



Auditor's Office

**Internal Audit Report 2013-03**  
**Internal Audit - St. Louis County**  
**St. Louis County - Boards and Commissions**  
**July 11, 2013**  
**Final Audit Report**

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The Honorable Charlie A. Dooley, County Executive	
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	<b>Audit Report Number 2013-03</b>

**Saint Louis**  
**COUNTY**  
**Auditor's Office**

**TO:** The Honorable Kathleen Burkett, Chair – County Council  
The Honorable Charlie Dooley, County Executive  
Tom Curran, Director of Intergovernmental Affairs

**FROM:** David Makarewicz, CISA, St. Louis County Auditor

**SUBJECT:** Final Audit Report  
St. Louis County -- Boards and Commissions  
Audit 2013-03

**DATE:** July 11, 2013

**EXECUTIVE SUMMARY**

The St. Louis County Audit Department performed an audit of Boards and Commissions. We performed an audit to review and assess control in place to provide oversight of boards and commissions within St. Louis County Government. The audit was performed according to governmental auditing standards and standards of the Institute of Internal Auditors.

We reviewed procedures used to track and account for boards and commissions in place. We reviewed the board appointment process. We reviewed processes used to make board appointments and fill vacant board and commission positions. There are currently approximately 750 seats of which 535 positions are appointed by the County or jointly by the City and County. Some boards have a variable size, or the appointing authority for a particular position may rotate, therefore counts are approximate.

This oversight and recordkeeping of board membership is centralized within the County Executive's Office. Board appointments are typically subject to confirmation by the St. Louis County Council. Because of the number of boards and commissions it can be challenging to ensure that information about each board is kept up-to-date and reported consistently. For example, if information about a particular board's meeting time and place appears on more than one place or more than one web site, the information should be consistent.

This area has never been subject to an internal audit. At the start of the audit, there were ninety-one board and commissions listed within the database.

The work performed by these boards and commissions has significant risk. For example, the Retirement Board of Trustees manages a pension fund with investments in excess of \$525 million. The Investment Advisory Board monitors investments totaling \$640 million. These appointees on these boards and commissions also perform critical functions. They approve pension benefits, approve funding of capital projects such as sheltered workshops, provide funds for mental health services for children and manage improvements in police and fire communications systems.

We performed compliance testing audit work on several samples of boards and commissions. This compliance work typically required involvement of manager and staff within County departments who provide support for one or more boards. This audit testing was intended to confirm that the board or commission was operating as intended and in compliance with key provisions of the Missouri Sunshine Law. We attended meetings and gathered key documentation meeting notices, agendas and board minutes. We also performed testing of 109 members of a different sample of Boards and Commissions to verify that board members who live in St. Louis County are current with respect to real estate and personal property tax amount due the County.

The audit included a review of controls within these fifteen areas:

- Central Repository
- Data Integrity
- Updates
- Web Sites
- Staffing
- Inactive or Obsolete Boards
- Sunshine Law
- Open Meetings

Agendas and Minutes  
 Pool of Candidates  
 Credentials  
 Background Checks  
 Conflicts of Interest  
 Reappointment  
 Staff Directory

During the audit we focused on controls in these areas:

- We reviewed methods used to maintain a database and central repository of information about boards and commissions.
- We sampled and tested this information for data integrity and accuracy.
- We reviewed processes used to update this database with information about the boards, members and new appointees.
- We compared information within the central database to other St. Louis County websites listing similar or the same information.
- We reviewed staffing of boards and identified vacancies.
- We reviewed the handling of information about inactive or obsolete boards.
- We sampled and performed compliance testing to ensure that a sample of these boards and commissions create agendas, keep minutes, meet publicly and are staffed with a sufficient number of board members to have a quorum and accomplish their assigned duties.
- We sampled and performed compliance testing to ensure that a sample of these boards and commissions are complying with open meeting provisions.
- We determined whether a sample of these boards and commissions were maintaining agendas and minutes.
- We checked the credentials of a sample of board members.
- We reviewed processes used to check credentials of potential board members.
- We reviewed processes used to check for potential conflicts of interest.
- We sampled board members to ensure that current board members live in St. Louis County (if required) and are current with respect to payment of their personal property tax and real estate taxes.
- We reviewed “ground rules” for re-appointment and members continuing to serve beyond their original term.

Aside from this audit, the St. Louis County Auditor’s office monitors boards and commissions we believe have the most inherent risk. This inherent risk is measured as a function of the value of assets that the board manages. The inherent risk is also measured by the services that the board provides. During the audit, we assessed the impact of vacancies on each board we reviewed. We also identified risks and assessed the potential effect for a lack of a quorum. For example if a particular board does not have a quorum, the funding of mental health services could be delayed, a change in zoning could be delayed, pension benefits might not be approved or the approval of a capital project could be delayed.

By reviewing a wider cross section of boards, we can adjust our monitoring efforts and better monitor boards with activities that have risk.

We reviewed a sample of boards and commission for part of this audit. We attended their meetings and gathered key documentation like meeting notices, agendas, presentations and minutes. During the audit, we attended meetings held by these boards and commissions:

<u>Board</u>	<u>Date</u>	<u>Time</u>	<u>Location</u>
St. Louis County Economic Council	February 20, 2013	4:00 p.m.	World Trade Center
Fire Standards Commission	February 25, 2013	2:00 p.m.	Police/Fire Academy
Investment Advisory Committee	February 25, 2013	4:00 p.m.	Administration Building
Trustees of the St. Louis County Retirement Board	February 28, 2013	8:30 a.m.	Administration Building
Parks and Recreation Advisory Board	February 28, 2013	4:30 p.m.	Tilles Park
Port Authority	March 12, 2013	3:00 p.m.	World Trade Center
St. Louis Airport Commission	March 6, 2013	2:00 p.m.	Lambert Field
Board of Plumbing Examiners	March 7, 2013	8:00 a.m.	Administration Building 6 <sup>th</sup>

We monitored additional boards and commission meetings where key documentation like meeting notices, presentations, agendas and minutes are posted and are easily accessible.

