

## **Measure JJ Independent Citizens Oversight Committee 2017-2018 Annual Report**

04/18/2019

Solana Beach School District  
309 North Rios Ave.  
Solana Beach, CA 92075  
(858)794-7100

<http://www.sbsd.net>

Solana Beach School District Superintendent and Board of Education,

The Independent Citizens Oversight Committee (ICOC) of the Solana Beach School District is pleased to present our second annual report. The 2018 Annual report covers activity for the period ending June 30, 2018.

Building on the commitment from the voters in November 2016, the District has issued \$50 million in general obligation bonds and had expenditures of \$39,182,707 on projects including the reconstruction of Skyline School through June 30, 2018.

The ICOC wishes to thank the District staff and project management team for their support, their detailed updates and transparency of information, not only to the Committee, but also to the public.

We welcome your questions and comments. You will find ICOC members' e-mail addresses within this report.

For more information about Measure JJ and the ICOC, please visit:

<https://www.sbsd.k12.ca.us/Page/7765>

Sincerely,

*Michael Casey*

President, Solana Beach School District Independent Citizens Oversight Committee

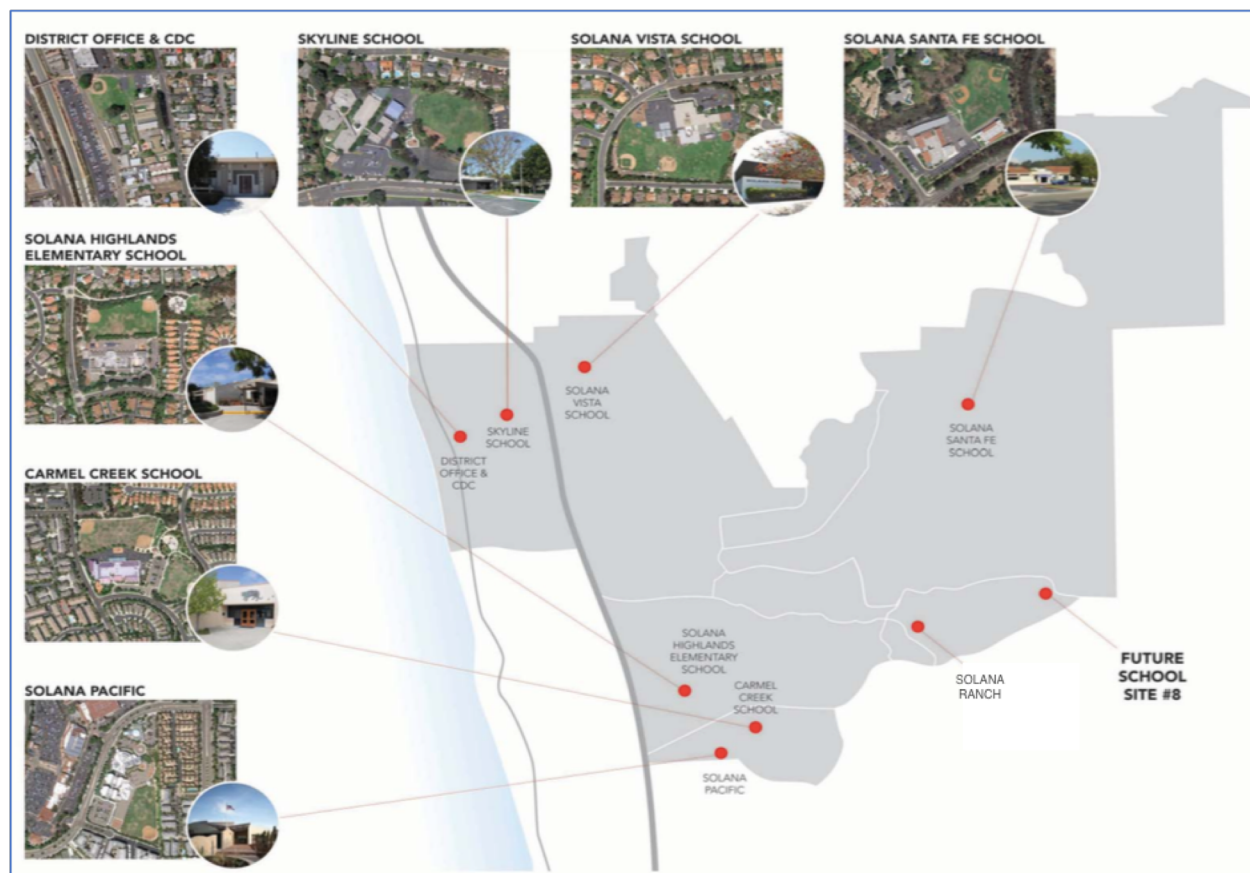
## INTRODUCTION

Measure JJ is a \$105 million bond initiative approved by over 55% of District voters in November 2016. The Measure JJ Bond Measure stated that Measure JJ is to "repair and upgrade aging, outdated classrooms, science labs, libraries, and school buildings; restore deteriorating roofs, plumbing, and electrical systems; improve student safety and campus security; and, provide access to education, facilities, science, and technology needed to prepare for high school, college, and careers, and qualify for State grants, shall the Solana Beach School District issue \$105,000,000 in bonds at legal interest rates, annual audits, a citizen's oversight committee, and NO money for administrators' salaries."

See "Full Text of Measure" in Exhibit A.

Measure JJ was passed under the rules of California Proposition 39 (passed in November 2000). California Assembly Bill 1908 (executed July 2000) required school districts that passed Proposition 39 bonds appoint an Independent Citizens Oversight Committee (ICOC) "to ensure that funds are spent only on school and classroom improvement and for no other purpose."

For additional information about the ICOC and Measure JJ projects, visit the ICOC page at [www.sbsd.net/ICOC](http://www.sbsd.net/ICOC).



## INDEPENDENT CITIZENS OVERSIGHT COMMITTEE (ICOC)

Members of the ICOC listed below were appointed by the District's Board of Trustees on May 7, 2017 for terms that end in May 2019. ICOC officers were elected at the May 18, 2017 ICOC meeting.

