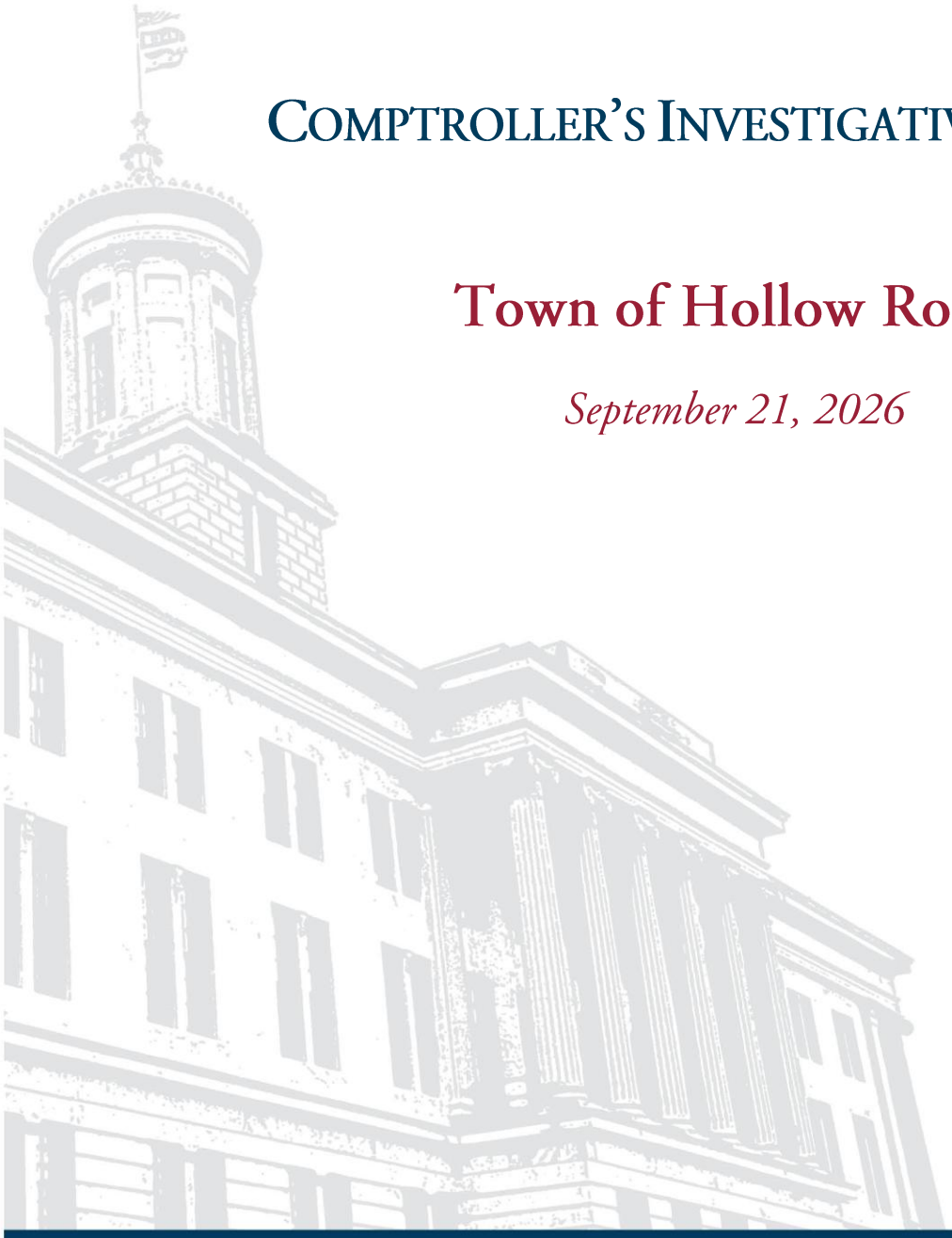
TENNESSEE COMPTROLLER OF THE TREASURY

COMPTROLLER'S INVESTIGATIVE REPORT

Town of Hollow Rock

September 21, 2026



Jason E. Mumpower

Comptroller of the Treasury

DIVISION OF INVESTIGATIONS

Jason E. Mumpower
Comptroller

September 21, 2026

Mayor Ronnie Webb
and Board of Aldermen
Town of Hollow Rock
27960 Broad Street
Hollow Rock, TN 38342

Town of Hollow Rock Officials:

The Office of the Comptroller of the Treasury conducted an investigation of selected records of the Town of Hollow Rock, and the results are presented herein.