See Section II for the Objectives and Scope of Audit.

See the Exhibits at the end of the report for a listing of boards and commissions subjected to other specific audit tests.

The purpose of this report is to advise the St. Louis County Council and the County Executive of any control issues disclosed during this audit. We have provided examples of practices followed, control weaknesses noted and made suggestions on audit recommendations which are intended to address the control weaknesses noted.

During this review we met with Tom Curran – Director of Intergovernmental Affairs and Ilene Meier – Administrative Assistant. They were our primary contacts for the audit.

We received excellent cooperation and support from Tom Curran – Director of Intergovernmental Affairs, Ileen Meier – Administrative Assistant and Mike Duncan – Chief Information Officer during this audit. We appreciate the assistance they provided.

### **OPINION**

Controls over the day-to-day maintenance of information about boards and commissions are good. Controls are operating as expected, with few exceptions noted. Tom Curran – Director of Intergovernmental Affairs and Ileen Meier – Administrative Assistant used the opportunity of this audit to make improvements in processes used to identify board or commission candidates, check qualifications of prospective board members, suggest appointments to fill vacancies and track changes to the makeup of St. Louis County Boards and Commissions. We noted several key vacancies in board positions, which were addressed. Tom Curran also served as the focal point for suggestions made to improve communications about specific boards and commissions. Key processes followed for board appointments were documented. Forms and procedures were improved. IT staff working for Mike Duncan – Chief Information Officer made several requested changes to a database and web sites. IT staff were supportive of the audit.

Several St. Louis County managers who work closely with a particular board made improvements in their processes that are specifically mentioned below. The descriptions of boards, and notices about typical meeting places, meeting dates and meeting times have improved. In the body of this audit report, we have identified good controls that have been put in place on these processes.

We have made recommendations which are actions that may be needed to address exceptions noted during compliance testing.

The Staff Directory of the County Executive’s Office is in need of minor update. A request has been forwarded to REJIS to implement these changes.

### **CONCLUSION**

Processes used are well controlled. Additional good controls were added during the audit. A small amount of work remains to finalize the implementation of additional controls.

### **KEY FINDINGS:**

- Controls over the day-to-day operation were good with respect to tracking of the composition and activities of boards and board membership. Maintenance was applied to the database during the audit, to allow the suppression of the display of records on inactive boards or commissions. Information about inactive boards and commissions is still retained the database for historical purposes, but the public “views” of the data have been improved. The public view of database now lists approximately sixty-eight boards or commissions rather than ninety-one boards or commissions that were listed at the start of the audit. This single change greatly improved the quality of the data kept and made available to the public.
- The Staff Directory for the County Executive’s Office was in need of minor maintenance.
- At the start of the audit, the Director of Intergovernmental Affairs drafted a controls narrative that described these processes. This controls narrative describes procedures and processes used to track boards and commissions. This controls narrative also describes the process used to gather, assess and appoint candidates for board or commission positions. These control narratives were expanded and improved. They provide an excellent example of documentation of key processes.
- The application for board or commission appointments was improved to make it easier to verify or re-verify residency, credentials and to identify and avoid potential problem areas such as conflicts of interest or unpaid County personal property or real estate taxes.
- Data on boards and commissions was not listed within the data retention schedule of the County Executive’s Office. This data includes records in the database, but also includes supporting paper documentation, such as board or commission appointees’ applications. This change was implemented and approved during the audit.

- Several key vacancies in board and commission positions were noted. These were addressed.
- Several of the description of boards and commissions had grammatical errors, wrong addresses, wrong contact information, no contact information, or no meeting information. For example, the public web site for the Emergency Communications Commission provided a “logon” page. Additional content has been developed about this commission, including meeting places and times. The materials were reviewed by the auditors. A greatly improved web site for this project was hosted was posted at the conclusion of the audit.
- We also noted discrepancies between information kept in the central database and information kept on affiliated departments’ websites and on the boards and commissions websites. We noted that several department web sites did not provide any information on affiliated boards. For example, the REJIS commission did not provide information about meetings, agendas, board composition and minutes. We do not control the Commission. However we suggested that, at a minimum, that the Commission provide a simple reference to the board and contact information or a link to information on meeting dates, times, agendas and minutes. We noted other similar circumstances and forwarded the information to Tom Curran – Director of Intergovernmental Affairs. Discrepancies noted were addressed or corrected during the audit.
- We noted variance in the methods used to move a board meeting into executive session with respect to providing a specific reason for closing that public meeting or vote by reference to a specific section of the chapter of the law and the recording of votes taken to move a meeting into closed session. We believe that it would be prudent to provide additional education to board or commission members, on the Missouri Sunshine Law such as a link to the statute, or a PDF of information about the law.
- Background checks are performed for a subset of boards and commissions that directly control financial assets or disburse funds. We’ve suggested that these checks be expanded to cover a few additional boards where the board member is compensated or the board has significant non-monetary risk. We’ve also recommended that board member’s residency and qualifications be rechecked in the longer term, if a board member has been seated for two terms or longer (five or six years).

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## **Background and Introduction**

Exhibit 1, which is an attachment to this report, provides a listing of the names of the active boards and commissions in place in St. Louis County.

In order to track activity of these boards and commissions, a Structured Query Language (SQL) Server database was established. Data about each board or commission was entered into the database. Records on each board contain a similar abstract about the board. The data includes these data elements:

### **I. Authority**

This part of the record is the statutory authority for the board or commission.

### **II. Appointing Authority**

This part of the record describes who can appoint a board member, and who must approve the appointment.