### Committee Member Roster

Michael Casey, Senior Citizens' Organization Representative	michaelcasey@sbsd.k12.ca.us
Emma Chen, Community-At-Large Representative	emmachen@sbsd.k12.ca.us
Michael Engel, Community-At-Large Representative	michaelengel@sbsd.k12.ca.us
Jill Epstein, Parent of Enrolled SBSB Student Representative	jillepstein@sbsd.k12.ca.us
Laurel Graziano, Business Community Representative	laurelgraziano@sbsd.k12.ca.us
Katherine Kousser, Parent-Teacher Organization Representative	katekousser@sbsd.k12.ca.us;
Michael Sherman, Taxpayer Organization Representative	michaelsherman@sbsd.k12.ca.us

To fulfill its duty, the ICOC will:

- Understand the District's priority setting process for Measure JJ projects.
- Compare the initiative's language with the District's project plans to verify compliance with voter approved Measure JJ improvements.
- Build relationships with District representatives and verify the appropriateness of bond expenditures.
- Ensure that the information is transparent and open to the public.
- Review the annual independent performance and financial audit of Measure JJ funds.
- Remain current on all matters pertaining to the implementation of the Measure JJ projects.

### Solana Beach School District Board of Education

Vicki King, Esquire, *Member*  
Richard H. Leib, *Vice President, Member*  
Gaylin Allbaugh, *Member*  
Debra H. Schade, Ph.D., *President*  
Julie Union, *President*

### District Superintendent

Jodee Brentlinger



## **ROLE OF THE ICOC**

The ICOC provides only after-the-fact review and monitoring of how the District spends bond funds. The ICOC does not have the authority to approve or determine how the bonds funds are spent, the rate of taxes collected, bond financing, or the contracting process (requirements definition, contract modeling and strategy, bid solicitation, contractor or consultant selection, contract negotiations, authorizing contract changes, etc.).

The ICOC is required to advise the public on the District's compliance with the requirements of Article 13A, Section 1(b)(3) of the California Constitution, including:

- Expenditure of bond funds only for the construction, reconstruction, rehabilitation, or replacement of school facilities;
- Prohibiting the expenditure of bond funds for any teacher or administrative salaries or other school operating expenses;
- Requiring annual independent performance audits to ensure that bond funds have been expended only on the specific projects listed; and
- Requiring annual independent financial audits of the proceeds from the sale of the bonds until all those proceeds have been expended for the school facilities projects.

## **INDEPENDENT PERFORMANCE AND FINANCIAL AUDIT**

California Senate Bill 1473 (SB 1473), signed September 22, 2010, requires that the financial and performance audits required by Article 13A, Section 1(b)(3)(c) of the California Constitution for bond funds approved under Proposition 39 be conducted in accordance with the Generally Accepted Government Auditing Standards (GAGAS), also known as the Yellow Book, issued by the Comptroller General of the United States. The required independent performance audit and independent financial audit for Measure JJ was conducted by CHRISTIE WHITE AND ASSOCIATES (Independent Auditor) for the year ending June 30, 2017. The complete report is included as EXHIBIT C. The report included no findings of noncompliance by the Independent Auditor for the use of Measure JJ bond funds during the review period. This report and all prior audit reports are available on the District's Measure JJ page at <http://www.sbsd.net/ICOC>.

## ICOC AUDIT REVIEW

California Senate Bill 581 (SB 581), signed August 12, 2013, requires that independent performance and financial audits for the preceding year be conducted and submitted to the citizens' oversight committee no later than March 31 of each year for its review. SB 581 also requires that the District provide the ICOC with responses, within three months, to any finding, recommendation, or concern addressed in the annual independent performance and financial audits.

The ICOC held a meeting on March 20, 2019, to receive and accept the 2017-18 Measure JJ Annual Audit report and ask questions of the Independent Auditor's representative. On the basis of this review, the ICOC accepted the Independent Auditor's report which concluded that the District complied with the requirements of Article 13A, Section 1(b)(3) of the California Constitution as it pertains to Measure JJ.

## A SUMMARY OF THE ICOC ANNUAL ACTIVITIES

At the May 18, 2017 regularly scheduled board meeting, the Board of Education selected seven candidates to serve on the Independent Citizen's Oversight Committee. The first meeting was held on July 26, 2017 where officers were elected for the following positions: President, Vice President, and Secretary. The committee was briefed on rules of the Brown Act and took actions to set a schedule for future meetings.

Meeting dates:

May 18, 2017	SBSD Board of Education Appointed the members of the ICOC members
July 26, 2017	ICOC election of officers
October 25, 2017	Project and financial information was presented by district staff
January 24, 2017	Site tour of Solana Pacific, Financial Report presented by district staff, Committee selected to work on Annual Report
March 21, 2018	District Office. Audit Report, Annual Report (draft), Financial Report by District, Board Presentation (draft)
June 13, 2018	Solana Highlands
October 24, 2018	Solana Vista
January 16, 2019	Skyline
March 20, 2019	Solana Ranch
June 19, 2019	Solana Santa Fe

## Measure JJ Bond Projects

The following table summarizes the bond projects by campus. Measure JJ bond funds are being used to implement the Districts Long-Range Facilities Master Plan Goals. The projects listed in the bond measure are comprehensive however, it is possible that not all projects will be undertaken. In 2018 The district, in collaboration with San Dieguito Union High School District, won the 2018 Regional golden Watchdog Award from the San Diego County Taxpayers Association for collaboration on interim housing at Earl Warren during the construction of Skyline School.

