

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

05-0098-08-25

On Monday, March 3, 2025, at 9:33 a.m., SPECIAL AGENT (S/A) JUSTIN JONES received an email from SPECIAL AGENT IN CHARGE LINDSAY SMITH, containing a request for investigation from DISTRICT ATTORNEY (D/A) ROBERT BUSBEE of the Ogeechee Judicial Circuit. The following is only a summary of the letter.

On February, 28, 2025, D/A BUSBEE received a phone call from a resident of Bulloch County who was concerned about possible financial discrepancies with the county's Public Works Department. The concerns were in reference to work being given without bidding, invoices with more hours than mathematically possible, and an unnamed commissioner being involved, along with a county employee, DINK BUTLER.

S/A JONES then contacted D/A BUSBEE to launch an investigation.

ATTACHMENTS

REQUEST LETTERS DA BUSBEE REQUEST
LETTER

[\(Attachments\)](#)

SPECIAL AGENT JUSTIN C JONES: 3/17/2025

jj: 3/17/2025

Handwritten initials "JJ" and "DO" in a box.

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
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On Monday, March 3, 2025, at 1:18 p.m., SPECIAL AGENT (S/A) JUSTIN JONES telephonically contacted DISTRICT ATTORNEY (D/A) ROBERT BUSBEE of the Ogeechee Judicial Circuit, in reference to this theft investigation.

D/A BUSBEE did not have any additional information than what was described in his request for investigation letter. He re-emphasized that there were concerns about financial discrepancies, but BUSBEE was not fully knowledgeable about this issue. BUSBEE felt that the GBI would be able to conduct a thorough investigation without any conflicts.

No additional information was obtained at this time.

CONTACT INFO:

BUSBEE, ROBERT (DISTRICT ATTORNEY)
EMPLOYER:
OGEECHEE JUDICIAL CIRCUIT DISTRICT ATTORNEY
1 COURTLAND STREET
STATESBORO, GA 30458

SPECIAL AGENT JUSTIN C JONES: 3/17/2025

jj: 3/17/2025

Handwritten initials "JJ" and "DO" in a box.

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

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On Wednesday, March 5, 2025, at approximately 8:50 a.m., SPECIAL AGENT (S/A) JUSTIN JONES was located at the home address of BULLOCH COUNTY COMMISSIONER RAY DAVIS, in Brooklet, Bulloch County, Georgia. At this location, S/A JONES interviewed DAVIS in relation to this theft investigation. The following is only a summary of the interview.

DAVIS was recently questioned by an unknown party, about some discrepancies regarding the Hurricane relief costs. For comparison, DAVIS provided digitally attached copies of previous invoices from other companies that had fully detailed explanations regarding services, weights, pricing, etc. He then provided the digitally attached invoices regarding Sand Creek Construction, which lacks the same detail. DAVIS also knows the owner of Sand Creek Construction, CLAY CONNER, the brother of fellow commissioner, TOBY CONNER. DAVIS doubts that CONNOR has enough trucks of his own to justify the hours worked, which leads him question if CLAY is subbing out.

DAVIS brought up the issue with DIRECTOR DINK BUTLER of the Bulloch County Public Works Department. BUTLER apparently contacted Sand Creek, informing them that they needed to place decals on any leased vehicles he may be utilizing. Days later, DAVIS received a text/photo from CLAY, with a photo of his decal on a truck, stating that he could have just asked him. DAVIS also believes that another truck is being billed at a \$90/hour rate, while Sand Creek is being billed at \$105/hour, but he cannot prove it.

DAVIS advised that the matter was recently brought up in the Commissioner's meeting

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on March 4, 2025. During the meeting, TOBY defended his brother against any speculations regarding his business. DAVIS mentioned that TOBY had previously voted on agendas involving his brother, which is a conflict of interest.

DAVIS is uncertain if there is any criminal activity occurring, but he does have concerns with the invoices. He is also concerned about any issues coming back on him, due to him highlighting the discrepancies, which has now led to a GBI investigation.

