

**STATE BOARD OF ACCOUNTS  
302 West Washington Street  
Room E418  
INDIANAPOLIS, INDIANA 46204-2769**

**Paul D. Joyce, CPA  
State Examiner**

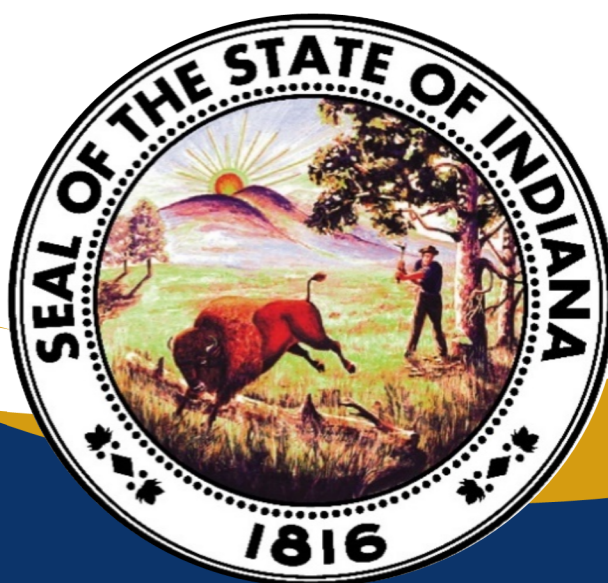
SPECIAL INVESTIGATION REPORT

OF

TOWN OF SYRACUSE

KOSCIUSKO COUNTY, INDIANA

January 1, 2015 to December 31, 2023



**FILED**  
12/05/2024



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Paul D. Joyce, CPA  
State Examiner

## INDIANA STATE BOARD OF ACCOUNTS

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TO: THE OFFICIALS OF THE TOWN OF SYRACUSE, KOSCIUSKO COUNTY, INDIANA

This is a special investigation report for the Town of Syracuse (Town), for the period January 1, 2015 to December 31, 2023, and is in addition to any other report for the Town as required under Indiana Code 5-11-1. All reports pertaining to the Town may be found at [www.in.gov/sboa/](http://www.in.gov/sboa/).

We performed procedures to determine compliance with applicable Indiana laws and uniform compliance guidelines established by the Indiana State Board of Accounts and were limited to records associated with insurance benefit payments and reimbursements of the Town's Clerk-Treasurer's office dating back to January 1, 2015. Records prior to January 1, 2015, were not available. The Results and Comments contained herein describe the identified reportable instances of noncompliance found as a result of these procedures. Our tests were not designed to identify all instances of noncompliance; therefore, noncompliance may exist that is unidentified.

Any Official Response to the Results and Comments, incorporated within this report, was not verified for accuracy.

*Paul D. Joyce*  
Paul D. Joyce, CPA  
State Examiner

August 12, 2024

TOWN OF SYRACUSE  
RESULTS AND COMMENTS

**BACKGROUND**

The Indiana State Board of Accounts (SBOA) was notified by the Indiana State Police (ISP) that the Town was paying insurance premiums for a Town Councilman and his ex-spouse. Further inquiries and review of records indicated the Town is paying premiums for insurance obtained by individuals who were not eligible for participation in the Town's group insurance. The premiums included reimbursements and/or payments of privately obtained insurance, supplemental Medicare insurance, as well as reimbursement of amounts deducted by the federal government from the individual's social security payments for Medicare insurance.

Accordingly, the SBOA examined the records and disbursements and reimbursements related to insurance premiums and Medicare. The results of our investigation are described in the following comments.

**LEGAL FRAMEWORK AND CRITERIA**

Indiana's Home Rule Act

Indiana's Home Rule Act (Home Rule) is codified at Indiana Code 36-1-3 *et seq.* Its provisions apply to "all units" of government, including the Town. (IC 36-1-3-1) The policy underpinning the Home Rule is codified at Indiana Code 36-1-3-2, which provides that it is the ". . . policy of the state . . . to grant units all the powers that they need for the effective operation of government as to local affairs." Further, Indiana Code 36-1-3-3(b) provides, "Any doubt as to the existence of a power of a unit shall be resolved in favor of its existence. . . ." Per Indiana Code 36-1-3-4(b), each governmental unit has: "(1) all powers granted to it by statute; and (2) all other powers necessary or desirable in the conduct of its affairs, even though not granted by statute."

However, the Home Rule does not afford units of government unlimited power. In this regard, Indiana Code 36-1-3-5(a) prohibits a unit from exercising power if it is "(1) . . . expressly denied by the Indiana Constitution or by statute" or "(2) . . . expressly granted to another entity." Additional limits are imposed on governmental units, as set forth at Indiana Code 36-1-3-6, which states, "If there is a constitutional or statutory provision requiring a specific manner for exercising a power, a unit wanting to exercise the power must do so in that manner [emphasis added]."

The SBOA review over the Home Rule Act as it pertains to the use of Public Money

State agencies, including the SBOA, ". . . may review or regulate the exercise of powers by a unit only to the extent prescribed by statute," pursuant to Indiana Code 36-1-3-7.

In this regard, Indiana Code 5-11-1-9(a) provides:

"The state examiner, personally or through the deputy examiners, field examiners, or private examiners, shall examine all accounts and all financial affairs of every audited entity. However, an examination of an entity under this subsection shall be limited to matters relevant to the use of the public money received by the entity."

"Specific Manner" for providing Health Insurance for Local Unit Public Employees

Indiana Code 5-10-8-2.6 applies to all local unit public employers and their employees (except for public safety employees, their surviving spouses, and their dependents).

TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)

Per Indiana Code 5-10-8-1(1), an "employee" includes "an elected or appointed officer or official."

The required and specific manner that a local unit public employer may expend public funds for the health insurance costs for its employees is set forth at Indiana Code 5-10-8-2.6(b).

Indiana Code 5-10-8-2.6(b) states:

"A public employer may provide programs of group insurance for its employees and retired employees. The public employer may, however, exclude part-time employees and persons who provide services to the unit under contract from any group insurance coverage that the public employer provides to the employer's full-time employees. A public employer may provide programs of group health insurance under this section through one (1) of the following methods:

- (1) By purchasing policies of group insurance.
- (2) By establishing self-insurance programs.
- (3) If the local unit public employer is a school corporation, by electing to provide the coverage through a state employee health plan under section 6.7 of this chapter.

A public employer may provide programs of group insurance other than group health insurance under this section by purchasing policies of group insurance and by establishing self-insurance programs. However, the establishment of a self-insurance program is subject to the approval of the unit's fiscal body."

The payment or reimbursement of Medicare insurance premiums and supplemental insurance premiums are outside the "specific manner" that is required by Indiana Code 5-10-8-2.6, which is limited to "purchasing policies of group insurance" or "establishing self-insurance programs."

During the entire period of examination, the Town had implemented a group health insurance plan for its employees. The Town Council, however, passed an additional ordinance, as discussed below, which granted the Town authority to expend public money on health insurance for certain individuals in a manner inconsistent with the required and specific manner set forth in Indiana Code 5-10-8-2.6(b).

***CERTAIN INSURANCE BENEFITS PAYMENTS BY THE TOWN***

*Town Ordinance History regarding Health Insurance*

*Ordinance No. 08-11*

On October 21, 2008, the Town passed Ordinance No. 08-11, entitled *AN ORDINANCE PROVIDING LONGEVITY COMPENSATION, INSURANCE AND OTHER BENEFITS FOR OFFICIALS AND EMPLOYEES OF THE TOWN OF SYRACUSE*, which, at Section 4 addressed "Vacation - Holidays - Sick Leave - Insurance." With respect to insurance, Section 4 provided:

TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)

"All full-time employees of the Town and Town Council members shall be provided health insurance at a cost of One Dollar (\$1.00) per year. . . . The Town will provide a High Deductible Health Plan (HDHP) in conjunction with a Health Savings Account (HSA). Annually, the Town may elect to fund any portion of the HSA up to the maximum contribution allowed by Federal regulations. A spouse of an employee will not be eligible for health insurance through the Town's plan if the spouse is eligible for health insurance at his or her place of employment."

Ordinance No. 08-11 did not expressly authorize the payment of any health insurance costs unrelated to the Town's HDHP and associated HSA.

*Ordinance No. 2014-17*

On December 16, 2014, the Town passed Ordinance No. 2014-17, finding it to be "in the best interest of the Town and its employees" to amend Ordinance No. 08-11. Ordinance No. 2014-17 repealed Section 4 of Ordinance No. 08-11 and adopted a new Section 4. The entirety of the new Section 4 pertaining to health insurance costs stated:

"All full-time employees of the Town and Town Council members shall be provided health insurance at a cost of One Dollar (\$1.00) per year. Full time employees are eligible for health insurance following a sixty (60) day probationary period after their hire date. The Town will provide a High Deductible Health Plan (HDHP) in conjunction with a Health Savings Account (HSA). Annually, the Town may select to fund any portion of the HSA up to the maximum contribution allowed by Federal regulations. A spouse of an employee will not be eligible for health insurance through the Town's plan if the spouse is eligible for health insurance at his or her place of employment."

The new Section 4 of Ordinance No. 2014-17 did not expressly authorize the payment of health insurance costs unrelated to the Town's HDHP and associated HSA.

