

Office of Inspector General City of Jacksonville, Florida



Investigation Alleged Misconduct at the Jacksonville Housing Authority 2025-0016

August 13, 2025

Matthew J. Lascell
Inspector General

Executive Summary

In February 2025, the OIG initiated an investigation following allegations regarding Jacksonville Housing Authority's (Jacksonville Housing) senior leadership. It was alleged that Mamie Davis, Chief Financial Officer (CFO) of Jacksonville Housing, and Roslyn Mixon Phillips, then Interim Chief Executive Officer (CEO)/President of Jacksonville Housing, violated Jacksonville Housing's policies to hire an unqualified individual for a position.

It was also alleged that Davis had fraudulently obtained access to a federal government system for which she was ineligible, as she was an interim employee at the time of the alleged incident. Mixon Phillips and Heather Horovitz, Chairwoman of the Jacksonville Housing Board of Commissioners (Jacksonville Housing BOC), allegedly took action to conceal this issue by retroactively changing Davis' employment status to a permanent employee. While reviewing this matter, the OIG found information indicating that Mixon Phillips may have similarly fraudulently obtained access to the same system, as she was also an interim employee at the time.

Regarding the alleged hiring of an allegedly unqualified individual, the OIG determined that Jacksonville Housing violated its policies to hire this individual. However, the OIG did not find evidence that Davis or Mixon Phillips directed anyone to violate Jacksonville Housing's policies to hire this individual.

As it pertains to the alleged falsification by Davis and the alleged involvement of Mixon Phillips and Horovitz in concealing it, there was no evidence to indicate an intention to falsify any records or conceal Davis' interim employment status. On the contrary, based on the information obtained, concerns were raised about Davis's status, which led Mixon Phillips to decide to make Davis the permanent CFO. However, the OIG was unable to determine exactly when this concern was raised or when the subsequent decision to change Davis's status was made.

Lastly, regarding the alleged falsification by Mixon Phillips and the alleged involvement of Horovitz, Mixon Phillips claimed she was unaware that, as an interim employee, she should not have been an approving official, while Horovitz stated that she did not realize she was approving Mixon Phillips to have this authority. As with Davis, the OIG did not find any evidence that indicated Mixon Phillips intentionally concealed her interim status or that Horovitz was trying to assist Mixon Phillips with falsifying records.

Background

Jacksonville Housing is an independent agency that provides housing assistance for eligible low-income individuals and families throughout Jacksonville. As one of the largest public housing authorities in Florida, it serves 32,000 people in over 10,000 households. It is led by a CEO/President and overseen by the Jacksonville Housing BOC, which consists of Mayoral-appointed, unpaid members.

Allegations, Governing Directives, and Findings

ALLEGATION 1: MISUSE OF POSITION

Roslyn Mixon Phillips, then Interim CEO/President of Jacksonville Housing, and Mamie Davis, CFO of Jacksonville Housing, violated Jacksonville Housing policies to hire an unqualified individual. If substantiated, the allegation would potentially violate Section 602.401(a), City of Jacksonville Ordinance Code, and the Jacksonville Housing Employment Policy Manual (February 2021 version).

FINDING: NOT SUBSTANTIATED

Employment Policy Manual (February 2021 version)

The Employment Policy Manual details various aspects of employment with Jacksonville Housing, including the procedures to recruit and hire for positions. According to the Employment Policy Manual, an employee requisition form “must be completed for every vacant position, signed by the responsible supervisor, with the approval of the Vice President or Director.”¹

It requires the position to be posted for 10 working days, with internal applicants given priority over external applicants.

The Employment Policy Manual states that the Jacksonville Housing Human Resources Department (HR Department) screens applicants, including verifying their qualifications and conducting interviews. However, the final decision to hire “will be made by the hiring supervisor/manager with the approval of Human Resources.”

HR Department Records

According to HR Department records, Angelique Griggs, Accountant III of Jacksonville Housing applied on August 27, 2024, and was subsequently hired as an Accountant III, with a start date of September 3, 2024.

According to Griggs’ resume, she holds a bachelor’s and a master’s degree in Computer Information Systems. She had been employed with the Middle District of Florida Bankruptcy Court – Chapter 13 Trustee Office (Trustee’s Office) as a Banking Specialist and Information Technology (IT) Specialist from 2007 to 2021. In her position as a Banking Specialist, she handled various financial and accounting functions, including the disbursement of funds and the creation and maintenance of financial records and reports.

