



SPECIAL PURPOSE LOCAL OPTION SALES TAX PROGRAM • FISCAL YEAR 2022

# Greene County Board of Education Greensboro, Georgia

Compliance and Performance Audit Report

Greg S. Griffin | State Auditor



**DOAA**

Georgia Department  
of Audits & Accounts

**Greene County Board of Education**

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Dr. Chris Houston, Superintendent and Members of the  
Greene County Board of Education

Ladies and Gentlemen

We have audited the Special Purpose Local Option Sales Tax (SPLOST) records and operations of the Greene County Board of Education (School District) for the year ended June 30, 2022. Management of the School District is responsible for the School District's compliance with the specified requirements. Our responsibility is to determine the School District's compliance with the specified requirements based on our audit objectives.

### **Audit Summary**

Our performance audit of the School District's Special Purpose Local Option Sales Tax (SPLOST) for the fiscal year ended June 30, 2022 found the following:

- The School District has appropriately designed internal control procedures over the SPLOST expenditure transaction cycle and those controls have been placed into operation and are being followed.
- The School District has spent the SPLOST funds in accordance with O.C.G.A. §20-2-491 and the SPLOST resolutions passed May 20, 2014 and November 6, 2018 by the voters of Greene County.

### **Introduction**

Georgia Code Section 20-2-491 requires public school system to obtain continuing performance audits for expenditure of sales tax for capital outlays if the tax generates \$5 million or more annually. The independent performance audit shall:

1. Include a goal of ensuring, to the maximum extent possible, that the tax funds are expended efficiently and economically so as to ensure that the School District receives maximum benefit from the dollars collected.
2. Provide for issuance of periodic reports, not less than once annually, with respect to the extent to which tax funds are expended efficiently and economically as described in item 1 above.
3. Provide for issuance of periodic public recommendations, not less than annually for improvements in meeting the goal specified in item 1 above.

The Special Purpose Local Option Sales Tax (SPLOST) is a referendum voted and approved by the Greene County voters in which one percent is added to the local sales tax for the purpose of funding building and renovation projects that would otherwise require financing through increased property taxes. SPLOST funds are also available for retiring general obligation bond debts incurred with respect only to capital outlay projects and to issue new general obligation bonds for specific capital outlay projects.

The School District works under the direction of the School Board and its superintendent. Projects selected for SPLOST funding are approved by the School Board. During fiscal years 2014 and 2019, the 2014 SPLOST referendum and the 2019 SPLOST referendum were passed by the voters of Greene County. The maximum amount approved to be raised from the 2014 SPLOST and 2019 SPLOST referendums are \$23,400,000.00 and \$27,000,000.00, respectively.

2014 SPLOST funds will be used for the following purposes as outlined in the referendum:

“(i) adding to, renovating, repairing, improving, and equipping existing school buildings and school system facilities, including Greene County High School, (ii) acquiring land for school system facilities, (iii) acquiring miscellaneous new equipment, fixtures and furnishings for the school system, including technology equipment and safety and security equipment, (iv) acquiring school buses and transportation and maintenance equipment, (v) acquiring text books for the school system, (vi) acquiring portable classroom facilities, (vii) paying a portion of the lease-purchase payments due under the Intergovernmental Agreement securing the Greene County Development Authority Revenue Bonds (Lake Oconee Academy Project), Series 2009, from January, 2015 through February, 2020 (the maximum amount of such payments not to exceed \$6,660,213.00), (viii) paying a portion of the purchase payments due under the Intergovernmental Agreement between the School District and Northeast Georgia Regional Education Service Agency relating to the Rutland Center (the maximum amount of such payments not to exceed \$189,267.00), with the maximum cost of the projects described in items (i)-(viii) payable from said tax being \$23,400,000.00, (ix) paying any general obligation debt of the School District issued in conjunction with the imposition of said sales and uses tax, and (x) paying expenses incident to accomplishing the foregoing”.