DAVIS provided the digitally attached invoices (#2283, #2292, #2308, #2316) to S/A JONES, adding that Public Works would have additional documentation.

The full interview was audio recorded, with a copy digitally attached to this summary. This interview was concluded at 9:52 a.m.

ATTACHMENTS

AUDIO Ray Davis Interview

[\(Attachments\)](#)

OTHER Sand Creek/Derriso/Thompson/SDR Invoices

[\(Attachments\)](#)

OTHER Anthony Simmons Newspaper Excerpt

[\(Attachments\)](#)

ID DATA:

DAVIS, RAY (COMMISSIONER)

DOB: 1953

SEX/RACE: MALE/WHITE

ADDRESS: [REDACTED]

COUNTRY: UNITED STATES

CELLULAR (Redacted)

CELLULAR (Redacted)

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
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SPECIAL AGENT JUSTIN C JONES: 3/17/2025

jj: 3/17/2025

jj

Do



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NEWS

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

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On Wednesday, March 5, 2025, at approximately 1:33 p.m., SPECIAL AGENT (S/A) JUSTIN JONES was located at the home/work address of CLAY CONNER, the owner of Sand Creek Landscape Construction. At this location, S/A JONES interviewed CLAY and his wife, MEGAN CONNER, in relation to this investigation. The following is only a summary of this interview.

CLAY mentioned the recent Bulloch County Commissioner's meeting, in which CASSANDRA MICHAEL spoke of discrepancies with Sand Creek invoices. CLAY was in attendance for the meeting, noting that MICHAEL failed to provide the associated tickets for the invoices. The missing tickets would have provided further explanation for the invoices, but instead, MICHAEL compared the partial paperwork with a fully detailed invoice of another company. This has led to online scrutiny from the Bulloch County Coalition.

MEGAN explained that if Sand Creek sends an invoice for tonnage, she would list all the necessary details with the invoice. However, when Sand Creek provides timesheets, all they have to do is pull up the ticket to verify the times that were signed off by the county. Each driver writes their start/end times on the ticket, which is eventually sent to the county. CLAY photographs all tickets, in addition to handwriting everything on a yellow notepad to maintain his records. They are currently transitioning to a digital method.

CLAY advised that he has 9 trucks personally, but not all of them are available for use due to contracts with other entities. As a result, CLAY has leased vehicles that he sends

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to assist with hurricane relief in Bulloch County. CLAY advised that there were instances in which invoices were inaccurate, but they were identified and corrected. CLAY ensures that all invoices are legit, and he is willing to provide any and all documentation to confirm it.

CLAY believes that the issue actually has to do with jealousy, stating that others may believe he only gets this work due to the status of his brother and Bulloch County Commissioner, TOBY CONNER. However, Sand Creek has assisted with hurricane relief efforts in years prior to TOBY's service as commissioner.

S/A JONES showed CLAY the digitally invoices (#2283, #2292, #2308, #2316) on hand, and CLAY was able to provide the corresponding tickets. All documents have been digitally attached to this summary. S/A JONES notes that all of the tickets were previously totaled up by Sand Creek, and written on the back of the last page. All totals match the invoices previously collected in this investigation, except for invoice #2292. The tickets total shows \$16,616.25 owed, but the agenda item summary shows \$16,590.00 in costs.

The full interview was audio recorded into three parts, with a copy digitally attached to this summary. This interview was concluded at 2:00 p.m.

