? If yes, identify: _____
	<input checked="" type="checkbox"/>	Yes	<input type="checkbox"/>	No	Was property surveyed? If yes, attach copy of survey (if recorded, no copy required).
Recorded Deed		Assessment Use Only – Do Not Write Below This Line			

OIGE reviewed the registered deed for the CD3 property and confirmed that, on December 15, 2023, the property was recorded with the Somerset County Circuit Court, with costs paid in the name of Gleason.

LR - Deed (w Taxes)
Recording Fee no CT
Name: Gleason
Ref.
LR - Surcharge -
linked REDACTED
LR - Recordation Tax -
linked REDACTED
LR - State Transfer
Tax - linked REDACTED
LR - NR Tax - 1kd 0.00
=====
SubTotal: REDACTED
=====
Total:
12/15/2023 03:39
#17772042 CC0102 -
Somerset
County/CC01.02.01 -
Register 01

Somerset County Property Tax Records (SCPT)

OIGE reviewed the SCPT records for the address purchased by Gleason. Our review indicated that Gleason is listed as the self-declared owner of the property in CD3 at that address. OIGE's review further indicated that the property taxes for CD3 were paid on December 30, 2025.

District-Account No.:	Tax Account Id:
Property Location:	Zoning Code:
Owner Name/Address: GLEASON ANDREW S ADDRESS REDACTED PRINCESS ANNE, MD 21853	Land Value: 0 Improvement Value: 0 Exempt Value: 0 Total Assessed Value: Deductions: None

Taxes

[Make a Payment](#) [View Current Bill](#)

Year	Due Date	Type	Billed	Balance	Interest	Total Due	Status
2025	09/30/2025	Tax		0.00	0.00	0.00	PAID
2025	09/30/2025			0.00	0.00	0.00	PAID
2025	12/31/2025	Tax		0.00	0.00	0.00	PAID
2025	12/31/2025			0.00	0.00	0.00	PAID
Total 2025				0.00	0.00	0.00	
2024	09/30/2024	Tax		0.00	0.00	0.00	PAID
2024	09/30/2024			0.00	0.00	0.00	PAID
2024	12/31/2024	Tax		0.00	0.00	0.00	PAID
2024	12/31/2024			0.00	0.00	0.00	PAID
Total 2024				0.00	0.00	0.00	
2023	09/30/2023	Tax		0.00	0.00	0.00	PAID
2023	09/30/2023			0.00	0.00	0.00	PAID
2023	12/31/2023	Tax		0.00	0.00	0.00	PAID
2023	12/31/2023			0.00	0.00	0.00	PAID
Total 2023				0.00	0.00	0.00	

Last Payment: 12/30/25

[Return to Home](#)

Somerset County Commissioners – Tax Collection

OIGE reviewed the 2025-2026 Tax Bill, issued by the Somerset County Commissioner and the Finance Department – Tax Collection, and found that the CD3 address is listed and self-declared as Gleason. This information appears in the invoice header under Property Information, Owner Name. The invoice mailing address is associated with the CD3 property and is addressed to the principal property owners, Gleason and a family member, as listed with SDAT.

Gleason Interview

OIGE contacted Gleason by email to arrange a meeting to discuss the residency allegation. In addition to Gleason, OIGE, and SCPS-BOE counsel were included in the exchange. OIGE was unable to obtain any information from Gleason regarding the complaint. The exchange below occurred on December 19, 2025.

OIGE to Gleason at 2:57 PM

Good afternoon, Board member Gleason,

The Office of the Inspector General for Education (OIGE) received a complaint (OIGE Case 26-0002-I) alleging that your residence is no longer in compliance with Maryland Education Article §3-1201. As you know, §3-1201 governs the residency requirements for a member of the Somerset County School Board.

OIGE has been conducting a preliminary investigation into this case. Based on that review, we would like to talk with you about this matter.

Since this complaint concerns the residency requirement outlined in the Education Article, it does not involve any actions related to your role as a member of the Somerset County Public Schools Board of Education.

Pursuant to Maryland Education Article 9.10-104(e)(2)(i), you may elect to consult with an attorney in this matter.