### **III. Composition, Qualifications, Terms and Removal**

This part of the record indicates the total number of board members and the qualifications or credentials required for specific members of the board. It describes the term of each board member and compensation, if board members are compensated.

### **IV. Purpose and Meetings**

This part of the record includes a general description of the purpose of the board and general rules regarding meeting frequency, meeting time and meeting place.

This information is maintained by Tom Curran– Director – Intergovernmental Affairs and Ileen Meier – Administrative Assistant. The database is supported by IT staff within the Administration Function.

These data elements describe the name, purpose and composition of each board or commission. There is also information about board members, their credentials or role and their function within the leadership of the board (chairperson, secretary, etc.). A change was made during the audit to revise the public views of the records within the database. There are currently 68 active boards and commission in place in St. Louis County.

## **Objectives and Scope of Audit**

At the beginning of the audit, we met with management and established audit objectives. These objectives are stated in the positive. These are objectives we expect to be met or controls we would expect to find in this area. Later, in this report, we provide results of the audit, against these objectives. At the start of the audit, the objectives and the scope of the audit were as follows:

### **Central Repository**

There should be a central repository of information about authorized boards and commissions. The central repository should contain information about whether boards and commissions are active or inactive. Information provided in the central repository should be accurate and should be based on charter provisions, ordinances or statutes that establish the board or commission.

### **Data Integrity**

Information kept about the boards and commission within the central repository should be accurate.

### **Updates**

There should be appropriate limits on the ability to update records in the boards and commissions database.

### **Web Sites**

External references to board information should be consistent with the primary data repository, which is based on statutes and/or ordinances.

### **Staffing**

Boards and commissions should have a full complement of staff so that board/commission work can be completed.

### **Inactive or Obsolete Boards**

Boards or commissions that are obsolete or inactive should be clearly identified.

### **Sunshine Law**

Boards and commission should follow the requirements of the Missouri Sunshine law.

### **Open Meetings**

Board or commission meetings should be held in facilities that are open to the public. Meeting rooms should be kept accessible during open meetings.

### **Agendas and Minutes**

Agendas should be prepared. Minutes should be kept.

### **Pool of Candidates**

A suitable pool of candidates for board positions should be maintained.

### **Credentials**

Credentials should be checked, if possible. Board members should meet requirements for the board appointment.

### **Background Checks**

Backgrounds should be checked to the extent necessary given responsibilities of a particular board or board member. Board members should be current with respect to St. Louis County real estate and property tax.

### **Conflicts of Interest**

Backgrounds should be checked to the extent necessary given responsibilities of a particular board or board member.

### **Reappointment**

Vacant positions are filled timely. Reappointments are made timely.

**I. Inactive Boards and Commissions in the Database**

At the start of the audit ninety-one boards and commissions were listed in the Boards and Commission database. A record for each board or commission was accessible through a drop down list.

Each record has a status field that indicated if a board or commission is inactive. Of these original ninety-one boards, nineteen boards were found to be inactive. The public display of this information was confusing. Information was displayed to the public about meetings for boards that no longer existed. The script designed to filter inactive boards out of search results did not work as intended. Also, the status field was not included on public queries, so the public could not tell if a board or commission was active or inactive. We requested that these inactive boards and commissions be reviewed. It may be cost effective and efficient to retain information on boards in this database, in case a board or commission is re-activated.

Database views were changed to suppress listing information about these inactive boards and commission. The information still exists within the database. Attention was focused on this situation during the audit. The CIO obtained resources from REJIS to repair this script. Records about these inactive boards are now retained for historical purposes, but the queries were changed so that records of inactive boards are no longer displayed to the public. Records for these inactive boards are no longer displayed:

<u>Seq.</u>	<u>Board or Commission</u>	<u>Status</u>
1.	Ambulance Standards Commission	Inactive
2.	Capital Investment Blue Ribbon Commission	Inactive
3.	Citizen’s Advisory Commission for Community Development Block Grant Program	Inactive
4.	Community Mental Health Fund, Board of Trustees	Inactive
5.	Enhanced Enterprise Zone Board, Airport Redevelopment, Central Corridor	Inactive
6.	Golf Course Board	Inactive
7.	Highway Technical Advisory Board	Inactive
8.	Home Day Care Commission	Inactive
9.	Insurance Advisory Committee	Inactive
10.	Missouri - St. Louis Metropolitan Airport Auth	Inactive
11.	Municipal Court Judges	Inactive
12.	Obscenity, Advisory Commission On The Control Of	Inactive
13.	Radioactive & Hazardous Waste Oversight Commission	Inactive
14.	Road Development Advisory Board	Inactive
15.	St. Louis County Family Services Commission	Inactive
16.	Technical Advisory & Review Committee	Inactive
17.	Youth Advisory Commission	Inactive
18.	Aquatic Advisory Board	Inactive
19.	Enhanced Enterprise Zone Board, Airport Redevelopment	Inactive

In addition, the County Executive is not the appointing authority for any members of three boards that were in the database.

<u>Board or Commission</u>	<u>Status</u>	
1.	Condemnation Commission	The County Executive is not the Appointing Authority.
2.	Edmundson Board of Economic Development	The County Executive is not the Appointing Authority.
3.	Election Commissioners, Board Of	The County Executive is not the Appointing Authority.

The County Executive is the appointing authority for one board that is an independent organization. However, this board is or was an independent 501(c)(3) corporation. The status of this board may need to be re-visited.

<u>Board or Commission</u>	<u>Status</u>	
1.	Friends of Kathy J. Weinman Shelter	County Executive is the appointing authority. The board is or was an independent 501(c)(3).

