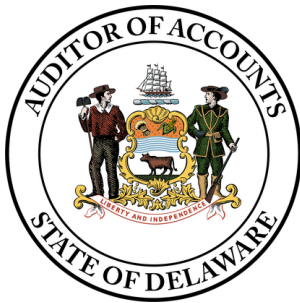




CAPITAL SCHOOL DISTRICT

LOCAL FUNDS PERFORMANCE AUDIT
FISCAL YEAR ENDED JUNE 30, 2024



CAPITAL SCHOOL DISTRICT LOCAL FUNDS PERFORMANCE AUDIT

REPORT SUMMARY FOR FISCAL YEAR ENDED JUNE 30, 2024

BACKGROUND

Performance audits are used to evaluate the efficiency and effectiveness of an organization's operations. The objective of this performance audit is to provide management, the Capital School District Board of Education and the State of Delaware with information to improve performance, public accountability, and transparency.

The purpose of this performance audit is to determine whether the District's operations over the collection and spending of local school district property tax funds complied with relevant laws and regulations. Our performance audit addressed the following areas:

- The tax rate setting process
- Payments for services and supplies
- Employee compensation and payroll processing

The Auditor of Accounts is mandated by 29 Del. C., §2906(f) to perform annual audits of local school district tax funds. Under Delaware Code¹, school districts may levy and collect taxes for school purposes upon the assessed value of all taxable real estate in the district.

KEY INFORMATION AND FINDINGS

Performance audit testing of the rate-setting process revealed the District's management and Board of Education analyzed expected spending and set the FY 2024 tax rates to provide adequate revenues, as summarized here.

- The District's FY 2024 current expense tax rate was set by referendum in 2019.
- Revenues from the District's debt service and tuition tax rates were consistent with expenditures.
- The District's debt service reserve of \$5,010,873 as of June 30, 2024 complied with the State of Delaware requirements.

Capital School District Quick Facts

K-12 Schools
11

Special Schools
2

Students Served
6,547

Employees
1,000

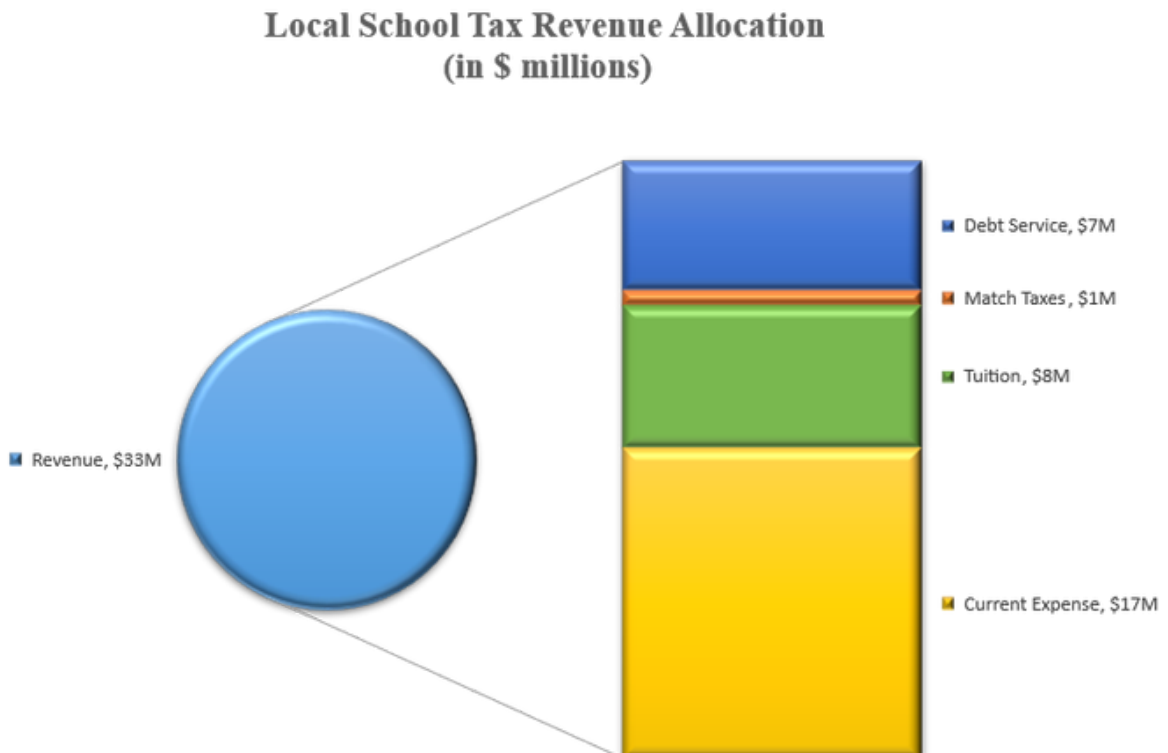


CAPITAL SCHOOL DISTRICT LOCAL FUNDS PERFORMANCE AUDIT REPORT SUMMARY FOR FISCAL YEAR ENDED JUNE 30, 2024

KEY INFORMATION AND FINDINGS CONTINUED



The District allocates the local property tax funds received by their intended purpose (current expense, debt service, tuition, and match taxes). We found that the allocation was consistent with the tax rates approved by the Board of Education. The four components of local school tax revenue allocations are summarized below:





CAPITAL SCHOOL DISTRICT LOCAL FUNDS PERFORMANCE AUDIT REPORT SUMMARY FOR FISCAL YEAR ENDED JUNE 30, 2024

KEY INFORMATION AND FINDINGS CONTINUED

Findings may involve deficiencies in internal control; noncompliance with provisions of laws, regulations, contracts, and grant agreements; or instances of fraud. Performance audit testing of the District's expenditures did not uncover fraud, waste or abuse. The audit relied on various sources of information and methods to obtain an understanding of and assess Local Funds' processes for the School District, including inquiry, document reviews, risk assessment, and identification and performance assessment of key controls.

Testing identified the following conditions that are reported as findings:

- District did not comply with its own policy requiring a purchase order for all vendor purchases greater than \$5,000.
- District policies do not require appropriate review of purchases for compliance with contract terms.
- District purchases of professional services and HVAC supplies did not follow state procurement laws.
- District payroll lacked proper review and approval.
- District did not maintain support for employee payroll changes

The potential exposure to the State of the weaknesses in the purchasing internal controls is that they increase the risk that the District would make purchases without first obtaining the best prices and terms. The potential exposure to the State of the weaknesses in payroll internal controls, described above, is that they increase the risk of error and fraud occurring, and not being detected, in the payroll process.

