

**MEASURE "A" GENERAL OBLIGATION
BOND BUILDING FUND OF
SAN RAFAEL CITY ELEMENTARY SCHOOL DISTRICT
AUDIT REPORT
For the Fiscal Year Ended
June 30, 2019**



**MEASURE “A” GENERAL OBLIGATION BOND BUILDING FUND OF
SAN RAFAEL CITY ELEMENTARY SCHOOL DISTRICT**

For the Fiscal Year Ended June 30, 2019

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Financial Section

**MEASURE “A” GENERAL OBLIGATION BOND BUILDING FUND OF
SAN RAFAEL CITY ELEMENTARY SCHOOL DISTRICT**

*Introduction and Citizens’ Oversight Committee Member Listing
June 30, 2019*

San Rafael City Elementary School District (the “District”) consists of a middle school, seven elementary schools (K-5), and one K-8 school supported by a District Office and an operations center. The District serves approximately 4,600 students.

On November 3, 2015, the voters of the San Rafael City Elementary School District approved by more than 55% Measure “A”, authorizing the issuance and sale of \$108,225,000 of General Obligation Bonds. The District has issued series A, B, and C in the amounts of \$25 million, \$40 million, and \$43.2 million as of June 30, 2019.

The passage of Proposition 39 in November 2000 amended the California Constitution to include accountability provisions. Specifically, the District must conduct an annual independent performance audit to ensure that funds have been expended only on the specific projects listed as well as an annual, independent financial audit of the proceeds from the sale of the bonds until all of the proceeds have been expended for facilities projects.

Upon passage of Proposition 39, an accompanying piece of legislation, AB1908 (Chapter 44, Statutes of 2000), was also enacted, which amended the Education Code to establish additional procedures which must be followed if a District seeks approval of a bond Proposition pursuant to the 55% majority authorized in Proposition 39 including formation, composition and purpose of the Citizens’ Bond Oversight Committee, and authorization for injunctive relief against the improper expenditure of bond revenues.

The Citizens’ Bond Oversight Committee was comprised of the following members as of June 30, 2019.

<u>Name</u>	<u>Title</u>	<u>Representation</u>
Kyri McClellan	Chair	Parent/Guardian of Child in District
Peter Gebbie	Vice Chair	Parent/Guardian of Child in District - Active in Parent Teacher Organization
Carsten Andersen	Member	Taxpayer Organization Member
John Erdmann	Member	Senior Citizen Group Representative
Mark Schott	Member	At-Large Community Member - Parent/Guardian of Child in District
George Tuttle III	Member	At-Large Community Member
Claudia Vasquez	Member	Parent/Guardian of Child in District - Active in Parent Teacher Organization
Niels von Doepp	Member	Local Business Organization Representative
Carol Farrer	Member	At-Large Community Member

INDEPENDENT AUDITORS' REPORT

The Board of Education and the
Citizens' Bond Oversight Committee
San Rafael City Elementary School District
San Rafael, California

Report on the Financial Statements

We have audited the accompanying financial statements of the Measure "A" General Obligation Bond Building Fund of San Rafael City Elementary School District, as of and for the fiscal year ended June 30, 2019, and the related notes to the financial statements, as listed in the table of contents.

Management's Responsibility for the Financial Statements

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

Auditors' Responsibility

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Opinion

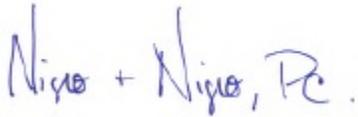
In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Measure "A" General Obligation Bond Building Fund of San Rafael City Elementary School District, as of June 30, 2019, and the changes in financial position thereof for the fiscal year then ended in accordance with accounting principles generally accepted in the United States of America.

Emphasis of Matter

As discussed in Note 1, the financial statements present only the Measure “A” General Obligation Bond Building Fund and do not purport to, and do not, present fairly the financial position of the San Rafael City Elementary School District, as of June 30, 2019, the changes in its financial position, or, where applicable, its cash flows for the year then ended in accordance with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

Other Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we have also issued our report dated January 23, 2020, on our consideration of the District's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the District's internal control over financial reporting and compliance.



