



PAYNE COUNTY SHERIFF'S OFFICE

Forensic Audit

January 18, 2024

Cindy Byrd, CPA

State Auditor & Inspector

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TO THE HONORABLE LAURA AUSTIN THOMAS DISTRICT ATTORNEY, DISTRICT 9

Presented herein is the forensic audit report of the Payne County Sheriff's Office. The goal of the State Auditor and Inspector is to promote accountability and fiscal integrity in state and local government. Maintaining our independence as we provide this service to the taxpayers of Oklahoma is of utmost importance.

We wish to take this opportunity to express our appreciation for the assistance and cooperation extended to our office during our engagement.

This report is addressed to, and is for the information and use of, the District Attorney as provided by statute. This report is also a public document pursuant to the Oklahoma Open Records Act, in accordance with 51 O.S. §§ 24A.1, *et seq*.

Sincerely,

CINDY BYRD, CPA

OKLAHOMA STATE AUDITOR & INSPECTOR



Payne County Sheriff's Office Forensic Audit Report

Why We Performed This Audit

In November 2021, Payne County (County) uncovered a potential misappropriation of county funds which was reported to the district attorney by the Payne County Sheriff's Office (PCSO). In accordance with 74 O.S. § 212(H), the district attorney requested the State Auditor & Inspector's Office (SA&I) perform a forensic audit of PCSO expenditures.¹

Summary of Findings

Between July 2010 and November 2021, Linda Farley, then Office Manager of the PCSO, misappropriated² \$82,176.54 of county funds through the unauthorized use of a PCSO credit card and by submitting altered and fabricated invoices for payment. An additional \$55,521.98 of questioned costs³ were noted related to Farley's use of a spare fuel card and her receipt of unauthorized payroll payments.

Part One - Misappropriated Funds

Altered Invoices

Between October 2015 and October 2021, a total of \$5,014.36 in altered invoices were submitted by Farley to the County Clerk's office and the Board of County Commissioners (BOCC) for payment. The altered invoices reflected payments made for the benefit of Farley and her family, including car maintenance and hotel stays. Two examples are shown below.

Example 1 – Car Maintenance Invoice

Farley paid for maintenance on her personal vehicle and a family member's vehicle, then altered the invoices to reflect that the services had been performed on a county vehicle. The altered invoices were then submitted to the County for payment.

¹ The scope of this investigation was limited to specific concerns within the PCSO, this does not preclude the potential for other issues not addressed in this report.

² 19 O.S. § 641

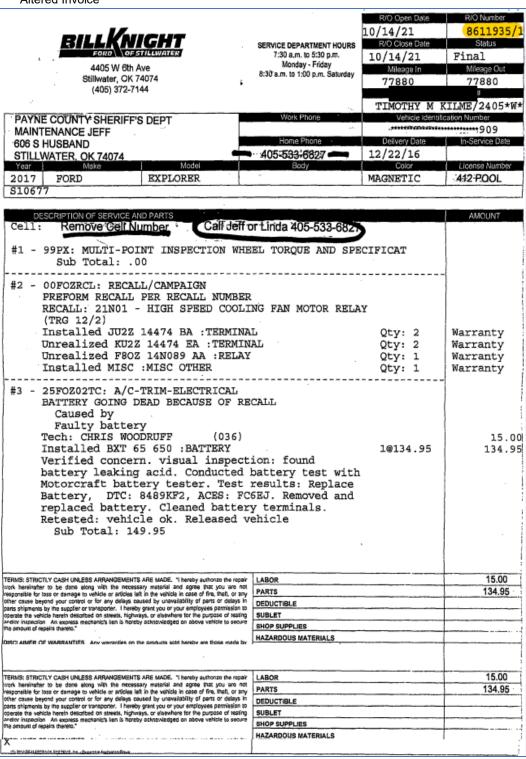
³ The costs associated with the use of the spare fuel card and the unauthorized payroll payments are considered questioned instead of misappropriated; because although they appear to be an improper enrichment of Farley, they were approved by the proper county officials and paid based on official unaltered documentation.

