



SPECIAL PURPOSE LOCAL OPTION SALES TAX PROGRAM · FISCAL YEAR 2025

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. Aaryn Schmuhl, 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, 2025. 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, 2025 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 6, 2018 and November 8, 2022 by the voters of Greene 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 public 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 2019 and 2023, the 2019 SPLOST and 2024 SPLOST referendums were passed by the voters of Greene County. The maximum amount approved to be raised from the 2019 SPLOST and 2024 SPLOST referendums are \$27,000,000.00 and \$39,000,000.00, respectively. The 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.”

The 2024 SPLOST funds will be used for the following purposes as outlined in the referendum:

“(i) acquiring, constructing and equipping new school buildings, administration buildings, athletic buildings and facilities and other buildings or facilities useful or desirable in connection therewith, (ii) adding to, renovating, repairing, improving and equipping existing school buildings, administration buildings, athletic buildings and facilities and other buildings and facilities useful or desirable therewith, (iii) acquiring buses and other vehicles, (iv) acquiring, installing and implementing technology improvements, (v) acquiring text books, e-books and e-book readers, (vi) acquiring land for future facilities, (vii) acquiring any property useful or desirable therefor, both real and personal, (viii) paying capitalized interest on the bonds, (ix) paying costs of issuing the bonds, (x) paying a portion of the principal and interest on the Bonds in the maximum amount not to exceed \$12,221,000.00 and (xi) paying all or 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 (the maximum amount of such payments will not exceed \$6,741,830.00).”

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 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 resolutions adopted by the School District.

- Determine if SPLOST funds were spent in accordance with SPLOST Resolutions passed November 6, 2018, and November 8, 2022.
- 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 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 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, 2024 to June 30, 2025. From a listing of operating disbursements made during the specified time frame, we tested 42 individually significant items totaling \$23,391,151.57. In addition, of the remaining population of operating disbursements, we sampled 25 of 247 items totaling \$105,253.52. We also tested salaries expense of an individually significant employee's salary totaling \$130,125.00 and benefits totaling \$52,825.57. Lastly, we verified debt payments of \$3,149,236.26 to supporting documentation. In total, we tested \$26,828,591.92 or 96.57% 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 and the referendum approved by the County's citizens. 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 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. Using a listing of operating disbursements for the test period, we tested 42 individually significant items and a nonstatistical random sample of 25 of the remaining 247 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 #3: Determine whether the schedule of projects adheres to the approved resolutions 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 #4: Determine if SPLOST funds were spent in accordance with SPLOST Resolutions passed on November 6, 2018, 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 the county. Using a listing of operating disbursements for the test period, we tested 42 individually significant items and a nonstatistical random sample of 25 of the remaining 247 items. In addition, we tested the salary and benefits expense of the only employee paid with SPLOST funds in order to ensure that spending of SPLOST funding was compliant with the approved activity in the resolutions. We tested each operating expenditure transaction to supporting documentation such as vendor invoices and recalculated the employee salary and benefits.

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

Objective #5: 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 #6: 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 #7: 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 #8: 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 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 #9: 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. From a listing of operating disbursements, we tested 42 individually significant items and a nonstatistical random sample of 25 of the remaining 247 disbursements to ensure the School District has policies and procedures in place for proper approval and verification that invoices are valid, reflect work completed, and are appropriate for 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,

A handwritten signature in black ink that reads "Greg S. Griffin". The signature is written in a cursive style with a horizontal line at the end.

Greg S. Griffin
State Auditor

April 22, 2026