The Accountant III position description, signed by Griggs and dated September 3, 2024, listed essential job functions, which were similar to the tasks Griggs noted she handled at the

¹ In another section, it is noted that requisitions had to be approved and signed by “an Officer/Director.”

Trustee's Office. The minimum education and experience required is a bachelor's degree in accounting, finance, business administration, or a closely related field, plus five years of experience in accounting, or "an equivalent combination of education and experience."

The OIG requested that Jacksonville Housing records pertaining to the creation, selection, and/or hiring for the Accountant III position held by Griggs, to include employment requisition forms, the Accountant III position posting, applications received, and applicant interviews.

Only Griggs had an application for this position. No records were provided for the requested employment requisition form, the Accountant III position posting, or the applicant interview.

Testimony

Crystal Blackmer, Compensation and Benefits Administrator of Jacksonville Housing

Sometime in August 2024, Davis informed Satonia Hart, HR Generalist at Jacksonville Housing, and Julie St. Clair, Human Resources Manager at Jacksonville Housing, that she knew Griggs and wanted to hire her.

According to Blackmer, Davis believed Griggs was qualified for the position. Davis sought to integrate TD Bank (Jacksonville Housing's banking institution) and Yardi (Jacksonville Housing's electronic management system) and thought Griggs could help facilitate this integration.

Blackmer thought vacant positions had to be posted for 10 days, but she thought this position was only posted for a day. Griggs was not interviewed for the Accountant III position, nor did she meet the qualifications and education requirements, as Griggs only had an IT background.

Blackmer stated that Davis informed St. Clair in approximately August or September 2024 that she did not believe it was necessary to follow the relevant Jacksonville Housing policies when hiring Griggs. Around the same timeframe, St. Clair also informed Davis that Griggs was not qualified for the position, but Davis insisted that Griggs was the candidate she wanted to hire.

Despite Griggs' educational and professional background not matching the Accountant III position, she was hired because of Davis's direction.

Satonia Hart, Human Resources Generalist of Jacksonville Housing

Hart's duties included various hiring processes, such as conducting interviews and performing background screenings.

Hart explained that hiring for a position required the approval of executive-level Jacksonville Housing employees, such as the CEO, with the relevant manager or director submitting a memorandum explaining the need for the position.

Open positions are posted internally for 10 days through ADP, and afterwards, they are posted externally. Applicants who met the minimum qualifications were then sent to the relevant manager, who would select the applicants they wanted to interview.

Regarding the hire of Griggs, at some point (could not recall date), Davis emailed Hart and advised that she wanted to hire Griggs as an Accountant III. However, Hart replied that Jacksonville Housing did not have such a position in their budget.²

Hart said that a position request may not have been completed for this position. Additionally, the position may not have been posted or may have been posted for only one day. She advised that failure to post the position would have violated Jacksonville Housing's policies. Hart said Griggs was hired without any interviews or a qualifications screening. Of Griggs's hiring, Hart said, "I guess the overall process was not right."

According to Hart, Griggs did not have an accounting background. Still, she had two college degrees, and her employment background was in IT and banking. Davis thought Griggs could get Jacksonville Housing's accounting processes automated due to her IT background.

She initially thought Davis and Kort Parde,³ former Chief Administrative Officer of Jacksonville Housing added some "IT blurb in there to make her qualified for the position." When shown the Accountant III position description and Griggs's offer letter, she confirmed that neither mentioned IT experience nor knowledge.

Hart said Griggs was not qualified for the Accountant III position, but St. Clair directed her to move forward with Griggs's hire.

Julie St. Clair, Human Resources Manager of Jacksonville Housing

St. Clair reiterated a similar process for hiring employees that Hart provided. According to St. Clair, Griggs was hired without following these procedures. While positions must be internally posted for 10 days, the Accountant III position was only posted on September 3, 2024, and closed without explanation at the direction of Mixon Phillips. No interviews were completed for this position, and Griggs reported to Jacksonville Housing for orientation on September 4, 2024.

Griggs was hired at Davis's direction with Mixon Phillips' support, as both would be involved in the approval process for hiring this position. Despite being hired in an accounting role, Griggs did not have the required accounting-related experience or education. Instead, Griggs had an IT-related education.

² The OIG requested all e-mails sent or received by several employees, including Davis and Hart, about the hiring of Griggs. The e-mails Hart mentioned were not provided.