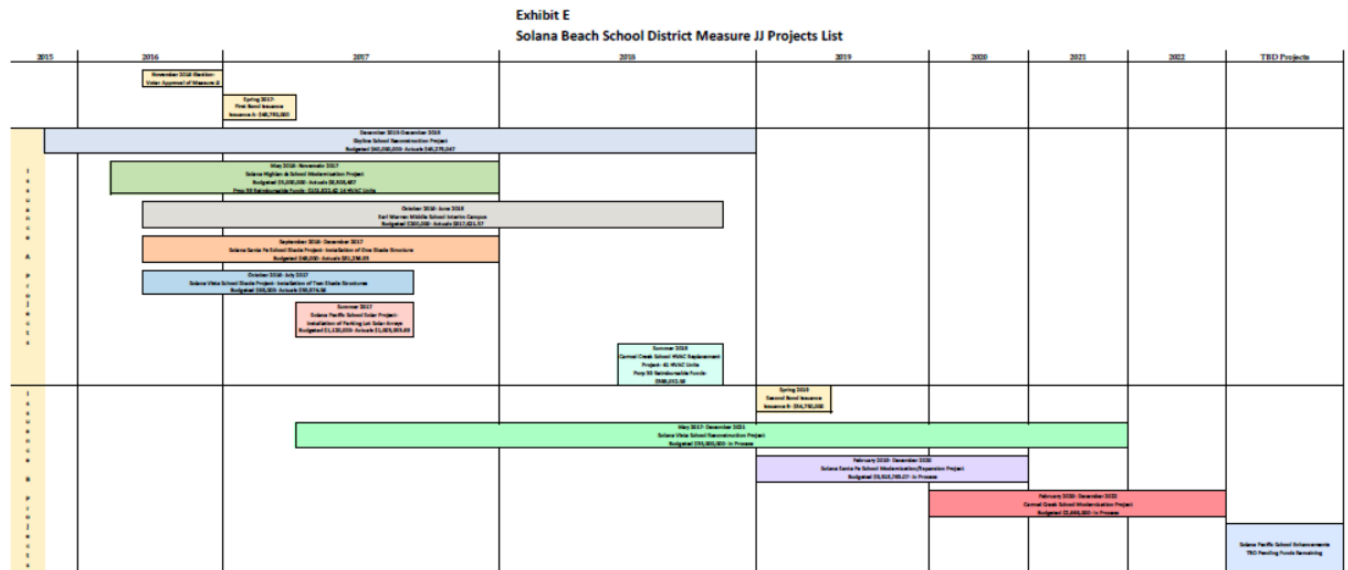
Measure JJ Issuance #1				
School	Planned Expenses	Expended Through 6/30/2018	% Completion 6/30/2018	Notes
Skyline	45,000,000	80.4%	79%	To be closed Quarter 2 2019
Solana Vista	35,000,000	12.2%	1%	
Shade Structure	Included Above	100%	100%	Closed
Solana Highlands	8,500,000	100%	100%	Closed
Solana Santa Fe	10,000,000	0%	0%	
Shade Structure	Included Above	93.3%	100%	Closed
Carmel Creek	2,666,000	0%	0%	
Solana Pacific - Solar	946,605	100%	100%	Closed
Earl Warren Interim Campus	800,000	100%	100%	Closed
<b>TOTAL</b>	<b>102,912,605</b>			
Non Measure JJ (Part of Long Range Facilities Master Plan)				
School	Planned Expenses	Expended Thru 6/30/2018	% Completion 6/30/2018	Notes
Solana Ranch (4)	\$1,000,000	14%	10%	Closed September 2018
School #8	Not Budgeted	0%	0%	

## Economic Factors that Influence the Cost of School Construction

Following the issuance of the bonds in November 2016, the cost of school construction has increased. At the October 2018 ICOC meeting, the district presented information on the competitive bidding process, cost of school construction, and cost escalation. The following factors were identified:

Construction Costs; Labor Costs; Availability of Skilled Labor; Materials; Weather. These factors and others may impact construction costs and the scope of projects completed using Measure JJ funds.

## A TIMELINE OF PLANNED PROJECTS: See Exhibit E



## **Exhibit A**

### **1. ABBREVIATION OF THE MEASURE**

To repair and upgrade aging, outdated classrooms, science labs, libraries, and school buildings; restore deteriorating roofs, plumbing, and electrical systems; improve student safety and campus security; and, provide access to education, facilities, science, and technology needed to prepare for high school, college, and careers, and qualify for State grants, shall the Solana Beach School District issue \$105,000,000 in bonds at legal interest rates, annual audits, a citizen's oversight committee, and NO money for administrators' salaries.

## **Exhibit B**

### **II. FULL TEXT OF THE MEASURE**

#### **SCHOOL FACILITIES PROJECT LIST**

Proceeds from the general obligation bonds of School Facilities Improvement District No. 2016-1 of the Solana Beach School District ("District") would be used to construct, renovate, upgrade, replace, install necessary repairs and/or replacement of school facilities, and fund related facilities costs, including, but not limited to, repair and replacement of lighting and electrical systems, heating, ventilation and air conditioning (HVAC) systems, flooring, roof, renewable energy generating and/or facilities (including, but not limited to solar energy/solar generating facilities), windows, wall systems, security, communication systems, shade structures, fencing, walkways, parking lots, landscaping, athletic facilities and handicap accessibility improvements to meet current health, safety, and instructional standards which will improve the overall educational experience for all students in the District. Such projects include, but are not limited to, reconstruction, renovation, modernization and construction of classrooms, libraries, computer labs, music rooms, roofing, playgrounds, plumbing, electrical, renewable energy (including, but not limited to solar energy/solar generating and/or storage facilities), conservation measures, network infrastructure, fields, and related projects.