*Ordinance No. 2019-19*

On November 19, 2019, the Town passed Ordinance No. 2019-19 which repealed the amended Section 4 of Ordinance No. 2014-17 and adopted another new Section 4, which, concerning health insurance, provided the following (new portions in **bold**):

"All full-time employees of the Town **and their dependents**, and Town Council members **and their dependents** shall be provided health insurance at a cost of One Dollar (\$1.00) per year. Full time employees are eligible for health insurance following a sixty (60) day probationary period after their hire date. The Town will provide a High Deductible Health Plan (HDHP) in conjunction with a Health Savings Account (HSA). Annually, the Town may select to fund any portion of the HSA up to the maximum contribution allowed by Federal regulations. **In addition, spouses of fulltime employees, and spouses of Town Council members shall be eligible for health insurance coverage through the Town's plan unless he/she is eligible for health insurance coverage through his or her place of employment, at a cost of one dollar (\$1.00) per year. Health insurance shall include, but not be limited to, the payment of reimbursement of Medicare insurance premiums and supplemental insurance premiums incurred by an employee or town council member on and after the date of amended Ordinance No 2014-17.**"

TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)

Ordinance No. 2019-19 expressly extended "health insurance" to include "payment of reimbursement of Medicare insurance premiums, and supplemental insurance premiums" which were not part of the Town's HDHP. Ordinance No. 2019-19 went further to expressly provide retroactive application back to 2014. This particular amendment exceeds the specific manner required of all local units of government that choose to expend public funds in order to provide health insurance to its local unit public employees. (See IC 5-10-8-2.6.)

*Town Council Member's Spouse*

The ISP provided the SBOA with copies of dissolution of marriage documents concerning Paul Stoelting and Martha Stoelting, which indicate the two dissolved their marriage in 2007. The ISP also provided the SBOA a copy of the Stoelting's marriage license that showed they remarried on September 1, 2022, in the state of Michigan. While they were divorced, Martha was still being referred to by her married name, "Stoelting," on insurance benefits records as well as on insurance benefits reimbursement payments paid by the Town. Also, both Paul and Martha Stoelting continued using the same mailing addresses on insurance benefit records and on insurance benefits reimbursements payments paid by the Town during the time they were divorced. This was all done while Paul Stoelting served as a Town Council member. Paul Stoelting continues serving as a Town Council member.

The SBOA did not identify any payments made by the Town for Martha Stoelting's insurance until 2019 when Martha Stoelting qualified for Medicare. From January 15, 2019 through August 16, 2022, the Town paid \$19,943.66 to Martha Stoelting to reimburse her for Medicare and Medicare Supplemental Insurance premiums paid while she was divorced from Paul Stoelting. Martha Stoelting was not an employee of the Town, was not married to Paul Stoelting during this time period, and was not eligible for participation in any Town group insurance plan.

The following schedule breaks down the unauthorized insurance benefits payments and/or reimbursements by calendar year for Martha Stoelting.

<u>Calendar Year</u>	<u>Number of Payments</u>	<u>Dollar Amount</u>
2019	13	\$ 7,662.72
2020	12	3,923.98
2021	12	4,894.72
2022	8	3,462.24
Totals	<u>45</u>	<u>\$ 19,943.66</u>

*Town Council Members, Town Employees, Spouses, and Dependents*

Town funds are being used to pay and/or reimburse insurance premiums for private insurance policies (other than the Town's group insurance plan), Medicare premiums deducted from Social Security benefits, and Medicare supplement plan premiums for Town Council members; Town Employees, including former Clerk-Treasurers; and spouses and dependents of the Town Council members and Town Employees as follows:



**TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)**

	Summary of Payments or Reimbursements by Year									
	2015	2016	2017	2018	2019	2020	2021	2022	2023	Totals
<b>Former Town Council Members:</b>										
Thomas Hoover	\$ -	\$ 382.00	\$ 3,286.31	\$ 1,876.10	\$ 1,814.10	\$ 3,363.11	\$ 3,724.30	\$ -	\$ -	\$ 14,445.92
Thomas Hoover and Vicki Hoover (Deceased Spouse)	-	-	-	5,037.69	5,488.55	3,223.16	-	-	-	13,749.40
Vicki Hoover (Deceased Spouse)	-	347.00	2,869.60	1,753.50	1,814.10	1,124.40	-	-	-	7,908.60
<b>Total Thomas Hoover</b>	<b>-</b>	<b>729.00</b>	<b>6,155.91</b>	<b>8,667.29</b>	<b>9,116.75</b>	<b>7,710.67</b>	<b>3,724.30</b>	<b>-</b>	<b>-</b>	<b>36,103.92</b>
Larry Martindale (Deceased)	-	-	-	-	3,969.60	1,590.60	1,782.00	2,041.20	164.90	9,548.30
Mary Martindale (Spouse)	-	-	-	-	3,915.30	1,735.20	1,782.00	2,041.20	164.90	9,638.60
<b>Total Mary Martindale</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>7,884.90</b>	<b>3,325.80</b>	<b>3,564.00</b>	<b>4,082.40</b>	<b>329.80</b>	<b>19,186.90</b>
<b>Totals</b>	<b>\$ -</b>	<b>\$ 729.00</b>	<b>\$ 6,155.91</b>	<b>\$ 8,667.29</b>	<b>\$ 17,001.65</b>	<b>\$ 11,036.47</b>	<b>\$ 7,288.30</b>	<b>\$ 4,082.40</b>	<b>\$ 329.80</b>	<b>\$ 55,290.82</b>
<b>Current Town Council Members:</b>										
Summary of Payments or Reimbursements by Year										
	2015	2016	2017	2018	2019	2020	2021	2022	2023	Totals
Cynthia Kaiser	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,155.09	\$ 5,017.50	\$ 4,963.20	\$ 11,135.79
Brent Kaiser (Spouse)	-	-	-	-	-	-	1,112.10	4,821.60	4,902.00	10,835.70
<b>Total Cynthia Kaiser</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>2,267.19</b>	<b>9,839.10</b>	<b>9,865.20</b>	<b>21,971.49</b>
William Musser	2,115.03	4,139.16	4,547.88	5,013.66	5,320.95	5,762.25	6,047.37	6,577.92	6,735.10	46,259.32
Margaret Musser (Spouse)	2,385.03	4,755.96	4,827.58	4,941.66	5,320.95	5,945.81	6,277.87	6,896.37	7,080.70	48,431.93
<b>Total William Musser</b>	<b>4,500.06</b>	<b>8,895.12</b>	<b>9,375.46</b>	<b>9,955.32</b>	<b>10,641.90</b>	<b>11,708.06</b>	<b>12,325.24</b>	<b>13,474.29</b>	<b>13,815.80</b>	<b>94,691.25</b>
Larry Siegel	8,278.66	10,175.97	12,078.24	13,960.78	15,715.84	17,863.24	18,806.66	21,798.60	22,560.51	141,238.50
Matthew Siegel (Dependent)	-	-	8,271.00	-	-	-	-	-	-	8,271.00
Sharon Siegel (Spouse)	-	-	-	-	3,792.18	2,824.52	1,998.00	2,257.20	5,967.60	16,839.50
<b>Total Larry Siegel</b>	<b>8,278.66</b>	<b>10,175.97</b>	<b>20,349.24</b>	<b>13,960.78</b>	<b>19,508.02</b>	<b>20,687.76</b>	<b>20,804.66</b>	<b>24,055.80</b>	<b>28,528.11</b>	<b>166,349.00</b>
Paul Stoelting	4,900.50	3,229.64	3,631.73	3,984.70	3,798.48	4,715.60	4,418.31	5,843.57	6,265.08	40,787.61
Martha Stoelting (Spouse)	-	-	-	-	-	-	-	1,731.12	5,618.28	7,349.40
<b>Total Paul Stoelting</b>	<b>4,900.50</b>	<b>3,229.64</b>	<b>3,631.73</b>	<b>3,984.70</b>	<b>3,798.48</b>	<b>4,715.60</b>	<b>4,418.31</b>	<b>7,574.69</b>	<b>11,883.36</b>	<b>48,137.01</b>
<b>Totals</b>	<b>\$ 17,679.22</b>	<b>\$ 22,300.73</b>	<b>\$ 33,356.43</b>	<b>\$ 27,900.80</b>	<b>\$ 33,948.40</b>	<b>\$ 37,111.42</b>	<b>\$ 39,815.40</b>	<b>\$ 54,943.88</b>	<b>\$ 64,092.47</b>	<b>\$ 331,148.75</b>

**TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)**

	Summary of Payments or Reimbursements by Year									
	2015	2016	2017	2018	2019	2020	2021	2022	2023	Totals
Former Clerk-Treasurers:										
Julie Kline	\$ 2,309.78	\$ 1,749.61	\$ 3,283.46	\$ 285.70	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 7,628.55
Calvin Kline, (Deceased Spouse)	-	834.49	3,405.44	17.70	-	-	-	-	-	4,257.63
<b>Total Julie Kline</b>	<b>2,309.78</b>	<b>2,584.10</b>	<b>6,688.90</b>	<b>303.40</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>11,886.18</b>
Paula Kehr-Wicker	-	-	-	-	-	-	-	-	-	-
Robert Wicker (Spouse)	-	-	-	7,019.10	1,626.00	1,301.40	-	-	-	9,946.50
<b>Total Paula Kehr-Wicker</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>7,019.10</b>	<b>1,626.00</b>	<b>1,301.40</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>9,946.50</b>
<b>Totals</b>	<b>\$ 2,309.78</b>	<b>\$ 2,584.10</b>	<b>\$ 6,688.90</b>	<b>\$ 7,322.50</b>	<b>\$ 1,626.00</b>	<b>\$ 1,301.40</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 21,832.68</b>