**Recommendation**

1. We recommended that the Director – Intergovernmental Affairs review the list of inactive boards and commissions and request a correction to the boards and commission database so that the display of inactive boards and commissions would be suppressed from search results. We suggested that the records of these boards and commissions be retained for historical purposes, in case the board or commission is re-activated. We recommended that the database view be changed so that inactive boards and commissions are not displayed to the public. We suggested that four additional boards be reviewed. Three of them are not St. Louis County boards. The County Executive is the appointing authority for the fourth board, but they have lost their certification as a not-for-profit entity. This last board might be considered a special case, there the board could be displayed, but the status of the board clearly noted on the record.

**Management Response**

1. This recommendation was implemented during the audit. A script was corrected. The display of records for 23 inactive boards or commission is now suppressed.

**II. Staff Directory – County Executive’s Office**

As part of our audit planning effort, we reviewed the staff directory of the County Executive’s Office. The staff directory is in need of update. There were sixteen persons listed in the staff directory for the County Executive’s Office. Of those sixteen records, these records could be removed, as they work in another department or they no longer work for the County:

<u>Name</u>	<u>Former Title</u>	<u>Current Position</u>
Laura Estes	Executive Secretary	Assessors - Constituent Services Manager
Anne Klein	Sustainability Coordinator	Parks - Acting Deputy Director
Gladys Lewis	Executive Secretary	Retired
Julie Leicht	Special Assistant to County Executive	Interim Exec Director – Children’s Service Fund
Ameena Mohyuddin	Receptionist	NA
Carmen Starr	Receptionist	MET Center – position NA

**Recommendation**

2. We recommend that the Director of Intergovernmental Affairs ensure that the staff directory is updated for the County Executive’s Office.

**Management Response**

2. A request has been made to delete these duplicate records from the Active Directory. Tom Curran – Director of Intergovernmental Affairs now has authority to edit records, but not to delete duplicates.

**III. Application for Board or Commission Appointments**

There is an application form for board or commission appointments. We reviewed the form for content. We were comfortable with the questions asked because the answers could potentially identify conflicts of interest or information about a candidate that could negatively impact the candidate’s ability to serve. A suitable form was developed to ensure consistent checking of a candidates background and credentials.

**Recommendation**

3. We recommend that the application for board or commission appointments be amended and reviewed by the County Counselor’s Office. The updated application form should include a version number revision date. We recommend that the application for board and/or commission appointments be hosted in more places on County web sites.

**Management Response**

3. A controls narrative was written. An updated application form was incorporated into the controls narrative. The result is a packet, which describes the appointment process and includes this updated application form. The updated application has been reviewed by the County Counselor’s Office.

**IV. Procedure Manual**

Prior to the start of the audit, Tom Curran – Director – Intergovernmental Affairs documented the process used to obtain information about the pool of candidates for board appointments and the controls in place on the process. This information was documented within a controls narrative. St. Louis County’s external audit firm uses these controls narratives to identify key controls, so that they can be reviewed or tested during the annual financial statement audit.

There are a very limited number of staff who have authority to update this information who are familiar with the data in the boards and commissions database. It would be prudent to have additional written procedures on updated to the data.

**Recommendation**

4. We recommend the Director – Intergovernmental Affairs ensure that procedures are written for updates to the boards and commissions database.

**Management Response**

4. Tom Curran, Director of Intergovernmental Affairs, has produced a document that describes the function of the Boards and Commissions database.

**V. Record Retention Schedules**

As part of our audit planning process, we reviewed record retention schedules for the County Executive Department. We noted that the record retention schedule does not include mention of the boards and commissions database or the underlying repository of paper documents that supports this database and the boards and commissions appointment process.

**Recommendation**

5. We recommend the Director – Intergovernmental Affairs ensure that the boards and commissions database is added to the record retention schedule for the County Executive’s Office. Retention period should be set for the database itself, records on inactive boards and commissions and applications for board or commission appointments.

**Management Response**

5. The data retention schedule for the County Executive’s office was revised and circulated for approvals during the audit.

**VI. Vacant Positions and Timely Appointments**

We sampled nine boards and reviewed their staffing. Of these nine boards eight of the boards had expired and /or vacant positions. The pace of appointments and confirmation picked up during the audit. Improvements were noted. There was a net reduction of about 14 board positions that were filled during the audit.

**VII. Description Screens**

Within the database, the “description screens” were reviewed for uniform presentation, correct information, completeness, grammatical errors, and additional information that would be helpful to the public.

**Recommendations**

6. We recommend that the Director – Intergovernmental Affairs revised description screens so they have a uniform structure of information which will make it easier for the public to go from board to board effortlessly in order to learn more about St. Louis County boards and commissions. Also, it is recommended that name of the board or commission, contact information, meeting schedules, and website addresses be included wherever possible.

**Management Responses**

6. These recommendations are in process of being implemented.

**VIII. Members’ Information**

During the audit the members’ information for the boards and commissions were checked. Within a sample of 109 board members, we noted one board member on a board with a residency requirement who has not lived in the County since May of 2010. We also noted several other board members with discrepancies between their addresses on applications and property records. There were communicated to Tom Curran – Director of Governmental Affairs for review.

**Recommendation**

7. We recommend that the Director – Intergovernmental Affairs consider placing the application for board and commission appointments on additional web pages to increase the pool of suitable candidates from St. Louis County.

**Management Response**

7. These recommendations are in process of being implemented. Exceptions noted have been addressed.

**IX. Sunshine Law**

During the audit seven boards and commissions were visited. We monitored notices, agendas and minutes for additional boards. We observed practices with respect to maintenance of agendas, the keeping of minutes, recording of votes and methods used to move a board into a closed or executive session.

We noted some variance in the methods used to move a board meeting into executive session with respect to a) providing a specific reason for closing that public meeting or vote by reference to a specific section of the chapter of the law and b) regarding the recording of the vote to move a meeting into closed session.