ATTACHMENTS

AUDIO Clay/Megan Conner Interview

[\(Attachments\)](#)

OTHER Sand Creek Invoices - #2283, #2292, #2308, #2316

[\(Attachments\)](#)

OTHER Sand Creek Tickets - #2283, #2292, #2308, #2316

[\(Attachments\)](#)

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

ID DATA:

CONNER, CLAY

SEX/RACE: MALE/WHITE

COUNTRY: UNITED STATES

CELLULAR (Redacted)

SPECIAL AGENT JUSTIN C JONES: 3/19/2025

jj: 3/19/2025

jj

Do

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
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05-0098-08-25

On Thursday, March 6, 2025, at approximately 8:53 a.m., SPECIAL AGENT (S/A) JUSTIN JONES was located at the Bulloch County Public Works Department, in Statesboro, Bulloch County, Georgia. At this location, S/A JONES interviewed DIRECTOR HERMON "DINK" BUTLER and ASSISTANT DIRECTOR ROBERT SEAMANS JR, in relation to this investigation. The following is only a summary of this interview.

BUTLER addressed the allegations regarding the "impossible" number of billable hours for Sand Creek. Sand Creek utilizes their own trucks, in addition to having leased trucks that assist with hurricane relief. There are daily log sheets submitted for each truck, which Public Works then uses to match the total number of hours on the invoices. BUTLER advised that these records were never intentionally withheld, but the county's financial department has never asked them to provide any additional supporting documentation. The Public Works Department justifies the amounts, then sends the invoices for payment. BUTLER now intends to provide all documentation following recent concerns about discrepancies.

BUTLER believes that this investigation was prompted by Bulloch County Commissioner, RAY DAVIS, after the two of them had a conversation about the same subject weeks ago. BUTLER and DAVIS had a bit of a confrontation when BUTLER tried to give DAVIS an explanation about the invoices. DAVIS was apparently upset, believing that his name was mentioned as BUTLER was asking questions to get clarification. BUTLER never disclosed any information regarding DAVIS, but DAVIS has started to question BUTLER's integrity. BUTLER also advised that DAVIS and his

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family have ties to CASSANDRA MIKELL of the Bulloch Coalition. S/A JONES notes that MIKELL spoke at the recent Commissioner's meeting on 3/4/25, concerning discrepancies with Sand Creek invoices. SEAMANS advised that a member of the Coalition has recently requested tons of paperwork from the Public Works Department.

85% of the costs are eligible for FEMA/GEMA reimbursement, so the Public Works Department is doing everything they can to recoup money to benefit Bulloch County citizens. However, it appears that people are only trying to tear them down.

BUTLER then addressed the allegations regarding bidding practices with hurricane relief efforts. The department has approximately 8 trucks, but they lack the manpower to operate them all, in addition to having other projects that they have to prioritize. Due to the amount of storm/road damage, BUTLER was unable to specifically define what is needed in a typical bidding process. As a result, they had to scramble to find any available assistance from truck rental companies or local businesses. BUTLER is unable to predetermine the amount of material to be moved or number of hours required to complete the job. He offers the same competitive rate, \$105, as the other companies to obtain any assistance with hurricane relief efforts. BUTLER emphasized that these companies are not always available to assist, as they have other contractual obligations elsewhere. Sand Creek is a local business, so it made sense to contact them based on their established business history with Bulloch County, which dates back 6-8 years. Several other companies and local business also assisted with relief efforts.

SEAMONS then read the following, digitally attached excerpt from their policy, regarding emergency purposes:

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"The County Manager is authorized to waive any or all bidding requirements for the purchase of necessary goods or services whenever an emergency condition exists which presents a threat to the safety, health or welfare of the citizens of the County and whenever such requirements would cause undue delay in the delivery of essential services under such conditions. Any emergency purchases must be reported to the Board of Commissioners at the next regular meeting of the Board of Commissioners. Any department wishing to make an emergency purchase must furnish the Purchasing Manager (who will then refer it to the County Manager) with a written or verbal request which fully explains why it is essential to do so. In the absence of the County Manager, the approval of the Chairman of the Board of Commissioners or the County Manager's designee can be substituted.

SEAMANS advised that this directive has been followed. Additionally, the Board of Commissioners have signed off on all paperwork, and there has been no push back as of yet. S/A JONES was provided with 33 Sand Creek invoices, which have been digitally attached to this summary.