	Summary of Payments or Reimbursements by Year									
	2015	2016	2017	2018	2019	2020	2021	2022	2023	Totals
Former and Current Full-time Employees:										
Henry DeJulia, former Town Manager	\$ -	\$ 1,410.14	\$ 3,666.08	\$ 3,690.66	\$ 1,160.22	\$ -	\$ -	\$ -	\$ -	\$ 9,927.10
Esther DeJulia (Spouse)	3,467.29	3,266.16	3,480.11	3,383.02	1,301.40	-	-	-	-	14,897.98
<b>Total Henry DeJulia, former Town Manager</b>	<b>3,467.29</b>	<b>4,676.30</b>	<b>7,146.19</b>	<b>7,073.68</b>	<b>2,461.62</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>24,825.08</b>
Kathleen Goodyear, former Police Matron	-	-	749.18	3,046.00	2,870.75	3,434.58	3,798.21	4,871.77	4,471.45	23,241.94
Kenny Goodyear (Deceased Spouse)	-	-	664.00	1,992.00	664.00	3,128.07	3,096.91	3,679.68	2,968.11	16,192.77
<b>Total Kathleen Goodyear, former Police Matron</b>	<b>-</b>	<b>-</b>	<b>1,413.18</b>	<b>5,038.00</b>	<b>3,534.75</b>	<b>6,562.65</b>	<b>6,895.12</b>	<b>8,551.45</b>	<b>7,439.56</b>	<b>39,434.71</b>
Kenneth Plikerd, Water Department Foreman	314.70	1,600.30	1,461.60	1,489.00	1,626.00	1,735.20	1,782.00	2,041.20	1,978.80	14,028.80
Don Robinson, Street Laborer	-	-	-	-	-	-	-	-	-	-
Kathleen Robinson (Spouse)	-	-	-	-	-	-	1,782.00	13,208.30	1,978.80	16,969.10
<b>Total Don Robinson, Street Laborer</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>1,782.00</b>	<b>13,208.30</b>	<b>1,978.80</b>	<b>16,969.10</b>
<b>Totals</b>	<b>\$ 3,781.99</b>	<b>\$ 6,276.60</b>	<b>\$ 10,020.97</b>	<b>\$ 13,600.68</b>	<b>\$ 7,622.37</b>	<b>\$ 8,297.85</b>	<b>\$ 10,459.12</b>	<b>\$ 23,800.95</b>	<b>\$ 11,397.16</b>	<b>\$ 95,257.69</b>

TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)

	Summary of Payments or Reimbursements by Year									
	2015	2016	2017	2018	2019	2020	2021	2022	2023	Totals
Overall Summary:										
Former Town Council Members	\$ -	\$ 729.00	\$ 6,155.91	\$ 8,667.29	\$ 17,001.65	\$ 11,036.47	\$ 7,288.30	\$ 4,082.40	\$ 329.80	\$ 55,290.82
Current Town Council Members	17,679.22	22,300.73	33,356.43	27,900.80	33,948.40	37,111.42	39,815.40	54,943.88	64,092.47	331,148.75
Former Clerk-Treasurers	2,309.78	2,584.10	6,688.90	7,322.50	1,626.00	1,301.40	-	-	-	21,832.68
Employees and Former Employees	3,781.99	6,276.60	10,020.97	13,600.68	7,622.37	8,297.85	10,459.12	23,800.95	11,397.16	95,257.69
Totals	<u>\$ 23,770.99</u>	<u>\$ 31,890.43</u>	<u>\$ 56,222.21</u>	<u>\$ 57,491.27</u>	<u>\$ 60,198.42</u>	<u>\$ 57,747.14</u>	<u>\$ 57,562.82</u>	<u>\$ 82,827.23</u>	<u>\$ 75,819.43</u>	<u>\$ 503,529.94</u>

TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)

*Health Savings Account (HSA) Contributions*

Town funds were used to make contributions to the Health Savings Accounts (HSA) of Larry Siegel, Town Council member, and Kenny Goodyear, the spouse of Kathleen Goodyear, former Police Matron. Neither Larry Siegel nor Kenny Goodyear had a High Deductible Health Plan (HDHP) when they received the HSA contributions. Participation in an HDHP is required for Town contributions to be made to an HSA per Internal Revenue Service guidelines. Kenny Goodyear turned 65 in February 2020 and enrolled in Medicare, further making him ineligible to have money contributed into an HSA.

HSA contributions for Larry Siegel:

<u>Calendar Year</u>	<u>Number of Payments or Reimbursements</u>	<u>Dollar Amount</u>
2016	2	\$ 333.34
2017	12	2,000.04
2018	12	2,500.08
2019	12	2,500.08
2020	12	2,500.08
2021	12	2,500.08
2022	12	2,500.00
2023	12	3,000.00
Totals	<u>86</u>	<u>\$ 17,833.70</u>

HSA contributions for Kathleen Goodyear, Kenny Goodyear (Deceased Spouse):

<u>Calendar Year</u>	<u>Number of Payments</u>	<u>Dollar Amount</u>
2020	10	\$ 2,083.40

Internal Revenue Service Publication 969 states the following as it related to Health Savings Accounts (HSA) and High Deductible Health Plans (HDHP):

**"Employer Participation**

This section contains the rules that employers must follow if they decide to make HSAs available to their employees. Unlike the previous discussions, 'you' refers to the employer and not to the employee.

**Health plan.**

If you want your employees to be able to have HSAs, they must have an HDHP. . . ."

Units are required to comply with all grant agreements, rules, regulations, bulletins, directives, letters, letter rulings, court decisions, and filing requirements concerning reports and other procedural matters of federal and state agencies. Units must file accurate reports required by federal and state agencies. Noncompliance may require corrective action. (Accounting and Uniform Compliance Guidelines Manual for Cities and Towns, Chapter 1)

TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)

Funds misappropriated, diverted or unaccounted for through malfeasance, misfeasance, or nonfeasance in office of any official or employee may be the personal obligation of the responsible official or employee. (Accounting and Uniform Compliance Guidelines Manual for Cities and Towns, Chapter 1)

We request the following persons reimburse the Town in the amounts listed due to payments for insurance benefits improperly paid or reimbursed by the Town:

	Unauthorized Insurance Benefits:			Totals
	Divorced	Medicare and Private Insurance	HSA Contributions	
Position and Persons Benefitting:				
Town Council Members and Spouses:				
Cynthia Kaiser	\$ -	\$ 11,135.79	\$ -	\$ 11,135.79
Cynthia and Brent Kaiser, jointly and severally	-	10,835.70	-	10,835.70
William Musser	-	46,259.32	-	46,259.32
William and Margaret Musser, jointly and severally	-	48,431.93	-	48,431.93
Larry Siegel	-	141,238.50	17,833.70	159,072.20
Larry and Matthew Siegel, jointly and severally	-	8,271.00	-	8,271.00
Larry and Sharon Siegel, jointly and severally	-	16,839.50	-	16,839.50
Paul Stoelting	-	40,787.61	-	40,787.61
Paul and Martha Stoelting, jointly and severally	19,943.66	7,349.40	-	27,293.06
Former Town Council Members:				
Thomas Hoover (Spouse Deceased)	-	36,103.92	-	36,103.92
Larry Martindale (Deceased), Marry Martindale, Spouse	-	9,548.30	-	9,548.30
Mary Martindale	-	9,638.60	-	9,638.60
Former Clerk-Treasurers:				
Julie Kline (Spouse Deceased)	-	11,886.18	-	11,886.18
Paula Kehr-Wicker and Robert Wicker, jointly and severally	-	9,946.50	-	9,946.50
Former and Current Employees:				
Henry DeJulia, former Town Manager	-	9,927.10	-	9,927.10
Henry and Esther DeJulia, jointly and severally	-	14,897.98	-	14,897.98
Kathleen Goodyear (Spouse Deceased), former Police Matron	-	39,434.71	2,083.40	41,518.11
Kenneth Plikerd, Street Laborer	-	14,028.80	-	14,028.80
Don and Kathleen Robinson, Water Department Foreman, jointly and severally	-	16,969.10	-	16,969.10

**SPECIAL INVESTIGATION COSTS**

The State of Indiana incurred costs in the amount of \$74,075.67 due to the special investigation of the Town.

The special investigation involved the review of over 2,200 accounts payable vouchers and cancelled checks; review of Town ordinances; insurance policies, applications, and exhibits associated with those insurance policies; and review of various communications regarding the Town's insurance plans.

Indiana Code 5-11-1-27(m) states:

"If the attorney general institutes civil proceedings related to this section or under [IC 5-11 5-1](#), the attorney general shall seek, in addition to the recovery of any funds misappropriated, diverted, or unaccounted for, restitution of:

TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)

- (1) costs incurred by the state board of accounts; and
  - (2) all costs and reasonable attorney's fees incurred by the attorney general;
- in connection with the civil proceedings."

Audit costs incurred because of poor records, nonexistent records, or any other inadequate book-keeping practices, or because of theft or a shortage may be the personal obligation of the responsible official or employee.

Any audit costs paid without the prior approval of the SBOA when the SBOA has the statutory requirement to perform the audit of the unit may be considered a duplication of service and an unnecessary expense. These payments may be the personal obligation of the responsible official or employee.