³ An interview was initially scheduled with Parde, but she requested to reschedule it. Parde subsequently failed to respond to an attempt by the OIG to reschedule the interview.

A week or two after Griggs started her employment, Davis told St. Clair that the intention was for Griggs to get Jacksonville Housing's software systems to communicate with each other.

After she saw Griggs' resume, St. Clair mentioned to Parde that Griggs was not qualified for the position. Parde replied to her in a resigned manner, "What are you going to do?"

Denisha Pressley, Accountant II of Jacksonville Housing

According to Pressley, on September 3, 2024, she received an email that advertised an internal posting for an Accountant III position. She then received a copy of the Accountant III position description from Parde. She mentioned to Parde that the position had not been posted. Parde said she would contact the HR Department to have it posted. However, the position was never posted.

The following day, September 4, 2024, Griggs began working in this position. During the same week, after Griggs had started, Pressley spoke with Hart about the position. Hart told Pressley that she would not have qualified for the position, as Pressley did not have IT experience.

However, Pressley knew this was not a requirement but was unaware of why Hart was untruthful. Within the last few weeks, Hart (while St. Clair was also present) told Pressley she did not qualify for the position because Pressley was within her probationary employee timeframe.

Pressley stated that Griggs had no prior accounting experience and did not understand accounting terminology.

Pressley confirmed that Griggs was supposed to develop a way for TD Bank, Jacksonville Housing's financial institution, and Yardi, Jacksonville Housing's electronic records system, to communicate, but it has not been done.

Angelique Griggs, Accountant III of Jacksonville Housing

She had been employed with Jacksonville Housing since September 4, 2024, when she began her current position. Her position duties consisted of making disbursements (i.e., writing checks) and "banking stuff." In addition, Griggs is working on implementing an electronic system to clear checks.

Griggs was familiar with Davis as they had worked together at the Trustee's Office.

Griggs was not working before her employment with Jacksonville Housing. Approximately a month before she began at Jacksonville Housing, Griggs encountered Davis at a private event and was informed there would be an opening at Jacksonville Housing. Griggs denied that Davis guaranteed or promised her a job.

According to Griggs, she applied for the position online through Jacksonville Housing's website. Approximately two weeks before she started, she received a telephone call from Hart. Griggs

described this telephone call as a “phone interview,” with Hart explaining “what the position was about.” She believed Hart asked her questions that assessed her knowledge of the job skills required for the position.

Griggs reviewed the Accountant III position description signed by Griggs and dated September 3, 2024. She stated that she could perform the listed essential job functions before she was hired. Additionally, she stated that she possessed the required knowledge, skills, and abilities prior to her hiring. Griggs agreed she did not have a college degree in the listed fields. But she deferred to Jacksonville Housing as to why she was still hired. Griggs also believed she had the required accounting experience from her work at the Trustee’s Office, but confirmed that she had no housing experience.

Griggs was shown the relevant portions of the Jacksonville Housing Employment Manual regarding hiring employees. She did not know what had not been done for her hire. She did not know if anyone else had applied for the Accountant III position.

Roslyn Mixon Phillips, Special Assistant to the Executive Director of Jacksonville Housing

Mixon Phillips was familiar with Griggs due to her employment with the organization. According to Mixon Phillips, Davis brought Griggs on as Davis was familiar with Griggs during their time working together at the Trustee’s Office.

Mixon Phillips was not involved in Griggs’ hiring, other than signing off on forms for her. She thought Davis, as the requesting manager, would have been involved with Griggs’ interviewing and hiring. To her knowledge, Griggs went through the same hiring process as everyone else. Mixon Phillips advised that she was reliant upon the relevant hiring manager, such as Davis, to hire individuals qualified for their respective positions.

After reviewing Griggs’ resume and Griggs’ signed position description, Mixon Phillips would have had no objection to hiring Griggs if she had been recommended by the hiring manager.

She said Griggs was hired for the Accountant III position, rather than another position, as it aligned with what Davis was looking for in terms of the role. According to Mixon Phillips, Griggs was hired to fill a “gap in our accounting office.”

To her knowledge, the Accountant III position was posted on Jacksonville Housing’s website. She was unaware if any of the relevant procedures had not been completed to hire Griggs, such as an applicant interview. Mixon Phillips said that “at no time should we have gone against any policy or procedure... I would have relied on HR to make sure that we did that.”