The full interview was audio recorded, with a copy digitally attached to this summary. This interview concluded at 9:26 a.m.

ATTACHMENTS

AUDIO Dink Butler/Robert Seamans Interview

[\(Attachments\)](#)

OTHER Sand Creek Invoices

[\(Attachments\)](#)

OTHER Public Works Department Policy

[\(Attachments\)](#)

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

ID DATA:

BUTLER, HERMON

SEX/RACE: MALE/WHITE

COUNTRY: UNITED STATES

BUSINESS:(912)764-6369

SEAMANS, ROBERT

SEX/RACE: MALE/WHITE

COUNTRY: UNITED STATES

BUSINESS:(912)764-6369

SPECIAL AGENT JUSTIN C JONES: 3/17/2025

jj: 3/17/2025

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

05-0098-08-25

On Monday, March 10, 2025, at approximately 12:00 p.m., SPECIAL AGENT (S/A) JUSTIN JONES was located at the Bulloch County Commissioners Office in Statesboro, Bulloch County, Georgia. At this location, S/A JONES met with DAL CANNADY, who provided a copy of the footage from the Commissioner's meeting held on March 4, 2025. S/A JONES notes that topics related to this investigation were discussed during this meeting.

Due to file size, the videos were unable to be uploaded onto JimNet servers. As a result, a copy of the footage will be maintained on a USB thumb drive, which will be stored in the rear of the GBI case file.

ATTACHMENTS

VIDEO Bulloch County Commissioners
Meeting 3/4/25

SPECIAL AGENT JUSTIN C JONES: 3/19/2025

jj: 3/19/2025

JJ

JPS

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
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On Tuesday, March 19, 2025, at 3:49 p.m., SPECIAL AGENT (S/A) JUSTIN JONES received an email from GBI CRIMINAL INTELLIGENCE ANALYST LEKETIA LEE, containing an excel spreadsheet regarding Sand Creek Land Construction LLC invoices. After calculating the hours/loads for each invoice, the difference in pay totals up to +\$4,964.25.

S/A JONES notes that the invoice totals vary, showing exact calculations in 19 invoices, losses in 5 invoices, and surpluses in 9 invoices. It is further noted that invoices previously submitted from Sand Creek Land Construction LLC to Bulloch County Public Works are subject to human error, which would result in miscalculations seen in the spreadsheet.

The excel spreadsheet has been digitally attached to this summary.

ATTACHMENTS

OTHER Sand Creek/Public Works Excel
Spreadsheet

[\(Attachments\)](#)

SPECIAL AGENT JUSTIN C JONES: 3/19/2025

jj: 3/19/2025

JJ

APS

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

05-0098-08-25

On Friday, March 21, 2025, SPECIAL AGENT (S/A) JUSTIN JONES was located at the Region 5 Field Office in Statesboro, Bulloch County, Georgia. At this location, S/A JONES interviewed BULLOCH COUNTY COMMISSIONER - CHAIRMAN DAVID BENNETT in relation to this theft investigation. The following is only a summary of the interview.

Prior to this investigation, BENNETT has never detected any discrepancies within the Sand Creek Construction invoices. He has overheard speculative information regarding certain constituents, but he is unable to verify their legitimacy. BENNETT understands that Sand Creek Construction was utilized under a no bid contract, which their policy allows under emergency circumstances. There were ethical concerns about the owner of Sand Creek Construction, CLAY CONNER, being the brother of fellow Commissioner, TOBY CONNER. However, it was determined that this concept was not illegal. Additionally, there were no other entities that were available to provide their services, so Sand Creek was the best option. However, BENNETT has since learned that other business provided their trucks, but the county declined their services.

BENNETT does not meticulously check the invoices, adding that there are people that are trusted to do so. However, there were concerns regarding the lack of detail in the Sand Creek invoices, which is eventually released to the public. BENNETT communicated that all related information should accompany the invoices, showcasing transparency with the community. The Director of Public Works, DINK BUTLER, has agreed to provide all documentation going forward. BENNETT praised BUTLER for all of his efforts with obtaining trucks for hurricane relief, adding that work is still ongoing.

