



**SPECIAL PURPOSE LOCAL OPTION SALES TAX PROGRAM • FISCAL YEAR 2024**

# Bulloch County Board of Education Statesboro, Georgia

**Compliance and Performance Audit Report**

Greg S. Griffin | State Auditor



**DOAA**

Georgia Department  
of Audits & Accounts

# Bulloch County Board of Education

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Mr. Charles Wilson, Superintendent and Members of the  
Bulloch County Board of Education

Ladies and Gentlemen

We have audited the Special Purpose Local Option Sales Tax (SPLOST) records and operations of the Bulloch County Board of Education (School District) for the year ended June 30, 2024. 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, 2024 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 November 7, 2017 and November 8, 2022 by the voters of Bulloch County.

### **Introduction**

Georgia Code Section §20-2-491 requires public school systems 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 Bulloch 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 2018 and 2023, the ESPLOST IV and ESPLOST V referendums were passed by the voters of Bulloch County. The maximum amount approved to be raised from the ESPLOST IV and ESPLOST V referendums are \$62,000,000.00 and \$110,000,000.00, respectively. ESPLOST IV funds will be used for the following purposes as outlined in the referendum:

“(i) Safety and Security to include, but not limited to equipment and software, i.e., cameras, radios, lighting, fencing, fire suppression, security walls and glass, intercoms, bells, clocks, entry systems, networking, etc.; (ii) Instructional and Technology Resources to include textbooks and other related materials; digital resource to include eBooks, subscriptions, etc.; software to include but not limited to license agreements, purchased software, or cloud based applications; and digital resource platforms to include but not be limited to license agreements, purchased platforms, or cloud based application; technology hardware and other devices; (iii) Buildings and Land to include physical education (PE) and athletic facility improvements, renovations and additions; renovations, building and land improvements, and new construction to include but not be limited to roofing, plumbing, electrical, lighting, wiring, fiber, painting, water piping, HVAC, renovations necessary to comply with the Americans with Disabilities Act (ADA), energy management systems, repaving, and railings; purchase of land for current or future use; sitework and associated costs; and (iv) Equipment and Vehicles to include playground equipment, relocation, and refurbishments and all related costs; buses and other vehicles; equipment, furniture and furnishings, copiers, and other office equipment.”

ESPLOST V will be used for the following purposes as outlined in the referendum:

“(i) Safety and Security to include, but not limited to equipment and software, i.e., cameras, radios, lighting, fencing, fire suppression, security walls and glass, intercoms, bells, clocks, entry systems, networking, etc.; (ii) Instructional and Technology Resources to include textbooks and other related materials; digital resource to include eBooks, subscriptions, etc.; software to include but not limited to license agreements, purchased software, or cloud based applications; and digital resource platforms to include but not be limited to license agreements, purchased platforms, or cloud based application; technology hardware and other devices; (iii) Buildings and Land to include physical education (PE) and athletic facility improvements, renovations and additions; renovations, building and land improvements, and new construction to include but not be limited to roofing, plumbing, electrical, lighting, wiring, fiber, painting, water piping, HVAC, renovations necessary to comply with the Americans with Disabilities Act (ADA), energy management systems, repaving, and railings; purchase of land for current or future use; sitework and associated costs; and (iv) Equipment and Vehicles to include playground equipment, relocation, and refurbishments and all related costs; buses and other vehicles; equipment, furniture and furnishings, copiers, and other office equipment.”

## **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 SPLOST funds were spent in accordance with the SPLOST Resolutions passed on November 7, 2017 and November 8, 2022.
- Provide for the issuance of periodic reports at least annually with respect to the extent to which expenditures are meeting the goals described in O.C.G.A. §20-2-491.
- Provide for the issuance of public recommendations at least annually for improvements in meeting the goals described in O.C.G.A. §20-2-491.
- Determine whether there is an effective means of monitoring program performance within a projected timeline, to evaluate the oversight of the program budget and timeline, and to assess the timely completion of each project.
- Determine whether the School District has adequately implemented procedures to ensure that the design and construction of capital projects are compliant with applicable quality control standards and contract specifications.
- Determine whether management of the School District is following Board approved procurement policies and procedures to ensure to the maximum extent possible that tax funds are expended efficiently and economically.
- Determine whether all SPLOST revenue is properly recorded.

## **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, 2023 to June 30, 2024. From a listing of disbursements made during the specified time frame, we tested 43 individually significant items totaling \$7,384,926.63. In addition, of the remaining population, we sampled 9 of 86 items totaling \$71,266.70. In total, we tested \$7,456,193.33 or 95% 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 Bulloch County School District's SPLOST program is operating in compliance with all applicable laws and regulations and the referendum approved by the County's citizens. The following are the specific results of our audit:

**Objective #1:** Determine whether SPLOST funds were spent in accordance with the SPLOST Resolutions passed on November 7, 2017 and November 8, 2022.

**Procedures:** We obtained a copy of the SPLOST Resolutions as approved by the Board of Education of the School District and the voters of Bulloch County. Using a list of disbursements for the test period, we tested 43 individually significant items and a non-statistical sample of 9 of the remaining 86 items to ensure that spending of SPLOST funding was compliant with the approved activity in the resolution. We tested each transaction to supporting documentation such as vendor invoices.

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

**Objective #2:** Provide for the issuance of periodic reports at least annually with respect to the extent to which expenditures are meeting the goals described in O.C.G.A. §20-2-491.

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

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

**Objective #3:** Provide for the issuance of public recommendations at least annually for improvements in meeting the goals described in O.C.G.A. §20-2-491.

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

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

**Objective #4:** Determine whether there is an effective means of monitoring program performance within a projected timeline, to evaluate the oversight of the program budget and timeline, and to assess 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 reviewed Board minutes, monthly status reports and other presentations to the Board to ensure there was adequate communication between the senior management and the board concerning the financial status of SPLOST funds and the status of ongoing SPLOST projects.

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

**Objective #5:** Determine whether the School District has adequately implemented procedures to ensure that the design and construction of capital projects are compliant with applicable quality control standards and contract specifications.

**Procedures:** We obtained an understanding of the Board's procedures to ensure that quality control standards are being met. We tested 43 individually significant items and non-statistical sample of 9 of the remaining 86 items to ensure that construction invoices were signed by the architect to ensure work progressed as indicated and that the quality of work performed is compliant with contract standards.

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

**Objective #6:** Determine whether management of the School District is following Board approved procurement policies and procedures to ensure to the maximum extent possible that 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 43 individually significant items and a non-statistical sample of 9 of the remaining 86 items to ensure all policies set in place by the Board are being followed. We also 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 #7:** Determine whether 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.

**School District Response:** Bulloch 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,

A handwritten signature in black ink, appearing to read "Greg S. Griffin". The signature is written in a cursive style with a horizontal line extending to the right.

Greg S. Griffin  
State Auditor

May 7, 2025