Mixon Phillips did not recall any objections regarding how Griggs was hired or that anyone had informed her that Griggs was hired in a manner that violated Jacksonville Housing policies. Mixon Phillips thought she was hired based on her ability to fill the position and her skills.

Her response to the allegation that she permitted the hire of Griggs in violation of Jacksonville Housing policies and her being unqualified for the Accountant III position was, “I want to say tomfoolery, but I won’t say that.”

Mamie Davis, CFO of Jacksonville Housing

She was familiar with Griggs, who was one of the first employees Davis hired when Davis began as the Trustee for the Trustee’s Office. At one point, before she was asked to be CFO, Davis ran into Griggs at a private event, and Griggs told her that she was no longer with the Trustee’s Office.

After Davis started at Jacksonville Housing, she observed that no one in the Jacksonville Housing Finance and Accounting Department could write checks. She recalled that Griggs handled this function when they were employed with the Trustee’s Office. She then contacted Griggs and asked her to “go online and look at, you know, at a job that had been posted. She applied that way.” Davis denied that she promised Griggs a job at Jacksonville Housing. She denied that the Accountant III position was explicitly created for Griggs.

In her current position, Griggs “does a lot” as Griggs “does everything that has to do with disbursements,” as well as automating Jacksonville Housing’s check clearing process.

Davis advised that she decided to hire Griggs. She could not remember if there were any other applications for the position.

Davis reviewed Griggs’ resume and her signed position description. Davis believed Griggs met the Accountant III position requirements.

Davis reviewed the Employment Policy Manual. When asked what actions required by the Jacksonville Housing Employment Policy Manual were not completed for Griggs’ hire, Davis indicated she did not know and deferred to the HR Department.

Davis did not recall any objections or concerns raised about hiring Griggs for the Accountant III position or about the way Griggs was hired. Davis denied the allegation that she had Griggs’ hired in violation of Jacksonville Housing policies and that Griggs was unqualified for the position. Davis stated that Griggs was qualified for the position, and HR handled Griggs’ hiring.

ALLEGATION 2: FALSIFICATION OF RECORDS

Mamie Davis, CFO of Jacksonville Housing, falsified her title to gain access to ELOCCS with the assistance of Roslyn Mixon Phillips, then CEO/President of Jacksonville Housing, and Heather Horovitz, Chairwoman of the Jacksonville Housing BOC. If substantiated, the allegation would potentially violate Section 1001, Title 18, United States Code.

FINDING: NOT SUBSTANTIATED

HR Department Records

According to HR Department records, Davis began her tenure as Interim CFO at Jacksonville Housing on August 20, 2024, and her employment was expected to last no more than one year. In a January 17, 2025, e-mail sent by Mixon Phillips to Blackmer and copied to Horovitz and St. Clair, Mixon Phillips wrote that following her conversation with Horovitz, Davis “should have been hired as CFO, not interim CFO,” and Davis should be made CFO “retroactive to her start date.” Horovitz replied to all the recipients the same day that she “assumed this had been completed when we discussed a few weeks ago” and requested Blackmer to “expedite this request. It is a high priority.”

Per an Employee Change Notice signed by Mixon Phillips and dated February 21, 2025, Davis’ title was changed to CFO. The initial effective date was January 17, 2025, but this date was crossed out and handwritten to reflect August 20, 2024, with Mixon Phillips’ initials written next to the new date.

ELOCCS

Jacksonville Housing receives funding from the United States Department of Housing and Urban Development (HUD). It uses HUD’s Electronic Line of Credit Control System (ELOCCS) to draw down federal funding. There are two ELOCCS roles: (1) users, who use ELOCCS to view, manage, and draw down funds, and (2) approving officials (also known as a coordinator or administrator), who assign and manage ELOCCS users. According to HUD’s online *Guidance for eLOCCS Approving Official (Secure Systems Coordinator)*, it noted “Acting Officials are **not** acceptable.”

On two separate ELOCCS Access Authorization Forms (signed by Davis and dated September 3, 2024, and January 6, 2025), Davis was listed as the approving official, and her title was noted as “Chief Financial Officer” or “CFO” with no mention of her being an interim employee.

In addition, on an ELOCCS Change of Approving Official Instructions signed by Davis and dated October 30, 2024, her title was noted as “Chief Financial Officer.” However, on one of the pages, it stated, “Interim and Acting personnel are not eligible as approving officials.”

Additionally, on October 3, 2024, Mixon Phillips submitted a memorandum to HUD requesting that Davis be upgraded to a “coordinator.” Davis was listed as “Chief Financial Officer” without noting she was in an interim role.

