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LEGISLATIVE AUDITOR DARYL G. PURPERA, CPA, CFE

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LOUISIANA LEGISLATIVE AUDITOR DARYL G. PURPERA, CPA, CFE

July 5, 2017

THE HONORABLE SHERRIE JACOBS, MAYOR AND MEMBERS OF THE BOARD OF ALDERMEN TOWN OF FERRIDAY

Ferriday, Louisiana

We have audited certain transactions of the Town of Ferriday. Our audit was conducted in accordance with Title 24 of the Louisiana Revised Statutes to determine the validity of complaints we received.

Our audit consisted primarily of inquiries and the examination of selected financial records and other documentation. The scope of our audit was significantly less than that required by *Government Auditing Standards*.

The accompanying report presents our findings and recommendations as well as management's response. This is a public report. Copies of this report have been delivered to the District Attorney for the 7th Judicial District of Louisiana and others as required by law.

Respectfully submitted,

Hurpera

Daryl G. Purpera, CPA, CFE Legislative Auditor

DGP/aa

TOWNOFFERRIDAY

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EXECUTIVE SUMMARY

Town Improperly Paid Salary Supplements and Incentive Payments to Employees

From December 2014 to December 2016, the Town of Ferriday (Town) improperly paid salary supplements/incentive payments totaling \$40,550 to Town employees and officials. To be constitutionally permissible, payments of additional compensation to public employees must be in the form of prospective salary increases for future services to be rendered; they may not be extra compensation for past services for which employees already have been paid. The Town could not provide documentation to indicate that salary supplements/incentive payments were salary increases for future services. As such, it appears that these payments were paid to employees as additional compensation for past services. By paying additional compensation to employees for past services, Town management may have violated the Louisiana Constitution and state law.

Town Improperly Paid Grants and Compliance Clerk

Records indicate that the Town improperly paid former Town Clerk (now Grants and Compliance Clerk) Amanda Gagnard wages totaling \$2,095 from October 21, 2016 to November 30, 2016. This amount included \$1,304 in wages paid to Ms. Gagnard while Town Clerk when she was off work for childbirth but not required to take leave and \$791 when she was paid at the incorrect rate after becoming the Town's Grants and Compliance Clerk. By paying Ms. Gagnard wages she was not entitled to receive, Town management may have violated the Louisiana Constitution, which prohibits the donation of public funds, and state law.

Town Failed to Comply with the Local Government Budget Act

Town management did not comply with the Local Government Budget Act (LGBA), which directs political subdivisions of the state as to the manner in which budgets shall be adopted, implemented, and amended. LGBA directs political subdivisions to allow for public participation prior to the adoption of a budget. The LGBA further calls for financial planning and budgeting practices, which will secure the public dollars entrusted to the leaders of the political subdivision.

Board Failed to Fix Salaries of Municipal Officers

The Board appears to have violated state law by failing to fix salaries of municipal officers by ordinance.

BACKGROUND AND METHODOLOGY

The Town of Ferriday (Town) is located in Concordia Parish and has a population of 3,511 (Year 2010 Census). The Town was incorporated under the provisions of the Lawrason Act and has a mayor-board of aldermen form of government. The Town provides utility services, public safety, streets, sanitation, and general administrative services to residents and businesses.

On January 28, 2017, the Town's Board of Aldermen (Board) requested, in writing, that the Louisiana Legislative Auditor investigate several complaints of possible mismanagement of Town funds. We visited the Town to determine the validity of these complaints.

The procedures performed during this audit included:

- (1) interviewing Town employees;
- (2) interviewing other persons, as appropriate;
- (3) examining selected Town documents and records;
- (4) gathering and examining external parties' documents and records; and
- (5) reviewing applicable state laws and regulations.