CAPITAL SCHOOL DISTRICT

**LOCAL FUNDS PERFORMANCE AUDIT AND
INDEPENDENT AUDITOR'S REPORT**

JUNE 30, 2024

CAPITAL SCHOOL DISTRICT
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JUNE 30, 2024

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Independent Auditor's Report

Dr. Victoir T. Cahoon, Superintendent
Capital School District
198 Commerce Way
Dover, Delaware 19904

Dear Dr. Cahoon:

We present the attached report which provides the results of our performance audit of the Capital School District's Local Funds' design and operation of internal controls and compliance with applicable State and District regulations and policies during the year ended June 30, 2024. The Office of Auditor of Accounts engaged Belfint, Lyons & Shuman, P.A. to conduct a Performance Audit of the Capital School District's Local Funds under OAOA Contract Number 22-CPA01_SDLOCALFUNDS.

The Office of Auditor of Accounts is authorized under 29 Del. C., §2906(f) to perform post-audits of local school district tax funds' budget and expenditures. The Capital School District's management is responsible for the design and operation of internal controls over Local Funds and compliance with the applicable Delaware Code sections.

We conducted this performance audit in accordance with *Government Auditing Standards* as issued by the Comptroller General of the United States. 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.

Government Auditing Standards requires the auditor to perform limited procedures on the District's response to the findings identified in our audit and described in the accompanying *Schedule of Findings and Recommendations*. The District's response was not subject to the other auditing procedures applied in the performance audit.

This report is intended solely for the information and use of the Capital School District, the Delaware Department of Education, and the Office of Auditor of Accounts, and is not intended to be, and should not be, used by anyone other than these specified parties. Under 29 Del. C. §10002(o), this report is a matter of public record, and its distribution is not limited. This report, as required by statute, will be provided to the Office of the Governor, Office of the Controller General, General Assembly, Office of the Attorney General, and Office of Management and Budget.

Belfint, Lyons & Shuman, P.A.

March 26, 2026
Wilmington, Delaware

cc: Lydia E. York - State Auditor
Adewunmi Kuforiji - Chief Financial Officer/Business Manger

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

PERFORMANCE AUDIT OVERVIEW

Performance audits are audits that provide findings or conclusions based on an evaluation of sufficient, appropriate evidence against criteria. Performance audits provide objective analysis to assist management and those charged with governance and oversight in using the information to improve program performance and operations, reduce costs, facilitate decision making by parties with responsibility to oversee or initiate corrective action, and contribute to public accountability.

BACKGROUND

Overview - Any Delaware School District may, in addition to the amounts apportioned to it by the Delaware Department of Education (DOE) or appropriated to it by the General Assembly, levy and collect additional taxes for school purposes upon the assessed value of all taxable real estate in the district except real estate exempt from taxation per 14 Del. C., §1902¹. The purpose of this performance audit is to determine whether internal controls over the collection and use of these real estate tax funds were designed and operated in accordance with Delaware law and District policy. For purposes of this report, real estate taxes levied for school purposes are referred to as “Local Funds.” Although there are other types of Local Funds, they are not included in the scope of our performance audit.

Laws and Regulations - The School District’s authority to levy taxes is governed by 14 Del. C., Ch. 19 for nonvocational districts. The legislative provisions and other policies relevant to local school taxes are summarized below. There are four categories of local school taxes: current expense, debt service, tuition, and match taxes summarized as follows:

Current Expense - Current expense tax rates are levied for general operation expenses incurred by the school district. Rate increases are approved via voter referendum.

Debt Service - Debt service tax rates are levied to cover the local share of the principal and interest payments on bonds funding major capital projects which, per Delaware Administrative Code Section 401, *Major Capital Improvement Program*, are projects costing \$1,000,000 or more. The local share of major capital projects is between 20% and 40% of the total cost per 29 Del. C., §7503(b) with the remaining balance financed by the State of Delaware. The project must be approved by the DOE and bond issuances are authorized via voter referendum. Per 14 Del. C §2116 and §2118(a), with a passing referendum, districts are authorized to levy a debt service tax sufficient to cover the local share of annual principal and interest payments plus 10% for expected delinquencies.

¹ 14 Del. § 1902 authorizes School Districts to levy taxes for school purposes.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

BACKGROUND - CONTINUED

Laws and Regulations - Continued

Debt Service - Continued

The District is required to maintain debt service reserves, within a range of at least four months to no more than 110% of the following fiscal year's debt service payments based on the following opinions issued by the State of Delaware Attorney General:

- Attorney General Opinion 89-I017 from 1989 stated that, per the DOE, a sufficient reserve is at least four months of the following fiscal year's debt service payments.
- Attorney General Opinion 1W-024 from 1975 stated that a reserve is considered excessive when it is greater than 110% of total debt expenditures in the following year as districts' powers to levy taxes for debt service are limited per 14 Del. C., §2116 and §2118(a) to principal and interest and 10% for delinquencies.

Tuition - Tuition tax rates are levied to cover educational expenses for in-district and out-of-district placements of students in special programs and schools. The rate is set annually by the school board based on anticipated needs in the district and does not require a voter referendum.

Match - Match funds provide a local match to State appropriations where required or allowed by law. Examples of Match programs include technology, minor capital improvements (MCIs), extra time, reading and math resource teachers, student success block grant, opportunity fund, and substitute teacher block grant. The following summarizes the significant match taxes authorized for the year ended June 30, 2024:

Technology - These funds are intended to support the purchase and replacement of technology, technology maintenance through personnel or services, professional learning, or other technology needs intended to improve the school district. The FY 1999 Bond and Capital Improvements Act authorized appropriations for education technology and authorized school districts to indefinitely levy up to one half of the rate required to meet the district's match. Technology match taxes are currently set by a DOE memo issued in December 1998.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

BACKGROUND - CONTINUED

Laws and Regulations - Continued

Match - Continued

Minor Capital Improvements - Per Delaware Administrative Code 405, *Minor Capital Improvement Program*, minor capital pertains to projects costing less than \$1,000,000, intended to keep assets in their original condition. The maximum local share for minor capital expenditures is 40% per 29 Del. C., §7528(b). The State of Delaware provides the remaining balance up to a maximum dollar amount which is included in the Delaware Capital Budget annually.

Enhanced Minor Capital Improvements - The FY 2023 State of Delaware Capital Budget appropriated additional minor capital improvements funds to the school districts. The funds are not subject to the \$1,000,000 minor capital improvement restriction. An amendment to the FY 2023 State of Delaware Capital Budget authorizes districts to assess a local match on a 60% state and 40% local basis either in one fiscal year or over multiple fiscal years through fiscal year ending June 30, 2025. Districts must obligate their minor capital improvement funds prior to utilizing the enhanced minor capital improvement funds, except for the purpose of remediating lead contaminated drinking water infrastructure.