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However, there are those that still question the legitimacy of the invoices/arrangements with Sand Creek and Public Works.

The full interview was audio recorded with a copy digitally attached to this summary.
This interview was concluded at 11:43 a.m.

ATTACHMENTS

AUDIO David Bennett Interview

[\(Attachments\)](#)

OTHER Tarco Inc. Business Search

[\(Attachments\)](#)

ID DATA:

BENNETT, DAVID (COMMISSIONER)

SEX/RACE: MALE/WHITE

COUNTRY: UNITED STATES

CELLULAR (Redacted)

SPECIAL AGENT JUSTIN C JONES: 3/21/2025

jj: 3/21/2025

JJ

APS

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

05-0098-08-25

On Thursday, May 1, 2025, at 8:25 a.m., SPECIAL AGENT (S/A) JUSTIN JONES was located at the Region 5 Field Office in Statesboro, Bulloch County, Georgia. At this location, S/A JONES interviewed BULLOCH COUNTY COMMISSIONER NICHOLAS NEWKIRK in relation to this theft investigation. The following is only a summary of the interview.

NEWKIRK initially thought that using Sand Creek Construction as a no bid was strange, but he understood that normal bidding procedures could be bypassed due to emergency situations. He is aware that the optics looked bad with utilizing a business owned by CLAY CONNER, the brother of fellow Commissioner, TOBY CONNER. Additionally, TOBY has voted on agendas involving CLAY's business, which also does not help with optics. NEWKIRK has previously hired CLAY to do some work for him in the past. He describes the CONNER brothers as good people, and he does not think that they are doing anything that would be considered criminal.

NEWKIRK was not aware of any invoice discrepancies until this investigation began. He has since noticed that the Sand Creek invoices lack detail in comparison to other invoices from other businesses. Sand Creek submits invoices, which the commissioners trust to be accurate before they vote on it. NEWKIRK would hear rumors suggesting that Sand Creek was utilizing trucks from other businesses, in addition to people questioning if the trucks were actually working during the listed hours. NEWKIRK actually sat at the pit on one occasion, confirming that the trucks were operating legitimately. NEWKIRK noticed that the invoices included drivers that clocked in at 5:30 a.m., but the pit does not open until 7:00 a.m. NEWKIRK learned from friends of his in

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the trucking business, that 30 minutes drive time is common, but an 1.5 hour drive time is not. However, NEWKIRK is uncertain about the current standards regarding these additional hours.

The full interview was audio recorded, with a copy digitally attached to this summary. This interview was concluded at 8:44 a.m.

ATTACHMENTS

AUDIO Nicholas Newkirk Interview

[\(Attachments\)](#)

ID DATA:

NEWKIRK, NICHOLAS

DOB: 1979

SEX/RACE: MALE/WHITE

ADDRESS: [REDACTED]

COUNTRY: UNITED STATES

CELLULAR (Redacted)

SPECIAL AGENT JUSTIN C JONES: 5/1/2025

jj: 5/1/2025

JJ

APS

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

05-0098-08-25

On Thursday, May 1, 2025, at approximately 9:49 a.m., SPECIAL AGENT (S/A) JUSTIN JONES was located at the Region 5 Field Office in Statesboro, Bulloch County, Georgia. At this location, S/A JONES conducted a telephonic interview with BULLOCH COUNTY COMMISSIONER RAY MOSLEY in relation to this theft investigation. The following is only a summary of the interview.

According to MOSLEY, Bulloch County Public Works did not have enough personnel or trucks to deal with the amount of debris left behind by last year's storms. Due to these circumstances, SandCreek Construction was selected to assist. MOSLEY was dealing with personal matters at the time, so he was not made aware of any discrepancies until this investigation began. He has never detected any activity that would be considered criminal in regards to this investigation.