Town Improperly Paid Salary Supplements and Incentive Payments to Employees

From December 2014 to December 2016, the Town of Ferriday (Town) improperly paid salary supplements/incentive payments totaling \$40,550 to Town employees and officials. To be constitutionally permissible, payments of additional compensation to public employees must be in the form of prospective salary increases for future services to be rendered; they may not be extra compensation for past services for which employees already have been paid. The Town could not provide documentation to indicate that salary supplements/incentive payments were salary increases for future services. As such, it appears that these payments were paid to employees as additional compensation for past services. By paying additional compensation to employees for past services, Town management may have violated the Louisiana Constitution¹ and state law.²

Salary Supplements

Records indicate that the Town issued salary supplements to Town employees totaling \$13,300 in December 2014 and \$11,900 in December 2015. In both years, all Town employees were paid \$350 salary supplements. Minutes from the Board meeting held on November 11, 2014, show the Board approved a "one-time supplemental pay for all town employees of \$350." Although the 2015 Board minutes do not reflect Board approval for the December 2015 supplemental payments, Mayor Pro-Tem Gloria Lloyd told us that the Board approved supplemental payments in December 2015. The Town could not provide any documentation indicating that supplemental payments were budgeted at the beginning of the fiscal year as salary increases for future services.

Former Mayor Gene Allen told us that he advised the Board against approving supplemental payments but issued the payments because he felt obligated to do so after the Board approved them. In addition, Town Attorney Myisha Davis told us that she informed the Board that supplemental payments may be a donation of public funds and viewed as a bonus payment to employees.

Incentive Payments

On December 23, 2016, the Town issued "incentive payments" totaling \$15,350 to Town employees, which included \$150 payments to part-time employees and \$350 to full-time employees. Mayor Jacobs stated that in October or November 2016, she developed an employee incentive pay program for all employees because the Town hosts several community events throughout the year that employees must attend. Mayor Jacobs stated that the Town cannot afford to pay employees overtime; therefore, the incentive pay program was developed to allow Town employees to receive a one-time payment of \$350 in December to compensate them for hours worked at community events. The Town could not provide documentation indicating what events were held, which employees worked the events, or the number of hours worked at each

event. Alderwomen Cheryl Smith and Gloria Lloyd both stated that the Board did not approve these payments in December 2016.

The Louisiana Attorney General has consistently opined that the Louisiana Constitution prohibits the payment of a bonus or any other gratuitous unearned payment to public employees. Payments of additional compensation to public employees, in order to be constitutionally permissible, must be in the form of prospective salary increases for future services to be rendered, not extra compensation for past services already rendered and recompensed. The Town could not provide any documentation to indicate that salary supplements paid to employees in December 2014 and December 2015 were for future services. Furthermore, based on Mayor Jacobs' incentive pay plan, the incentive payments issued to employees in December 2016 were for past services for which there is no documentation to support that services were performed. In addition, for Mayor Jacobs' incentive pay plan to be constitutionally permissible, the plan should have been implemented at the beginning of the fiscal year, contingent upon available funds, with documentation to substantiate that the services were provided. By issuing payments to employees as additional compensation for past services, Town management may have violated the Louisiana Constitution¹ and state law.²

Recommendations

We recommend that Town management consult with legal counsel to determine the appropriate legal actions to be taken, including seeking reimbursement for improper bonus payments made to Town employees and officials. We also recommend that management comply with the Louisiana Constitution and cease paying bonuses. Should the Town wish to continue to pay salary supplements/incentive payments, we further recommend that the Town implement policies and procedures to document that these payments are budgeted increases (contingent upon available funds) for future services rather than past services or no services.

Town Improperly Paid Grants and Compliance Clerk

Records indicate that the Town improperly paid former Town Clerk (now Grants and Compliance Clerk) Amanda Gagnard wages totaling \$2,095 from October 21, 2016 to November 30, 2016. This amount included \$1,304 in wages paid to Ms. Gagnard while Town Clerk when she was off work for childbirth but not required to take leave and \$791 when she was paid at the incorrect rate after becoming the Town's Grants and Compliance Clerk. By paying Ms. Gagnard wages she was not entitled to receive, Town management may have violated the Louisiana Constitution,¹ which prohibits the donation of public funds, and state law.²

Clerk Paid for Time off Without Taking Leave

We found that from November 3-16, 2016, Ms. Gagnard was paid her regular salary (\$1,304) but did not report to work and was not required to take leave. Ms. Gagnard stated that she gave birth on November 8, 2016, and was released from the hospital on November 9, 2016. She stated that Mayor Jacobs allowed her to work from home during the two-week period, and

she went to the Town Hall and assisted the Town Clerk with payroll issues and had telephone conversations with Mayor Jacobs while working from home.