Extra Time and Reading Resource and Math Resource Teachers - In accordance with 14 Del. C., §1902(b), the FY 2024 Operating Budget Epilogue Sec. 348 authorizes school districts to levy a local match for Extra Time as well as Reading Resource Teachers and Mathematics Resource Teachers which were originally established by the following:

- Per the FY 2008 Operating Budget Epilogue, the extra time appropriation is intended for additional instruction for low achieving students and school districts were encouraged to match on a 70% state and 30% local basis.
- Per the FY 2010 Operating Budget Epilogue, the reading and math resource teacher appropriations are intended to fund state salaries for resource teachers in each school and districts were encouraged to match on a 70% state and 30% local basis.

Student Success Block Grant - The FY 2024 Operating Budget Epilogue Sec. 357 authorizes school districts to assess a local match for costs relating to the Student Success Block Grant appropriations, which are intended for reading assistance in grades K through 4.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

BACKGROUND - CONTINUED

Laws and Regulations - Continued

Match - Continued

Opportunity Fund - The FY 2024 Operating Budget Epilogue Sec. 354 authorizes school districts to assess a local match for costs associated with the Opportunity Fund appropriations intended to enhance services and provide additional supports to English Learner and low-income students, as well as be used for mental health services and/or for additional reading supports for grades K through 5. Per a June 2019 DOE Memo, schools are allowed to match on a 70% state and 30% local basis.

Substitute Teacher Block Grant - The State of Delaware FY 2024 Operating Budget Epilogue Sec. 370 authorizes school districts to assess a local match for costs associated with the Substitute Teacher Block Grant appropriations, which are intended to fund salaries for full-time substitute teachers in high need elementary, middle and high schools, with populations of 50 percent or more low-income students.

Capitation - Districts may also levy a school capitation tax on all persons 18 years of age and older, determined by the board, provided that such school capitation tax is approved by the voters of the district in the same manner as required for the levy of taxes on the assessed value of real estate, per 14 Del. C., §1912.

Year-End Required Reserves - Districts are required by 14 Del. C., §1507 to hold sufficient local reserves at the end of each fiscal year to satisfy the local portion of payroll expenditures during the period from July 1st through October 15th of the subsequent fiscal year with a minimum surplus equal to one month's payroll after adjusting for 75% equalization funding (referred to as Division III Funding) expected to be received.

DISTRICT SPECIFIC SUMMARY

The Capital School District, located in Kent County, operates K-12 schools with over 6,500 students. The Capital School District employs over 1,000 employees to educate and support its students. The Capital School District has two early childhood centers, six elementary schools, two middle schools, and one traditional comprehensive high school. In addition, the District is home to the Kent County Community School and the Kent County Secondary Intensive Learning Center. The Capital School District Board of Education is the governing body of the District. The School Board includes five elected members who serve four-year terms. For the purposes of this report, Capital School District is referred to as the "District."

**CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024**

AUDIT OBJECTIVES

The objectives established for the performance audit of the School District were:

Objective 1 - School District internal controls over the expenditure of Local Funds were designed and operated in accordance with the requirements of the *Delaware Code*, State of Delaware *Administrative Code*, State of Delaware *Budget and Accounting Policy Manual (BAM)*, School District Accounting Policies, and the School District Budget (the requirements).

Objective 2 - School District internal controls over the receipt of Local Funds were designed and operated in accordance with the requirements.

Objective 3 - School District real estate taxes were approved and calculated in accordance with the requirements.

Objective 4 - School District tuition tax funds are calculated and spent in accordance with the requirements.

AUDIT SCOPE

The period covered by the Performance Audit was July 1, 2023 through June 30, 2024. We sampled and examined transactions from the populations of expenditures and receipts of Local Funds for the period from July 1, 2023 through June 30, 2024. In sampling these transactions, we relied on documentation provided by the School District, the DOE, and the State of Delaware's financial accounting and human resources systems.

AUDIT METHODOLOGY

To address the audit objectives of this performance audit, we performed the following procedures:

- A. Planning Phase: The audit relied on various sources of information and methods to properly plan the audit and to obtain an understanding of and assess Local Funds' processes for the School District, including the following:
 - 1. Reviewed the applicable sections of the *Delaware Code*, State of Delaware *Administrative Code*, State of Delaware *BAM*, School District Accounting Policies, and the School District Budget to gain an understanding of the legal and policy requirements governing Local Funds.
 - 2. Inquired about whether there were any findings and recommendations in reports resulting from previous audits that relate to the objectives of this audit and whether the recommendations have been implemented.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

AUDIT METHODOLOGY - CONTINUED

3. Reviewed the Board of Education's meeting minutes for the audit period to identify unusual transactions or matters which impact activities funded by the District's Local real estate tax funds.
4. Identified and reviewed contracts, agreements, and other important documents.
5. Performed risk assessment procedures such as:
 - a. Obtained and documented an understanding of the School District and its environment.
 - b. Completed engagement team discussions, including discussions about the possibility of error or fraud involving Local Funds.
 - c. Made inquiries of management and others about risks (including fraud risks, related-party transactions, unusual transactions, and compliance with laws, regulations, contracts, and grant agreements).
 - d. Obtained and documented an understanding of the School District's internal control system over Local Funds by performing walkthroughs.
6. Identified key internal controls over the District's Local Funds for testing.
7. We determined that we could rely on the internal controls in the State's First State Financials Accounting System (FSF) and the State's Payroll Human Resource Statewide Technology (PHRST) system for our Performance Audit. This conclusion was based on our review of the following documents:
 - a. The State's System and Organizational Controls (SOC 1), Type II Report: Covering the period from April 1, 2023 through March 31, 2024, issued by the State's Independent Service Auditor.
 - b. The State's Management Confirmation (Bridge Letter): Covering the subsequent period from April 1, 2024 through June 30, 2024, issued by the Department of Finance.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

AUDIT METHODOLOGY - CONTINUED

- B. Performance Assessment: Based on the information gathered, we developed the following risk-based approach to assess the design and operation of internal controls over Local Funds with respect to the audit objectives and the requirements as defined previously. The following chart provides a summary of the Performance Assessment procedures performed:

Objective		
Testing Procedures	Key Areas Tested	Requirements Assessed
Objective 1: Expenditure Controls		
Disbursement testing, procurement testing, payroll testing.	Design and operation of controls over Local funds' and Local Tuition Tax funds' disbursements, including tests of purchasing cards, single payment suppliers, and procurement. Design and operation of controls over Local funds' and Local Tuition Tax funds' payroll, including payroll changes, and approvals.	Delaware Code, State Administrative Code, <i>BAM</i> , District Accounting Policies, District Budget
Objective 2: Receipt Controls		
Budgetary process, tax warrants and receipt recording testing.	Design and operation of controls over Local Fund receipts, including budgetary process, tax warrants, and monthly receipt recording.	Delaware Code, State Administrative Code
Objective 3: Real Estate Tax Approval and Calculation		
Budget, tax warrant, and reserve analysis.	Approval process, tax calculations, and reserve compliance.	Delaware Code, referendum requirements, Delaware Attorney General's opinions
Objective 4: Tuition Tax Calculation and Expenditure		
Tuition tax disbursement, payroll, budget, and reserve analysis.	Tuition tax calculations, expenditure alignment with special education purposes and reserve compliance.	Delaware Code, District policies

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

AUDIT METHODOLOGY - CONTINUED

- I. To assess the design and operation of internal controls with respect to Audit Objectives 1 and 4, we conducted the following:
 - 1. To assess the design of disbursement related internal controls, we analyzed the information gathered in the Planning Phase regarding the following internal control structures:
 - a. Disbursements from all Local Funds including disbursements funded partly with State of Delaware General Fund or Federal appropriations.
 - b. District Purchasing Procedures

Using the information gathered, we concluded the District's internal controls over disbursement were designed in accordance with the requirements and were properly designed for the performance of control testing.