The full interview was audio recorded, with a copy digitally attached to this summary. This interview was concluded at 10:01 a.m.

ATTACHMENTS

AUDIO Ray Mosley Interview

[\(Attachments\)](#)

**GEORGIA BUREAU OF INVESTIGATION
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INVESTIGATIVE SUMMARY**

ID DATA:

MOSLEY, RAY

DOB: 1957

SEX/RACE: MALE/BLACK

ADDRESS: [REDACTED]

COUNTRY: UNITED STATES

CELLULAR (Redacted)

SPECIAL AGENT JUSTIN C JONES: 5/1/2025

jj: 5/1/2025

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

05-0098-08-25

On Thursday, May 7, 2025, at approximately 9:42 a.m., SPECIAL AGENT (S/A) JUSTIN JONES was located at the Region 5 Field Office in Statesboro, Bulloch County, Georgia. At this location, S/A JONES interviewed BULLOCH COUNTY COMMISSIONER TIMOTHY RUSHING in relation to this theft investigation. The following is only a summary of the interview.

RUSHING has been voting to pay CLAY CONNER's (Sand Creek Construction) invoices before he actually came to know him or his brother/fellow Commissioner, TOBY CONNER. RUSHING has suspicions about certain board members being targeted, adding that people will do anything to get those they don't like out of office. He believes that the Sand Creek invoices are just another means to cast a bad light on them, creating media outrage amongst the community. RUSHING mentions being targeted himself by these same entities, and it appears to him that they are now after TOBY CONNER.

RUSHING does not meticulously go through every bill submitted to the county, but there are people in place to verify the numbers. He understands the likelihood of possibly finding discrepancies in the budget, but he seriously doubts that there is anything egregious that exists. RUSHING has never observed any unethical or criminal activity taking place regarding the Sand Creek invoices. However, if any criminal activity is discovered, he agrees that the law has to be followed.

The full interview was audio recorded, with a copy digitally attached to this summary. This interview was concluded at 10:14 a.m.

ATTACHMENTS

AUDIO Timothy Rushing Interview

[\(Attachments\)](#)

ID DATA:

RUSHING, TIMOTHY

DOB: 1964

SEX/RACE: MALE/WHITE

ADDRESS: [REDACTED]

COUNTRY: UNITED STATES

CELLULAR (Redacted)

SPECIAL AGENT JUSTIN C JONES: 5/13/2025

jj: 5/13/2025

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

05-0098-08-25

On Thursday, May 8, 2025, at approximately 12:00 p.m., SPECIAL AGENT (S/A) JUSTIN JONES was located at the Region 5 Field Office in Statesboro, Bulloch County, Georgia. At this location, S/A JONES interviewed BULLOCH COUNTY COMMISSIONER ANTHONY SIMMONS, in relation to this theft investigation. The following is only a summary of the interview.

SIMMONS later learned that CLAY CONNER is the brother of TOBY CONNER, adding that CLAY has always come to the county's rescue when it needed help. SIMMONS has no knowledge of any discrepancies regarding the invoices from CLAY's business, Sand Creek Construction. SIMMONS also describes DINK BUTLER as an upstanding man, who would never do anything to jeopardize the board. SIMMONS is aware that TOBY has voted on agendas involving his brother, but SIMMONS attributes this action to TOBY being a new commissioner. Once TOBY acclimated to the position, he stopped voting on those agendas.

SIMMONS trusts the information on the invoices to be accurate, and he has never been suspicious of the numbers listed. He believes that a certain faction is targeting members of the board, in an attempt to unseat them. This faction has previously sued the city, and are looking for any thing they can use against them.

SIMMONS is not aware of any criminal behavior regarding this investigation.

The full interview was audio recorded, with a copy digitally attached to this summary. This interview was concluded at 12:16 p.m.