2019 SPLOST funds will be used for the following purposes as outlined in the referendum:

“(i) acquiring land and performing site preparation related to the construction of new school system facilities and the expansion of existing school system facilities, (ii) adding to, renovating, repairing, improving, and equipping existing school system buildings and instructional facilities system-wide, (iii) expanding, replacing, renovating, repairing, improving, and equipping existing school buildings, parking lots, restrooms, theatres, science labs, outdoor spaces and other school system facilities, (iv) acquiring miscellaneous new equipment, fixtures and furnishings for the school system, including heating and air conditioning equipment, plumbing, LED lighting, flooring, roofing and similar infrastructure improvements, (v) acquiring technology equipment and software and safety and security equipment, (vi) acquiring school buses and transportation and maintenance equipment, (vii) acquiring text books, e-books and e-book readers for the school system, (viii) paying a portion of the purchase payments due under the Intergovernmental Agreement securing the Greene County Development Authority Revenue Bonds (Lake Oconee Academy Project), Series 2009, from January 2020 through February 2025 (the maximum amount of such payments not to exceed \$10,000,000.00, with the maximum cost of the projects described in items (i) – (viii) payable from said tax being \$27,000,000.00, (ix) paying any general obligation debt of the School District issued in conjunction with the imposition of said sales and use tax, and (x) paying expenses incident to accomplishing the foregoing”.

## **Audit Objectives**

The overall objective of the performance audit was to evaluate whether the tax funds are expended efficiently and economically so that the School District is receiving the maximum benefit from the dollars collected. The specific audit objectives were:

- Determine whether debt payments charged to SPLOST funds are appropriate based on the debt payment schedules.
- Determine whether salary and benefit charges of SPLOST funds are appropriate based on accurate measurement of time performed and appropriate allocation.
- Determine whether management of the School District is following Board approved procurement policies and procedures and ensuring to the maximum extent possible that the tax funds are expended efficiently and economically.
- Determine whether the schedule of projects adheres to the approved resolution adopted by the School District.
- Determine if SPLOST funds were spent in accordance with SPLOST Resolutions passed May 20, 2014 and November 6, 2018.
- Determine whether the schedule of projects reports all valid expenditures.
- Determine that all SPLOST revenue is properly recorded.
- Provide for the issuance of periodic reports at least annually with respect to the extent to which expenditures are meeting the goals described above.
- Provide for the issuance of public recommendations at least annually for improvements in meeting the goals described above.
- Determine whether there is an effective means of monitoring program performance within a projected timeline, to evaluate the validity of expenditures, and to evaluate the timely completion of each project.

## **Audit Scope and Methodology**

We were engaged to conduct a performance audit of the SPLOST program. The audit focused on the School District's compliance with state and local laws and mandates and the receipts and expenditure of sales tax proceeds for allowable SPLOST purposes. This audit covers the year of the SPLOST program from July 1, 2021 to June 30, 2022. From a listing of operating expenditure disbursements made during the specified time frame, we tested 18 individually significant items totaling \$679,254.96. In addition, of the remaining population of operating disbursements, we sampled 17 of 126 items totaling \$41,153.02. We also tested salaries expense of an individually significant employee's salary totaling \$25,243.30 and verified debt payments of \$1,345,460.00 to supporting documentation. In total, we tested \$2,091,111.28 or 84% of the total SPLOST disbursements for the audit period.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives.

We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

### Planning

Prior to conducting the audit, we determined mutual expectations in performing the engagement and meeting timelines. We discussed policies and procedures, methodologies, and other relevant aspects of the School District's SPLOST program with relevant staff. We requested various schedules from the School District's staff and discussed with them the date the fieldwork was expected to begin.



### Preliminary Analytical Review

The preliminary analytical review (PAR) provided direction to our audit approach. In this analysis, we developed expectations related to projects, program documentation, key personnel, program organization, and account balances and relationships among those account balances. During the audit, tests were designed to confirm the expectations developed during our PAR. We also performed a PAR to analyze the laws governing SPLOST funds and to identify in advance the critical audit risk areas.

### Risk Assessment

Our audit approach is risk-based, whereby we assess risk for each identified objective. Depending on the risk assessment, we performed substantive or analytical procedures, or a combination of both, to test the related objectives. These assessments were made during the planning process and throughout the engagement.

### Understanding the Control Environment and Test Key Controls

We examined the School District's internal controls related to the SPLOST program, focusing on formulating comments and suggestions for improving operations. We used a discussion memorandum format to document the relevant accounting cycles and processes from start to finish. Utilizing our understanding of the control environment, we walked through certain internal controls to provide further support for the audit.

### Preparation of a Tailored Audit Program

Based upon preliminary analytical review, control documentation and walk-through procedures, audit programs were designed in order for conclusions to be reached for each audit objective.

## **Audit Results**

Based on the results of our audit, we conclude that the Greene County School District's SPLOST program is operating in compliance with all applicable laws and regulations, the referendum approved by the County's citizens, and industry best practices. The following are the specific results of our audit:

**Objective #1:** Determine whether debt payments charged to SPLOST funds are appropriate based on the debt payment schedules.