Murrieta, California
January 23, 2020

**MEASURE "A" GENERAL OBLIGATION BOND BUILDING FUND OF
SAN RAFAEL CITY ELEMENTARY SCHOOL DISTRICT**

Balance Sheet

June 30, 2019

	<u>Measure "A"</u>
ASSETS	
Cash	<u>\$ 66,571,968</u>
Total Assets	<u><u>\$ 66,571,968</u></u>
LIABILITIES AND FUND BALANCE	
Liabilities	
Accounts payable	<u>\$ 7,213,092</u>
Fund Balance	
Restricted for capital projects	<u>59,358,876</u>
Total Liabilities and Fund Balance	<u><u>\$ 66,571,968</u></u>

**MEASURE "A" GENERAL OBLIGATION BOND BUILDING FUND OF
SAN RAFAEL CITY ELEMENTARY SCHOOL DISTRICT**
*Statement of Revenues, Expenditures, and Changes in Fund Balance
For the Fiscal Year Ended June 30, 2019*

	<u>Measure "A"</u>
REVENUES	
State on-behalf contributions	\$ 14,355
Interest earnings	769,657
	<hr/>
Total Revenues	784,012
	<hr/>
EXPENDITURES	
Current:	
Plant Services:	
Classified salaries	111,835
Benefits	50,007
Materials and supplies	82,261
Services and other operating expenditures	55,662
Capital Outlay	40,843,845
Debt Service:	
Issuance costs	365,000
	<hr/>
Total Expenditures	41,508,610
	<hr/>
Excess (Deficiency) of Revenues Over (Under) Expenditures	<u>(40,724,598)</u>
 OTHER FINANCING SOURCES (USES)	
Proceeds from bond issuance	83,225,000
	<hr/>
Total Other Financing Sources (Uses)	83,225,000
	<hr/>
Net Change in Fund Balance	42,500,402
Fund Balance, July 1, 2018	16,858,474
	<hr/>
Fund Balance, June 30, 2019	<u>\$ 59,358,876</u>

**MEASURE "A" GENERAL OBLIGATION BOND BUILDING FUND OF
SAN RAFAEL CITY ELEMENTARY SCHOOL DISTRICT**

Notes to Financial Statements

June 30, 2019

NOTE 1 – SIGNIFICANT ACCOUNTING POLICIES

A. Reporting Entity

On November 3, 2015, the District voters authorized \$108,225,000 in General Obligation Bonds (Measure "A") for the purpose of financing the modernization and construction of school facilities within the District. The measure required a minimum 55% vote for passage. In response, an advisory committee to the District's Governing Board and Superintendent, the Citizens' Bond Oversight Committee, was established. The Committee's oversight goals include ensuring compliance with conditions of Measure "A".

The Bond proceeds are accounted for in the District's Building Fund (21), where they are expended for the approved projects. The statements presented are for the individual Measure "A" General Obligation Bond Building Fund and are not intended to be a complete presentation of the District's financial position or results of operations.

B. Basis of Accounting

The Measure "A" General Obligation Bond Building Fund is a governmental fund reported using the current financial resources measurement focus and the modified accrual basis of accounting. Under this method, revenues are recognized when measurable and available. The District considers all revenues reported in the governmental funds to be available if the revenues are collected within 60 days after year-end. Expenditures are recorded when the related fund liability is incurred, except for principal and interest on general long-term debt, claims and judgments, and compensated absences, which are recognized as expenditures to the extent they have matured. Capital asset acquisitions are reported as expenditures in governmental funds. Proceeds of general long-term debt and financing from capital leases are reported as other financing sources.

C. Budgets and Budgetary Accounting

Annual budgets are adopted on a basis consistent with generally accepted accounting principles for all government funds. By state law, the District's governing board must adopt a budget no later than July 1. A public hearing must be conducted to receive comments prior to adoption. The District's governing board satisfied these requirements.

These budgets are revised by the District's governing board during the year to give consideration to unanticipated income and expenditures.

Formal budgetary integration was employed as a management control device during the year for all budgeted funds. The District employs budget control by minor object and by individual appropriation accounts. Expenditures cannot legally exceed appropriations by major object account.

D. Encumbrances

Encumbrance accounting is used in all budgeted funds to reserve portions of applicable appropriations for which commitments have been made. Encumbrances are recorded for purchase orders, contracts, and other commitments when they are written. Encumbrances are liquidated when the commitments are paid. All encumbrances are liquidated as of June 30.