ATTACHMENTS

AUDIO Anthony Simmons Interview

[\(Attachments\)](#)

ID DATA:

SIMMONS, ANTHONY

SEX/RACE: MALE/BLACK

ADDRESS: [REDACTED]

COUNTRY: UNITED STATES

CELLULAR (Redacted)

SPECIAL AGENT JUSTIN C JONES: 5/13/2025

jj: 5/1/2025

**GEORGIA BUREAU OF INVESTIGATION
REGION 5
INVESTIGATIVE SUMMARY**

05-0098-08-25

On Wednesday, May 14, 2025, at approximately 9:40 a.m., SPECIAL AGENT (S/A) JUSTIN JONES was located at the Region 5 Field Office in Statesboro, Bulloch County, Georgia. At this location, S/A JONES interviewed BULLOCH COUNTY COMMISSIONER TOBY CONNER, in relation to this theft investigation. The following is only a summary of the interview.

Before the storms struck last year, TOBY contacted DIRECTOR DINK BUTLER of Bulloch County Public Works to ensure they had necessities in place to recover. They predicted that they would need a rock haul, and it was later determined that TOBY's brother, CLAY CONNER (Sand Creek Construction), would be contacted to assist the county. Due to the circumstances, typical bidding procedures could not take place. TOBY is unsure how pricing was figured out, but DINK is responsible for negotiating. Sand Creek was available at the time, so CLAY offered trucks that were actually contracted elsewhere. There were also leased trucks utilized during hurricane relief. Due to unforeseen circumstances, the county was struck by another storm, which required the work to continue. Their efforts were praised by the community, as they were able to provide services during harsh conditions. However, CLAY's business has since been scrutinized by the media.

In the beginning, TOBY would recuse himself when voting on agendas that involved Sand Creek. However, some of his fellow commissioners, and the county attorney, advised him that it was a bill, not a contract. He was made to believe that he did not have to recuse himself when voting on the bills, which he later learned was not completely true. During their deliberations, TOBY advised that none of his fellow

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constituents raised any concerns with the Sand Creek invoices. The issue seemingly came out of nowhere when CASSANDRA MIKELL mentioned the invoices at a commissioners meeting. The issue has since led to a GBI investigation and media scrutiny. TOBY is aware that invoices are sent to both parties, with tickets attached. If there were ever any issues or concerns, it would have been simple to just ask for clarification. TOBY has never observed his brother committing any criminal activity regarding the Sand Creek invoices. If any discrepancies exist, it would be due to human error, and certainly not intentional. Additionally, TOBY believes DINK BUTLER to be a good Christian man. He knows BUTLER tries to do business with local entities, which often ensures the best quality of service. He has never observed BUTLER to participate in any criminal misconduct. The county paid the bills, so if there are errors, then the county could be at fault.

TOBY advised that this had been a heartbreaking experience for him and his family. He feels that the small businesses in Bulloch County are watching closely, and there is a risk that they could be lost. TOBY feels that this entire situation is just a way for people to target him, and it's a shame that these people are putting their personal agendas before the county's.

The full interview was audio recorded, with a copy digitally attached to this summary. This interview was concluded at 10:06 a.m.

ATTACHMENTS

AUDIO Toby Conner Interview

[\(Attachments\)](#)

**GEORGIA BUREAU OF INVESTIGATION
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INVESTIGATIVE SUMMARY**

ID DATA:

CONNER, TOBY (COMMISSIONER)

DOB: 1985

SEX/RACE: MALE/WHITE

COUNTRY: UNITED STATES

CELLULAR (Redacted)