Mayor Jacobs stated that she approved Ms. Gagnard to work from home after giving birth, because the Town did not have a maternity leave policy and Ms. Gagnard had no sick leave on the books. However, we found that the Town's policy manual has written policies regarding annual, sick, and maternity leave. The Town's policy states that "Absence from work caused by pregnancy, childbirth, or a related medical condition is considered to be a short-term disability which prevents an employee from performing the usual duties associated with employment. An employee may take paid sick leave as maternity or parental leave...to the extent sick leave has been accrued by said employee. If accrued sick leave is exhausted, and additional leave is needed due to illness or disability, available paid leave (compensatory leave, vacation leave, or annual leave) may be used." Further, Town payroll records indicate that Ms. Gagnard had accrued 27 hours of sick leave. Based on Town policy, Ms. Gagnard should have been required to use available sick leave for days in which she could not work due to childbirth.

We requested copies of Ms. Gagnard's time sheets and documentation to support any work performed by Ms. Gagnard during the time period in which she worked from home. Mayor Jacobs stated that Ms. Gagnard did not have a specific assignment she worked on, nor was she required to submit any work related product while working from home. Town Clerk Lola Jordan stated that Ms. Gagnard was a salaried employee and was not required to fill out time sheets during this period. Ms. Jordan stated that Ms. Gagnard came by the office two or three times to assist with payroll issues, but there was no documentation to support work performed by Ms. Gagnard during this period. Based on the lack of Town records, we could not verify that Ms. Gagnard performed services for which she was paid by the Town from November 3-16, 2016.

Excessive Wages Paid to Grants and Compliance Clerk

According to Town records, Mayor Jacobs appointed Ms. Gagnard as Town Clerk on July 1, 2016. Although the Board did not approve the appointment, Mayor Jacobs allowed Ms. Gagnard to serve as the interim Town Clerk. Mayor Jacobs stated that she needed a Town Clerk, and even though Ms. Gagnard had not been approved to be the Town Clerk she allowed her to serve in that capacity until one was approved by the Board. On October 11, 2016, a new Town Clerk was appointed and approved by the Board and, on October 21, 2016, Ms. Gagnard was assigned to the position of Grants and Compliance Clerk. Although the Grants and Compliance Clerk position paid less than the Town Clerk position, the Town continued to pay Ms. Gagnard at the Town Clerk's rate of pay from October 21, 2016 to November 30, 2016. As a result, Ms. Gagnard was paid excess wages totaling \$791. Although the Town corrected this error, no efforts were made to seek reimbursement from Ms. Gagnard for the excess wages.

Recommendations

We recommend that Town management consult with legal counsel to determine the appropriate legal actions to be taken, including seeking reimbursement for amounts improperly

paid to Ms. Gagnard. We further recommend that Town management formally adopt consistent and detailed policies and procedures for payroll and employee benefits pertaining to leave. These policies and procedures should require all employees to complete time sheets and require Town management to maintain records to support the amount of leave accrued and taken by each employee.

Town Failed to Comply with the Local Government Budget Act

Town management did not comply with the Local Government Budget Act³ (LGBA), which directs political subdivisions of the state as to the manner in which budgets shall be adopted, implemented, and amended. LGBA directs political subdivisions to allow for public participation prior to the adoption of a budget. The LGBA further calls for financial planning and budgeting practices, which will secure the public dollars entrusted to the leaders of the political subdivision.

The Town's noncompliance with the LGBA is described as follows:

- Budget Adopted Late – Management failed to adopt the Town's 2016-2017 budget before the start of the fiscal year as required by the LGBA. Although Louisiana Revised Statute (La. R.S.) 39:1309(A) and La. R.S. 33:406(A)(3) required the budget to be adopted by ordinance (or other legal instrument) before July 1, 2016, the Town did not adopt a budget until November 15, 2016. Minutes from the Board's November 15, 2016, meeting indicate that the Board adopted the budget; however, the Town could not provide a budget ordinance or other legal instrument documenting their action. Further, La. R.S. 39:1312 provides that if the Town has not adopted a budget by the end of the fiscal year for the ensuing fiscal year, then the Town can only operate at 50% of the last approved budget until a budget has been adopted. Based on the Town's general fund from July 1, 2016 to November 14, 2016, the Town spent \$876,125, which exceeds the 50% threshold by \$383,201, or 43.7%. By operating the Town without an adopted budget for 4.5 months and spending more than 50% of the previous year's budget during that time period, the Town may have violated state law.
- No Budget Message The budget adopted by the Town for the fiscal year ending June 30, 2017, did not include a budget message as required by law. La. R.S. 39:1305(C)(1) requires a budget message for the general fund and each special revenue fund signed by the budget preparer that provides a summary description of the proposed financial plan, policies, objectives, assumptions, budgetary basis, and a discussion of the most important features.
- **Fund Balance Not Shown in Budget** For the fiscal year ended June 30, 2017, the estimated fund balance at the beginning and end of the fiscal year was not presented for the general fund as required by La. R.S. 39:1305(C)(2)(A).
- **Budgets Lacked Additional Information** Since January 1, 2011, La. R.S. 39:1305 has required additional information to be included in the annual budget,

and the Town did not include such information for the fiscal year ended June 30, 2017. The information excluded from the budget included:

- Year-to-date actual and estimated fund balances at end of year
- Percentage change for all funds

In summary, Town management failed to comply with the provisions of the LGBA. Although it is unclear whether the previous mayor, who left office at the end of the fiscal year (June 30, 2016), properly prepared and submitted an annual operations budget to the Board in compliance with the provisions of La. R.S. 39:1301, *et seq.*, it is clear that the Town operated for several months without a properly adopted budget. In addition, it appears that the Board did not perform their legislative function of properly appropriating funds by ordinance as required by the LGBA and state law.

Recommendations

We recommend that management strictly comply with all provisions of the LGBA. The Town's annual budget should be adopted by ordinance before the beginning of each fiscal year (July 1), and the budget should contain all required information. All amendments to the budget are also required to be adopted by ordinance.

Board Failed to Fix Salaries of Municipal Officers

The Board appears to have violated state law by failing to fix salaries of municipal officers by ordinance.

On January 16, 2017, we received a complaint indicating that Mayor Jacobs had received salary payments in excess of the amount budgeted by the Town's Board. As a result, we reviewed Town ordinance, minutes of Town Board meetings, budgets, and payroll records to determine the credibility of this complaint.

La. R.S. 33:404.1⁴ requires the Board to fix, by ordinance, the compensation of the mayor, aldermen, clerk, and chief of police. As stated in the previous finding (*Town Failed to Comply with the Local Government Budget Act*), the Town failed to adopt a budget, by ordinance, for the fiscal year ended June 30, 2017. Further, the Town could not provide an ordinance fixing the salary of the mayor or any of the other municipal officers.

The Town provided us with a copy of the proposed budget for the year ended June 30, 2017. This budget was dated June 22, 2016, and appears to be the budget adopted by the Board on November 15, 2016. This budget included line items for the mayor's salary (\$44,000) and mayor's expense account (\$9,000), but did not include line items for any other municipal officers. Although the mayor's salary per the budget was in line with the previous year's budget, the mayor's expense account increased from \$6,000 the previous year to \$9,000. We compared the amounts budgeted for the mayor's salary and expense accounts to Town payroll records and found that Mayor Jacobs has been paid in accordance with the budget adopted by the Board.

However, since the budget was not adopted by ordinance, and the Board failed to set the salaries of Mayor Jacobs and other municipal officers by ordinance, it is unclear what salaries should be paid to the Town's municipal officers. By failing to fix the salaries of municipal officers, the Board may have violated state law.⁴

Recommendation

We recommend that Town management implement written policies and procedures to ensure that compensation for municipal officers is set by ordinance in accordance with state law.

In the Board of Aldermen's written response to this report, Mayor Pro-Tem Gloria Lloyd stated that the Board feels that several items on its request for an audit were completely disregarded and not addressed (the items are included in the written response – see Appendix A). This is not true. Although the Board made several allegations regarding the management of the Town, we found no evidence to substantiate several of the allegations and did not mention them in this report. Three of these allegations are discussed below.