Testimony

Crystal Blackmer, Compensation and Benefits Administrator of Jacksonville Housing

She thought Todd Aubuchon, former Operations Compliance Manager of Jacksonville Housing, was the ELOCCS approving official when Davis started. Blackmer did not know who took over this responsibility after Aubuchon left Jacksonville Housing.

In approximately September 2024, Blackmer was present when Aubuchon informed Parde that he had been asked to grant Davis access to ELOCCS. Parde said Davis could not have access as she was in an interim position.⁴

On January 17, 2025, Mixon Phillips instructed her to retroactively change Davis's position to a permanent employee, with her start date as the effective date. She told Blackmer there were things Davis had done and needed to do, but could not do as an interim CFO. However, Mixon-Phillips did not elaborate further.

When Blackmer said she needed this in writing, Mixon-Phillips replied to an earlier e-mail Blackmer had sent her with the same instruction.

Blackmer went to Mixon Phillips' office on February 21, 2025, to have her sign the appropriate paperwork to make this change. During this visit, Mixon Phillips again told her that "there was things Mamie has been doing, that needs to be doing, and she cannot do it as an interim and that she wanted me to backdate it," but Mixon Phillips did not elaborate any further.

Blackmer made the effective date January 17, 2025, but Mixon Phillips said that this was not the correct date, as Horovitz had instructed her. Blackmer declined to do so because she thought it was unethical to backdate the form. Mixon-Phillips told her that she would never ask her to do anything unethical. However, Mixon-Phillips changed the date to make the position change retroactive to Davis's start date and signed it.

Todd Aubuchon, former Operations Compliance Manager of Jacksonville Housing

Aubuchon recalled that a few weeks after Davis began her employment at Jacksonville Housing, Mixon Phillips contacted him, likely via email, to assist Davis with obtaining access to ELOCCS. Aubuchon identified the necessary forms for Mixon Phillips and contacted HUD in preparation for Davis' request to access ELOCCS.

He did not know whether any documents had been falsified to allow Davis to obtain access to or be designated as the approving official for ELOCCS.⁵

Aubuchon did not recall a conversation with Parde regarding Davis' inability to obtain access to ELOCCS, as she was an interim employee.

He did not hear about any issues with Davis obtaining access to ELOCCS. Aubuchon was not aware of any tasks Davis could not complete as the Interim CFO or that Davis completed any tasks she was not authorized to do as the Interim CFO.

⁴ This seemed to be a misunderstanding as there was no prohibition on interim or acting employees being assigned as ELOCCS users, only approving officials.

⁵ Aubuchon also added that by the time he left Jacksonville Housing on November 22, 2024, neither Davis nor Mixon-Phillips were using interim job titles.

Heather Horovitz, Chairwoman of the Jacksonville Housing BOC

Horovitz did not know why Davis never indicated her acting or interim status on ELOCCS authorization forms. She was unaware if Davis's title was not being accurately listed to conceal that she was ineligible to be approving officials.

Horovitz said that Mixon Phillips decided to change Davis to a permanent CFO. This change was made to enable Davis to perform her job effectively. To her understanding, this was done so Davis would have the ability to draw down funds through ELOCCS.

Horovitz reviewed the emails dated January 17, 2025. According to Horovitz, Mixon Phillips was not claiming Davis was mistakenly hired in an interim position. Horovitz did not know why Davis's status change was retroactive to her start date. She said there was no discussion about retroactively changing Davis's status to her start date.

Horovitz was unaware of the retroactive change in status made to conceal or remedy actions taken by Davis as interim CFO. She denied that she was involved in concealing that Davis falsely claimed she was the CFO, instead of the interim CFO. She denied being part of any "cover-up."

Roslyn Mixon Phillips, then Interim CEO/President of Jacksonville Housing

According to Mixon Phillips, while Davis was initially hired on an interim basis, Mixon Phillips was informed that Davis could not serve as an interim CFO and obtain HUD approval to access ELOCCS. Mixon Phillips could not recall who told her this or when it occurred. She discussed this matter with Horovitz, and it was decided that Davis would be the CFO.

She also reviewed the October 3, 2024, letter. She believed the discussion with Horovitz had already occurred. In her mind, by this point, Davis was the CFO, but the Employee Change Notification had not been completed.

Mixon Phillips said there was no reason why Davis never indicated her interim or acting status on the ELOCCS authorization forms.