**Procedures:** We reviewed documentation for debt payments paid from SPLOST funds. We verified amounts paid to supporting documentation to ensure debt payments are for allowable SPLOST expenditures.

**Results:** We found no exceptions as a result of these procedures.

**Objective #2:** Determine whether salary and benefit charges of SPLOST funds are appropriate based on an accurate measurement of time performed and appropriate allocation.

**Procedures:** We obtained a listing of individuals who had salaries paid from SPLOST funding and recalculated salary amounts charged to SPLOST funds of a significant employee totaling \$25,234.30.

**Results:** We found no exceptions as a result of these procedures.

**Objective #3:** Determine whether management of the School District is following Board approved procurement policies and procedures and ensuring to the maximum extent possible that the tax funds are expended efficiently and economically.

**Procedures:** We obtained a copy of the School District's procurement and bid policies, including construction contracts. We tested 18 individually significant items and a sample of 17 of 126 expenditures to ensure all policies set in place by the Board are being followed and SPLOST funds were spent efficiently and economically.

We reviewed board minutes for any new construction contracts and obtained bid documentation for any SPLOST related construction activity to ensure Board policy is being followed.

**Results:** We found no exceptions as a result of these procedures.

**Objective #4:** Determine whether the schedule of projects adheres to the approved resolution adopted by the School District.

**Procedures:** We obtained and reviewed the SPLOST Resolutions approved by the Board of Education of the School District and the voters of Greene County which outline eligible expenditures from SPLOST proceeds. We verified the list of SPLOST projects provided by the School District agreed to those stated in the Resolutions.

**Results:** We found no exceptions as a result of these procedures.

**Objective #5:** Determine if SPLOST funds were spent in accordance with SPLOST Resolutions passed on May 20, 2014, and November 6, 2018.

**Procedures:** We obtained a copy of the SPLOST Resolutions as approved by the Board of Education of the School District and the voters of the county. Using a listing of operating expenditure disbursements for the test period, we tested 18 individually significant items and a sample of 17 of the remaining 126 expenditures in order to ensure that spending of SPLOST funding was compliant with the approved activity in the resolutions. We tested each transaction to supporting documentation such as vendor invoices.

**Results:** We found no exceptions as a result of these procedures.

**Objective #6:** Determine whether the schedule of projects reports all valid expenditures.

**Procedures:** We reviewed the first subsequent period invoice for significant construction projects to ensure all previous expenditures had been recorded. Additionally, we verified the schedule of projects includes all SPLOST project expenditures as recorded on the general ledger.

**Results:** We found no exceptions as a result of these procedures.

**Objective #7:** Determine that all SPLOST revenue is properly recorded.

**Procedures:** We confirmed with the Georgia Department of Revenue the amounts collected for and remitted to the School District.

**Results:** We found no exceptions as a result of these procedures.

**Objective #8:** Provide for the issuance of periodic reports at least annually with respect to the extent to which expenditures are meeting the goals described above.

**Procedures:** We obtained and reviewed the prior year performance audit report conducted by other auditors to determine this objective was met in the previous year. In addition, this objective is being met by the publication of this report.

**Results:** We found no exceptions as a result of these procedures.

**Objective #9:** Provide for the issuance of public recommendations at least annually for improvements in meeting the goals described above.

**Procedures:** We obtained and reviewed the prior year performance audit report conducted by other auditors to determine this objective was met in the previous year. In addition, this objective is being met by the publication of this report.

**Results:** We found no exceptions as a result of these procedures.

**Objective #10:** Determine whether there is an effective means of monitoring program performance within a projected timeline, to evaluate the validity of expenditures, and to evaluate the timely completion of each project.

**Procedures:** We obtained an understanding of the monitoring and budget procedures and how the School District ensures projects are completed within project specifications, timelines, and approved budgets. We tested 18 individually significant items and a sample of 17 of the remaining 126 disbursements to ensure that the School District has policies and procedures in place to ensure that expenditures are properly approved by an individual who reviews the work to ensure that invoices submitted are valid in regard to work completed and appropriate for the SPLOST projects.

**Results:** We found no exceptions as a result of these procedures.

**School District Response:** Greene County Board of Education agrees with the report.

### **Communication of Audit Findings and Recommendations**

No matters were reported.

### **Closing**

This report is intended solely for the information and use of the Board and management of the School District and is not intended to be, and should not be, used by anyone other than these specified parties.

Respectfully submitted,



Greg S. Griffin  
State Auditor

September 8, 2023