The first item submitted by the Board indicated that the Town withdrew sewage funds for non-sewage use. A review of the Town's financial statements indicates that the Town maintains a Sewer Fund to account for operations where the costs of providing sewer services to the general public on a continuing basis are financed through user charges. Although certain funds within the Sewer Fund are restricted for debt service, the remaining funds are not restricted and can be used to subsidize other Town operations.

Additionally, the Board questioned the Mayor's practice of double signing checks. During our audit, we found that from July 2016 to December 2016 Town checks were signed by Mayor Jacobs and either the Town Clerk or the Mayor Pro-Tem. On December 7, 2016, the Louisiana Attorney General issued *Opinion 16-0143*, which was addressed to Mayor Jacobs. The opinion indicated that La. R.S. 33:404 vests the power and authority for signing checks solely with the mayor as the executive officer and administrator of a municipality. The opinion concluded that the mayor has the authority to require an additional signatory on town checks; however, the mayor also has the authority to revoke that requirement. Subsequent to receiving *Opinion 16-0143*, Mayor Jacobs began signing each check twice. Since La. R.S. 33:404 vests the power and authority for signing checks solely with the mayor, there is no requirement to have a second signature nor is it material how many times Mayor Jacobs signed each check.

Finally, the Board alleged that Police Department vehicles were used for personal purposes. During our audit, we found that the Town did not have controls in place to track usage of Police Department vehicles. We were also informed that Mayor Jacobs used a Police Department vehicle and received a vehicle allowance during the same period. While we were able to confirm that Mayor Jacobs used a Police Department vehicle during the months of January and February 2017, Town records indicate that Mayor Jacobs did not receive an expense allowance during these two months.

LEGAL PROVISIONS

¹ Louisiana Constitution Article VII, Section 14(A) provides, in part, "Prohibited Uses. Except as otherwise provided by this constitution, the funds, credit, property, or things of value of the state or of any political subdivision shall not be loaned, pledged, or donated to or for any person, association, or corporation, public or private."

² Louisiana Revised Statute (La. R.S.) 42:1461(A) provides that, "Officials, whether elected or appointed and whether compensated or not, and employees of any 'public entity,' which, for purposes of this Section shall mean and include any department, division, office, board, agency, commission, or other organizational unit of any of the three branches of state government or of any parish, municipality, school board or district, court of limited jurisdiction, or other political subdivision or district, or the office of any sheriff, district attorney, coroner, or clerk of court, by the act of accepting such office or employment assume a personal obligation not to misappropriate, misapply, convert, misuse, or otherwise wrongfully take any funds, property, or other thing of value belonging to or under the custody or control of the public entity in which they hold office or are employed."

³ La. R.S. 39:1301–1315 directs political subdivisions of the state as to the manner in which budgets shall be adopted, implemented, and amended as well as provide the authority to the mayor to incur liabilities and authorize expenditures.

⁴ La. R.S. 33:404.1 provides that, "Compensation of municipal officers. The board of aldermen shall by ordinance fix the compensation of the mayor, aldermen, clerk, chief of police, and all other municipal officers. The board of aldermen may by ordinance increase or decrease their compensation and the compensation of any nonelected municipal officer and may increase the compensation of other elected officials. However, the board of aldermen shall not reduce the compensation of any elected official during the term for which he is elected."

Board of Aldermens' Response

Gloria Lloyd, Mayor Pro Tem Town of Ferriday Ferriday, LA 71334

June 8, 2017

Daryl G. Purpera, CPA, CFE Louisiana Legislative Auditor Post Office Box 94397 Baton Rouge, LA 70804-9397

Dear Daryl G. Purpera, CPA, CFE:

The Ferriday Board of Aldermen has received and reviewed the investigative audit report draft that you submitted on June 2, 2017.