Regarding the January 17, 2025 e-mails, Mixon Phillips realized that the documentation to change Davis to a permanent CFO had not been completed, so she put this directive in writing. If she had been aware that Davis' interim status would limit her, then she would have immediately hired Davis in a permanent position. Mixon Phillips had this change made retroactive to Davis's start date, as it was "cleaner" since it was a known date.

No one questioned or raised concerns about retroactively changing Davis's interim status as of her hire date.⁶ Mixon Phillips denied any connection between Davis's role as an ELOCCS approving official and the retroactive change to Davis's position to her hire date.

⁶ While the OIG investigator used the phrase "hire date" during the interview with Mixon Phillips, it was a reference to Davis' start date. Mixon Phillips did not express any confession about the usage of the phrase.

She denied that her and Davis's titles were not accurately listed to conceal that they were ineligible to be approving officials. Mixon Phillips denied that the retroactive change to Davis's position was made to conceal or remedy Davis inappropriately being made an ELOCCS approving official.

Mamie Davis, CFO of Jacksonville Housing

Davis has been in her current position since August 20, 2024. She was initially hired in an interim role, but the interim title was dropped sometime in 2024, although she could not recall the exact date.

While discussing HUD systems with Parde, Parde informed Davis that there were some limitations for her, as Davis was in a temporary position (exact date unknown). Davis could not recall what Parde referenced. In response, she discussed this matter with Mixon Phillips, the Jacksonville Housing Board, and Reese Wilson, Attorney of the Office of General Counsel.⁷ According to Davis, Wilson advised that Davis and Mixon Phillips could drop "interim" from their titles as the intent was not to limit what they would be able to do.⁸

When Davis began working at Jacksonville Housing, Parde was an approving official until she left her employment at Jacksonville Housing. She replaced Parde as an approving official and later obtained user privileges.

Davis deferred to Mixon Phillips as to why her change from an interim to a permanent position was made retroactive to her start date. She was not aware of any concerns or objections raised regarding the retroactive change of her interim status to her start date.

Davis denied the allegation that she was inappropriately made an ELOCCS approving official by omitting that she was an interim employee, and the retroactive change to her position was made by Mixon Phillips and Horovitz to conceal or remedy this action.

According to Davis, the decision for her to drop the interim from her title occurred before the October 3, 2024 approval letter. Additionally, Davis did not list her titles as interim or acting employees on the ELOCCS Access Authorization forms, as advised by Wilson.

⁷ Davis claimed there was a series of discussions regarding this topic that began almost immediately after she started at Jacksonville Housing. Davis thought some of these discussions may have occurred during Jacksonville Housing Board meetings. In a March 31, 2025 Jacksonville Board meeting, Horovitz said of Davis, "... her agreement did say, 'Interim,' but we quickly discovered that it was impossible to do the role effectively with that, 'Interim,' in the title, And so [Mixon Phillips] was within her rights to adjust the title, because Ms. Davis is her employee."

⁸ The OIG did not interview Wilson due to concerns regarding attorney-client privilege and any potential testimony having a minimal effect on this report's findings.

ADDITIONAL ALLEGATION: FALSIFICATION OF RECORDS

Roslyn Mixon Phillips, then Interim CEO/President of Jacksonville Housing falsified her title to gain access to ELOCCS with the assistance of Heather Horovitz, Chairwoman of the Jacksonville Housing BOC. If substantiated, the allegation would potentially violate Section 1001, Title 18, United States Code.

FINDING: NOT SUBSTANTIATED**HR Department Records**

On August 15, 2024, Mixon Phillips was hired as the Interim CEO/President, and she remained in that position until the current CEO/President was hired in April 2025.

ELOCCS

On two separate ELOCCS Access Authorization Forms (signed by Mixon Phillips and dated October 28, 2024 and December 9, 2024), Mixon Phillips was listed as the approving official, and her title was noted as “CEO & President” with no mention of her being an interim employee.

In e-mails dated between December 20, 2024 and December 26, 2024, Mixon Phillips requested Horovitz to sign a document to authorize her as “a coordinator for the eLOCCS system.” Horovitz subsequently signed a letter dated December 20, 2024, and addressed to HUD, requesting that Mixon Phillips be upgraded to “eLOCCS Coordinator.” The document identified Mixon Phillips as “CEO & President” but did not mention her interim status. This signed document was then emailed to HUD.