Copies of this report are being forwarded to Governor Bill Lee, the State Attorney General, the District Attorney General of the 24th Judicial District, certain state legislators, and various other interested parties. A copy of the report is available for public inspection in our Office and may be viewed at http://www.comptroller.tn.gov/ia/.

Sincerely,

Jason E. Mumpower
Comptroller of the Treasury

JEM/MLC

INVESTIGATIVE REPORT

Town of Hollow Rock

The Office of the Comptroller of the Treasury investigated allegations of malfeasance related to the Town of Hollow Rock. The investigation was initiated after Town of Hollow Rock officials identified and reported questionable activity in the former water clerk's water utility account. The investigation was limited to selected records for the period December 1, 2023, through September 30, 2025. The results of the investigation were communicated with the Office of the District Attorney General of the 24th Judicial District.

BACKGROUND

The Town of Hollow Rock (town) is located in Carroll County, Tennessee, and is governed by a mayor and five aldermen (board) who are elected to serve four-year terms. The city clerk is hired by the mayor, approved by the board, and supervised by the town recorder. The town is funded through various revenue sources, including beer tax, local sales tax, gas tax, franchise tax, property taxes, and water utilities.

Anna Carrington was hired as the town's city clerk on December 26, 2023. As city clerk, Carrington's responsibilities included processing water payments, preparing water bills and water utility reports, processing property tax payments, and handling citations.

On August 27, 2025, town officials discovered that Carrington had not made a payment on her personal town water bill since October 2024 and had accrued a balance of $1,392.51. Carrington's employment with the town was terminated on September 22, 2025.

RESULTS OF INVESTIGATION

1. FORMER CITY CLERK ANNA CARRINGTON MISAPPROPRIATED $1,392.51 FROM THE TOWN OF HOLLOW ROCK BY IMPROPERLY RECEIVING WATER UTILITY SERVICES

Town officials informed investigators that water bills are generated in the first week of each month and are due on the 16th of each month. The town's water policy requires customers to pay water bills by the due date and imposes a mandatory 10% penalty on delinquent accounts. If a water bill remains unpaid for 15 days after the due date, the water policy allows for services to be disconnected.

Investigators determined that, from October 2024 through September 2025, Carrington improperly received water utility services totaling $1,392.51, by not paying her personal water utility bills as required by the town's utility billing policy **(Refer to Exhibit 1)**.

Exhibit 1

Date	Entered By	Created Date	Batch/Reference	Description	Amount	Balance
07/02/2025	Anna Carrington	07/02/2025 3:12 PM	June Billing	Billing	$113.11	$1,190.67
06/24/2025	Anna Carrington	06/24/2025 9:51 AM	May Penalty 25	Apply Penalty	$9.87	$1,077.56
06/06/2025	Anna Carrington	06/06/2025 11:33 AM	May Billing 25	Billing	$109.64	$1,067.69
05/20/2025	Anna Carrington	05/20/2025 10:08 AM	April 25 Penalty	Apply Penalty	$9.60	$958.05
05/07/2025	Anna Carrington	05/07/2025 12:27 PM	April billing	Billing	$106.75	$948.45
04/23/2025	Anna Carrington	04/23/2025 9:25 AM	March 25 Penalty	Apply Penalty	$9.88	$841.70
04/07/2025	Anna Carrington	04/08/2025 10:25 AM	March Billing 25	Billing	$109.84	$831.82

Excerpt of Carrington's water account from March 2025 through July 2025 showing her past due balance

Investigators analyzed water utility records and determined that Carrington's personal water account carried a past due balance for 15 of the 22 months reviewed. Investigators noted that Carrington failed to assess the past-due penalty on the August 2024 billing, and after October 2024, Carrington did not make any payments on her water bill.