#### **LONG-RANGE FACILITIES MASTER PLAN GOALS**

Provide modern facilities needed for core courses, and repair and upgrade/replace outdated classrooms:

- Replace portable classrooms with permanent classrooms
- Install and upgrade Security/Safety systems to meet needs for Student Safety and Campus Security
- Ensure safety and structural integrity of buildings for student and employee safety by making seismic and safety upgrades and retrofits
- Improve energy efficiency to reduce costs and energy consumption (producing reductions on environmental impacts), through the use/installation of energy-efficient facilities including the installation/use of LED lighting and construction/installation of solar energy facilities
- Upgrade and modernize District schools to provide for compliance with Americans with Disabilities Act (ADA)
- Renovate, upgrade, replace, install, and provide repairs of school site infrastructure (Plumbing, Electrical, HVAC, Communications, and Security Networks)
- Upgrade Landscape and Irrigation, using recycled water where and as available
- Provide facilities for Storm Water Management
- Provide facilities for Child Nutrition Services and Student Dining
- Replace, update and improve access and parking facilities with the goal of reducing traffic congestion in the vicinity of District schools

## **Skyline School**

### **RENOVATION, MODERNIZATION AND REPAIR OF EXISTING SCHOOLS AND FACILITIES**

- Redesign and reconstruct the campus including learning areas (e.g. classrooms, Media Center, STREAM Lab, performance/multi-purpose room and office spaces)
- Redesign and reconstruct fields, landscaping, parking and drop off/pick-up
- Make necessary site improvements including grading, infrastructure, roads and roadway access
- Construct school facilities including buildings necessary for non-instructional purposes
- Security/Safety - Security Systems, Access Control, and Surveillance Systems, Exterior Lighting, and Fencing
- Shade Structures
- Play Structures
- Playgrounds
- Heating and Air Conditioning
- Interior Lighting and Lighting Controls
- Landscape, Drought Tolerant Materials, Irrigation Controls, and Recycled Water (where and as available)
- Child Nutrition Service Kitchens and Student Dining Areas

## **Solana Vista**

- Redesign and reconstruct the campus including learning areas (e.g. classrooms, Media Center, STREAM Lab, performance/multi-purpose room, and office spaces)
- Redesign and reconstruct fields, landscaping, parking, and drop off/pick-up
- Make necessary site improvements including grading, infrastructure, roads, and roadway access
- Construct school facilities including buildings necessary for non-instructional purposes
- Security/Safety - Security Systems, Access Control, and Surveillance Systems, Exterior Lighting, and Fencing
- Shade Structures
- Play Structures
- Playgrounds
- Heating and Air Conditioning
- Interior Lighting and Lighting Controls
- Landscape, Drought Tolerant Materials, Irrigation Controls, and Recycled Water (where and as available)
- Child Nutrition Service Kitchens and Student Dining Areas

## **Solana Highlands**

- Modernize the main building
- Modify ingress/egress to better control campus access
- Remove portable classrooms
- Replace carpet

- Playgrounds
- Paint interior and exterior
- Modify building and restrooms to meet current codes such as fire alarm and ADA
- Security/Safety - Security Systems, Access Control, Surveillance Systems, Exterior Lighting, and Fencing
- Shade Structures
- Play Structures
- Heating and Air Conditioning
- Interior Lighting and Lighting Controls
- Landscape, Drought Tolerant Materials, Irrigation Controls, and Recycled Water (where and as available)
- Child Nutrition Service Kitchens and Student Dining Areas

#### **Solana Santa Fe**

- Modernize the main building
- Modify ingress/egress to better control campus access
- Replace portable classrooms with permanent
- Replace carpet
- Paint interior and exterior
- Security/Safety - Security Systems, Access Control, Surveillance Systems, Exterior Lighting and Fencing
- Shade Structures
- Play Structures
- Playgrounds
- Heating and Air Conditioning
- Interior Lighting and Lighting Controls
- Landscape, Drought Tolerant Materials, Irrigation Controls, and Recycled Water (where and as available)
- Child Nutrition Service Kitchens and Student Dining Areas

#### **Carmel Creek**

- Modernize the main building
- Modify ingress/egress to better control campus access
- Remove portable classrooms
- Replace carpet
- Paint interior and exterior
- Security/Safety - Security Systems, Access Control, Surveillance Systems, Exterior Lighting, and Fencing
- Shade Structures
- Play Structures
- Playgrounds



- Heating and Air Conditioning
- Interior Lighting and Lighting Controls
- Landscape, Drought Tolerant Materials, Irrigation Controls, and Recycled Water (where and as available)
- Child Nutrition Service Kitchens and Student Dining Areas

#### **Solana Pacific**

- Child Nutrition Service Kitchens and Student Dining Areas – as may be needed expand student service kitchen and reconfigure vendor delivery area
- Replace carpet
- Paint interior and exterior
- Security/Safety - Security Systems, Access Control, Surveillance Systems, Exterior Lighting, and Fencing
- Shade Structures
- Play Structures
- Playgrounds
- Heating and Air Conditioning
- Interior Lighting and Lighting Controls
- Landscape, Drought Tolerant Materials, Irrigation Controls, and Recycled Water (where and as available)

#### **Solana Ranch**

- Expand Kindergarten play area to include grass area at west end of campus
- Security/Safety - Security Systems, Access Control, Surveillance Systems, Exterior Lighting and Fencing
- Shade Structures
- Play Structures
- Playgrounds
- Heating and Air Conditioning
- Interior Lighting and Lighting Controls
- Landscape, Drought Tolerant Materials, Irrigation Controls, and Recycled Water (where and as available)

#### **ACQUISITION AND CONSTRUCTION OF NEW SCHOOL ELEMENTARY TO MEET STUDENT NEEDS AND TO REDUCE OVERCROWDING New Elementary School**

- As may be needed to accommodate growth within the District's attendance boundaries, purchase land, design, and construct a comprehensive elementary school campus (designated as "School #8"). This includes classrooms, support buildings, campus administration facilities, and other buildings necessary for non-instructional purposes
- Make necessary site improvements including site preparation, grading, supporting infrastructure, roads, and roadway access
- Pay costs of design and fees for construction of facilities

- Pay environmental review(s) (including geotechnical reviews) and mitigation costs
- Design, construct and install supporting facilities and infrastructure, including, but not limited to roadways, electrical systems, plumbing, HVAC, parking, hardscape, interior and exterior lighting, and lighting controls
- Provide/install solar energy and/or storage facilities
- Playground facilities and equipment
- Provide for Landscaping, including, but not limited to drought tolerant materials, irrigation controls and use of recycled water (where and as available)