- 2. To assess the operation of disbursement internal controls and the District's compliance with the requirements, we selected and tested random samples² of disbursement transactions funded with Local Taxes. We obtained supporting documents from the District to determine if the related products and services were received; transactions were properly documented, authorized, recorded; and that transactions complied with the requirements. We selected the following samples:
 - a. A sample of disbursements funded by non-tuition tax funded appropriations: We identified purchases made using Statewide contracts (Contracts entered into by the Office of Management and Budget's (OMB), Government Support Services Division (GSS)). We selected a subsample of transactions with Statewide contract vendors to verify that District's purchases complied with the terms of the Statewide contracts.
 - b. We selected a sample of disbursements funded by the District's tuition tax funds to determine if the expenditures were consistent with the purpose set forth for use of the tuition tax.

² We selected samples that are sufficient to provide a high level of reliance (95% confidence level) on the operational effectiveness of the internal controls and compliance requirements being tested for the audit period. Sample sizes are based on the degree of planned control reliance along with assessed risk to achieve sufficient evidence to support findings and conclusions.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

AUDIT METHODOLOGY - CONTINUED

3. To assess operation of procurement internal controls, we summarized the District's purchases into risk-based categories. The following categories³ were identified for sampling during the planning phase:
 - a. Cumulative Purchasing Card expenditures by vendor, with consideration to other non-purchasing card payments to the vendor, to test whether single payments (or multiple payments for similar products or services) may have exceeded the applicable procurement thresholds. Purchasing Card expenditures are higher risk because employees could make purchases without following District procurement requirements. We selected a representative sample of Purchase Card transactions that exceeded the District's procurement threshold, if any.
 - b. Payments to Single-Payment Suppliers (suppliers that were paid only once during the year) to test whether payments may have exceeded the applicable procurement thresholds. Single-Payment Suppliers are subject to increased risk because one-time payments could be used to circumvent the District's purchasing requirements. We selected a representative sample of Single Payment Suppliers that exceed the District's procurement threshold, if any.
 - c. The remaining population of transactions was summarized by vendor. We analyzed cumulative expenditures by vendor, with consideration to multiple purchase orders and multiple direct-claim payments (purchases without purchase orders) for similar products and services. We reviewed the summary of purchases by vendor for vendor activity that exceeded the applicable procurement thresholds. District purchasing operations are decentralized, which increases the risk that similar cumulative vendor procurements could exceed the thresholds in the State's and District's purchasing requirements. We selected a representative sample of vendors that exceed the District's procurement threshold for testing.
4. To assess the design of internal controls over payroll, we analyzed the results of the information gathered in the Planning Phase to identify internal control weaknesses and opportunities for improvement. We specifically analyzed the following internal control processes:
 - a. Employee hiring and approval.
 - b. Salary determination.

³ Analysis of the District's purchasing activity was performed at the District level and included all funding sources. Our analysis included all District funding (local, state, and federal) because the procurement requirements apply regardless of funding source. While analysis was performed at the District levels our audit samples were selected from Local Funds with consideration of the transaction materiality of the Local Funds only.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

AUDIT METHODOLOGY - CONTINUED

- c. Changes to employee salary, related to changes in positions, related to the achievement of additional education and certifications.
 - d. Payroll preparation and approval.
 - 5. To assess the operation of payroll internal controls and compliance with the requirements, we performed the following:
 - a. Selected a sample of payroll transactions from the population of current year payroll change events⁴ funded by Local Tax appropriations. We tested the selected payroll change events for the following:
 - i. Employees' annual salary increases agreed to published and approved salary tables.
 - ii. Changes to payroll, other than annual salary increases, agreed to supporting documentation and Department of Education approvals, as appropriate.
 - iii. Proper approval was made, as required by District internal controls and the requirements.
 - b. Selected a judgmental⁵ sample of employees, from the population of current year Tuition Local Fund payroll expenditures, to verify that those employees' responsibilities were consistent with the District's special education programs.
 - c. Sampled and tested management's reconciliation, review, and approval of bi-weekly payrolls.
- II. To assess the design of internal controls over the approval of real estate taxes and internal controls over the receipt of Local Funds with respect to Audit Objectives 2, 3, and 4, we performed the following:
 - 1. Reviewed evidence of the budgetary process by review of Board of Education minutes.
 - 2. Obtained the preliminary and final District budgets for the Fiscal Year. This provides that the District undertook a process to analyze its financial needs and set tax rates that are estimated to provide sufficient resources to meet its obligations during the Fiscal Year.

⁴ Payroll change events include promotions, new hires, position changes, and salary changes for the achievement of additional education or certification.

⁵ A judgmental sample was selected for this testing. This sampling approach is sufficient because the payroll control testing addressed controls over this requirement. This additional testing is to provide additional evidence that the District complied with the Tuition Tax requirements during the year.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

AUDIT METHODOLOGY - CONTINUED

3. Obtained the District's executed tax warrant submitted to the County for the Fiscal Year.
 4. Analyzed the District's process for receiving and recording the monthly receipt of Local Funds from the County.
- III. To assess the operation of internal controls over the approval and calculation of real estate taxes and the District's compliance with the requirements with respect to Audit Objectives 2, 3, and 4 we performed the following:
1. Compared taxes levied per official tax warrants to supporting rate calculations, budgets, amounts authorized by referendum, relevant legislation (including tax revenue reserve limits) and District approval.
 2. Obtained and reviewed the District monthly recording of Local Funds receipts. Obtained evidence that District management reviewed and approved the recording of the monthly Local Funds receipts.
 3. Compared the recording of local tax fund receipts by Appropriation to our expectations based on the official tax warrant.
 4. Reviewed the District's budget analysis supporting the Local Tuition Tax rate. We compared the actual tuition tax-funded activities to the tuition tax budget, to identify significant unexplained differences or unexpected increases in the Local Tuition tax reserves.
 5. Analyzed year-end District reserves to determine if the following reserves complied with the following requirements:
 - a. Debt service reserves were within the range set by the Delaware Attorney General's opinions and were sufficient to fund debt service in the first four months of the following fiscal year and no more than 110% of the following fiscal year's debt service payments.
 - b. Overall Local Reserves met the minimum set by the requirements to fund payroll expenditures in the first three and a half months with a surplus equal to one month's payroll expenditures.
 6. Analyzed tax revenue reserves at the beginning and end of the fiscal year, as applicable.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

AUDIT RESULTS

Objective 1 - School District internal controls over the expenditure of Local Funds were designed and operated in accordance with the requirements.