**MEASURE "A" GENERAL OBLIGATION BOND BUILDING FUND OF
SAN RAFAEL CITY ELEMENTARY SCHOOL DISTRICT**

Notes to Financial Statements

June 30, 2019

NOTE 1 – SIGNIFICANT ACCOUNTING POLICIES (continued)

E. Fund Balances

The fund balance for governmental funds is reported in classifications based on the extent to which the government is bound to honor constraints on the specific purposes for which amounts in those funds can be spent.

Nonspendable: Fund balance is reported as nonspendable when the resources cannot be spent because they are either in a nonspendable form or legally or contractually required to be maintained intact. Resources in nonspendable form include inventories and prepaid assets.

Restricted: Fund balance is reported as restricted when the constraints placed on the use of resources are either externally imposed by creditors, grantors, contributors, or laws or regulations of other governments; or imposed by law through constitutional provision or by enabling legislation.

Committed: The District's highest decision-making level of authority rests with the District's Board. Fund balance is reported as committed when the Board passes a resolution that places specified constraints on how resources may be used. The Board can modify or rescind a commitment of resources through passage of a new resolution.

Assigned: Resources that are constrained by the District's intent to use them for a specific purpose, but are neither restricted nor committed, are reported as assigned fund balance. Intent may be expressed by either the Board, committees (such as budget or finance), or officials to which the Board has delegated authority.

Unassigned: Unassigned fund balance represents fund balance that has not been restricted, committed, or assigned and may be utilized by the District for any purpose. When expenditures are incurred, and both restricted and unrestricted resources are available, it is the District's policy to use restricted resources first, then unrestricted resources in the order of committed, assigned, and then unassigned, as they are needed.

F. Use of Estimates

The preparation of financial statements in conformity with generally accepted accounting principles requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosure of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenues and expenditures during the reporting period. Actual results could differ from those estimates.

NOTE 2 – CASH

Pooled Funds

In accordance with Education Code Section 41001, the District maintains all of its cash from the bond proceeds in the County Treasury. The County pools and invests the cash. These pooled funds are carried at cost which approximates fair value. Interest earned is deposited annually to participating funds. Any investment losses are proportionately shared by all funds in the pool.

Because the District's deposits are maintained in a recognized pooled investment fund under the care of a third party and the District's share of the pool does not consist of specific, identifiable investment securities owned by the District, no disclosure of the individual deposits and investments or related custodial credit risk classifications is required.

**MEASURE "A" GENERAL OBLIGATION BOND BUILDING FUND OF
SAN RAFAEL CITY ELEMENTARY SCHOOL DISTRICT**

Notes to Financial Statements

June 30, 2019

NOTE 2 – CASH (continued)

Pooled Funds (continued)

In accordance with applicable state laws, the County Treasurer may invest in derivative securities with the State of California. However, at June 30, 2019, the County Treasurer has represented that the Pooled Investment Fund contained no derivatives or other investments with similar risk profiles.

Fair Value Measurements

The District categorizes the fair value measurements of its investments based on the hierarchy established by generally accepted accounting principles. The fair value hierarchy, which has three levels, is based on the valuation inputs used to measure an asset's fair value. The following provides a summary of the hierarchy used to measure fair value:

Level 1 – Quoted prices in active markets for identical assets that the District has the ability to access at the measurement date. Level 1 assets may include debt and equity securities that are traded in an active exchange market and that are highly liquid and are actively traded in over-the-counter markets.

Level 2 – Observable inputs other than Level 1 prices such as quoted prices for similar assets in active markets, quoted prices for identical or similar assets in markets that are not active, or other inputs that are observable, such as interest rates and curves observable at commonly quoted intervals, implied volatilities, and credit spreads. For financial reporting purposes, if an asset has a specified term, a Level 2 input is required to be observable for substantially the full term of the asset.

Level 3 – Unobservable inputs should be developed using the best information available under the circumstances, which might include the District's own data. The District should adjust that date if reasonably available information indicates that other market participants would use different data or certain circumstances specific to the District are not available to other market participants.

Uncategorized – Investments in the Marin County Treasury Investment Pool are not measured using the input levels above because the District's transactions are based on a stable net asset value per share. All contributions and redemptions are transacted at \$1.00 net asset value per share.