(Accounting and Uniform Compliance Guidelines Manual for Cities and Towns, Chapter 1)

We request current Town Council members: Cynthia Kaiser, William Musser, Larry Siegel, and Paul Stoelting; and former Town Council members Thomas Hoover and Larry Martindale, jointly and severally, reimburse the State of Indiana for special investigation costs in the amount of \$74,075.67. (See Summary of Charges, page 43)

**BOND AND INSURANCE COVERAGE**

*Bond Coverage*

The Town obtained the following public employees blanket bond providing faithful performance blanket position bond coverage as follows:

Public Employees Blanket Bond Term	Amount of Coverage
05-22-14 to 05-22-15	\$ 15,000
05-22-15 to 05-22-16	15,000
05-22-16 to 12-31-16	15,000
01-01-17 to 12-31-17	15,000
01-01-18 to 12-31-18	15,000
01-01-19 to 12-31-19	15,000
01-01-20 to 12-31-20	15,000
01-01-21 to 12-31-21	15,000
01-01-22 to 12-31-22	15,000
01-01-23 to 12-31-23	15,000

The Town obtained the following public official bond providing coverage for the Town Manager as follows:

Public Official Bond Term	Amount of Coverage
08-02-21 to 08-02-23	\$ 50,000

TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)

*Insurance Coverage*

The Town obtained the following commercial crime insurance policies, which covers public employee dishonesty as follows:

Crime Coverage, Public Employee Dishonesty Term	Amount of Coverage
01-01-15 to 01-01-16	\$ 10,000
01-01-16 to 01-01-17	10,000
01-01-17 to 01-01-18	10,000
01-01-18 to 01-01-19	10,000
01-01-19 to 01-01-20	10,000
01-01-20 to 01-01-21	10,000
01-01-21 to 01-01-22	10,000
01-01-22 to 01-01-23	10,000
01-01-23 to 01-01-24	10,000

**ADDITIONAL COMPENSATION**

Annually, the Town Council approved a salary ordinance identifying the salaries and compensation for the Town's officials and employees. The salary ordinances that were approved each year did not include as compensation the Medicare premiums, Medicare supplement premiums, and private insurance premiums (other than the Town's group insurance) for the Town Council members and Town employees.

Excluded compensation for the former and current Town Council members ranged from a per member low of \$729 in 2016 to a per member high of \$28,528.11 in 2023. The compensation approved in the salary ordinances for 2015 for the President of the Town Council and other Town Council members was \$6,768 and \$5,647, respectively. After annual increases, the compensation for the President of the Town Council and other Town Council members for 2023 was \$9,051.09 and \$7,551.93, respectively. In 2023, the Medicare, Medicare supplement premiums, and private insurance premiums either paid or reimbursed to each of the Town Council Members and their dependents at least doubled the approved salary for the President of the Town Council. In 2023, one Town Council member and his dependents received three (3) times the President of the Town Council's approved salary in the Medicare and insurance premiums.

Indiana Code 36-5-3-2 states in part:

"(a) As used in this section, 'compensation' means the total of all money paid to an elected town officer for performing duties as a town officer, regardless of the source of funds from which the money is paid. The term includes all employee benefits paid to an elected town officer, including life insurance, health insurance, disability insurance, retirement benefits, and pension benefits. . . .

(b) The town legislative body shall, by ordinance, fix the compensation of its own members, the town clerk-treasurer, and the town marshal. An ordinance adopted under this subsection that fixes the annual compensation of an elected town officer shall provide for an annual, monthly, or biweekly salary schedule. . . ."

TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)

**UNAUTHORIZED TRIP EXPENSES**

Town Manager David Wilkinson (Wilkinson) went on a business trip, where he drove to Burlington, Vermont, to attend an International City/County Management Association (ICMA) - Local Government Reimagined Conference that was held April 12 through April 14, 2023. Wilkinson charged travel related items to the Town's credit card which did not comply with the Town's travel policy and were deemed personal.

Wilkinson drove his personal vehicle to Burlington, Vermont. Based upon the credit card charges and invoices provided, Wilkinson made some personal detours to destinations, some being on his way home, while others were not. There is no documentation in the Town Council's minutes showing that Wilkinson requested or obtained approval for the trip to Vermont or the conference. Also, there is no supporting documentation that was included in the business trip's documents Wilkinson provided to the Clerk-Treasurer for reimbursement that showed that the trip obtained prior approval.

Based on the Town's 512 Business Travel Expenses policy as well as the 513 Town's Credit Cards policy, which are in the Town's Employee Handbook, Wilkinson incurred the following expenses which were deemed unrelated to the business trip to Burlington, Vermont, as well as expenses that did not follow the Town's policies:

- The conference's hotel room rate for three nights was \$24 more per night than the advertised event price. The reservation document indicated Wilkinson reserved a king premium lake view for two adults. The room rate was indicated as \$209 per night not the special rate of \$185 per night as per the special rate arranged for the conference by the ICMA. Furthermore, the Group Name and Group Code that was documented on the ICMA information provided to the SBOA was not noted on either the hotel reservation or invoice. The total paid by the Town in excess of the special group rate was \$72.
- Based on the mileage required for the trip to the Vermont conference, Wilkinson overcharged 264 miles totaling \$172.92. Wilkinson's mileage claim showed he left for the conference on April 11, 2023, and returned on April 14, 2023; however, supporting documentation such as restaurant invoices showed he was in Niagara Falls, New York, on April 14 and 15, 2023. Wilkinson reported that he traveled 972 miles each way, showing he went from his home to 60 Battery St., Burlington, VT, returning the same way. Wilkinson reported he drove 972 miles each way; however, the SBOA used Google Maps to determine the one-way mileage should have been closer to 840 miles (and this was not the shortest route by distance).
- Invoices and charges to the Town's credit card indicated Wilkinson made a personal trip to Niagara Falls on his return trip from the conference and charged those personal expenses to the Town's credit card without authorization. Unauthorized expenses included a hotel room, a vehicle ferry over Lake Champlain, as well as meal and food expenses. The meal invoice included payment of a tip that was over the allowed amount of 20 percent as stated in the 512 Business Travel Expenses policy in the Town's employee handbook, and there were expenses without a receipt or supporting documentation. The unauthorized expenses for the personal trip expenses totaled \$382.21.

Below is a summary of the trip expenses that did not follow the Town's policies and/or were related to Wilkinson's personal trip to Niagara Falls:

TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)

Trip Expenses	Amount
Overcharge for the conference's hotel room rate for 3 nights 04-11-23 to 04-14-23	\$ 72.00
Overcharged 264 miles for the trip's mileage	172.92
Paid 45% tip for a meal on 04-13-23, more than the allowed 20%	5.56
Charges to the Town's credit card without a receipt	15.00
Personal expense for ferry transportation across Lake Chaplain to New York on 04-14-23	17.25
Personal expenses for meals at Hard Rock Café and Rain Forest Café, both at Niagra Falls, NY, which both included a 39% tip, on 04-14-23 and 04-15-23	88.40
Erie, PA, hotel charges 04-15-23 to 04-16-23	<u>256.00</u>
Total	<u>\$ 627.13</u>

The Town's 512 Business Travel Expenses Policy states in part:

"Employees are entitled to reimbursement of meal, lodging, mileage and air travel expenses while travelling on approved Town-related expenses. . . .

Employees whose travel plans have been approved . . .

Expenses that may generally be reimbursed include the following: . . .

- Cost of standard accommodations in low to mid-priced hotels, or similar lodgings.
- Mileage costs for use of personal cars, only when less expensive transportation is not available. The Town follows the IRS federal rate guidelines for mileage reimbursement.
- Cost for meals, no more lavish than would be eaten at the employee's own expenses.
- Tips not exceeding 20% of the total cost of a meal, or 15% of a ground transportation fare."

The Town's 513 Town Credit Cards Policy states in part:

"Employees may utilize a Town-issued credit card for work-related purchases. It is the responsibility of the employee to ensure that all charges on these cards are work-related charges. . . . Personal use of Town-issued credit cards or Town accounts will not be tolerated. Any employee using Town-issued credit cards or Town accounts for personal use may be subject to disciplinary action, up to and including termination of employment; and the amount of the charge for non-work-related purchases must be repaid to the Town of Syracuse by the employee."

Supporting documentation such as receipts, canceled checks, tickets, invoices, bills, contracts, and other public records must be available for examination to provide supporting information for the validity and accountability of monies disbursed. Payments without supporting documentation may be the personal obligation of the responsible official or employee. (Accounting and Uniform Compliance Guidelines Manual for Cities and Towns, Chapter 1)

TOWN OF SYRACUSE  
RESULTS AND COMMENTS  
(Continued)

Each unit is responsible for complying with the ordinances, resolutions, and policies it adopts. (Accounting and Uniform Compliance Guidelines Manual for Cities and Towns, Chapter 1)

Public funds may not be used to pay for personal items or for expenses which do not relate to the functions and purposes of the unit. Any personal expenses paid by the unit may be the personal obligation of the responsible official or employee. (Accounting and Uniform Compliance Guidelines Manual for Cities and Towns, Chapter 1)

**INTERNAL CONTROLS**

There was not an evident review or comparison of claims or accounts payable vouchers for travel related disbursements to the Town's travel policy.

The Indiana State Board of Accounts (SBOA) is required under Indiana Code 5-11-1-27(e) to define the acceptable minimum level of internal control standards. To provide clarifying guidance, the State Examiner compiled the standards contained in the manual, *Uniform Internal Control Standards for Indiana Political Subdivisions*. All political subdivisions subject to audit by SBOA are expected to adhere to these standards. The standards include adequate control activities. According to this manual:

"Control activities are the actions and tools established through policies and procedures that help to detect, prevent, or reduce the identified risks that interfere with the achievement of objectives. Detection activities are designed to identify unfavorable events in a timely manner whereas prevention activities are designed to deter the occurrence of an unfavorable event. Examples of these activities include reconciliations, authorizations, approval processes, performance reviews, and verification processes.

An integral part of the control activity component is segregation of duties. . . .

There is an expectation of segregation of duties. If compensating controls are necessary, documentation should exist to identify both the areas where segregation of duties are not feasible or practical and the compensating controls implemented to mitigate the risk. . . ."

TOWN OF SYRACUSE  
EXIT CONFERENCE

The contents of this report were discussed on November 12, 2024, with Nathan Scherer, President of the Town Council; Virginia Cazier, Clerk-Treasurer; Cynthia Kaiser, Town Council member; William E. Musser, Town Council member; Larry Siegel, Town Council member; Paul Stoelting, Town Council member; and Julie Kline, former Clerk-Treasurer.