**ALL DISTRICT SCHOOL SITES WHERE RENOVATION, MAJOR REPAIRS AND/OR NEW CONSTRUCTION TO BE UNDERTAKEN:**

- Remove and mitigate hazardous materials (asbestos, lead, PCB, mold, mildew, etc.) where necessary.
- Address unforeseen conditions revealed by construction/modernization such as plumbing, or gas line breaks, dry rot, termite damage, and/or seismic structural repairs.
- Improve schools as required to comply with existing building codes and state/federal requirements, including access requirements of the ADA.
- Provide adequate furniture and equipment for all classrooms, and spaces to be newly constructed or reconstructed.
- Acquisition of any of the facilities on this School Facilities Project List through temporary lease or lease-purchase arrangements, or execute purchase option under lease for any of these authorized facilities.
- Necessary site preparation/restoration in connection with renovation or remodeling, including ingress and egress, removing, replacing, or installing irrigation, utility lines, trees and landscaping, relocating fire access roads, and acquiring any necessary easements, licenses, or rights of way to property.
- If the Board of Education determines that replacement is more economical than rehabilitation or renovation of existing classrooms/school facilities, in those particular cases replacement/new construction will be explored/pursued.
- Provide temporary (interim) classrooms and other school facilities as needed to accommodate students and school functions displaced during construction, including, but not limited to, relocation costs. This includes the costs to remove such facilities when no longer needed and the costs to restore the site and utility systems after removal.

### **Project Costs for Furnishings and Equipment**

Project Costs for furnishings and equipment for some or all of the within-identified District campuses may include, but are not limited to, some or all of the following: security, safety and communication systems and equipment, desks and tables; window and floor coverings (including tiles and carpeting); media recording, distribution and presentation equipment, including, but not limited to, audio systems, kitchen equipment, improvements and furnishings, fire alarm, security; science laboratory equipment; and/or other infrastructure equipment and systems.

Project costs for the above-referenced projects may include installation costs, engineering and design costs, project management/construction management costs, warranty costs, master facilities planning, state or local costs or expenses involving design, planning, site and facilities development costs and charges, environmental review(s) and proceedings, necessary supporting infrastructure costs, relocation costs and expenses, necessary contingency plans and related costs construction and completion of the aforementioned facilities projects, direct legal costs and related costs. Project costs may also include the payment or prepayment of existing or future lease payments and/or interim financing costs for lease of authorized facilities, property or buildings, prepayment of lease obligations for facilities purposes (including temporary classroom facilities) and payment of costs and expenses for interim financing of authorized facilities (including, but not limited to, financing delivery costs). Proceeds of the bonds may be used to pay or reimburse the District for the cost of District staff when performing work on, or necessary and incidental to, bond projects. Allowable project costs also include: costs of issuing the bonds or other securities (as authorized under California law), informational distribution costs and election costs authorized under State law.

This School Facilities Project List describes the specific facilities and capital projects the District may finance with proceeds of the Bonds. Listed projects will be completed as needed at a particular school site according to Board-established priorities, and the order in which such projects appear on this School Facilities Project List is not an indication of priority for funding or completion. The final cost of each project will be determined as plans are finalized, construction bids are awarded, and projects are completed. Certain construction funds expected from non- bond sources, including State grant funds for eligible projects, have not yet been secured. Until all project costs and funding sources are known, the Board of Education cannot determine the amount of bond proceeds available to be allocated for each project, nor guarantee that the bonds will provide sufficient funds to allow completion of all listed projects. Completion of some projects may be subject to further government approvals by State officials and boards, to local environmental review, and to input from the public. For these reasons, inclusion of a project on the Bond Project List is not a guarantee that the project will be funded or completed.

**In preparing the foregoing list, the Board of Education of the Solana Beach School District has evaluated safety, class size and information technology needs.**

The District will also aggressively pursue funds from the State of California to complete facilities projects.

No Administrator Salaries. Proceeds from the sale of Bonds authorized by this proposition shall be used only for the construction, acquisition, repair, renovation, rehabilitation, or replacement of school facilities, including the furnishing and equipping of school facilities, or the lease of real property for school facilities as identified herein, and not for any other purpose, including teacher and non-construction related administrator salaries and other operating expenses.

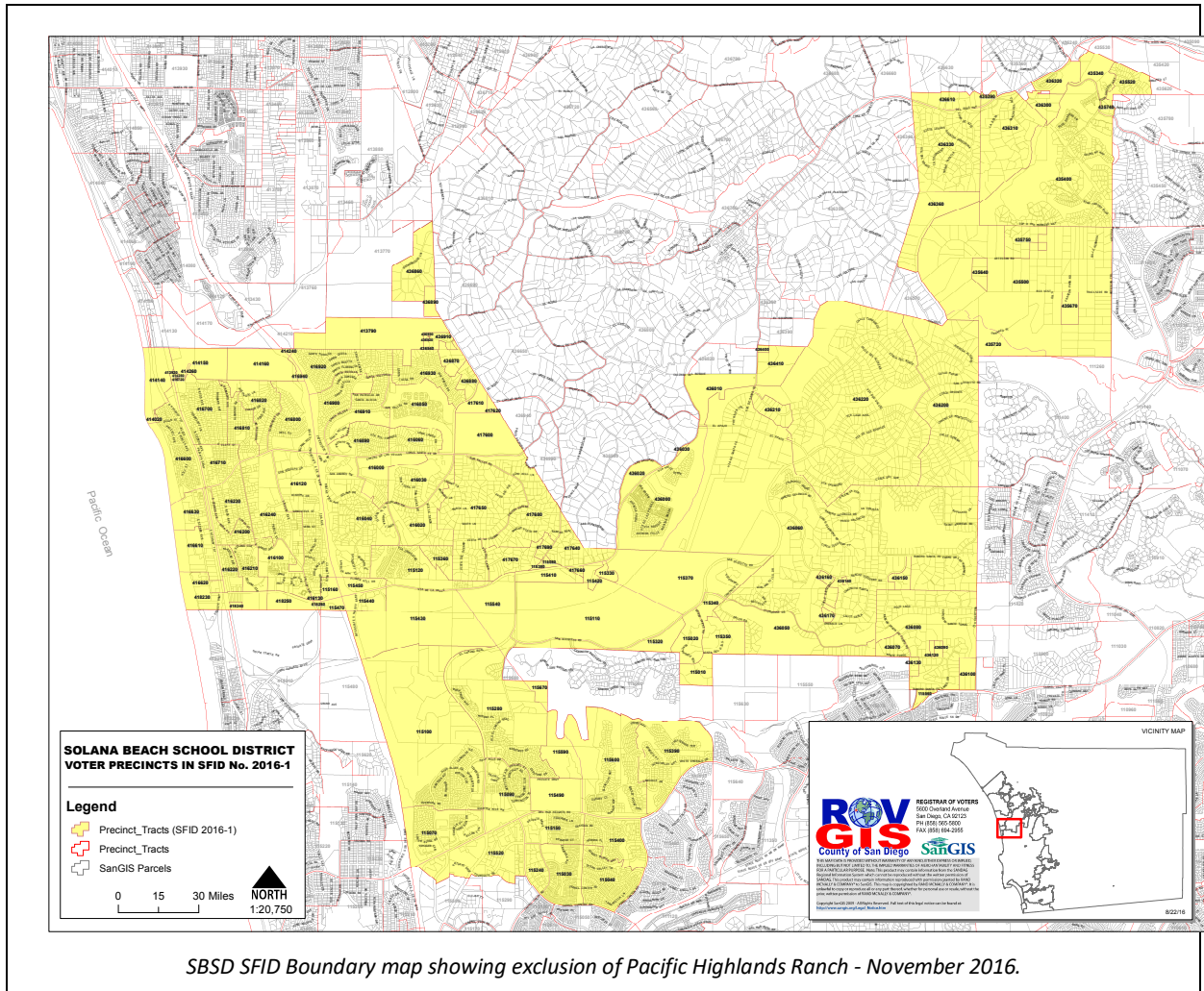
**BOND PROPOSITION OF SCHOOL FACILITIES IMPROVEMENT DISTRICT NO. 2016-1 ("SFID NO. 2016-1) OF THE SOLANA BEACH SCHOOL DISTRICT (November 8, 2016):**