The first invoice shown is the original invoice obtained from the vendor. This invoice reflects repairs performed on Farley's daughter's⁴ vehicle and was signed by Farley. The second invoice depicts the same invoice after it was altered by Farley.

Original Invoice - provided by vendor R/D Core Date 10/14/21 8611935/1 RIO Close Ou SERVICE DEPARTMENT HOURS Status 7:30 a.m. to 5:30 p.m. 10/14/21 Final 4405 W 6th Ave 8:30 a.m. to 1:00 p.m. Saturday Stillwater, OK 74074 77880 77880 (405) 372-7144 sor / Tag 8 TIMOTHY M KILME/2405*W 5909 STILLWATER, OK 74074-2588 405-385 12/22/16 2017 EXPLORER MAGNETIC \$10677 DESCRIPTION OF SERVICE AND PARTS Cell: 405-385-4 #1 - 99PX: MULTI-POINT INSPECTION WHEEL TORQUE AND SPECIFICAT Sub Total: .00 #2 - 00FOZRCL: RECALL/CAMPAIGN PREFORM RECALL PER RECALL NUMBER RECALL: 21NO1 - HIGH SPEED COOLING FAN MOTOR RELAY (TRG 12/2) Installed JU2Z 14474 BA : TERMINAL Qty: 2 Warranty Unrealized KU2Z 14474 EA : TERMINAL Qty: 2 Warranty Unrealized F80Z 14N089 AA :RELAY Qty: 1 Warranty Installed MISC : MISC OTHER Qty: 1 Warranty #3 - 25F0Z02TC: A/C-TRIM-BLECTRICAL BATTERY GOING DEAD BECAUSE OF RECALL . Caused by Faulty battery Tech: CHRIS WOODRUFF 15.00 Installed BXT 65 650 :BATTERY 10134.95 . 134.95 Verified concern. visual inspection: found battery leaking acid. Conducted battery test with Motorcraft battery tester. Test results: Replace Battery, DTC: 8489KF2, ACES: PC6EJ. Removed and replaced battery. Cleaned battery terminals. Retested: vehicle ok. Released vehicle Sub Total: 149.95 LECHALKE PAYME COMMY CLERK. DEG. TERMS: STRICTLY CASH UNLESS ARRANGENENTS ARE MADE. "I hereby outnoise the repair promotion controlling for the program of the process of the process of the program of the process of the proces **PARTS** DEDUCTIBLE SUBLET SHOP SUPPLIES HAZARDOUS MATERIALS CISCLABRER OF WARRANTIES. Any sevention on the products odd horeby are those made by the mesulacturer. The seller heavily expressly disclaims all secretion either express or implied, including any implied secreting of merchantistikly or fitness for a packular purpose, and the seller relative assumes and self-calce any other present to search of any fitting to connection with the sale of salid products. Any limitation contained herein does not apply where prohibited by less. SALES TAX OR TAX LD. SPECIAL ORDER DEPOSIT DISCOUNTS TOTAL DUE

⁴ Personal information has been redacted for privacy purposes.

Altered Invoice



Example 2 - Hotel Invoice

Farley used the PCSO credit card to pay for hotel rooms for her personal use, then altered the hotel invoices to reflect that a different PCSO employee had stayed at the hotel. The first invoice below is the original invoice provided by the vendor and shows Farley as the customer traveling for "pleasure." The second invoice was submitted for payment by Farley, paid by the County, and indicates that a sheriff's deputy had incurred the charge for "Work."



Original Invoice - provided by vendor

Altered Invoice



Between FY 2016 and FY 2022, 16 altered invoices totaling \$5,014.36 were submitted by Farley for personal expenses and paid with county funds.