**Paul A. Stoelting**  
203 N. Huntington Street  
Syracuse, IN 46567  
(574) 457.4000

November 22, 2024

State Board of Accounts

Attn: Michele Janosky

302 W Washington St Ste E418

Indianapolis, IN 46204

Send via email: [MJanosky@sboafe.in.gov](mailto:MJanosky@sboafe.in.gov)

RESPONSE TO THE STATE BOARD OF ACCOUNT'S ALLEGATIONS

I will respond to the State Board of Account's (SBOA) allegations written in the Town of Syracuse Results and Comments (Report), which was presented to the Town Council members on November 12, 2024 as follows:

A. Town Council Member's Spouse (Report Pages 3-4)

I was married to my wife on September 1, 1976, in Indiana and we subsequently had 3 children. We were granted a dissolution of marriage in Fulton County in 2007 to avoid publicity in the community where we lived and worked. We did not tell anyone, including our children, family or friends, since there were no physical changes in our relationship and we fully intended to remarry. I believe at this time only the people referred in your Report have knowledge of that event and period of time.

As stated, my wife and I intended to remarry, however, there was no urgency since we continued living together while coping our children issues and celebrating their successes. Prior to and after the dissolution we dealt with the mental illness of our middle child. In 2018 we lost our oldest child after a 3-4-year illness requiring our constant care. As a result of our child's illness and death at 42, we had to relocate to our child's house and spent excessive time cleaning and selling our house in 2019 where we had lived for nearly 30 years. We tentatively planned to remarry in 2019, but our desired marriage date of September 1 (to coincide with our original marriage date) was not available in the courthouse we had planned to get licensed; we further did not sell our house until December and celebrated the birth of our grandchild in September. The COVID-19 pandemic forced us to isolate with the rest of the US through 2021 so we did not marry until September 1, 2022.

The SBOA Report shows my wife began receiving health benefits from the town in 2019. As stated above, we expected to marry for many years, however, that became impossible on many levels. We certainly did not intend to violate any town policies or ordinances, although I am regretful that I was so adamant to marry on the September 1 original

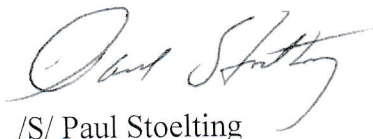
wedding date and determined to avoid publicity, as we could have married in Kosciusko County at any time years before.

The SBOA has alleged the health ordinances passed by the Town Council were not legal so the above facts and reasons stated are somewhat irrelevant to the alleged period of time between 2019 and 2022 outlined in the Report. Nevertheless, I have paid \$19,943.66 to the Town of Syracuse to satisfy this alleged claim in full and would expect this matter to be resolved.

B. Conclusion

Our current attorneys at law Bose McKinney & Evens LLP will represent the Town Council members and Town of Syracuse as presented. I have paid the claim referenced on pages 3-4 of the Report. Please note this response in your Special Investigation Report.

Truly,



/S/ Paul Stoelting

Distribution: Syracuse Town Council  
Bose McKinney & Evans LLP,

*Via Regular Mail & Email (officialresponse@sboa.in.gov)*

State Board of Accounts  
Official Response  
302 West Washington Street, Room E 418  
Indianapolis, IN 46204-2765

Re: Town of Syracuse, Indiana Response to 2024 Examination Results and  
Audit Comments as Presented by the State Board of Accounts (“SBOA”)

To Whom It May Concern:

The Town of Syracuse, Indiana (“Town”), writes to respond to the audit comments as presented to the Town at its November 12, 2024, exit conference and in subsequent communications with SBOA auditors.

The Town has a group health plan. However, the Town has also adopted ordinances and approved reimbursing health insurance premiums for employees and officials that were not participating in the group health plan. We understand this policy was originally implemented because it was less expensive to reimburse other premiums such as Medicare than include such individuals on the group health plan. This has occurred for decades, was done under the review of the Town’s attorneys over the years (including a current sitting judge), and has never been mentioned or discussed in any of the Town’s prior audits. Many employees and officials relied on these health reimbursements as part of their compensation and benefits they were entitled to for their continued employment with the Town and acted in reliance on them.

Not only has the SBOA audited the Town and never raised this form of compensation as an issue, the SBOA has made specific representations to Town officials that such form of compensation is permissible. In April, 2023, a Town Council member, Mr. Larry Seigel, contacted the SBOA regarding the Town’s practice of reimbursing employees and Council members for insurance premiums. Mr. Seigel spoke with a SBOA representative and then sent the SBOA representative a copy of the Town’s most recent ordinance, Ordinance No. 2019-19, that authorizes the Town’s practice of compensating employees and Council members by reimbursing them for their insurance premiums. The SBOA responded to Mr. Seigel’s inquiry, advised Mr. Seigel on how the Town Council should administer the ordinance, and never mentioned or raised any concern that the Town’s form of compensation was contrary to law. The SBOA representative memorialized this conversation in an email, a copy of which is attached to this letter as Exhibit 1.

In addition to Mr. Siegel’s communications with the SBOA, the Town Council President, Mr. Nathan Scherer, and Clerk Treasurer contacted the SBOA auditor (assigned to the Town for the audit in question) at the end of 2023 and asked whether the Town should continue its practice of reimbursing employees and Council members for insurance premiums. The SBOA Auditor specifically said that the Town should continue with its practice of reimbursing Town employees and Council members. It now seems exceedingly unfair and inappropriate for the SBOA to require both current and former employees and Council members to reimburse the Town for a form of compensation that the SBOA has implicitly and explicitly recognized as permissible. Even if the

SBOA were correct and Indiana law does not allow this form of compensation, the facts in this case dictate that such decision should be applied prospectively and not retroactively. This is particularly true when the SBOA has waited so long to perform its audit and is now seeking collection from the heirs of former Council members and employees that are now deceased.

On November 12, 2024, the Town was shocked to learn for the first time that the SBOA alleged these reimbursements were not only impermissible, but that the SBOA was also going to force current and former Town employees and officials to pay back the benefits they had received since 2015 to the tune of over \$500,000. Still more, the SBOA has suggested that these unknowing individuals are “jointly and severally” responsible for over \$74,000 in the SBOA’s audit costs. In some cases, the SBOA is holding even the employees’ spouses and dependents responsible. Not including the SBOA’s audit costs, the compensation that the SBOA says must be repaid to the Town by these individuals ranges from \$9,000 to over \$150,000. As this compensation was in the form of reimbursements for actual health care premiums incurred by the individuals, the Town understands and appreciates that these individuals likely do not have the financial means to pay back the compensation they received. To be clear, under the circumstances, the Town does not believe these individuals did anything improper nor is the Town demanding that the money be repaid. The directive is from the SBOA.

Due to the seriousness of the SBOA’s position and the significant impact on these people, the Town requested that the law firm of Bose McKinney & Evans LLP provide a legal opinion regarding the audit report’s contention that the Town was prohibited from reimbursing health care expenses of employees as a form of compensation outside of the Town’s group health plan. We are attaching as Exhibit 3 a copy of the legal opinion from the Indianapolis law firm, which states that reimbursing health insurance premiums outside the Town group health plan is permissible under the statutes. In light of the opinion and analysis from Bose McKinney & Evans LLP, we respectfully request that the SBOA reconsider its position.

The SBOA also highlighted the participation of one councilmember’s former spouse in the program. That councilmember has provided a separate response as to that issue, which was sent to the SBOA on November 22, 2024.

The SBOA also took issue with HSA contributions for two individuals because, according to the draft report, neither “had a High Deductible Health Plan (“HDHP”) when they received the HSA contribution.” We believe this is inaccurate. Mr. Siegel has advised that the Town clerk and insurance agent required that he cancel his prior policy and start a new HDHP in order to receive the HSA contributions. Mr. Siegel, in fact, provided a copy of his invoices from Anthem to an SBOA representative in 2023 that showed Mr. Siegel paid the premiums for the new HDHP (see attached Exhibit 2). To the extent an individual used HSA contributions in a manner not permitted by the Internal Revenue Code, such individual would be required to pay applicable penalties as directed by the Internal Revenue Service (not the SBOA). Importantly, the SBOA representative to whom Mr. Siegel provided the Anthem invoices did not raise any concerns regarding the propriety or legality of the Town reimbursing Mr. Siegel for such premiums.


The draft report also lists business trip expenses that were reimbursed to the Town Manager during the audited period. Although these expenses were authorized and we disagree with the

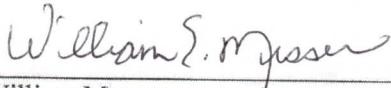
SBOA's reading of the Town's travel expense policy, Mr. Wilkinson has nevertheless agreed to pay back the disputed reimbursements. We anticipate updating our written policy to provide more clarity on business travel expenses in the future.


Finally, the Town would like to express its disappointment in the SBOA's disclosure of confidential information prior to the release of the final audit report. Under IC 5-11-5-1, the information discussed and materials presented during the exit conference are confidential and may not be discussed or shared privately until the final report is released. Contrary to the statutory requirement of confidentiality, the SBOA auditor contacted former Town employees (not in the category of persons that the material may be discussed with under IC 5-11-5-1(b)(1)) before the report was released and directed that they must make repayments to the Town. This information has spread in our community, and left the Town in the unenviable position of either following suit and ignoring the statute or otherwise being unable to respond to public requests about the information leaked by the SBOA.

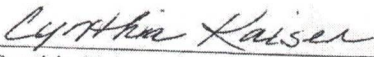
Thank you for your consideration.