"In order to acquire, construct and reconstruct school facilities, and provide for supporting infrastructure at the existing school site of the Solana Beach School District, and in so doing increase health, safety, welfare and educational effectiveness of classrooms for students, shall School Facilities Improvement District No. 2016-1 of the Solana Beach School District ("Improvement District") be authorized to issue Bonds in an amount not to exceed \$105,000,000, including the furnishing and equipping of school facilities or the acquisition or lease of real property for schools and school facilities listed in Attachment "1" on file at the District office and herein incorporated, which Bonds shall be issued for a term not to exceed the applicable statutory maximum, at an interest rate below the legal maximum, and which Bonds shall be subject to the following provisions:

- . (A) That proceeds of the Bonds shall be used only for the construction of school facilities and supporting infrastructure, including the furnishing and equipping of school facilities or the acquisition or lease of real property for school facilities pursuant to California Constitution Article XIII A, Section 1(b)(3) and further that the proceeds of the Bonds shall be used only for the purposes specified in California Constitution Article XIII A, Section 1(b)(3) (as amended by Proposition 39) and not for any other purpose, including teacher and non-construction related administrator salaries and any other school operating expenses.
- . (B) That a list of the specific school facilities projects to be funded with the proceeds of the Bonds is attached hereto as Attachment "1" and, based upon the adoption of this Resolution, this Board of Education hereby certifies that it has evaluated safety, class size reduction and information technology needs in developing the school facilities listed in Attachment "1".
- . (C) That the Board of Education of the District shall conduct an annual, independent performance audit to insure that the proceeds from the sale of the Bonds have been expended only on the specific projects listed in this bond proposition.
- . (D) That the Board of Education of the District shall conduct an annual, independent financial audit of the proceeds from the sale of the Bonds until all of those proceeds have been expended for the school facilities projects identified herein.
- . (E) That the Board of Education of the District will, pursuant to the provisions of

applicable State law, appoint a citizens' oversight committee, and conduct annual independent audits (as referenced above) to assure that the Bond proceeds are spent only on the school, facilities and classroom improvements, projects and costs identified in Attachment "1" and for no other purposes.

Notwithstanding any statutory provision as to the maximum term of bonds issued pursuant to this bond measure, general obligation bonds issued pursuant to this bond measure shall have a maturity of not more than thirty years from the date of issuance of such bonds or series of bonds.



### Taxpayer Protections: The following taxpayer protections are specifically provided in this Bond Measure and by law:

- Bond funds shall be used only for the school facilities projects identified herein, and **not for any other purpose.**
- As required by law, an **Independent Citizen's Oversight Committee** shall oversee expenditures of bond funds, and related matters, and shall report to the Board of Education and communicate with the public on such expenditures.

- As required by law, the School District shall conduct **annual financial audits and performance audits** (using independent auditors) for all bond funds.
- Bond Funds **shall not be used** for teacher or non-construction related administrator salaries or other non-construction related operating expenses.”

**Exhibit C**

1. 2016-17 Independent Audit Report

# **MEASURE JJ BOND BUILDING FUND OF SOLANA BEACH SCHOOL DISTRICT**

## **AUDIT REPORT**

**FOR THE YEAR ENDED  
JUNE 30, 2017**

**San Diego**

**Los Angeles**

**San Francisco  
Bay Area**

**christywhite**  
A PROFESSIONAL  
ACCOUNTANCY CORPORATION *associates*



**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
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For the Year Ended June 30, 2017**

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**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND**

**Introduction and Citizens' Bond Oversight Committee Member Listing**

**June 30, 2017**

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The Solana Beach School District was established in 1887. The District boundaries include the City of Solana Beach and portions of the unincorporated area of San Diego County. The District currently operates one preschool and seven elementary schools.

In November 2016, the voters of Solana Beach School District approved by more than the required 55% favorable vote, Measure JJ, authorizing the issuance and sale of general obligation bonds, not to exceed \$105,000,000. Measure JJ is a Proposition 39 bond. 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.