Results - Except as detailed in the *Schedule of Findings and Recommendations*, we found the design of the key internal controls over payroll, non-payroll, and debt expenditures of Local Funds were designed in accordance with the requirements during the period from July 1, 2023 through June 30, 2024.

The following summarizes the results of the testing performed and conclusions reached for the period from July 1, 2023 through June 30, 2024.

Non-Payroll Expenditures - To assess the operation of the internal controls over non-payroll expenditures of Local Funds, we selected a random sample of 35 of 5,067 disbursement transactions (excluding transactions from tuition Local Funds tested in Objective 4). Our review of the selected transactions determined that the purchases complied with both State and District requirements and that the transactions were properly approved by the District as evidenced by approvals on invoices and receipts as well as in First State Financials (FSF), the Delaware State accounting system, except as noted in Finding Number 2 in the *Schedule of Findings and Recommendations*, where we reported deficiencies and related recommendations, where the District did not conform to its purchase order policy, requiring an approved, official purchase order for purchases of all goods and service greater than \$5,000.

School districts are allowed, but not required, to use Statewide contracts procured by the OMB's GSS Division. We selected five transactions from a population of Local Fund disbursements made to vendors with Statewide contracts in conjunction with the procedures performed over procurement. We compared the terms of the invoices and the District's contracts to the Statewide contracts and determined that the transactions were properly approved by the District as evidenced by approval on invoices and receipts as well as in FSF. However, we found that the District's purchases for two of the vendors did not comply with State and District procurement requirements. We also found a deficiency in the design of internal controls over the use of contracts procured by OMB's GSS Division. Refer to Finding Number 1 in the *Schedule of Findings and Recommendations* for details of the deficiencies identified and the related recommendations.

Procurement - To assess the District's compliance with both State and District procurement requirements, we analyzed the District's total FY 2024 disbursement population, including purchasing card expenditures by vendor, and using a risk-based approach, we selected the following samples:

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

AUDIT RESULTS - CONTINUED

Objective 1 - Continued

Results - Continued

Procurement - Continued

- A judgmentally selected sample of four from the population of 40 vendors with cumulative expenditures exceeding the \$50,000 procurement threshold per the *BAM* (this is the lowest threshold that requires competitive purchasing).
- There were no vendors with purchasing card purchases made by the District that exceeded \$50,000 in aggregate; therefore, a sample of these transactions was not selected.
- There were no single-payment supplier purchases made by the District that exceeded \$50,000; therefore, a sample of these transactions was not selected.

We examined documentation for each of the transactions selected and found that the purchasing process for goods and services purchased from three of the four vendors selected for testing during the fiscal year were not in compliance with State and District procurement requirements. Purchases from two of the vendors were partly funded with local tuition tax funds. Refer to Finding Number 2 in the *Schedule of Findings and Recommendations* for details of the deficiencies identified and the related recommendations.

Payroll Expenditures - We found deficiencies in the design of payroll internal controls. Refer to Finding Numbers 3 and 4 in the *Schedule of Findings and Recommendations* for details of the design deficiency identified and related recommendations.

To assess the operation of the internal controls over payroll expenditures, made from Local Funds, we selected a random sample of 60 from the population of 1,295 Local Funds pay rate changes, processed during the fiscal year, other than annual salary increases. Our examination of the transactions determined that certain transactions did not have evidence of review and approval. We also found that certain transactions were not supported. Refer to Finding Number 3 in the *Schedule of Findings and Recommendations* for details of the deficiencies identified and related recommendations.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

AUDIT RESULTS - CONTINUED

Objective 1 - Continued

Results - Continued

Payroll Expenditures - Continued

To test employees' annual pay increases, we selected a random sample of 10 out of 910 annual step increases and agreed each employee's salary profile in the State's payroll system, Payroll and Human Resource Statewide Technology (PHRST), to the District's approved FY 2024 salary schedules.

We selected a random sample of 5 of 26 bi-weekly payroll cycles to review evidence of the District's bi-weekly payroll reconciliation and approval process. We determined that authorized personnel at the District did not maintain evidence of a review of bi-weekly payroll expenditures. Refer to Finding Number 3 in the *Schedule of Findings and Recommendations* for details of the deficiencies identified and the related recommendations.

Debt Service Expenditures - We examined the requirement that the District maintain its debt service reserve, within a range of at least four months and no more than 110% of the following fiscal year's debt service payments. We also compared budget to actual debt service expenditures, at the District level, during our analysis of debt service real estate tax rate calculations in Objective 3. Because the payment of debt service is managed and initiated at a statewide level by the State of Delaware Department of Finance, it is outside of the scope of this performance audit, and we did not assess the design or operation of internal controls over debt service expenditures.

Objective 2 - School District internal controls over the receipt of Local Funds were designed and operated in accordance with the requirements.

Results - We found the design of the key internal controls over the receipt of Local Funds were designed in accordance with the requirements during the period from July 1, 2023 through June 30, 2024.

The following summarized the results of the testing performed and conclusions reached for the period from July 1, 2023 through June 30, 2024.

**CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024**

AUDIT RESULTS - CONTINUED

Objective 2 - Continued

Results - Continued

We selected a sample of five of 12 monthly receipts of Local Funds from Kent County. We found the District's records included evidence that the receipts were recorded and reviewed by the District.

We recalculated the District's Local Tax receipts with an insignificant difference. We then recalculated the District's distribution of its receipts among the four categories of local taxes and determined that the District accurately distributed the receipts based on the official warrants and code requirements.

Objective 3 - School District real estate taxes were approved and calculated in accordance with the requirements.