Sincerely,

  
Nathan Scherer  
Town Council President

  
William Musser

  
Larry Siegel

  
Cynthia Kaiser

  
Paul Stoelting

# Exhibit 1

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**Subject:** FW: HSA Contribution Discussion Summary  
**Attachments:** Ordinance 2019-19.pdf

----- Forwarded message -----

From: **SBOA Cities.Towns** <Cities.Towns@sboa.in.gov>  
Date: Wed, Apr 5, 2023 at 3:04 PM  
Subject: HSA Contribution Discussion Summary  
To: [lsiegelonline@gmail.com](mailto:lsiegelonline@gmail.com) <[lsiegelonline@gmail.com](mailto:lsiegelonline@gmail.com)>

Larry,

It was nice talking with you today. I wanted to document our viewpoint pertaining to HSA contributions based on the information and ordinance provided. Per Ordinance No. 2019-19 on page two it notes "Annually, the Town may elect to fund any portion of the HSA up to the maximum contribution allowed by Federal regulations" to which we would expect to see that the Council has annually approved an amount to be contributed to each employees' HSA account. If an amount has not been approved by Council and is being contributed to employees' HSA accounts we would advise addressing this at the next Council meeting. Additionally, unless noted specifically by Council upon their approval of the contribution amount, the amount contributed to each employees' HSA account would be the same.

*With Gratitude,*



**Mitch Wilson**  
Government Technical Assistance & Compliance Director  
Indiana State Board of Accounts

302 W. Washington Street, Indianapolis, IN 46204  
office phone: 317-232-2513

*The foregoing should not be construed as a legal opinion, but rather as the position the State Board of Accounts may take during an audit. Please consult an attorney on all legal matters.*

TOWN OF SYRACUSE, INDIANA  
ORDINANCE NO. 2019-19  
AN ORDINANCE AMENDING THE TOWN CODE OF THE TOWN OF SYRACUSE

WHEREAS, the Town of Syracuse previously adopted Ordinance No. 08-11 on October 21, 2008, and thereafter adopted Ordinance No. 2014-17 amending Section 4 of Ordinance No. 08-11; and,

WHEREAS, the Town Council of the Town of Syracuse has determined that it is in the best interests of the Town and its employees that said Ordinance be further amended to clarify Ordinance No. 2014-17 and confirm the long standing and approved policies of the Town of Syracuse regarding payment of health care insurance premiums for Town employees, their spouses and their dependents, and Town Council members, their spouses and dependents.

IT IS HEREBY ORDAINED BY THE TOWN OF SYRACUSE, INDIANA, THAT SECTION 4 OF ORDINANCE NO. 2014-17 IS HEREBY REPEALED AND THE FOLLOWING IS ADOPTED AS SECTION 4 OF ORDINANCE NO. 08-11, TO-WIT:

Section 4. VACATION - HOLIDAYS - SICK LEAVE - INSURANCE

All full time employees of the Town shall be eligible for five (5) days paid vacation after one (1) full year of employment. An employee must work six (6) months in order to be eligible for prorated vacation time in his/her first year of employment. It shall not be proper to pay an employee any extra compensation in lieu of or in waiver of his/her vacation time. All vacation time shall be arranged between an employee and his/her respective department head, and the time thereof shall be at the discretion of the department head. The anniversary date of each employee shall be one (1) year to the day after hire date in the first year, and January 1st thereafter.

The following vacation periods shall be earned each year:	
One (1) year	Five (5) days of vacation
Two (2) years	Ten (10) days of vacation
Seven (7) years	Fifteen (15) days of vacation
Thirteen (13) years and thereafter	Twenty (20) days of vacation

There shall be ten (10) paid holidays for all full time employees of the Town, and such ten (10) holidays shall consist of New Year's Day, Good Friday, Memorial Day, Independence Day, Labor Day, Veterans Day, Thanksgiving Day, Day after Thanksgiving, Christmas Eve Day, and Christmas Day.

All full time employees paid and compensated on an hourly basis shall receive one (1) regular day's pay for each of said ten (10) paid holidays, provided that such employee shall have worked a regular full day prior to and subsequent to each of said ten (10) paid holidays. All full time employees shall be compensated at double a regular day's pay for each of the said ten (10) holidays on which they have performed their regular duty rather than to have received time off in recognition of said holiday. If a holiday falls on an employee's scheduled day off, he or she shall be entitled to eight (8) hours pay or an additional day of earned time off.

All full time employees shall be eligible for seven (7) days of paid sick leave per year. The unused days of paid sick leave may be accumulated by an employee and carried over to the following year; a maximum of fifty (50) days may be carried over. All full time employees shall be eligible to earn personal days. Personal days will be awarded on a quarterly basis. For each quarter a sick day (either paid or unpaid) is not used, the employee will earn one (1) personal day. An employee may accumulate up to four (4) personal days. Employees may convert unused personal days to accumulated sick days by notifying the Clerk-Treasurer's Office in writing.

Upon the death of the following specified member of a full time employees' immediate family: spouse, mother, father, son, daughter, brother, sister, father-in-law, mother-in-law, son-in-law, daughter-in-law, or stepchild, an employee may be granted a maximum of three (3) working days bereavement leave with pay. Full time employees shall receive one (1) working day bereavement leave upon the death of the following relative: grandparent, grandchild, brother-in-law, or sister-in-law. The department heads have the right at their discretion to grant not more than three (3) days of leave to be charged against earned vacation or sick time for death of someone other than those listed herein.

All full time employees of the Town and their dependents, and Town Council members and their dependents shall be provided health insurance at a cost of One Dollar (\$1.00) per year. Full time employees are eligible for health insurance following a sixty (60) day probationary period after their hire date. The Town will provide a High Deductible Health Plan (HDHP) in conjunction with a Health Savings Account (HSA). Annually, the Town may elect to fund any portion of the HSA up to the maximum contribution allowed by Federal regulations. In addition, spouses of fulltime employees, and spouses of Town Council

members shall be eligible for health insurance coverage through the Town's plan unless he/she is eligible for health insurance coverage through his or her place of employment, at a cost of one dollar (\$1.00) per year. Health insurance shall include, but not be limited to, the payment or reimbursement of Medicare insurance premiums and supplemental insurance premiums incurred by an employee or town council member on and after the date of amended Ordinance No 2014-17.

Full-Time Elected officials and eligible full-time employees may participate in the Indiana Public Retirement System (INPRS) and eligible employees may also participate in the 1977 Police & Fire Fund. The Town of Syracuse will contribute the percentage of the elected officials and employees' base wage as required by current rules to the fund when the employee has contributed the minimum required by the current applicable rules. The benefits, costs, and administration are determined by current INPRS directives.

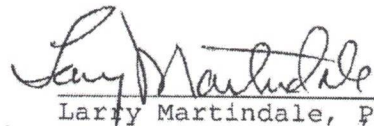
Eligible employees who are enrolled in either the Hoosier S.T.A.R.T. or AUL One American retirement savings plans may continue to contribute to their own 457(b) retirement savings plan, on a biweekly basis. Effective as of the 1<sup>st</sup> day of September, 2019, the Town of Syracuse will no longer make contributions to an employee's 457(b) retirement savings plan.

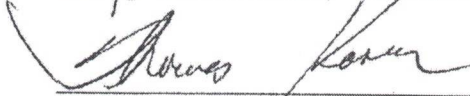
All full time employees of the Town shall be provided with Fifteen Thousand Dollars (\$15,000.00) of life insurance coverage at the expense of the Town.

Passed and adopted this 19<sup>th</sup> day of November, 2019.

TOWN COUNCIL  
TOWN OF SYRACUSE, INDIANA

Voted Yea

  
Larry Martindale, President

  
Thomas Hoover

\_\_\_\_\_  
Paul A. Stoelting

Voted Nay

\_\_\_\_\_  
Larry Martindale, President

\_\_\_\_\_  
Thomas Hoover

\_\_\_\_\_  
Paul A. Stoelting

William E. Musser  
William E. Musser

\_\_\_\_\_  
William E. Musser

Larry Siegel  
Larry Siegel

\_\_\_\_\_  
Larry Siegel

ATTEST:

Paula Kehr-Wicker  
Paula Kehr-Wicker, Clerk-Treasurer  
Town of Syracuse, Indiana  
H:\WORDDOC\ATTYS\VKL\SyracuseOrdInsGov.docx

# Exhibit 2



04/19/2023

Larry Siegel

Policy ID: 916M56799

RE: Coverage Details

Dear Mr. Siegel

Thank you for choosing Anthem Blue Cross and Blue Shield for your coverage needs.

We appreciate the opportunity to assist you, and hope that we were able to resolve the reason for your call to Member Services. Below is your plans details be sure to visit [Anthem.com](http://Anthem.com) or our Sydney Health app, where you can view your benefits, find a doctor or hospital, order new ID cards, check your claims' status, and much more. As always, we appreciate your business.