In May 2017, the District issued Election of 2016, Series A general obligation bonds totaling \$50,000,000. Bond proceeds are to be used to replace or upgrade aging, outdated classrooms, science labs, libraries, and school buildings; restore deteriorating roofs, plumbing, and electrical systems; improve student safety and campus security; and, provide students access to educational facilities, science, and technology needed to prepare for high school, college, and careers, and qualify for State grants. The bonds bear interest at a rate of 2.00% - 5.00% and are scheduled to mature through August 2046, with the first payment commencing in August 2017.

The Citizens' Bond Oversight Committee had the following members as of June 30, 2017:

<b>Name</b>	<b>Representation</b>
Michael Casey	Senior Citizens' Organization Member
Emma Chen	Community At-Large
Michael Engel	Community At-Large
Jill Epstein	Parent of Child in District Laurel
Graziano	Business Community Member
Katherine Kousser	Parent-Teacher Organization Member
Danielle McCallion	Taxpayers' Organization Member

**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Introduction and Citizens' Bond Oversight Committee Member Listing  
June 30, 2017**

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## INDEPENDENT AUDITORS' REPORT

Christy White, CPA

Michael %. Ash, CPA

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Governing Board Members and  
Measure JJ Citizens' Bond Oversight Committee of  
Solana Beach School District  
Solana Beach, California

### **Report on the Financial Statements**

We have audited the accompanying financial statements of the Measure JJ Bond Building Fund of Solana Beach School District (the "District"), as of and for the year ended June 30, 2017, 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.

### **Auditor's 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*. 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

SAN DIEGO  
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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.

### ***Opinion***

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Measure JJ Bond Building Fund of Solana Beach School District, as of June 30, 2017, and the changes in financial position thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

### **Emphasis of Matter**

As discussed in Note 1A, the financial statements present only the Measure JJ Bond Building Fund and do not purport to, and do not present fairly the financial position of the Solana Beach School District, as of June 30, 2017, the changes in its financial position 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 February 28, 2018, 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 specific to the Measure JJ Bond Building Fund. The purpose of that report is solely 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.

### **Report on Other Legal and Regulatory Requirements**

In accordance with the requirements of Proposition 39, as incorporated in California Constitution Article 13A, we have issued our performance audit dated February 28, 2018, on our consideration of the District's compliance with the requirements of Proposition 39 as it directly relates to the Measure JJ Bond Building Fund. That report is an integral part of our audit of the Measure JJ Bond Building Fund of Solana Beach School District, as of and for the year ended June 30, 2017, and should be considered in assessing the results of our financial audit.



San Diego, California  
February 28, 2018

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## **FINANCIAL SECTION**

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**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Balance Sheet  
June 30, 2017**

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**ASSETS**

Cash and investments	\$	49,368,101
Accounts receivable		62,684
<b>Total Assets</b>	<b>\$</b>	<b>49,430,785</b>

**LIABILITIES AND FUND BALANCE**

**Liabilities**

Accounts payable	\$	1,711,272
Due to other funds		1,705,191
<b>Total Liabilities</b>		<b>3,416,463</b>

**Fund Balance**

Restricted for capital projects		46,014,322
<b>Total Liabilities and Fund Balance</b>	<b>\$</b>	<b>49,430,785</b>

The accompanying notes to financial statements are an integral part of this statement.



**SOLANA BEACH SCHOOL DISTRICT**  
**MEASURE JJ BOND BUILDING FUND**  
**Statement of Revenues, Expenditures and Changes in Fund Balance**  
**For the Year Ended June 30, 2017**

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**REVENUES**

Other local revenue	\$ 62,683
<b>Total Revenues</b>	<u>62,683</u>

**EXPENDITURES**

Facilities acquisition and construction	3,828,361
Debt issuance costs	<u>220,000</u>
<b>Total Expenditures</b>	<u>4,048,361</u>

<b>Excess (Deficiency) of Revenues</b>	
<b>Over (Under) Expenditures</b>	(3,985,678)

**OTHER FINANCING SOURCES (USES)**

Proceeds from debt issuance	<u>50,000,000</u>
<b>Total Other Financing Sources</b>	<u>50,000,000</u>

<b>NET CHANGE IN FUND BALANCE</b>	46,014,322
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<b>Beginning Fund Balance</b>	<u>-</u>
<b>Ending Fund Balance</b>	<u>\$ 46,014,322</u>

**SOLANA BEACH SCHOOL DISTRICT**  
**MEASURE JJ BOND BUILDING FUND**  
**Notes to Financial Statements**  
**June 30, 2017**

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**NOTE 1 – SIGNIFICANT ACCOUNTING POLICIES**

**A. Reporting Entity**

The District. The District was founded in 1887 in the community of Solana Beach, California. The District operates under a locally elected Board form of government and provides educational services to grades K-6 as mandated by the state. The District currently operates one preschool and seven elementary schools.

In November 2016, the voters of Solana Beach School District approved by more than the required 55% favorable vote, Measure JJ, authorizing the issuance and sale of general obligation bonds, not to exceed \$105,000,000. Measure JJ is a Proposition 39 bond. 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.

An advisory committee to the District's Governing Board and Superintendent, called the Measure JJ Citizens' Bond Oversight Committee was established pursuant to the requirements of State law and the provisions of Measure JJ. The Committee's oversight goals include: advising on bond construction priorities, reviewing bond construction plans, reviewing project plans and budgets, and ensuring compliance with the provisions of Measure JJ.

The statements presented are for the individual Measure JJ Bond Building Fund of the District, consisting of the net construction proceeds of Measure JJ general obligation bonds, as issued by the District, through San Diego County, and are not intended to be a complete presentation of the District's financial position or results of operations.

**B. Accounting Policies**

The District accounts for its financial transactions in accordance with the policies and procedures of the California Department of Education's *California School Accounting Manual*. The accounting policies of the District conform to generally accepted accounting principles as prescribed by the Governmental Accounting Standards Board (GASB) and the American Institute of Certified Public Accountants (AICPA).