The OIGE respectfully asks for your response to this request on or before December 23, 2025. If you elect, OIGE SIG Sean Chaney (included in this email) will make every effort to schedule an interview at your convenience.

Gleason to OIGE at 3:13 PM

Hi Richard,

Can you unpack for me please what this has to do with your department and fraud waste and abuse in the school system?

Why did you not inform the person who filed this complaint that they have the wrong department and they should have filed with the Maryland board of election?

There is no action for you or I to take at this time other than your team helping this person file with the correct department who actually has jurisdiction.

OIGE's response to Gleason at 4:17 PM

Board member Gleason,

Thank you for your email.

The Office of the Inspector General for Education (OIGE) is authorized to conduct investigations into the management and affairs of county boards. (Maryland Education Article § 9.10-104(a)(1)(i))

I want to discuss our preliminary findings with you. This would allow you to provide any input or clarification before we complete our investigation and submit our results to the State Board of Education for their review.

As mentioned in my email, I ask that you respond on or before December 23, 2025, with your decision regarding meeting with us.

Gleason's response to OIGE at 4:38 PM

Richard,

Please do not contact me again. You are not authorized under the law to share preliminary findings/interpretations of law with me, as you are not an attorney. Every inquiry, communication, or disclosure must be made exclusively through legal counsel. I am not to be directly contacted again under any circumstances.

Based on Gleason's last email, OIGE was unable to discuss this matter with him or obtain clarification regarding the December 2023 purchase of his CD3 home or the use of the CD1 home.

Residency

Maryland law defines the concept of "residency" through a combination of statute, regulation, and judicial interpretation. Collectively, these authorities establish that, unless a statute expressly provides otherwise, residency refers to a single, legally operative location and is generally synonymous with domicile.

Maryland Election Law Article § 5-202 requires that a candidate for public or party office be a registered voter at an address that satisfies any applicable residency requirement imposed by law or, in the case of a party office, by party rules. Although the Election Law Article does not independently define "residence," Maryland law clarifies that, for legal purposes, residency is not a matter of multiple or interchangeable addresses, but instead denotes one controlling place of residence.

Maryland tax law and Maryland appellate decisions distinguish between "residence" and "domicile" while making clear that domicile is the governing concept when determining legal residency. A domicile is an individual's true, fixed, and permanent home—the singular location to which the individual intends to return whenever absent. While an individual may maintain multiple residences or places of abode, only one domicile, and therefore only one legal residence, may exist at any given time.

Once established, a domicile continues until the individual both physically relocates to a new location and demonstrates an intent to make the new location a permanent home. This process requires affirmative conduct establishing ties to the new location and the severance of ties with the prior domicile. Absent such evidence, the original domicile—and corresponding legal residence—remains in effect.

Maryland courts have consistently held that the determination of domicile, and thus residency, turns primarily on intent as demonstrated through objective actions rather than self-serving statements. The Maryland Income Tax Code and related case law identify key indicators of this intent, including where the individual actually lives and where the individual is registered to vote.

In *Oglesby v. Williams*, 372 Md. 360 (2002), the Court of Appeals reaffirmed that, unless a contrary legislative intent is shown, the terms "reside" and "resident" mean domicile. The Court emphasized that although a person may have several places of abode, only one domicile—and therefore only one legal residence—exists at a time. That domicile persists unless the evidence affirmatively demonstrates abandonment of the prior domicile and the acquisition of a new one, a determination made by weighing the totality of facts connecting the individual to each location. Maryland Education Article §3-1201 applies only to a member who no longer resides in the Commissioner District. This section outlines the requirements for being a member of the SCPS-BOE:

(a) The Somerset County Board shall be elected and consists of one member elected from each commissioner district in the county.

(b)(1) A member from a commissioner district shall be a resident of that district.

(2) A candidate for the county board shall be a registered voter of the county.

(3) A member from a commissioner district who no longer resides in that district may not continue as a member of the county board.

As outlined above, the OIGE initiated this investigation focused on the conditions outlined in sections §3-1201(a) and (b).