Payments For Work Not Performed

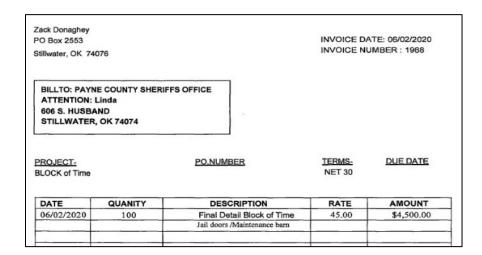
From April 2017 through June 2020, 18 purchase orders totaling **\$54,459.24** were issued in the name of Farley's son for work that was not performed. Eleven of the purchase orders included the phrase "Block of Time" as a description for the services provided, four purchase orders listed equipment and material as a description, two listed stray horses and care for livestock as a description, and one listed labor as a description. PCSO management was interviewed and stated that the work described was not performed by Farley's son at the PCSO locations noted on the questioned purchase orders and invoices.

Twelve of the purchase orders were requisitioned using the Sheriff's signature stamp, which Farley maintained at her desk. Farley completed and signed the receiving reports for all 18 of the purchases. She also signed the warrant register for 16 of the warrants confirming that she picked the warrants up from the County Clerk's office. Three warrants were deposited into the same bank account that Farley used for her payroll direct deposits.

Example – Payment to Farley's Son

Purchase Order No. 6577 issued to Zack Donaghey, Farley's son, is shown with the related invoice, receiving report, and the stamped requisitioning signature. A clip from the warrant register is also shown documenting Farley signing for pick-up of the warrant. These documents illustrate the process completed by Farley in paying her son for work not performed.

SA&I 1116 (2017-2018)	Requisition - I	Purchase Orde	r - Claim					
				Purchase				
Requisition No. 006577	Payne	County,	Oklahoma	Order No.	006577			
Requisitioning Dept. Sheriff Service Fee	Date Req. Rec. 06/02/2020	Date Assigned 06/02/2020		cessing of this purchase request and the the designated account to the maximum of Account 1226-2-1100-6001				
Project No.	Date Material Nee	ded	06/02/2020 SEE ATTACHED					
Federal Award			Date	Requisition	ing County Official			
Purchasing X Regular P.O. State Contract/Purchasing Cooper County Purchasing Act Public Competitive Bidding Act Issued To: DONAGHEY, ZACK PO BOX 2553		Kyla McCom I hereby centry the appropriations or appropriations or appropriation. DATED THIS C	Fiscal Year 2019-2020 Date 06/02/2020 Appropriation Account 1226-2-1100-6001 I hereby approve the issue of the appropriation Account 1226-2-1100-6001 I hereby approve the insulation of the purchase order Kyla McCombs April Physhising Agent I hereby centry that a proper has been existed agent the designated appropriation personnel or the appropriation personnel or the superiorization personnel					
STILLWATER, OK 74076		OF Pay			Stamped			
Shipped To: PAYNE COUNTY SHERIFF 606 SOUTH HUSBAND, ROOM 106 STILLWATER, OK 74074	3	name and address	1505 requires the version to furn s, a clear description of each iter ice, the total of the purchase, an	n purchased, unit price, the no	Signature			
ALL PRICES ARE FOB DESTINATION I	INLESS OTHERWISE NOTED	Unit	Amt. To Be	I approve the processing of this designated account to a maxim	purchase request and the encumbering on the			
Quantity Unit	Description	Price	Encumbered	on grand account to a making				
100.000 EA BLOCK OF TIME -	JAIL & BARN REPAIRS	45.0000	0 4,500.0	4 500.00	Account 1226-2-1100-60			
				4,500.00	ACOUNT 1220-2-1100-00			
				6/2/2020 Date	Requisitioning County Offi			



☐ Red Vendo F. 0. B.		anket F	194	RECEIVING REPORT PAYNE County, Oklahoma Date Rec. Dept./Project No Requisition No. (For Blanket P.O.)	6/a	20 26
ORD.	QTY. REC.	BACK- ORD.	UNIT	DESCRIPTION (include Condition of Goods)	UNIT	TOTAL
00	-	Grad.		Glocy gotenie	450	4,500
				final detail jaie/barn		
				TOTAL		4,500
	ived by		ugh an	Delivered by Galpy I-White-County Clerk Copy 2-Canary-Sent Copy 3-Pink-Receiving Officer Copy 4-Goldenro	to Inventory Offici d-Send to Purch.	er with Copy 2 of P.O. Agent with Orig. P.O.