Results - To determine if real estate taxes were approved and calculated in accordance with the requirements, we obtained the official tax warrant for FY 2024 and concluded the following:

- The District's current expense rate was supported by a referendum passed in April 2019.
- The District assesses a local match tax for the following: Minor Capital Improvements, Technology, Extra Time, Reading and Math Resource Teachers, and Student Success Block Grant. We found the District's aggregate local match tax revenues were consistent with the prior year and were immaterial in relation to total Local Fund revenues.
- We compared debt service tax collections based on the debt service rate to principal and interest schedules for FY 2024 and FY 2025 and determined that the rate was sufficient to cover debt service expenditures in FY 2024 and provide the District with a reserve equal to approximately 62% of its FY 2025 debt payments, as summarized below. District debt service reserves held as of June 30, 2024, were within the range set by the State of Delaware Attorney General.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

AUDIT RESULTS - CONTINUED

Objective 3 - Continued

Results - Continued

July 1, 2023 Debt Service Reserve Balance	\$ 4,882,931
FY 2024 Debt Service Activity	
Receipts	7,960,377
Expenditures	<u>(7,832,435)</u>
June 30, 2024 Debt Service Reserve Balance	<u>\$ 5,010,873</u>
Budgeted FY 2025 Debt Service	<u>\$ 8,020,475</u>
Reserve to Expected Future Payments Ratio	<u>62%</u>

We accumulated information from the following sources to meet this audit objective - The FY 2024 Debt Service Tax Collections and FY 2024 Debt Service Reserves were obtained from the June 30, 2024 Daily Validity Report, which is a daily report on the status of appropriations. The FY 2024 and FY 2025 Debt Service Principal and Interest were obtained from debt service schedules presented in the FY 2024 Final Budget and the FY 2025 Final Budget, respectively.

- We compared actual tuition tax expenditures and funds transferred out to special programs and other districts to both actual revenues and budgeted expenditures and determined that the rate appeared to be sufficient to meet the District's obligations. Actual expenditures and revenues were obtained from the June 30, 2024 Daily Validity Report and budgeted expenditures from the District's FY 2024 Final Budget.
- We compared the District's local tax funded reserves, held as of June 30, 2024 plus 75% of its expected preliminary State equalization funds to its local tax funded payroll obligations for the period from July 1, 2024 through October 15, 2024. We determined that the carryover balances plus preliminary State equalization funds were sufficient to meet the District's local payroll obligations during the period of July 1, 2024 through October 15, 2024 with a surplus equal to one month's payroll expenditures as required by 14 Del. C., §1507. The District did not receive any communications from the DOE indicating any potential deficiencies in its reserve balance.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

AUDIT RESULTS - CONTINUED

Objective 3 - Continued

Results - Continued

The FY 2024 local tax funded reserves were obtained from the June 30, 2024 Daily Validity Report. The District's debt service reserves, held as of June 30, 2024, were excluded for the purposes of the analysis. The preliminary State equalization funds were calculated as 75% of the total State equalization funds appropriated to the District in FY 2024 per the June 30, 2024 Daily Validity Report. Local tax funded payroll obligations for the period from July 1, 2024 through November 14, 2024 were obtained from the District's FY 2025 General Ledger.

Objective 4 - School District tuition tax funds are calculated and spent in accordance with the requirements.

Results - We examined a random sample of 25 of 3,446 disbursement transactions made from tuition tax funds and determined that the purchases complied with State and District requirements and that the transactions were properly approved by the District, as evidenced by approval on invoices and receipts, as well as in FSF, except as noted in Finding Number 2 in the *Schedule of Findings and Recommendations*, where we reported deficiencies and related recommendations, where the District did not conform to its purchase order policy, requiring an approved, official purchase order for purchases of all goods and services greater than \$5,000.

We also examined the District's compliance with State and District procurement requirements, in conjunction with procedures performed over nontuition Local Funds. Results are reported in Objective 1. As detailed in Finding Number 2 in the *Schedule of Findings and Recommendations*, we found purchases funded with local tuition tax funds from two vendors did not comply with State and District purchasing and procurement requirements.

We examined payroll expenditures made from tuition tax funds in conjunction with the procedures performed over nontuition payroll expenditures. We found deficiencies in the design and operation of payroll internal controls. Results are reported in Objective 1. Refer to Finding Number 3 and Finding Number 4 in the *Schedule of Findings and Recommendations* for details of the deficiencies identified and related recommendations.

We also examined employee files for a random sample of 10 out of 620 tuition tax funded employees and determined that the employees' responsibilities were consistent with the functions of the District's special education programs and that the employees' salaries and wages were appropriately funded with tuition Local Funds.

We examined tuition tax fund calculations in conjunction with procedures performed over the nontuition Local Funds. Results are reported in Objective 3.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

SCHEDULE OF FINDINGS AND RECOMMENDATIONS

Finding Number 1 - Lack of Review to Verify that Purchases Comply with the Terms and Pricing of Statewide Contracts and Undocumented Use of Statewide Contracts

Condition: We found the District has not implemented the following internal controls over the use of Statewide contracts:

- Internal controls to memorialize the use of Statewide contracts prior to entering a contract.
- Internal control to verify rates charged by GSS vendors are consistent with the related GSS contract.

As a result of these deficiencies, our testing of disbursement identified the following in the District's use of Statewide contracts:

- The District did not contemporaneously document its use of Statewide contracts for purchases from two vendors for the following goods and services:
 - Building Access and Video Surveillance Systems Installation and Maintenance Services
 - Custodial Supplies
- The District did not verify purchases made from these two vendors using Statewide contracts were consistent with the terms and pricing contained in the contracts executed by OMB's GSS Division prior to issuing a purchase order or making a payment. The District did not receive the contract price for custodial supplies purchased from one vendor.

Criteria: School Districts must adhere to the procurement and purchasing requirements of the *BAM* and the Delaware Code. The following requirements are applicable to the purchases made using Statewide contracts:

- Per Chapter 5, *Procurement*, Section 5.2.1, *State Contracts* of the *BAM*, School districts are allowed, but not required, to use Statewide contracts procured by the OMB's GSS Division.
- Chapter 5, *Procurement*, Section 5.2.6, *Contract Documentation* of the *BAM* requires that "Each Organization must retain in their files all pertinent documents and correspondence relating to the contract bid process, in order that these supporting documents may be available for audit or review by a State official at all times."

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

SCHEDULE OF FINDINGS AND RECOMMENDATIONS - CONTINUED

Finding Number 1 - Lack of Review to Verify that Purchases Comply with the Terms and Pricing of Statewide Contracts and Undocumented Use of Statewide Contracts - Continued

Criteria - Continued:

- Chapter 5, *Procurement*, Section 5.2.6, *Contract Documentation* of the *BAM*, required that “If a purchase is supported by a GSS contract, the contract number must be listed on the purchase order/direct claim voucher.”
- Per Chapter 7, *Purchasing and Disbursements*, Section 7.6, *Disbursements* of the *BAM*:

“Monies drawn from the State Treasury to pay employee salaries and expenses, to defray the expense of any Organization, on account of any contract for building or repairs, to purchase property, for work and labor performed, or for materials or supplies furnished to any Organization must be presented to, reviewed, and approved by an approving official of the Organization being charged (29 Del. C. §6515(a)) and by the Division of Finance (DOF), as required by this Manual.”

“The DOF may refuse to approve payment for an invoice or bill only, if the invoice or bill... is not in accordance with the contract under which the indebtedness was created...”