**INN- In Network Deductible from 2006-current \$2400 (2005 Deductible not longer available in anthem system)**

**Premium Payment History:**

7/01/2005-3/31/2006 -\$125.61  
4/1/2006-3/1/2007- \$139.31  
4/1/2007-3/31/2008-\$146.18  
4/1/2008-3/31/2009-\$177.86  
4/1/2009-3/31/2010-\$221.84  
4/1/2010-3/31/2011-\$286.79  
4/1/2011-3/31/2012-\$326.67  
4/1/2012-3/31/2013-\$411.83  
4/1/2013-3/31/2014-\$496.74  
4/1/2014-3/31/2015-\$622.67  
4/1/2015-3/31/2016-\$781.48  
4/1/2016-3/31/2017-\$870.17  
4/1/2017-3/31/2018-\$1033.79  
4/1/2018-3/31/2019-\$1189.32  
4/1/2019-3/31/2020-\$1333.72  
4/1/2020-3/31/2021-\$1519.58  
4/1/2021-3/31/2022-\$1576.75  
4/1/2022-3/31/2023-\$1864.51  
4/1/2023-\$2069.60

Sincerely, Anthem BCBS

Customer Service Representative: Cathie W  
Anthem Blue Cross Blue Shield  
Reference number 000119359680

	Larry's Deductable	Syracuse Contribution	Town's Shortage
2004	0	0	
2005	2400	2000	400
2006	2400	2000	400
2007	2400	2000	400
2008	2400	2000	400
2009	2400	2000	400
2010	2400	2000	400
2011	2400	2000	400
2012	2400	2000	400
2013	2400	2000	400
2014	2400	2000	400
2015	2400	2000	400
2016	2400	2000	400
2017	2400	2000	400
2018	2400	2500	-100
2019	2400	2500	-100
2020	2400	2500	-100
2021	2400	2500	-100
2022	2400	2500	-100
2023	Still accumulating		
	43200	38500	4700

# Exhibit 3

November 22, 2024

Town of Syracuse, Indiana  
Attn: Town Council  
310 N Huntington St  
Syracuse, IN 46567

RE: Legal Opinion Concerning Application of Ind. Code § 5-10-8-2.6

Ladies and Gentlemen:

The Town of Syracuse, Indiana (the “Town”), has requested a legal opinion from Bose McKinney & Evans LLP (“BME”) concerning whether Indiana Code § 5-10-8-2.6 (“Section 2.6”) is the sole and exclusive manner for municipalities to provide health insurance benefits to its employees and officials, such that a city or town would be prohibited from reimbursing health care expenses of employees as a form of compensation outside of the Town’s group health plan. As we have generally outlined below, it is our interpretation of Indiana law that Section 2.6 does **not** prohibit a municipality from providing compensation to employees (and elected officials) in the form of health care related reimbursements such as paying for health insurance benefits that are outside of a Town group health plan, provided that such alternative forms of compensation are approved by the legislative body.

**I. BRIEF BACKGROUND.**

As one of the benefits provided to eligible employees and officials, the Town has for many years purchased and made available a group health insurance plan to those electing to participate. We have been advised that the Town has, for decades and as a cost savings measure, reimbursed employees and officials for premiums paid by such individuals outside of the group health plan, such as reimbursing individuals for Medicare insurance premiums. In essence, the Town had previously determined that reimbursing these individuals for Medicare premiums would cost less than if they instead elected to join the Town’s group plan. The policy of providing for these reimbursements were approved by the Town Council, including most recently in Ordinance 2019-19.

The Indiana State Board of Accounts (“SBOA”) is required to audit municipalities such as the Town at least once every four years. Ind. Code § 5-11-1-25. Although the Town has provided health premium reimbursements outside of the group health plan for decades, the SBOA had not previously taken exception to this practice in prior audits of the Town. On November 12, 2024, the SBOA conducted an exit conference with the Town concerning an audit for the period of

January 1, 2015 to December 31, 2023.<sup>1</sup> During the exit conference, Town officials were provided with preliminary comments and advised – for the first time – that the health related reimbursements outside of a group health plan were unlawful because a group health plan under Section 2.6 is the exclusive manner in which any city or town in Indiana may provide health benefits to employees or officials. The SBOA further advised that Town employees and officials (including former employees and the estates of deceased employees) who had relied upon and received the insurance benefits dating back to 2015 would be required to repay the compensation they received to the Town, and would further be required to jointly and severally reimburse the SBOA’s expenses exceeding \$74,000.<sup>2</sup>

## II. THE HOME RULE ACT.

Indiana’s Home Rule Act “abrogated the traditional rule that local governments possessed only those powers expressly authorized by statute.” City of N. Vernon v. Jennings Nw. Reg'l Utilities, 829 N.E.2d 1, 4 (Ind. 2005). A unit in Indiana – which includes towns – has “all powers granted by statute” and “all other powers necessary or desirable in the conduct of its affairs, even though not granted by statute.” Ind. Code § 36-1-3-4(b). The Home Rule Act instructs that “[a]ny doubt as to the existence of a power of a unit shall be resolved in favor of its existence.” Ind. Code § 36-1-3-3(b). Thus, a town “is presumed to possess broad powers of local government, unless the Indiana Constitution or a statute expressly denies the [town] that power, or expressly grants it to another entity.” Kole v. Faultless, 963 N.E.2d 493, 496 (Ind. 2012) (citing Ind. Code § 36-1-3-5).

Relevant to the SBOA’s interpretation, the Home Rule Act also provides that in exercising such power, “[i]f there is a constitutional or statutory provision requiring a specific manner for exercising a power, a unit wanting to exercise the power must do so in that manner.” Ind. Code § 36-1-3-6(a). However, an express statutory power does not preclude implied powers to act in a different manner. Tippecanoe County v. Indiana Mfrs. Ass’n, 784 N.E.2d 463, 466-67 (Ind. 2003) (“Taxpayers interpret this section to mean that TMA may only audit for omitted, not undervalued, property. Again, this is too Dillonish a reading. The express statutory power to contract out audits for omitted personal property does not preclude the implied power to do the same for undervalued property.”). Moreover, where there are separate avenues of exercising a power, a statute proscribing one method will not be read as a limit to an alternative avenue. See Burke v. Town of Schererville, 739 N.E.2d 1086, 1092 (Ind. Ct. App. 2000) (holding that impact fee statute did not prohibit town from adopting sewer charges under separate broad statutory authority to adopt connection charges).

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<sup>1</sup> Based upon the audited period, it appears that the SBOA did not conduct an audit within four years as required by Ind. Code § 5-11-1-25.

<sup>2</sup> Although the Town first learned of the issue on November 12<sup>th</sup>, it was prohibited from discussing it publicly by Ind. Code § 5-11-5-1.

### III. COMPENSATION OF TOWN EMPLOYEES AND OFFICIALS.

The Town has broad statutory authority to “fix the level of compensation of its officers and employees,” Ind. Code § 36-1-4-15, and determining compensation of local employees and officials is a legislative power delegated to local governments. Foley v. Consolidated City of Indianapolis, 421 N.E.2d 1160, 1163 (Ind. Ct. App. 1981). Pursuant to Indiana Code § 36-5-3-2, [t]he town legislative body shall, by ordinance, fix the compensation of its own town members, the town clerk-treasurer, and the town marshal,” and “shall provide reasonable compensation for other town officers and employees.” Ind. Code § 36-5-3-2(b). “Compensation,” for purposes of the statute, “means the total of all **money paid to** an elected town officer for performing duties as a town officer, regardless of the source of funds from which the money is paid” and “includes all employee benefits **paid to** an elected town officer, including life insurance, **health insurance**, disability insurance, retirement benefits, and pension benefits.” Ind. Code § 36-5-3-2(a) (emphasis added). The statute accordingly contemplates that monies may be “paid to” a Town official for, among other things, “health insurance.”

Notably, the compensation of an elected official may not be changed in the year for which is fixed, nor reduced below the amount fixed for the previous year. Ind. Code § 36-5-3-2(c). However, for purposes of determining an increase or decrease in compensation of an elected town officer, the term “compensation” does not include – among other things – the “[p]ayment of an insurance premium.” *Id.* Thus, while a town officer may not have his or her pay changed in the year for which it is fixed, changes in payment of an insurance premium does not run afoul of that provision. See Ind. Code § 36-5-3-2(c). And again, the statute contemplates that a Town may pay money to a town officer for “an insurance premium.”

### IV. GROUP HEALTH PLANS UNDER IND. CODE § 5-10-8-2.6

In addition to the Town’s authority to provide compensation to employees and officials under Indiana Code §§ 36-1-4-15 and 36-5-3-2, the Town may also provide programs of group health insurance for its employees and officials under Section. 2.6. Specifically:

A public employer **may** provide programs of group insurance for its employees and retired employees.<sup>3</sup> The public employer **may**, however, exclude part-time employees and persons who provide services to the unit under contract from any group insurance coverage that the public employer provides to the employer’s full-time employees. A public employer **may** provide programs of group health insurance under this section through one (1) of the following methods:

- (1) By purchasing policies of group insurance.
- (2) By establishing self-insurance programs.

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<sup>3</sup> “Employees” for purposes of Section 2.6 also includes “an elected or appointed officer or official.” Ind. Code § 5-10-8-1(1).

(3) If the local unit public employer is a school corporation, by electing to provide the coverage through a state employee health plan under section 6.7 of this chapter.

A public employer **may** provide programs of group insurance other than group health insurance under this section by purchasing policies of group insurance and by establishing self-insurance programs. However, the establishment of a self-insurance program is subject to the approval of the unit's fiscal body.

Ind. Code § 5-10-8-2.6(b) (emphasis added).

Section 2.6 repeatedly uses the word “may” to refer to what the Town “may provide.” *Id.* When the word “may” is used in a statute, it normally implies a permissive condition. C.A.M. ex rel. Robles v. Miner, 835 N.E.2d 602, 606 (Ind. Ct. App. 2005). This necessarily means that an entity permitted to perform a certain action by the use of “may” in a statute “is not *required*” to perform that action; it is “discretionary.” *Id.* (emphasis in original).

Thus, the Town may provide – but is not required to provide – programs of group insurance. Ind. Code § 5-10-8-2.6(b). If the Town exercises its discretion to provide programs of group insurance, it may provide – but is not required to provide – such programs through the methods listed in the statute. Ind. Code § 5-10-8-2.6(b). Finally, the Town may provide – but is not required to provide – “programs of group insurance other than group health insurance under this section by purchasing policies of group insurance and by establishing self-insurance programs.” Ind. Code § 5-10-8-2.6(b). Nowhere does the statute prescribe a required action.