Date Vend	or PO#	Warrant#	Warrant Amt	Signature
06/08/2020 DONA	SHEY, ZACK 006577	000362	\$ 4,500.00	Finch Forley

Unauthorized Credit Card Purchases

Between July 2010 and April 2021, unauthorized credit card purchases totaling **\$22,702.94** were made by Farley and paid for by the County. These items could not be located in the PCSO were deemed to not be for a county purpose.

Farley was an authorized buyer on multiple credit cards and charge accounts and maintained the credit cards within her office. Farley made purchases using the credit cards during office hours as well as on weekends and holidays.

Example - Lowe's Purchases

Unauthorized purchases totaling \$5,302.56 were made at Lowes and Best Buy. The following receipts reflect non-PCSO purchases of a farmhouse sink and vinyl tile flooring made by Farley.





Example – Walmart Purchases

Farley, who maintained the credit cards for the Sheriff's office, made multiple purchases at Walmart that were not for the use of the PCSO or the jail. A total of \$17,400.38 in unauthorized Walmart purchases were noted. PCSO management was presented with a list of the questionable items and assisted in determining what items were not for the operation of the office. Items that were frequently purchased by Farley and were deemed to not be for PCSO operations included but were not limited to: protein bars/drinks, kitchen utensils, clothing items, bathroom furnishings, bedding, kids' items, decorations, and vitamins.

The receipts below depict examples of some of the improper purchases.





Part Two - Questioned Costs

Excess Payroll Payments

Over a seven-year period, Farley's pay exceeded her authorized salary resulting in questioned costs of **\$20,282.22**.

Summary of Excess Payroll Payments								
Fiscal Year	Overtime	Holiday & Straight Pay	Compensatory Time	Total				
2016	\$593.44	\$0	\$0	\$593.44				
2017	\$5,771.10	\$304.22	\$0	\$6,075.32				
2018	\$0	\$1,847.05	\$0	\$1,847.05				
2019	\$4,034.69	\$0	\$0	\$4,034.69				
2020	\$1,991.72	\$0	\$0	\$1,991.72				
2021	\$1,330.95	\$0	\$1,603.36	\$2,934.31				
2022	\$692.17	\$0	\$2,113.52	\$2,805.69				
Total	\$14,414.07	\$2,151.27	\$3,716.88	\$20,282.22				

Per PCSO management and the *Payne County Personnel Policy* handbook, administrative employees are exempt employees and are not approved to work overtime, holidays, or earn

compensatory (comp) time. Farley served as the office manager in an administrative exempt position. Farley signed *an Employee Personnel Policy Handbook Acknowledgement Form* in April 2012 and April 2018, acknowledging county policy.

I further understand that this handbook represents the sole policy of the county and replaces and supersedes any and all other oral or written personnel policies or procedures.

I further understand that this signed statement will be a permanent record in my personnel file.

LINDAFALLEY
Employee's Name
(Printed or Typed)

Employee's Signature

OHITIES

Date

Farley participated in an inmate transport in April 2014 and was paid overtime. This overtime was pre-approved on an *Overtime Request* form. *Overtime Request* forms could not be located for any additional overtime paid.

PAYNE COUNTY SHERIFF'S DEPARTMENT
OVERTIME REQUEST

EMPLOYEE IN DA FALLEY DATE: 4-7-14

DIVISION: ADMIN

DATE OF OCCURRENCE: 4-7-14

BEGIN TIME: 1400 END TIME: 115 TOTAL 3 14

REASONE TEORNS POSTED 10-15-Form Alaineda Co SO

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Even though overtime and comp time were not allowed for exempt employees,

Farley's overtime and comp time was approved and paid via monthly *Departmental Payroll Forms*. Seventy of the 71 *Payroll Forms* reviewed were approved by the sheriff or his representative along with other county officials.⁵ Beginning in November 2014, most of these *Forms* were notarized by Farley.