Although we sincerely appreciate the time and effort you and your staff put into this audit, we, the Ferriday Board of Aldermen feel that several issues on the original audit request letter that we submitted were completely disregarded and intentionally not addressed. These issues includes:

- 1. (Item #1 of submitted letter) Withdrawal of sewage funds for none sewage use.
- 2. (Item #2 of submitted letter) Use of Police Department vehicles for personal use.
- 3. (Item #3 of submitted letter) No job descriptions for some personnel (personal friends)
- 4. (Item #4 of submitted letter) Termination of certified officers
- 5. (Item #11 of submitted letter) Using public funds to pay campaign debts
- 6. (Item #14 of submitted letter) Mayor double signing checks
- 7. (Item #16 of submitted letter) Meeting minutes documentation
- 8. (Item #8 of submitted letter) Purchase of truck for sewage department without proper approval.

In regards to the findings in your audit report in reference to the Town improperly paying supplemental and incentive pay to the employees as well as the town improperly paying the grant and compliance clerk, we will act upon your recommendation of consulting with legal counsel to determine the appropriate legal actions to be taken. However we whole-heartedly disagree with the state's findings in regards to the adoption of the budget as well as salaries of municipal officers. It is the duty of the Mayor to present the board with a budget that complies with provisions of the Government Budget Act and then it is the duty of the Board to properly pass that budget. History will also show that it has always been the Mayor's duty to provide the board with a recommendation of salaries for the officers that he/she appoints. And although this information

Daryl G. Purpera, CPA, CFE June 8, 2017 Page 2

was requested, the board was never provided. Therefore to set blame solely on the board of aldermen leads to the assumption that Mayor Jacobs is outside of the realm of liability that has been placed upon the board as it applies to these findings.

To say that we are disappointed with the findings and lack thereof in this audit would be a profound understatement. We have idly set by and watched for years as Mayors (predominantly African Americans) from our neighboring communities (Ed Brown of St. Joseph and Bobby Higginbothom of Waterproof) have been audited, targeted, and prosecuted for some of the same allegation that you have so obviously dismissed against Mayor Jacobs. After reading this report we find it hard to believe the lack of responsibility that your office has placed upon one acting as the Mayor and financial manager of the day to day operations of the Town of Ferriday.

Please feel free to contact me or any other board member with any future concerns in this matter.

Sincerely,

Gloria Lloyd, Mayor Pro Tem

Board of Aldermen

Board of Aldermen			
Glen Henderson Blen Henderson	_(601)870-4016		
Chryl Smith Lee Churcher Bel	_(225)718-0908		
Gail Pryor Bail Pryor	_(601)807-9174		
Johnny Woodruff ATAMM Model	2(601)870-2109		
Gloria Lloyd Blona hlad	_(318)757-1624		
	Glen Henderson <u>Henderson</u> Chryl Smith Lee <u>Chryl Smith Lee</u> Gail Pryor <u>Mail Pryop</u>		

Mayor Sherrie Jacobs' Response



Sherrie "Ms. Mac" Jacobs Mayor

Phone 318-757-3411 Fax 318-757-4456

1116 Second Street Ferriday, LA 71334

Town Clerk Lola Jordan

June 12, 2017

Town Council: Glenn Henderson District A

Chryl Smith-Lee District B

Sandra G. Pryor District C

Johnnie Brown, Sr. District D

Gloria F. Lloyd District E Daryl G. Purpera, CPA, CFE Louisiana Legislative Auditor Post Office Box 94397 Baton Rouge, Louisiana 70804-9397

Dear Mr. Purpera:

Thank you so much for sending such a competent team to help the Town of Ferriday align with the state laws. Their input was invaluable.

I have provided a response to each of the findings and recommendations.

Kindest regards,

herbe Sherrie Jacobs, Mayor

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The Town of Ferriday will make no supplement/incentive pay to the town employees in the future to be in compliance with the law.

II. Town Improperly Paid the Grants and Compliance Clerk

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The Town of Ferriday is revising the Town's Policy and Procedures to detail the leave policy for employees. The Town will also seek reimbursement from Ms. Gagnard for accidental overpayment and will subtract the sick leave she owes the Town.

III. Town Failed to Comply with the Local Government Budget Act

The Town of Ferriday will comply with all provisions of the Local Government Budget Act and adopt a budget by ordinance before July 1.

IV. The Board Failed to Fix Salaries of the Municipal Officers

The Ferriday Board of Alderpersons will fix by ordinance the salaries of the municipal officers.

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