Cause: The District’s purchasing and procurement policies do not include procedures to verify that purchasers agree to the terms and pricing in the Statewide contracts used by the District to procure the goods and services.

The District did not maintain contemporaneous documentation memorializing its decision to utilize the Statewide contract to purchase the materials.

Effect: The District did not adhere to State and District purchasing and procurement requirements. The purchases may not comply with the Statewide contract and result in the District not receiving the best prices or terms for the purchases.

Recommendation: We recommend that the District review its purchasing and procurement policies and implement procedures to verify and document that its purchases comply with the terms and pricing of the Statewide contracts it uses to procure goods and services.

View of Responsible District Officials and Planned Corrective Actions: Refer to the Corrective Action Plan section.

**CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024**

SCHEDULE OF FINDINGS AND RECOMMENDATIONS - CONTINUED

Finding Number 2 - Purchases Did Not Comply with State Purchasing and Procurement Requirements

Condition: We found that the District's purchasing decisions for goods and services from three vendors did not comply with the State's and District's procurement requirements as summarized in the following chart:

District's Procurement Action Type of Purchase	Required Procurement Action		Expenditures		
	Formal Bid or RFP	Documented Use of an Other Agency Contract	Local Funds	Other Funds	Total
<i>Materials</i>					
Open Market Purchase	1	-	\$ 42,780	\$ 505,750	\$ 548,530
<i>The District purchased HVAC parts without performing the required procurement actions.</i>					
<i>Professional Services</i>					
Open Market Purchase	1	-	69,158	1,060,994	1,130,152
<i>The District purchased professional staffing services for its special education programs without performing the required procurement actions.</i>					
Undocumented use of an Other Agency Contract	-	1	145,850	1,683,022	1,828,872
<i>The District purchased professional staffing services for its alternative education programs without performing the required procurement actions.</i>					
	<u>2</u>	<u>1</u>	<u>\$ 257,788</u>	<u>\$ 3,249,766</u>	<u>\$ 3,507,554</u>

The District policy requires purchase orders for all purchases over \$5,000. We found that the District had 42 vendor relationships with purchases over \$5,000 without purchase orders. The District expended \$11,043,489 (from all funding sources) without purchase orders during the year ended June 30, 2024.

**CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024**

SCHEDULE OF FINDINGS AND RECOMMENDATIONS - CONTINUED

Finding Number 2 - Purchases Did Not Comply with State Purchasing and Procurement Requirements - Continued

Criteria: School Districts must adhere to the procurement and purchasing requirements of the *BAM* and 29 Del. C., Ch. 69. The District's *Policy # 300-03 - Purchasing*, revised as of May 10, 2012, indicates that the District adheres to procurement thresholds for formal bidding set by the Contracting and Purchasing Advisory Council (CPAC), which are defined in the *BAM*.

The following requirements are applicable to the materials purchases:

- 29 Del. C., §6902(19) defines "Materiel" as materials, equipment, tools, supplies, or any other personal property.
- Chapter 5, *Procurement*, Section 5.3.1, *Material and Non-Professional Services Thresholds* of the *BAM* requires that yearly cumulative purchases greater than \$100,000 require a formal bid.

The following requirements are applicable to professional services purchases:

- 29 Del. C., §6902(21) defines "Professional Services" as services which generally require specialized education, training or knowledge and involve intellectual skills.
- Chapter 5, *Procurement*, Section 5.3.3, *Professional Services Thresholds* of the *BAM* required a formal request for proposal (RFP) for professional service purchases that are \$150,000 and over on a contract-by-contract basis.
- Chapter 5, *Procurement*, Section 5.2.6, *Contract Documentation* of the *BAM* requires that "Each Organization must retain in their files all pertinent documents and correspondence relating to the contract bid process, in order that these supporting documents may be available for audit or review by a State official at all times."

The following requirements are applicable to the use of official approved purchase orders:

- The District's *Policy # 300-03 - Purchasing*, revised as of May 10, 2012, requires that "...All purchases greater than \$5,000 are to be made on official purchase orders."

**CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024**

SCHEDULE OF FINDINGS AND RECOMMENDATIONS - CONTINUED

Finding Number 2 - Purchases Did Not Comply with State Purchasing and Procurement Requirements - Continued

Cause: The District did not procure the goods and services in accordance with the requirements.

The District's purchasing policies have conflicting requirements. The District's Purchasing *Policy # 300-03 - Purchasing*, revised as of May 10, 2012, also allows for purchases, including those greater than \$5,000, to be initiated and made, at the school level, without the Chief Financial Officer's approval, via direct claims for purchases for services already rendered as well as for purchases permitted to be made by direct claims by the *BAM*.

Effect: Because the District did not adhere to State and District purchasing and procurement requirements, it may not have gotten the best prices or terms for the purchases we examined.

Recommendation: We recommend that the District implement the following:

- Procedures to properly evaluate purchases for compliance with formal procurement requirements. Procedures to contemporaneously document its procurement decisions and its compliance with the Delaware Code, the *BAM* and the District's internal policies.
- Review its procedures for purchases greater than \$5,000 and direct claims to ensure that purchases are reviewed and approved by the Business Office prior to being made and implement thresholds for direct claim purchases.

View of Responsible District Officials and Planned Corrective Actions: Refer to the Corrective Action Plan section.

**CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024**

SCHEDULE OF FINDINGS AND RECOMMENDATIONS - CONTINUED

Finding Number 3 - Lack of Documentation, Proper Review, and Approval of Changes to Employee Payroll and Biweekly Payroll

Condition: We found the following deficiencies in the design of the District's payroll controls during fiscal year 2024:

- The District does not have a process in place to properly review human resources and payroll transactions after the transaction has been processed in PHRST to ensure that payroll was entered properly into the system.
- The District does not memorialize the review of the bi-weekly payroll registers. The District indicated that the CFO reviews the bi-weekly payroll reports; however, this process is not memorialized.

We identified the following during our testing of a sample of 60 payroll transactions processed by the District's during fiscal year 2024

- The District's controls over the authorization of payroll changes prior to PHRST entry are not operating in the manner in which the District's policies were designed. Of the 60 transactions tested:
 - 51 payroll transactions were not appropriately reviewed and approved by the Human Resource Department prior to the transactions processing in PHRST.
 - Supporting documentation for 18 employee payroll transactions was not available for testing for various payroll transactions including the following: longevity stipends, wage rate adjustments, payrate increases for educational achievement, and new hire onboarding.

Criteria: The following requirements are applicable to the District's payroll transactions:

- Chapter 5, *Payroll Compliance*, Section 14.2.1, *Controls* of the *BAM* requires that: "Organizations are required to maintain and enforce effective internal controls to monitor Payroll-related transactions. These internal controls must be documented in a Payroll Internal Controls Plan (PICP-Q). Controls must include, but are not limited to, the review and approval of all wage payments..."