SAI Farm 074	2 ~ (2014)												
SAI FOIII 274	SAI Form 2742.a (2014) Departmental Payroll Form							Account	: 01-04-1110				
Pay Period: September-2017					Department: Sheriff's Office					ffice			
Employee ID	Name	Hours	Overtime	Pay Rate	Sick	Vacation	Comp	Holiday	LWOP	Other	Gross Pay	Comments	W#'&
1352	Anderson, Rhonda E.	173~		\$3,320.00	8~	8~	,	-			\$3,320.00		#781
2430	Barnes, David D.	173		\$3,452.00		56∨		(8~)			\$3,611.60 H = 1	159.6	#780
9747	Benavidez, Patricia A.	173 ~		\$3,320.00	1.5	8					\$3,320.00		#783
1385	Brown, Rockford M.	173~		\$3,844.00	8	8					\$3,844.00		#784
0756	Dean, Shane M	173	(\$2,992.00							\$2,992.00		#185
4780	Disel, George E.	173 🗸		\$4,126.00					1		\$4,126.00		#136
6503	Edwards,Donald T.	173√		\$3,452.00		·64		(84)		^	\$3,611.60 H = 1	159.6	#787
9402	Farley, Linda G.	173√		\$3,760.00						19	\$4,172.87 \(S = 4	12.87	#788

Subscribed and sworn to before me this day	Department Head: Ne. 18. 15 tax
or_ september, 2017	
My Commission Expires: 10/24/2019	U .
My Commission Nubmer: 03013098	Notary or Clerk: The Duly 20015000 1000419
	Linda Farley
	APPROVED Date
	Board of
	Chairman
Page 4 Payroll Report	Tadeus Company Member

⁵ Approvals included both stamped signatures and original signatures of the county commissioners and/or county clerk.

Spare Fuel Card Expenditures

The PCSO purchases fuel using ComData charge cards. Each vehicle is assigned a fuel card and each deputy is assigned a unique ID and PIN number. Based on the evidence presented, the spare fuel card was held by Farley and assigned to a fictitious vehicle. Between FY 2011 and FY 2022, **\$35,239.76** of questioned costs were expended on the spare fuel card.

The spare fuel card was last used the day before Farley was placed on administrative leave and has not been located since her termination. The current office administration stated there was rarely a need for a spare fuel card and one has not been used since Farley's termination.



The PCSO employee assigned to review and verify ComData fuel receipts and statements stated that Farley submitted the spare fuel card receipts for payment and indicated they were "confidential receipts." The employee understood these transactions were for fueling informants' vehicles.

The spare fuel card was used by Farley while she was traveling. In at least three instances, the spare card was used at fuel stations in Tulsa, OK at the same time Farley charged hotel stays in Tulsa to the PCSO credit card.⁶ An example for September 18, 2019, is shown.



The following is an invoice for a personal hotel stay in Arlington, TX incurred by Farley and improperly paid with the PCSO credit card.³ The dates of the hotel stay correlate with a fuel receipt charged in Denton, TX using the spare fuel card.



BUC-EE' 2800 South IH-35 Eas Denton TX (979)-238-6390 Term: 103 Appr : 915965 PUMP No. GALLONS PRICE/G 18 15.238 \$2.949 TOTAL FUEL Md Grd Front SALE \$44.91 MastercardFleet Card Num Card Num : (S)
XXXXXXXXXXXX3000 Swiped Balance : \$ -44.91 Odometer : 40999 09/04/2021 14:19:59 I agree to pay the above Total Amount according to Card Issuer Agreement. TOTAL SALE \$44. \$44.91 9/4/2021 :22:38 PM

⁶ Hotel credit card activity was addressed in section 1.

DISCLAIMER

In this report, there may be references to state statutes and legal authorities which appear to be potentially relevant to the issues reviewed by the State Auditor & Inspector's Office. This Office has no jurisdiction, authority, purpose, or intent by the issuance of this report to determine the guilt, innocence, culpability, or liability, if any, of any person or entity for any act, omission, or transaction reviewed. Such determination is within the exclusive jurisdiction of regulatory, law enforcement, prosecutorial, and/or judicial authorities designed by law.