At least two boards placed copies of Sunshine Law information in conference rooms where they meet.

### **Recommendation**

8. We recommend that Director of Intergovernmental Affairs provide new board or commission appointees with a copy of the Missouri Sunshine Law or a PDF or link to the content (as well as relevant opinions about the law) upon appointment.

### **Management Response**

8. Due to the length of the Attorney General's Sunshine Law publication (80) pages, an Adobe Acrobat .pdf file will be provided to new board members in lieu of printed copies.

## **X. Requests for Agendas and Minutes**

We reviewed websites for completeness of information. We noted a lack of consistent information on how to request agendas or minutes. For example, no information was provided for the Emergency Communications Commission. Now the County's web site has planned meeting times, meeting dates, and links to agendas and minutes.

It may enhance customer service if a central contact name and contact information is provided along with the boards and commissions database. The public should have a contact name to provide assistance if they cannot easily locate meeting times, dates, locations, agendas or minutes for a particular board.

### **Recommendation**

9. We are recommending that a contact name, phone number or email address be to the web page where the boards and commissions database is located. We suggest adding this sentence:  
"To obtain contact information or to request copies of minutes and agendas please contact Ileen Meier at [imeier@stlouisco.com](mailto:imeier@stlouisco.com) or 314-615-7005."

### **Management Response**

9. A request has been made to add this information to this web page.

## **XI. Background Checks**

Background checks are performed only for the boards and commissions that manage monetary assets or disburse funds. Examples include the Investment Advisory Board, Children's Service Fund, and Retirement Board of Trustees.

### **Recommendation**

10. We recommend that background checks be expanded slightly to include new appointees and reappointments for a defined list of additional boards, which have certain type of risk. This might include boards with fiduciary risk, boards with control over the significant annual expenditure of County funds and boards that deal with services to youth or children. This determination can be made by the Director – Intergovernmental Affairs or the County Executive.

### **Management Response**

10. The County Executive has agreed to perform background checks on appointees to boards with significant risk.

## **XII. Real Estate Tax and Personal Property Tax**

We sampled approximately 109 board members to verify that the member's information was current with respect to their residency and St. Louis County real estate and personal property tax.

There appears to be no formal process in place to ensure that the board member's qualifications have not changed or that their status has changed in a way that would disqualify them from the board position, such as change in residency or a job change that represents a conflict of interest, or the retirement from a job for boards that have specific requirements for a board position.

Through compliance testing of a sample of 109 board members, we noted a small number of board members who either no longer lived in the County or who had not paid a significant amount of real estate taxes over a period of three years.

We noted nine exceptions within 109 board members tested:

- One board member appears to have not lived in the County since May of 2010. His board has a residency requirement.
- At least four additional board members had discrepancies in addresses. It was difficult to determine if they lived in the County.
- Two board members appear to have not paid a total of \$4,616.19 in real estate taxes.

- Five board members appear to have not paid a total of \$4,925.70 in personal property tax.

This information can be difficult to confirm independently. For example, one board member appears to have paid taxes on one residence but not on a second home he owns. Furthermore, at least one board member who receives compensation for board membership owed a small amount of unpaid personal property tax. The burden should be placed on the board member to stay current on real estate and personal property taxes.

The number of exceptions found in this small sample and the dollar amount of back taxes owed may be justification for periodic re-review of board members status and qualifications. Records will be provided at the conclusion of the audit so that the Director of Intergovernmental Affairs will know which appointees were checked.

### **Recommendations**

11. We recommend that the Director of Intergovernmental Affairs periodically check candidates' real estate and personal property taxes.
12. We recommend that Director of Intergovernmental Affairs ensure that there is a process in place to review and recertify the qualification of long-standing board members. (We discussed the possibility of reviewing board members at the conclusion of their second term, or reviewing all board members at a fixed interval such as once every five or six years.)

### **Management Responses**

11. New review guidelines have been added to the appointment/reappointment approval process that include a check of personal and real property tax payments.
12. Existing board members will have their qualifications rechecked before reappointment, of for those on longer term appointment or expired terms, every five years.

## **XIII. Residency Check**

We reviewed a few members to verify their place of residency. One board member of 109 reviewed appears to have not lived in the County since 2010. He is seated on a board with a residency requirement. The residency of several other boards members in this sample was difficult to verify as they may have owned real estate in the County, yet personal property tax records appear to indicate they have moved from the County. There appears to be no formal process in place to ensure that the board member's qualifications have not changed or that their status has changed in a way that would disqualify them from the board position, such as change in residency or a job change that represents a conflict of interest, or the retirement from a job for boards that have specific requirements for a board position. The number of exception noted may be justification for periodic re-review of board members status and qualifications.

### **Recommendation**

13. We recommend that Director of Intergovernmental Affairs ensure that there is a process in place to review and recertify the residency of long-standing board members. (We discussed the possibility of reviewing board members at the conclusion of their second term, or reviewing all board members at a fixed interval such as once every five or six years.)

### **Management Response**

13. Residency will be reviewed for all reappointments of longstanding board members.

## **XIV. Budget Book**

We noted that the current budget book has a reference and link for the County Executive's website that actually links you to the County Council website. Also, the phone number is not the County Executive's number; rather it is the County Council Administrative Director's phone number.

### **Recommendation**

14. We recommend that information in the budget book on the internet and intranet be corrected to reflect the Executive's website and phone number.

### **Management Response**

14. These recommendations were implemented during the audit. Correction to the Budget Book have been posted.

## **XV. Departments' Websites**

During the audit we sampled a few boards and commissions' websites and the County Departments' websites that are affiliated with boards and commissions. Some boards and commissions websites lack members' names, schedules of meetings, locations of meetings, and /or no contact information. Also, some departments do not display boards and commissions that are affiliated with their department. One public web page for a commission provided a logon screen and no other information.