Testimony**Todd Aubuchon, former Operations Compliance Manager of Jacksonville Housing**

He assumed Mixon-Phillips was the ELOCCS administrator and approving official. To Aubuchon’s understanding, by the time he had left Jacksonville Housing, Mixon-Phillips could approve other users for ELOCCS access.

Aubuchon did not know who approved Mixon-Phillips for ELOCCS access or who would be the approving official, as he was unaware of anyone at Jacksonville Housing who would have held that position. He did not know whether any documents had been falsified to allow Mixon-Davis to obtain access to or be designated as the approving official for ELOCCS.

Mamie Davis, CFO of Jacksonville Housing

As noted above Davis said that Wilson advised her and Mixon Phillips that they could drop “interim” from their titles as the intent was not to limit what they would be able to do.

Heather Horovitz, Chairwoman of the Jacksonville Housing BOC

Horovitz said Mixon Phillips was authorized as the ELOCCS approving official (or coordinator) in December 2024 because Jacksonville Housing did not have “an approver.” She did not know

why Mixon Phillips' title in the letter mentioned above failed to note that Mixon Phillips was in an acting or interim role.

When asked why she authorized Mixon Phillips to be an approving official, Horovitz said, "I don't know how that happened." She stated that she was aware at the time that an acting or interim employee could not serve as an approving official, but she did not realize she was granting Mixon Phillips the same authority.

Roslyn Mixon Phillips, then-Interim CEO/President of Jacksonville Housing

Mixon Phillips said that she was an ELOCCS Coordinator and was responsible for approving users for access. She confirmed this was the same thing as an approving official. Mixon Phillips did not know when she became an ELOCCS Coordinator.

When Mixon Phillips started at Jacksonville Housing, Kort Parde, former Chief Administrative Officer of Jacksonville Housing, was the approving official.

Mixon Phillips reviewed the letter dated December 20, 2024. Mixon Phillips advised there was nothing "nefarious" about the letter failing to note she was in an interim or acting position. She was authorized as an approving official because Jacksonville Housing needed her to be authorized to "sign off" for other users. Mixon Phillips said there was no one else able to do so at the time. Mixon Phillips was unaware that she should not have been an approving official.

At one point, "there was a conversation" (she could not recall with whom) where she was told that she was the CEO/President, but "just for an interim period of time."⁹ Unlike Davis, no one ever brought up similar concerns about Mixon Phillips regarding ELOCCS. According to Mixon Phillips, if this connection had been made, then she would have handled it similarly to the situation with Davis.

Mixon Phillips said there was no reason why she had never indicated her interim or acting status on the ELOCCS authorization forms. She denied that her title was not accurately listed to conceal that she was ineligible to be an approving official.

Additional Information

During this investigation, the OIG was told of several other individuals who may not have been hired in accordance with the Employment Policy Manual. However, the OIG decided to focus on the initial allegation, as it seemed to be a more significant allegation, with the individual in question allegedly unqualified for the position.

⁹ In an August 26, 2024 Jacksonville Housing Board meeting, Mixon Phillips alluded to a conversation, as she said, "There is some discussion about that, Madam Chair... I believe the position is the position for an interim period of time. So, in effect, you're basically the CEO or the CFO, but in our case, for an interim period of time. So I don't know that you have to put the, 'Interim,' in front of it, but I'll leave that to the attorney."

Recommended Corrective Actions

The OIG recommends Jacksonville Housing:

1. Take action to ensure all individuals are hired in accordance with the Employment Policy Manual.
2. Review the hiring procedures documented in the Employment Policy Manual and make any necessary changes.

Management's Response

The OIG provided Jacksonville Housing and the Jacksonville Housing BOC with an opportunity to submit a written response to the findings in this investigative report within ten (10) business days. The Jacksonville Housing BOC did not provide a written response. At Jacksonville Housing's request, the response date was extended by four business days.