NOTE 3 – MEASURE "A" GENERAL OBLIGATION BONDS

Series A

On March 10, 2016, the District issued \$25,000,000 of Series A Election of 2015 General Obligation Bonds. The bonds were issued as: Current Interest Serial Bonds of \$11,095,000 with stated interest rates ranging between 2.25% and 5.0% and fully maturing on August 1, 2036, Term Bonds of \$6,240,000 and \$7,665,000 each with stated interest rates of 4.0% due August 1, 2041 and 2045, respectively.

Series B

On July 26, 2018, the District issued \$40,000,000 of Series B Election of 2015 General Obligation Bonds. The bonds were issued as: Current Interest Serial Bonds of \$14,735,000 with stated interest rates ranging between 3.0% and 5.75% and fully maturing on August 1, 2038, Term bonds of \$7,145,000 and \$18,120,000 each with stated interest rates of 4.5% and 4.0% due August 1, 2042 and 2047 respectively.

**MEASURE "A" GENERAL OBLIGATION BOND BUILDING FUND OF
SAN RAFAEL CITY ELEMENTARY SCHOOL DISTRICT**

Notes to Financial Statements

June 30, 2019

NOTE 3 – MEASURE "A" GENERAL OBLIGATION BONDS (continued)

Series C

On June 6, 2019, the District issued \$43,225,000 of Series C Election of 2015 General Obligation Bonds. The bonds were issued as: Current Interest Serial Bonds of \$17,810,000 with stated interest rates ranging between 1.375% and 5.0% and fully maturing on August 1, 2039. Term Bonds of \$10,415,000 and \$15,000,000 each with stated interest rates of 5.0% and 4.0% due August 1, 2043 and 2047 respectively.

The bonds are general obligations of the District. The County is obligated to levy ad valorem taxes upon all property within the District for the payment of interest on and principal of the bonds. The County records the collection of taxes and payments of bond principal and interest in a separate fund, which is not reported here. The bonds were issued to finance the repair, upgrading, acquisition, construction, and equipping of certain District property and facilities and to pay costs of issuing of the bonds. At June 30, 2019, the outstanding principal balance of the bonds was \$102,745,000.

Summary of Outstanding Bonds

Following is a summary of bonds issued by the District and outstanding as of June 30, 2019:

Series	Issue Date	Maturity Date	Interest Rate	Original Issue	Balance, July 1, 2018	Additions	Deductions	Balance, June 30, 2019
2015A	3/10/2016	8/1/2045	2.25%-5.0%	\$ 25,000,000	\$ 22,060,000	\$ -	\$ 2,540,000	\$ 19,520,000
2016B	7/26/2018	8/1/2047	3.0%-5.75%	40,000,000	-	40,000,000	-	40,000,000
2016C	6/6/2019	8/1/2047	1.375%-5.0%	43,225,000	-	43,225,000	-	43,225,000
					<u>\$ 22,060,000</u>	<u>\$ 83,225,000</u>	<u>\$ 2,540,000</u>	<u>\$ 102,745,000</u>

The requirements to amortize outstanding general obligation bonds are as follows:

Fiscal Year	Principal	Interest	Total
2019-2020	\$ 2,795,000	\$ 3,649,999	\$ 6,444,999
2020-2021	2,865,000	4,147,688	7,012,688
2021-2022	1,615,000	4,024,944	5,639,944
2022-2023	915,000	3,978,278	4,893,278
2023-2024	80,000	3,969,988	4,049,988
2024-2029	3,140,000	19,566,143	22,706,143
2029-2034	9,205,000	18,210,949	27,415,949
2034-2039	17,645,000	15,514,775	33,159,775
2039-2044	29,420,000	10,582,938	40,002,938
2044-2048	35,065,000	2,947,500	38,012,500
Total	<u>\$ 102,745,000</u>	<u>\$ 86,593,202</u>	<u>\$ 189,338,202</u>

NOTE 4 – CONSTRUCTION COMMITMENTS

As of June 30, 2019, the District had commitments with respect to unfinished capital projects of approximately \$39.2 million to be paid from local funds.

Other Independent Auditors' Reports



INDEPENDENT AUDITORS' REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS BASED ON AN AUDIT OF FINANCIAL STATEMENTS PERFORMED IN ACCORDANCE WITH GOVERNMENT AUDITING STANDARDS

The Board of Education and the
Citizens' Bond Oversight Committee
San Rafael City Elementary School District
San Rafael, California

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the financial statements of the Measure "A" General Obligation Bond Building Fund of San Rafael City Elementary School District as of and for the year ended June 30, 2019, and the related notes to the financial statements, and have issued our report thereon dated January 23, 2020.

Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered San Rafael City Elementary School District's internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the San Rafael City Elementary School District's internal control. Accordingly, we do not express an opinion on the effectiveness of the San Rafael City Elementary School District's internal control.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct misstatements on a timely basis. *A material weakness* is a deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the District's financial statements will not be prevented, or detected and corrected on a timely basis. *A significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

Compliance and Other Matters

As part of obtaining reasonable assurance about whether San Rafael City Elementary School District's financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the District's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the District's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.



Murrieta, California
January 23, 2020



INDEPENDENT AUDITORS' REPORT ON PERFORMANCE

The Board of Education and the
Citizens' Bond Oversight Committee
San Rafael City Elementary School District
San Rafael, California

We have examined the San Rafael City Elementary School District's (the "District") compliance with the performance requirements for the Proposition 39 Measure "A" General Obligation Bond for the fiscal year ended June 30, 2019, under the applicable provisions of Section 1(b)(3)(C) of Article XIII A of the California Constitution and Proposition 39 as they apply to the Bonds and the net proceeds thereof. Management is responsible for the District's compliance with those requirements. Our responsibility is to express an opinion on the District's compliance based on our examination.

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.

Objectives

The objectives of the examination of compliance applicable to the District are to determine with reasonable assurance that:

- The expenditures charged to the San Rafael City Elementary School District Building Fund (21) are documented.
- Expenditures charged to the Building Fund have been made in accordance with the bond project list approved by the voters through the approval of Measure "A".
- Any discrepancies or weaknesses in internal controls are noted and recommendations for improvement are provided.
- The District Board and the Citizens' Bond Oversight Committee are provided with a performance audit report as required under the requirements of the California Constitution and Proposition 39.

Scope of the Audit

The scope of our performance audit covered the fiscal period from July 1, 2018 to June 30, 2019. The expenditures tested included all object and project codes associated with the bond projects. Expenditures incurred subsequent to June 30, 2019, were not reviewed or included within the scope of our audit or in this report.

Procedures Performed

We obtained the general ledger and the project expenditure reports prepared by the District for the fiscal year ended June 30, 2019, for the Measure "A" General Obligation Building Fund. Within the fiscal year audited, we obtained the actual invoices and other supporting documentation for expenditures to ensure compliance with the requirements of Proposition 39 and Measure "A" with regards to the approved bond projects list. We performed the following procedures:

To meet our objectives, audit tests were performed and included, but were not limited to the following:

- We verified that bond funds were deposited in the District's name and invested in accordance with applicable legal requirements.
- We tested approximately \$17.8 million (43%) in bond fund invoices paid, which is a combination of 2018-19 expenditures and payments on liabilities accrued as of June 30, 2019, and paid in 2019-20. This includes testing payments for validity, allowability, and accuracy. Expenditures sampled in our test included payments made to subcontractors and other vendors.
- We reviewed the approved project listing as set out in the Measure "A" election documents.
- We visited a new building at Davidson Middle to ensure that expenditures made correspond to actual work performed at the site.
- We selected a sample of expenditures for the fiscal year ended June 30, 2019, and reviewed supporting documentation to ensure that such funds were properly expended on the authorized bond projects.
- We verified that funds from the Building Fund (21) were expended for the construction, reconstruction, acquisition, furnishing and equipping of District facilities constituting the authorized bond projects, and we verified that funds held in the Building Fund (21) were not used for salaries of school administrators or other operating expenses of the District.
- We reviewed a sample of projects to ensure that proper bidding procedures were followed pursuant to Public Contract Code Section 20111.
- We verified that the District did not exceed change order limitations in excess of 10% pursuant to Public Contract Code.

Our audit of compliance made for the purpose set forth in the preceding paragraph would not necessarily disclose all instances of noncompliance.

In our opinion, the District complied with the compliance requirements for the Measure "A" General Obligation Bond proceeds listed and tested above.

This report is intended for the information of the Board of Education, management and the Citizens' Bond Oversight Committee; however, this report is a matter of public record.



Murrieta, California
January 23, 2020