Indeed, courts that have considered this language have held that the statute sets forth an optional framework for local government units to provide group insurance. See Thacker v. City of Kendallville, No. 1:09-CV-90, 2009 WL 3203693, at \*3 (N.D. Ind. Sept. 24, 2009) (discussing an argument of the plaintiff and noting that the language chosen by the Indiana Legislature makes such employer provided group insurance “optional”); Caldwell v. Dep’t of Loc. Gov’t Fin., 863 N.E.2d 21 (Ind. T.C. 2007) (agreeing that a public employer “has the authority to determine whether or not to provide insurance benefits” under this statute).

This stands in stark contrast to other statutes governing the activities and actions of government units. For example, Indiana Code section 36-9-23-26(a) utilizes the word “shall” when explaining what a municipal legislative body must do before taking a final action for a specific type of ordinance. The language in the statute is not permissive and sets forth a requirement for a specific procedure to be followed. See Knob Hill Dev. LLC v. Town of Georgetown, 133 N.E.3d 729, 741 (Ind. Ct. App. 2019). Nor does Section 2.6 contain language declaring its exclusivity, as the General Assembly has done in other contexts. *E.g.*, Ind. Code § 36-7-4-201(a) (“For purposes of IC 36-1-3-6, a unit wanting to exercise planning and zoning powers in Indiana, including the issuance of permits under IC 8-1-32.3 (except as otherwise provided in IC 8-1-32.3), must do so in the manner provided by this chapter.”)

## V. APPLICATION AND SBOA PRELIMINARY REPORT

The SBOA preliminary report asserts that Section 2.6(b) is “[t]he required and specific manner that a local unit public employer may expend public funds for the health insurance costs for its employees.” This blanket assertion is not supported by the text of the statute, which is written entirely in optional and discretionary language, and says nothing of how the Town may spend monies regarding compensation paid to employees and officials outside of a group health plan. It is the opinion of BME that the Home Rule Act limitation set forth by the SBOA – that “a constitutional or statutory provision requiring a specific manner for exercising power” must be followed in that specific manner – has been misapplied to the activities of the Town set forth in the preliminary report.

As set forth above, the Town has broad authority pursuant to the Home Rule Act, and any doubt as to the Town’s authority must be resolved in its favor. The Town legislative body has the statutory discretion to set all forms and amounts of compensation of employees and officials pursuant to Indiana Code §§ 36-1-4-15 and 36-5-3-2. “Compensation” is broadly defined by Indiana Code § 36-5-3-2 and includes all employee benefits paid directly “to” a town officer – with the statute providing a non-exhaustive list of benefits, including insurance benefits, which qualify as compensation. These laws give the Town the power and authority to pass salary and compensation ordinances for Town employees and officials in the manner they determine to be appropriate within its legislative discretion.

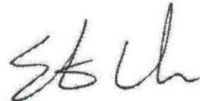
Reading the statutes in harmony, Section 2.6(b) merely gives the Town discretion to offer or not offer group health insurance. If the Town offers group health insurance, it should comply with Section 2.6 in the provision of that group health insurance. However, there is no mandatory language in Section 2.6 that prohibits the Town from paying other forms of health benefits “to” employees and officials under its authority to set compensation, such as reimbursing them for Medicare insurance premiums as a cost savings to the Town. Such forms of compensation should be appropriate under Indiana Code §§ 36-1-4-15 and 36-5-3-2 if they have been approved by ordinance of the Town Council.

Notably, we have found other audit reports of the SBOA for other entities that are consistent with our interpretation. For example, in 2013 the SBOA issued an Audit Report for the Town of Summitville outlining its review of that town’s insurance deductible and premium reimbursements to employees. (Report B41668 at 26-29). The SBOA found a “lack of documentation of Board approval” for some reimbursements and that other “were not supported by adequate documentation, were reimbursed twice, or were not for an eligible individual.” But the SBOA did not find they were all invalid – due to Section 2.6 or otherwise – and did not take exceptions to those reimbursements that had approved by the town council. (Report B41668 at 28). Similarly, in a 2008 Audit Report for the Town of Advance (Report B31178), the SBOA found that the clerk-treasurer had received reimbursements from the Town in lieu of insurance coverage “over the approved reimbursement amount during 2006 and 2007” and “was also reimbursed amounts for dental insurance, which were not approved to be paid by the Town Council.” (Report B31178 at 12). Again, the Town was not faulted for reimbursing the official for insurance outside of Section 2.6, but only for paying more than the amount approved by the Town

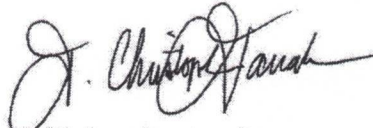
Council. We also found an Audit Report for Harrison Town in Dearborn County from 2009, where the Trustee had been reimbursed for health insurance premiums he paid on a personal policy. (Report B33934). In that report, the SBOA cited Section 2.6 and stated that “[t]he payment of insurance premium on personal policies of officers and employees rather than on a group insurance policy purchased by the Town **could** be considered a personal expense.” (Report B33934 at 7) (emphasis added). While we disagree with that position based on our analysis above, asserting that it “could be considered” a personal expense is different than the outright prohibition now asserted by the SBOA. And, the SBOA no longer took that position by the time of the Summitville Audit Report.

In conclusion, it is our opinion that Section 2.6 does not prohibit a municipality from providing compensation to employees and officials in the form of reimbursements for health care benefits that are outside of a Town group health plan, provided that such alternative forms of compensation are approved by ordinance of the legislative body. We believe that to hold otherwise could also have far reaching and unintended consequences with respect to how local governments have compensated employees and officials in Indiana for decades.

Sincerely,



Stephen C. Unger



J. Christopher Janak

## ADDITIONAL RESPONSE

Date: December 1, 2024

Indiana State Board of Accounts  
302 West Washington St. Room E418  
Indianapolis, IN 46204-2765

Re :Town of Syracuse

Thank you for the opportunity to submit an additional response. Although I have been prohibited from discussing this with the current and former town employees, I feel my situation, as well as many of those employees, is different from the Town Council. Once I signed up for Medicare, I could have remained on the town group policy instead of having a Medicare supplement. This would have been very expensive, since at that time the group premiums were based upon the age of the employee, or spouse, where applicable. Instead, I was reimbursed for the cost of my supplement and part D premiums. This saved the town several hundred dollars each month. This reimbursement was started by my predecessor in the early 90's. At that time the SBOA field examiners went through every claim; a computer generated random list was not used at that time. Not once did a field examiner question this expense. I was not aware this cost saving measure was prohibited by Indiana Code, but I believe it was the fiscally responsible practice and actually saved the Town money.

Julie Kline  
Former Clerk Treasurer  
Town of Syracuse

TOWN OF SYRACUSE  
SUMMARY OF CHARGES  
(Due to Malfeasance, Misfeasance, or Nonfeasance)

	<u>Charges</u>	<u>Credits</u>	<u>Balance Due</u>
Certain Insurance Benefits Payments by the Town, pages 5 through 13			
Town Council Members and Spouses:			
Cynthia Kaiser	\$ 11,135.79	\$ 11,135.79	\$ -
Cynthia and Brent Kaiser, jointly and severally	10,835.70	10,835.70	-
William Musser	46,259.32	-	46,259.32
William and Margaret Musser, jointly and severally	48,431.93	-	48,431.93
Larry Siegel	159,072.20	-	159,072.20
Larry and Matthew Siegel, jointly and severally	8,271.00	-	8,271.00
Larry and Sharon Siegel, jointly and severally	16,839.50	-	16,839.50
Paul Stoelting	40,787.61	-	40,787.61
Paul and Martha Stoelting, jointly and severally	27,293.06	19,943.66	7,349.40
Former Town Council Members:			
Thomas Hoover (Spouse Deceased)	36,103.92	-	36,103.92
Larry Martindale (Deceased), Mary Martindale, Spouse	19,186.90	-	19,186.90
Former Clerk-Treasurers:			
Julie Kline (Spouse Deceased)	11,886.18	-	11,886.18
Paula Kehr-Wicker and Robert Wicker, jointly and severally	9,946.50	-	9,946.50
Former and Current Employees:			
Henry DeJulia, former Town Manager	9,927.10	-	9,927.10
Henry and Esther DeJulia, Jointly and Severally	14,897.98	-	14,897.98
Kathleen Goodyear (Spouse Deceased), former Police Matron	41,518.11	-	41,518.11
Kenneth Plikerd, Street Laborer	14,028.80	-	14,028.80
Don and Kathleen Robinson, Water Department Foreman, jointly and severally	16,969.10	16,969.10	-
Special Investigation Costs, pages 13 and 14			
Current Town Council Members: Cynthia Kaiser, William Musser, Larry Siegel, and Paul Stoelting; former Town Council Members: Thomas Hoover, and Larry Martindale, jointly and severally			
	<u>74,075.67</u>	<u>-</u>	<u>74,075.67</u>
Totals	<u>\$ 617,466.37</u>	<u>\$ 58,884.25</u>	<u>\$ 558,582.12</u>

This report was forwarded to the Office of the Indiana Attorney General and the local prosecuting attorney.



AFFIDAVIT

STATE OF INDIANA )  
Marion COUNTY)

I, Matthew Stone, Field Examiner, being duly sworn on my oath, state that the foregoing report based on the official records of the Town of Syracuse, Kosciusko County, Indiana, for the period from January 1, 2015 to December 31, 2023, is true and correct to the best of my knowledge and belief.

Matthew Stone  
Field Examiner

Subscribed and sworn to before me this 3<sup>rd</sup> day of December, 2024

Anthony Gillick  
Notary Public

My Commission Expires: 5/30/2031  
County of Residence: HAMILTON COUNTY

ANTHONY GILICK  
NOTARY PUBLIC  
SEAL  
STATE OF INDIANA  
Commission Number NP0749155  
My Commission Expires 05/30/2031