Observations and Interviews

OIGE observed the two addresses in question. Our observation indicated that the address listed in CD1 appeared to be occupied. We observed lights on in the house, a vehicle in the driveway, and

several bicycles on the front porch. A vehicle registration check indicated the vehicle was registered to Gleason at the CD1 address.

Our observation of the CD3 appeared to be vacant. We observed no activity at the address, and no vehicles were parked in the area near the house. OIGE did not observe any active lighting in the house.

OIGE conducted interviews, which indicated that Gleason resides at the CD1 residences. Furthermore, our interviews indicated that Gleason owns a home in CD3.

Findings

- 1) OIGE's review of the December 15, 2023, purchase of the new residence, the filing of the deed with the Somerset County Circuit Court, the Maryland Taxation and Assessment records, and the Somerset County land records indicates that Gleason self-declared and owns a residence within the CD 3 election boundaries and on the outskirts of the town of Princess Anne, Somerset County, Maryland.
- 2) OIGE observation of the CD3 address does contain a building (house) on the property, which appears to be unoccupied.
- 3) OIGE's review of Gleason's Motor Vehicle and Voter registrations, and our observation of the home used and self-declared by Gleason in CD1 are consistent with Gleason's domicile within the election boundaries established for CD1 and in the town of Princess Anne, Somerset County, Maryland.
- 4) OIGE interviews indicated that Gleason and his family live at the CD1 address and that this address is serving as his domicile.

Conclusion

Based on its overall review, OIGE cannot substantiate the allegation that Board member Gleason is out of compliance with Maryland Education Article § 3-1201(b)(3).

As previously articulated, Maryland law defines residency for purposes of eligibility for public office through statute and Maryland appellate case law. Unless a statute provides otherwise, residency is generally synonymous with domicile. An individual may maintain more than one residence but may have only one domicile at a time. Accordingly, the analysis in this matter turns on whether Board member Gleason abandoned an existing domicile and established a new domicile outside the district, rather than on inconsistent references to "primary residence" appearing in various records.

There are inconsistencies in the paperwork associated with both the CD1 and CD3 residences. These inconsistencies stem from self-declarations made to various governmental entities.

Specifically, Board member Gleason declared the CD3 residence as his primary residence to both the Maryland State Department of Assessments and Taxation and the Somerset County Circuit Court, while declaring the CD1 residence as his primary residence to the Maryland Motor Vehicle Administration, the Board of Elections, and other entities. In addition, the registered owner of the CD1 residence self-declared that the CD1 residence is his primary residence. Standard documentation that could usually clarify residence is equally unhelpful. Utility bills and tax records, likewise, based on self-reported or self-directed information, would indicate the CD3 residence, while interviews and OIGE observations would indicate the CD1 residence.

These inconsistencies led OIGE to request an interview with Board member Gleason to provide him with the opportunity to explain and clarify the conflicting self-reported information. Prior to contacting Board member Gleason directly, OIGE contacted counsel for the Somerset County Public Schools Board of Education to determine whether those attorneys represented Board member Gleason in his individual capacity. Counsel advised OIGE that they do not represent individual Board members. As a result, OIGE contacted Board member Gleason directly to request an interview. Board member Gleason's dismissive response to OIGE's interview request left the inconsistent self-declarations, interviews, and observations as the only sources of information available for review. As such, OIGE is referring this matter to the State Board of Education for further review and determination of whether Board member Gleason's domicile is incompatible with the membership and residency requirements outlined in Maryland Education Article § 3-1201(b)(3).

OIGE recognizes that information may be updated or changed after an investigation is finished. OIGE thanks the members of the Maryland Board of Education for their cooperation during this investigation.

Respectfully,

A handwritten signature in black ink, appearing to read "Richard P. Henry", with a stylized flourish at the end.

Richard P. Henry
Inspector General

Cc: Honorable Charles W. Laird, President, Somerset County Board of Commissioners
Matthew W. Lankford, Chairperson, Somerset County Board of Education
Dr. Carey M. Wright, Ed.D., State Superintendent of Schools
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