### **Recommendations**

15. We recommend that the Chief Information Officer establish a priority to address inconsistencies in the County websites lack of uniformity, currency and completeness of information to the public and county staff.

### **Management Responses**

15. We agree that there is room for improvement in currency and consistency of web site content. Ideally, the County would have a dedicated staff position assigned to web site content management. In the absence of such a position, the IT Division of the Department of Administration is available to work with departmental staff to ensure currency and consistency.

## **XVI. Board Member Absences**

We noted that smaller boards may be more negatively impacted by the absence of one or more board member. During the audit, one board chairperson expressed considerable concern about the impact of board member absences on the business of the board. Board members had missed presentations made by firms who manage County funds.

If certain boards do not have a quorum, business cannot be transacted. Decision-making is impacted if board members miss key presentations, especially if presentations were made by third parties, who may have traveled from an out-of-town location to present information to the board.

Also, an Executive Director expressed some concern when a board subcommittee was understaffed. Members of the subcommittee needed to have finance or accounting skills.

We also noted that certain boards have enacted bylaws that allow board members to participate by conference call to help ensure a quorum. The Director of Intergovernmental Affairs monitors board member attendance. This can be difficult and time consuming, if there are no clear guidelines in place with respect to the number of absences that can be easily tolerated.

The effort required to do this could be reduced, if expectations about board member attendance were more clearly for each board or stated to new board members.

We recommend incorporating provisions regarding attendance within board bylaws and optionally, by statute, especially with smaller boards.

### **Recommendations**

16. We recommend that the County Council and the Director of Intergovernmental Affairs consider the inclusion of provisions about board member attendance in legislation which established new boards and commissions. Legislation should indicate that a board member's position could be forfeited due to an excessive number of absences. The specific criteria can be adopted by the board members within their by-laws. Consideration should also be given to including provisions in statute or by-laws as to whether it is acceptable for a board member to particulate by phone or conference call.

### **Management Responses**

16. While some boards and commission already have statutory provisions in place regarding attendance, the majority do not. The County Council could change the existing statutes to add minimum participation requirements on a board by board basis, but this will take some time to accomplish.

## Assessment of Controls

At the conclusion of the audit, we assessed the effectiveness of controls based on the results of the audit:

### **Central Repository**

There is a central repository of information about authorized boards and commissions. The central repository now contains accurate information about whether boards and commissions are active or inactive. Information provided in the central repository is reasonably accurate and is based on charter provisions, ordinances or statutes that establish the board or commission.

### **Data Integrity**

Information kept about the boards and commissions within the central repository was found to be accurate.

### **Updates**

There are appropriate limits in place on the ability to update records in the boards and commissions database.

### **Web Sites**

External references to board information was not always consistent with the primary data repository which is based on statutes and/or ordinances. However, improvements were made, such as additional information that is now posted about the Emergency Communications Commission. We have been assured that additional information will be hosted on web sites for a few additional boards and commissions. Audit was able to review drafts of new and additional information that will be hosted on public-facing websites.

### **Staffing**

Boards and commissions had a reasonable complement of staff so that board/commission work could be completed. Several key vacancies were noted, but the pace of appointments and confirmation of appointments improved during the audit.

### **Inactive or Obsolete Boards**

Boards or commissions that were obsolete or inactive are now more clearly identified.

### **Sunshine Law**

Based on sampling that we performed key boards and commission are meeting as required, have formal written agendas, and keep appropriate minutes.

### **Open Meetings**

Based on sampling that we performed, key boards and commission meetings were held in facilities that are accessible. Meeting rooms should be kept accessible during open meetings.

### **Agendas and Minutes**

Based on sampling that we performed agendas are being prepared and minutes are being kept.

### **Pool of Candidates**

A suitable pool of candidates for board positions is being maintained.

### **Credentials**

Credentials are checked, where possible. Board members we reviewed generally met requirements for board appointments when seated. We recommended additional follow up on board member residency and some re-credentialing, at a period of perhaps every five or six years (approximately two terms). We sampled and found enough exceptions to indicate that residency should be periodically rechecked, as well as payment of real estate taxes and personal property at the board member's residence.

### **Background Checks**

Backgrounds are checked to the extent necessary given responsibilities of a particular board or board member. We suggested a slight increase to expand background checks to more boards, given the increased responsibilities of the boards. Within our sampling of approximately 109 board members, we noted enough exceptions to indicate that payment of real estate and personal property taxes should be re-checked at some interval (perhaps every five or six years).

### **Conflicts of Interest**

Backgrounds are generally checked to the extent necessary given responsibilities of a particular board or board member.

### **Reappointment**

Vacant positions are filled timely. Reappointments are made timely.

## Exhibit 1 – List of All Boards and Commission

As of the beginning of the audit in February 2013, the Boards and Commissions database listed 91 boards and commission. At the end of the audit, the Boards and Commission database listed 68 active boards and commissions. Several boards are of variable size. Vacancies are listed only for positions appointed by the County Executive. As there may be different rules for appointments, the counts are approximate. For example, a particular position may rotate between City or County or a position may be a joint City/County appointee.