SPECIAL AGENT JUSTIN C JONES: 5/14/2025

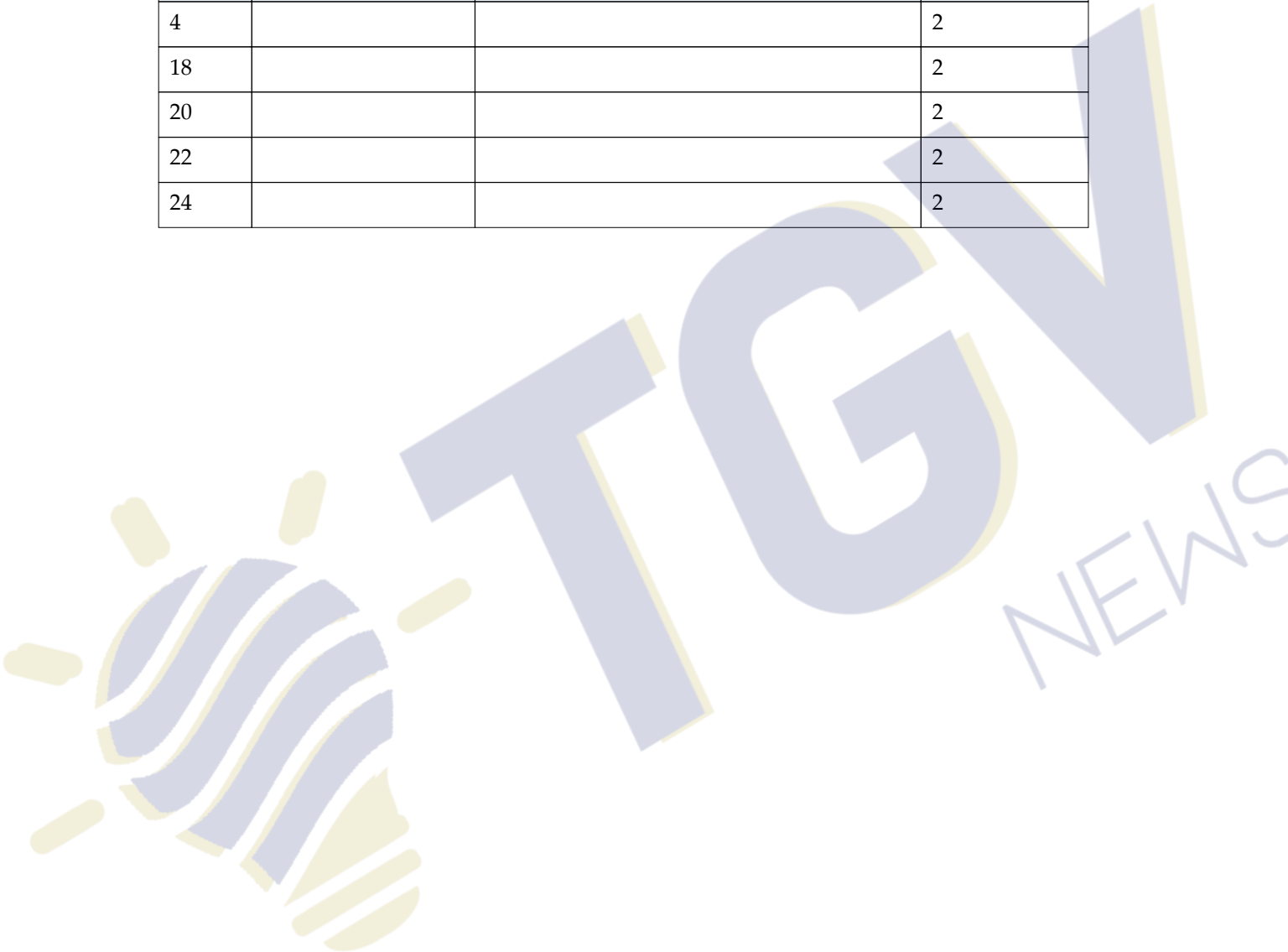
jj: 5/14/2025

Redaction Log

Total Number of Redactions in Document: 10

Redaction Reasons by Page

Page	Reason	Description	Occurrences
4			2
18			2
20			2
22			2
24			2



Redaction Log

Redaction Reasons by Exemption

Reason	Description	Pages (Count)
		4(2) 18(2) 20(2) 22(2) 24(2)



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NEWS