In Jacksonville Housing's response, they requested minor textual changes for clarity and provided a detailed response to the recommended corrective actions, with the relevant portions displayed below:

OIG 2025-0016 Recommendation 1(a):	Take action to ensure all individuals are hired in accordance with the Employment Policy Manual
JHA's Corrective Action Plan 2025-0016	<p>RESPONSE: The Jacksonville Housing Authority concurs with the OIG's 2025-0016 Recommended Corrective Action: Take action to ensure all individuals are hired in accordance with the Employment Policy Manual</p>
JHA's STRATEGIES:	<p>STRATEGY ONE: The Jacksonville Housing Authority will take the following strategies to effectively address the recommended corrective action: 1) Revising its current Employee Policy Manual; while ensuring all discretionary policies are compliant with current applicable statutory, regulatory and/or HUD policy requirements 2) Board of Commissioner Employee Policy Manual Adoption and 3) implement agency-wide training of the new employee manual policy.</p> <ul style="list-style-type: none"> • The new JHA Employee Policy Manual is currently pending its final draft version for Friday, August 15, 2025. <p>STRATEGY TWO: The revised Employee Policy Manual must be approved and adopted by the JHA's governing Board by resolution(s).</p> <ul style="list-style-type: none"> • The new JHA Employee Policy Manual will be presented to JHA's Board of Commissioners at the upcoming BOC meeting on Monday, August 25, 2025, for the Board-approved Employee Policy Manual and Resolution adopting the revised streamlined policies. • JHA will submit copies of the new JHA Board approved Employee Policy

	<p>Manual and Resolution.</p> <p>STRATEGY THREE: JHA's New President & CEO will be requiring all JHA Employees to complete the new Employee Manual Policy (Handbook) Training within 30 days of JHA's Board of Commissioners adoption.</p> <ul style="list-style-type: none"> JHA will submit the staff training schedule, agenda, and sign-in sheet illustrating the implementation of the new Employee Policy Manual. <p><u>Proposed Training Session Schedule:</u></p> <ul style="list-style-type: none"> Friday, September 5th ; 9:00am-4:00pm Friday, September 12th ; 9:00am-4:00pm Friday, September 19th ; 9:00am-4:00pm Friday, September 26th ; 9:00am-4:00pm <p>The newly adopted Employee Policy Manual will become effective Monday August 25, 2025.</p>
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OIG 2025-0016 Recommendation 1(b):	Review the hiring procedures documented in the Employment Policy Manual and make any necessary changes.
<p>JHA's Corrective Action Plan 2025-0016</p> <p>JHA's STRATEGIES:</p>	<p>RESPONSE: The Jacksonville Housing Authority concurs with the OIG's 2025-0016 Recommended Corrective Action: Review the hiring procedures documented in the Employment Policy Manual and make any necessary changes.</p> <p>STRATEGY ONE: The Jacksonville Housing Authority will take the following strategies to effectively address the recommended corrective action: 1) Revising its current Employee Policy Manual for streamlined hiring policy procedures; while ensuring all discretionary policies are compliant with current applicable statutory, regulatory and/or HUD policy requirements 2) Board of Commissioner Employee Policy Manual Adoption with streamlined hiring policy and 3) implement agency-wide training of the new employee manual policy with streamlined hiring policy.</p> <ul style="list-style-type: none"> The new JHA Employee Policy Manual is currently pending its final draft version for Friday, August 15, 2025. <p>STRATEGY TWO: The revised Employee Policy Manual must be approved and adopted by the JHA's governing Board by resolution(s).</p> <ul style="list-style-type: none"> The new JHA Employee Policy Manual will be presented to JHA's Board of Commissioners at the upcoming BOC meeting on Monday, August 25, 2025, for the Board-approved Employee Policy Manual and Resolution adopting the revised streamlined hiring policies. JHA will submit copies of the new JHA Board approved Employee Policy Manual that will be inclusive of the streamlined hiring policy. <p>STRATEGY THREE: JHA's New President & CEO will be requiring all JHA Employees to complete the new Employee Manual Policy (Handbook) Training that will be inclusive of the streamlined hiring policy within 30 days of JHA's Board of Commissioners adoption.</p>

	<ul style="list-style-type: none">• JHA will submit the staff training schedule, agenda, and sign-in sheet illustrating the implementation of the new Employee Policy Manual that will be inclusive of the streamlined hiring policy. <p><u>Proposed</u> Training Session Schedule:</p> <ul style="list-style-type: none">• Friday, September 5th ; 9:00am-4:00pm• Friday, September 12th ; 9:00am-4:00pm• Friday, September 19th ; 9:00am-4:00pm• Friday, September 26th ; 9:00am-4:00pm <p>The newly adopted Employee Policy Manual will become effective Monday August 25, 2025.</p>
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Inspector General Standards

This report/review has been conducted in accordance with the ASSOCIATION OF INSPECTORS GENERAL Principles and Quality Standards for Investigations.

“Enhancing Public Trust in Government Through Independent and Responsible Oversight”