### Active Boards

Seq	Name of Board or Commission	Members	Appointed by County	Expired of County Appointments	Vacant of County Appointments	Compensated
1.	Air Pollution & Noise Control Appeal Board	5	5	0	0	\$1,500 / \$1,800
2.	Bi-State Development Agency (Metro)	10	2 or 3 , 1 rotates	2	0	No.
3.	Board of Examiners For Mechanical Licensing	5	5	3	0	No.
4.	Boundary Commission	11	4	0	0	No.
5.	Building Code Review Committee	6	6	0	0	\$25 / meeting.
6.	Building Commission & Board of Building Appeals	6	6	5	0	\$1,200 / year.
7.	Civil Service Commission	3	3	0	0	\$1,500 / \$1,800
8.	Commission On Disabilities	15	15	0	2	Mileage only.
9.	County Health Advisory Board	9	9	0	2	\$600 / year.
10.	Domestic and Family Violence Council	33	33	7	3	Mileage only.
11.	East-West Gateway Council of Governments Board	29	1 + Board Appt.			No.
12.	Economic Council Of St. Louis County Board of Directors	13	7 + 6 indirect	6	0	No.
13.	Economic Development Collaborative Advisory Board	26	26	0	0	No.
14.	Electrical Code Review Committee	6	6	1	0	\$300 / year.
15.	Electrical Examiners, Board Of	6	6	1	0	No.
16.	Emergency Communications System Commission	7	7	4	1	No.
17.	Equalization, Board Of	3	3	0	0	\$35 / hour.
18.	Fire Standards Commission	7	7	4	2	No.
19.	Fund Investment Advisory Committee	3	3	0	0	No.
20.	Highways And Traffic, Board Of	9	9	6	3	\$1,200 / year.
21.	Historic Building Commission	9	9	0	0	No.
22.	Housing Authority	6	6	2	0	No.
23.	Housing Resources Commission	7	7	2	1	For mileage.
24.	Human Relations Commission	7	7	0	2	\$300 / year.
25.	Industrial Development Authority Board	7	7	0	1	No.
26.	Justice Services Advisory Board	6	6	0	2	\$600 / year
27.	Lakeside Center Advisory Board	13	8	0	2	No.
28.	Lambert Airport Eastern Perimeter Joint Develop Comm	11	1	0	0	No.
29.	Land Clearance For Redevelopment Authority	5	5	0	0	No.
30.	Library Board	5	5	1	0	No.
31.	Local Emergency Planning Committee	30	30	14	5	Travel expenses.
32.	Mechanical Code Review Committee	5	5	4	0	\$25 / meeting.
33.	Metropolitan Park & Recreation District Board of Directors (Great Rivers Greenway)	12	7	0	0	No.
34.	Metropolitan St. Louis Sewer District	6	3	0	0	No.
35.	Metropolitan Zoological Park & Museum District Board	8	4	0	0	No.
36.	Mid-East Area Agency on Aging (Footnote 1.)	23	6	0	2	No.
37.	Mid-East Area Agency on Aging Advisory Council	24	3	0	2	No.
38.	Parks and Recreation Advisory Board	9	9	1	0	\$600 / year.
39.	Planning Commission	9	9	0	0	\$1,500 / \$1,800.
40.	Plumbing Code Review Committee	7	6	0	0	\$25 / meeting.
41.	Plumbing Examiners, Board Of	4	4	1	0	\$25 / meeting.
42.	Police Commissioners, Board Of	5	5	5	0	\$1,500 / \$1,800.
43.	Port Authority Board of Commissioners	7	7	6	0	\$1,200 / year
44.	Private Security Advisory Committee	5	5	0	0	No.

45. Productive Living Board	9	9	0	0	No.
46. Public Transportation Commission Of St. Louis County	11	11	0	1	\$ 1,200 / year.
47. Regional Arts Commission	15	8	3	0	No.
48. Regional Convention & Sports Complex Authority	11	3	0	0	No.
49. Regional Convention & Visitors Commission	11	5	3	0	No.
50. Regional Taxicab Commission (Footnote 2.)	9	4	0	0	No.
51. REJIS Commission (Footnote 3.)	7	4	0	0	No.
52. Restaurant Commission (Footnote 4.)	6	6	0	0	No.
53. Retirement Board of Trustees	7	7	0	0	\$ 1,200 / year.
54. St. Louis Airport Commission	17	4	0	1	No.
55. St. Louis County Children's Service Fund Board	9	9	2	2	No.
56. St. Louis County Commission for Educational Media	9	9	6	0	No.
57. St. Louis County Workforce Investment Board	35	29	0	6	No.
58. St. Louis Regional Health Commission	19	3	1	0	No.
59. St. Louis Jefferson Solid Waste Management District	15	7	0	1	No.
60. Tax Increment Financing Commission of St. Louis Cty	6	6	1	1	NA
61. Waste Management Commission	7	7	0	0	No.
62. World Trade Center - St. Louis (Footnote 6.)	31	13	0	1	No.
63. Zoning Adjustment, Board of	3	3	0	0	\$ 1,200 / year.
64. Zoo-Museum District - Art Museum Subdistrict	14	7	0	0	No.
65. Zoo-Museum District - Botanical Garden Subdistrict	14	7	2	0	No.
66. Zoo-Museum District - Missouri Hist.Museum Subdistrict	14	7	1	0	No.
67. Zoo-Museum District - St. Louis Science Ctr Subdistrict	14	7	0	0	No.
68. Zoo-Museum District - Zoological Park Subdistrict	14	7	0	0	No.
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	744	535	93	42	

Footnote 1 – Two St. Louis County elected positions are vacant.

Footnote 2 – Chair rotates between City and County.

Footnote 3 – One joint City/County appointee.

Footnote 4 – Six appointed members.

Footnote 5 – Board certified by Governor of State.

Footnote 6 – 7 County appointee positions. 6 combined City/County appointee positions. One combined positions vacant.

## Exhibit 2 – Inactive Boards and Commissions

These boards and commissions were removed from the drop down list within the public database. Historical records about these boards and commissions are retained in the database. The public view of information on these boards is no longer displayed.