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

SCHEDULE OF FINDINGS AND RECOMMENDATIONS - CONTINUED

Finding Number 3 - Lack of Documentation, Proper Review, and Approval of Changes to Employee Payroll and Biweekly Payroll - Continued

Criteria - Continued:

- State of Delaware School District General Retention Schedules - Accounting and Financial Records Series No. GSF-080 requires Personnel Action Requests and related contracts to be retained for 50 years.
- The District's PICP-Q, submitted to the State of Delaware, indicates the District's Human Resources Director and CFO are responsible for reviewing and approving human resource transactions and salaries and wage rates.

Cause: The conditions above were caused by the following:

- The District's internal controls over the review and approval of payroll transactions is not clearly defined or effectively operated.
- Review and approval of payroll transactions was not performed or documented (documentation was not available to determine if the required review was performed) due to weaknesses in the District's payroll policies.
- The District's lack of appropriate effective internal controls over payroll transactions hinders the preparation and retention of sufficient supporting evidence for payroll transactions.

Effect: By not properly approving changes to employee payroll and maintaining supporting documentation, the District increases its risk that erroneous or fraudulent information is entered into PHRST. Without proper review or memorialization of review, after entry into PHRST, there is an increased risk that erroneous or fraudulent information entered will not be detected.

Recommendation: We recommend the District implement the following:

- Review its preparation and review processes over payroll changes to ensure that changes are properly reviewed prior to processing in PHRST as required by the PICP-Q.
- Formal documentation of formal review and approval procedures for payroll changes.

**CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024**

SCHEDULE OF FINDINGS AND RECOMMENDATIONS - CONTINUED

Finding Number 3 - Lack of Documentation, Proper Review, and Approval of Changes to Employee Payroll and Biweekly Payroll - Continued

Recommendation - Continued:

- Procedures to maintain pertinent documentation related to employee salary decisions.
- Implementation of procedures to review entries after entry to PHRST and adoption of procedures to memorialize that review.
- Creation of a formal manual for payroll internal control to meet the *BAM* requirements.

View of Responsible District Officials and Planned Corrective Actions: Refer to the Corrective Action Plan section.

**CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024**

SCHEDULE OF FINDINGS AND RECOMMENDATIONS - CONTINUED

Finding Number 4 - Lack of Segregation of Duties in Human Resources Responsibilities for Payroll Functions

Condition: We found the design of the District’s payroll controls assigns certain incompatible functions to the same employees.

The District’s Payroll and Benefits staff are responsible for entering new employees into PHRST, updating employee salary information in PHRST, and for processing payroll. The updating of employee information and the processing of payroll in PHRST are incompatible responsibilities that should be segregated.

The District has not implemented any mitigating internal controls to appropriately reduce the risk of error or fraud as indicated in the conditions detailed in Finding Number 3.

Criteria: Chapter 14, *Payroll Compliance*, Section 14.2.1, *Controls*, of the *BAM* states that “Organization should ensure an appropriate segregation of duties and monitoring throughout the payroll process.”

Cause: The PHRST system’s Human Resource, Payroll, and Benefits Administration modules are available to all Payroll and Human Resources staff in edit mode because the District does not have sufficient resources to properly segregate duties.

Effect: The existence of incompatible functions without mitigating controls puts the District’s payroll at risk of error or fraud occurring without detection.

Recommendation: We recommend the District review and update payroll and human resource functions to ensure proper segregation of duties or implement mitigating internal controls.

View of Responsible District Officials and Planned Corrective Actions: Refer to the Corrective Action Plan section.

CAPITAL SCHOOL DISTRICT
LOCAL FUNDS PERFORMANCE AUDIT
JUNE 30, 2024

CONCLUSION

Based on the work performed in connection with this performance audit, we concluded the following:

Objective 1 - Except for the deficiencies detailed in Finding Numbers 1, 2, 3, and 4 in the *Schedule of Findings and Recommendations*, the School District's internal controls over the expenditure of Local Funds were designed and operated in accordance with the requirements.

Objective 2 - The School District's internal controls over the receipt of Local Funds were designed and operated in accordance with the requirements.

Objective 3 - The School District's real estate taxes were approved and calculated in accordance with the requirements.

Objective 4 - The School District's tuition tax funds were calculated and spent in accordance with the requirements, with the exception of noncompliance with District and State purchasing and procurement requirements and deficiencies in the design and operation of the District's internal controls over payroll as reported in Objective 1 above.

Board of Education

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Capital School District's Management Response to the FY 24 Local Funds Audit**Finding Number 1 – Lack of Review to Verify that purchases Comply with the Terms and Pricing of Statewide Contracts and Undocumented Use of Statewide Contract.**

District will ensure verification of state contract pricing on purchases from State vendors. The District will endeavor to identify the appropriate statewide contract number on transactions and contracts.

Finding Number 2 – Purchases Did Not Comply with State Purchasing and Procurement Requirements

HVAC parts - there are singular purchases such as the parts identified that are made across multiple buildings and occurred as emergencies, which do not meet bidding threshold. Cumulatively those purchases then appear as over purchase threshold. District endeavors to purchase goods and services using state contracts, however, there are times when vendors are unable to supply the goods and services needed at the moment. The District will also ensure to document the approval from other agencies when authorized to use their procured vendors and contracts. The District will review its procurement procedures for purchases greater than \$5,000 at the school level and ensure Purchase Orders are in place appropriately.

Finding Number 3 – Lack of Proper Review and Approval of Changes to Employee Payroll and biweekly Payroll.

Payroll transactions are reviewed on a biweekly basis by payroll staff to ensure that the right people are being paid and that the amounts are correct. It is noteworthy that there is no methodology for preapproving transactions in PHRST before they are processed. The reviews of pay confirm and funding reports are filed in the secured file room for Payroll/Human Resources. The Chief Financial Officer (CFO) also confirms payroll on or near paydays to ensure that the payroll transactions are correct. Additionally, we have created documents requiring approval from the Director of Human Resources and when necessary, the CFO, to memorialize the posting of positions, hiring of staff and the funding associated with the positions to make sure that appropriate wages are paid all employees. The payroll review process has been formalized/memorialized in a Payroll Review and Approval Procedure Form.

Finding Number 4 – Lack of Segregation of Duties in Human Resources Responsibilities for Payroll Functions

Despite our best and continuing efforts to adequately staff all departments, we do not have enough employees to staff the Human Resource Office to maintain the level of separation recommended. The staff members act as backups for each other. Duties have been divided between the staff - half support payroll and the other half support human resources and benefits. Occasionally, usually onboarding staff for the next school year, all staff work to get new staff loaded in PHRST. After that, duties are distributed between payroll and human resources and benefits. A plan to expand the Human Resources department is being presented to leadership and if approved, implemented as soon as practically possible.