Carrington only made two partial payments on her water bill account on September 6, 2024, and October 29, 2024. Between October 30, 2024, and September 9, 2025, Carrington did not make any payments on her water account, resulting in an outstanding balance totaling $1,392.51. On September

10, 2025, Carrington resumed making payments. Investigators confirmed that Carrington's account was paid in full on November 21, 2025.

2. CARRINGTON FALSIFIED TOWN OF HOLLOW ROCK DOCUMENTS BY REMOVING HER NAME FROM THE MONTHLY CUT-OFF REPORT

As city clerk, Carrington was responsible for printing monthly water cut-off reports identifying delinquent accounts subject to service disconnection. However, Carrington told investigators that these reports were not printed consistently. Investigators reviewed nine water cut-off reports at the Hollow Rock town hall and determined that after Carrington stopped paying her water bill in September 2024, her account did not appear on any of the four cut-off reports while it was delinquent. Investigators determined that Carrington was the user who generated each of the reports.

Carrington stated to investigators that she got behind and did not make payments on her water bill. Carrington also acknowledged that she removed her name from the monthly cut-off reports.

On September 14, 2026, the Carroll County Grand Jury indicted Anna Carrington on one count of theft of services over $1,000 but less than $2,500, one count of official misconduct, one count of tampering with governmental records, and one count of computer crimes over $1,000 but less than $2,500.

The charges and allegations contained in the indictment are merely accusations of criminal conduct, and not evidence. The defendant is presumed innocent unless and until proven guilty beyond a reasonable doubt and convicted through due process of law.

Town of Hollow Rock Investigation Exhibit

COMPLIANCE DEFICIENCIES

Our investigation revealed compliance deficiencies, some of which contributed to Carrington's ability to perpetrate her misappropriation without prompt detection. These deficiencies included:

Deficiency 1: Town officials did not consistently follow the town's water billing procedures

Town officials informed investigators that customer water utility bills were generated between the 1st and the 5th of each month, and customer payments were due on the 16th of each month. Investigators analyzed water account transaction reports and noted two instances in which water utility services were

billed after that month's due date. Services for August 2024 were billed on September 20, 2024, and services for February 2025 were billed on March 17, 2025.

Investigators determined that the town did not consistently follow its water utility billing procedures. To effectively perform their job responsibilities, town officials should implement and enforce all provisions of approved town policies. Failure to adhere to approved town policies increases the risk that errors, irregularities, or misappropriations will occur without prompt detection.

Deficiency 2: Town officials failed to consistently enforce the town's disconnect policies for delinquent water utility customer accounts

The town's water policy provides, "In the event a bill is not paid on or before fifteen (15) days after the due date, service may be disconnected." The policy also requires that each monthly bill include a notice stating that "If [a] bill remains unpaid for 15 days after due date, service will be terminated." During the investigative period, investigators identified several water utility customer accounts with delinquent balances, including outstanding balances as high as $795.57, and delinquent periods as long as 6 months. These customers' water services were not disconnected, even though their names appeared on the cut-off reports. Town officials failed to consistently enforce the town's approved water utility disconnect policy. Failure to enforce water utility billing and disconnection policies increases the risk that errors, irregularities, or misappropriation will occur without prompt detection.

Deficiency 3: Town officials did not maintain all required records

Tenn. Code Ann. § 6-21-404, which governs city recorders, states, "The recorder shall have custody of, and preserve in the recorder's office… all other records, papers, and documents not required by this charter or by ordinance to be deposited elsewhere and keep an accurate and modern index thereof."

Carrington's supervisor was the town recorder, and it was Carrington's responsibility to print the cut-off reports. However, the town recorder did not verify that the cut-off reports were printed each month. Investigators visited the town hall and requested monthly water cut-off reports, but the town recorder could not produce all the requested records for the investigative period

Town officials should ensure that required records are properly maintained and retained in accordance with state law and municipal policies. Failure to retain required documents increases the risk that errors, irregularities, or misappropriation will occur without prompt detection.

Town officials indicated that they have corrected or intend to correct these deficiencies.