<b><u>Seq.</u></b>	<b><u>Name of Board or Commission</u></b>	<b><u>Status</u></b>
1.	Ambulance Standards Commission	Inactive
2.	Capital Investment Blue Ribbon Commission	Inactive
3.	Cit Adv Com For Com Dev Block Grant Program	Inactive
4.	Community Mental Health Fund, Board of Trustees	Inactive
5.	Golf Course Board	Inactive
6.	Highway Technical Advisory Board	Inactive
7.	Home Day Care Commission	Inactive
8.	Insurance Advisory Committee	Inactive
9.	Missouri – St. Louis Metropolitan Airport Authority	Inactive
10.	Municipal Court Judges	Inactive
11.	Obscenity, Advisory Commission on the Control Of	Inactive
12.	Radioactive & Hazardous Waste Oversight Comm	Inactive
13.	Road Development Advisory Board	Inactive
14.	Senior Citizens Advisory Board	Inactive
15.	St. Louis County Family Services Commission	Inactive
16.	Technical Advisory & Review Committee	Inactive
17.	Youth Advisory Commission	Inactive
18.	Aquatic Board	Inactive
19.	Enhanced Enterprise Zone Board, Airport Redevelopment	Inactive

The County is not the appointing authority for three of these boards. The fourth is an independent organization.

<b><u>Seq.</u></b>	<b><u>Name of Board or Commission</u></b>	<b><u>Status</u></b>
1.	Condemnation Commission	Active The County is not the appointing authority.
2.	Edmundson Board of Economic Development	The County is not the appointing authority.
3.	Election Commissioners, Board Of	Active. The County is not the appointing authority.
4.	Friends of Kathy J. Weinman Shelter	The County Executive is the appointing authority. The board was an independent 501(c)(3).

### **Exhibit 3 – Name Changes**

The name of the board was changed on database records for these boards:

<b><u>Seq</u></b>	<b><u>Former Name</u></b>	<b><u>Current Name</u></b>
1.	Met-ZMD Comm of Art Museum Subdistrict	Zoo-Museum District - Art Museum Subdistrict Board of Commissioners
2.	Met-ZMD Comm of Botanical Garden Subdistrict	Zoo-Museum District – Botanical Gardens Subdistrict – Board of Commissioners
3.	Met-ZMD Comm of Missouri History Museum Subdistrict	Zoo-Museum District – Missouri History Museum Subdistrict – Board of Commissioners
4.	Met-ZMD Comm of Saint Louis Science Center	Zoo-Museum District – St. Louis Science Center Subdistrict – Board of Commissioners
5.	Met-ZMD Comm of Zoological Park & Museum District Board	Zoo-Museum District – Zoological Park and Museum Subdistrict – Board of Commissioners

#### **Exhibit 4 – Boards and Commissions – Detailed Sampling**

We performed sampling on these boards and commissions. We attended meetings or reviewed agendas, minutes, board activities and compliance with Missouri Sunshine Law provisions. We also checked to ensure the board was fully staffed and noted the number of vacant or unfilled positions:

<b><u>Board</u></b>	<b><u>Date and Time</u></b>		<b><u>Location</u></b>
St. Louis County Economic Council	February 20, 2013	4:00 p.m.	World Trade Center
Fire Standards Commission	February 25, 2013	2:00 p.m.	Police/Fire Academy
Investment Advisory Committee	February 25, 2013	4:00 p.m.	Administration Building
Trustees of the St. Louis County Retirement Board	February 28, 2013	8:30 a.m.	Administration Building
Parks Advisory Board	February 28, 2013	4:30 p.m.	Tilles Park
Port Authority	March 12, 2013	3:00 p.m.	World Trade Center
St. Louis Airport Commission	March 6, 2013	2:00 p.m.	Lambert Field
Plumbing License Examiners Board Meeting	March 7, 2013	8:00 a.m.	Administration Building 6 <sup>th</sup>

#### **St. Louis County Economic Council**

This board had 7 appointed members. Seven of these members are serving expired terms.

#### **Fire Standards Commission**

This board had five appointed members. The database only accounted for one of two vacant positions. One of the vacancies requires an elected official. This position may be more difficult to fill. In addition, one member appears to have moved out of the County in May of 2010. One board member has not paid a significant amount of real estate taxes.

#### **Fund Investment Advisory Committee**

This board has three appointed members. Two board members are serving on expired terms.

#### **St. Louis County Retirement Board**

This board has 7 appointed members. One board member is serving an expired term. They conduct meeting which may last three to four hours. This Board may make adjustments to timing of key votes for the approval of pension benefits. They may schedule votes on pension benefits at the same time to help ensure they have a quorum for this portion of their business.

#### **Parks Advisory Board**

This board has 9 appointed member. One board member is serving an expired term. During the audit, this board placed a bound copy of the Missouri Sunshine Law within the conference room where they usually meet.

#### **Port Authority**

This board has 7 appointed members. One board member is serving an expired term.

#### **St. Louis Airport Commission**

This board has 4 appointed members. This board has one vacant position.

#### **Board of Plumbing Examiners**

This board has four appointed members. The code official serves as a fifth board member. One board member is serving an expired term. There are no board vacancies. During the audit, this board placed a bound copy of the Missouri Sunshine law within the conference room where they usually meet.

**Exhibit 5 – Boards and Commissions – Review of Personal Property and Real Estate Tax Payments**

We checked to determine if personal property tax and/or real estate taxes had been paid for board members sitting on a sample of boards. We reviewed sampled all members of these boards:

<b><u>Board</u></b>	<b><u>Number of Members On Board</u></b>
Economic Council	13
Fire Standards Commission	7
Boundary Commission	11
Lakeside Advisory Board	13
Bi-State Development Agency (Metro)	10
Zoo-Museum District – Art Museum Sub	14
Air Pollution & Noise Control Appeal Board	5
Local Emergency Planning Committee	31
Board of Police Commissioners	5
	===
	109

Within a sample of approximately 109 board members:

- We noted six board members with a total of \$4,925.70 in unpaid personal property tax.
- We noted one board member with a total of \$4,616.19 in unpaid real estate taxes.