**NOTE 1 – SIGNIFICANT ACCOUNTING POLICIES (continued)**

**C. Basis of Accounting**

Basis of accounting refers to when revenues and expenditures are recognized in the accounts and reported in the financial statements. Basis of accounting relates to the timing of measurement made, regardless of the measurement focus applied.

The financial statements are presented on the modified accrual basis of accounting. On a modified accrual basis, revenue is recorded in the fiscal year in which the resources are measurable and become available. “Available” means the resources will be collectible within the current fiscal year or are expected to be collected soon enough thereafter to be used to pay liabilities of the current fiscal year. Generally, “available” means collectible within the current period or within 60 days after year- end. Expenditures are generally recognized under the modified accrual basis of accounting when the related liability is incurred.

**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.

**E. Deposits and Investments**

In accordance with Education Code Sections 15357 and 41001, the District maintains a portion of its cash in the San Diego County Treasury. The county pools these funds with those of other districts in the county and invests the cash. These pooled funds are carried at cost, which approximates market value. Interest earned is deposited quarterly into participating funds. Any investment losses are proportionately shared by all funds in the pool.

**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 1 – SIGNIFICANT ACCOUNTING POLICIES (continued)**

**G. 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.

**H. Fund Balance**

Under GASB Statement No. 54, fund balance is divided into five classifications based primarily on the extent to which the District is bound to observe constraints imposed upon the use of the resources in the governmental funds. The fund balance in Measure JJ is considered restricted.

The restricted fund balance classification reflects amounts subject to externally imposed and legally enforceable constraints. Such constraints may be imposed by creditors, grantors, contributors, or laws or regulations of other governments, or may be imposed by law through constitutional provisions or enabling legislation.

**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Notes to Financial Statements, continued  
June 30, 2017**

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**NOTE 2 – CASH AND INVESTMENTS**

**Summary of Cash and Investments**

Cash and investments as of June 30, 2017 are classified in the accompanying financial statements as cash in county treasury for \$49,368,101. The California School Accounting Manual requires school districts to report “cash in county treasury” to be reported as cash instead of investments due to the pooled nature of the deposit and the ability of school districts to access funds immediately and with no restrictions.

**Policies and Practices**

The District is authorized under California Government Code to make direct investments in local agency bonds, notes, or warrants within the State; U.S. Treasury instruments; registered State warrants or treasury notes; securities of the U.S. Government, or its agencies; bankers acceptances; commercial paper; certificates of deposit placed with commercial banks and/or savings and loan companies; repurchase or reverse repurchase agreements; medium term corporate notes; shares of beneficial interest issued by diversified management companies, certificates of participation, obligations with first priority security; and collateralized mortgage obligations. Investments of debt proceeds held by trustees are governed by the provisions of debt agreements rather than the general provisions of the California Government Code. These provisions allow for the acquisition of investment agreements with maturities up to 30 years.

*Cash in County Treasury* – The District is considered to be an involuntary participant in an external investment pool as the District is required to deposit all receipts and collections of monies with their County Treasurer (Education Code Section 41001). The fair value of the District’s investment in the pool is reported in the accounting financial statements at amounts based upon the District’s pro-rata share of the fair value provided by the County Treasurer for the entire portfolio (in relation to the amortized cost of that portfolio). The balance available for withdrawal is based on the accounting records maintained by the County Treasurer, which is recorded on the amortized cost basis.

**SOLANA BEACH SCHOOL DISTRICT**  
**MEASURE JJ BOND BUILDING FUND**  
**Notes to Financial Statements, continued**  
**June 30, 2017**

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**NOTE 2 – CASH AND INVESTMENTS (continued)**

**General Authorizations**

Except for investments by trustees of debt proceeds, the authority to invest District funds deposited with the county treasury is delegated to the County Treasurer and Tax Collector. The table below identifies examples of the investment types permitted in the investment policy:

Authorized Investment Type	Maximum Remaining Maturity	Maximum Percentage of Portfolio	Maximum Investment in One Issuer
Local Agency Bonds, Notes, Warrants	5 years	None	None
Registered State Bonds, Notes, Warrants	5 years	None	None
U.S. Treasury Obligations	5 years	None	None
U.S. Agency Securities	5 years	None	None
Banker's Acceptance	180 days	40%	30%
Commercial Paper	270 days	25%	10%
Negotiable Certificates of Deposit	5 years	30%	None
Repurchase Agreements	1 year	None	None
Reverse Repurchase Agreements	92 days	20% of base	None
Medium-Term Corporate Notes	5 years	30%	None
Mutual Funds	N/A	20%	10%
Money Market Mutual Funds	N/A	20%	10%
Mortgage Pass-Through Securities	5 years	20%	None
County Pooled Investment Funds	N/A	None	None
Local Agency Investment Fund (LAIF)	N/A	None	None
Joint Powers Authority Pools	N/A	None	None

Limitations as they relate to interest rate risk, credit risk, and concentration of credit risk are described below:

**Interest Rate Risk**

Interest rate risk is the risk that changes in market interest rates will adversely affect the fair value of an investment. Generally, the longer the maturity of an investment, the greater the sensitivity of its fair value to changes in market interest rates. The District manages its exposure to interest rate risk by investing in the County Treasury. The District maintains an investment with the San Diego County Investment Pool with a fair value of approximately \$49,200,743 and an amortized book value of \$49,368,101. The weighted average maturity on investments held with the county treasury was 417 days as of June 30, 2017.

**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Notes to Financial Statements, continued  
June 30, 2017**

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**NOTE 2 – CASH AND INVESTMENTS (continued)**

**Credit Risk**

Credit risk is the risk that an issuer of an investment will not fulfill its obligation to the holder of the investment. This is measured by the assignment of a rating by a nationally recognized statistical rating organization. The investments in the County Treasury are not required to be rated. As of June 30, 2017, the pooled investments in the County Treasury were rated at least A.

**Concentration of Credit Risk**

The investment policy of the District contains no limitations on the amount that can be invested in any one issuer beyond the amount stipulated by the California Government Code. District investments that are greater than 5 percent of total investments are in either an external investment pool or mutual funds and are therefore exempt.

**Fair Value**

The District categorizes the fair value measurements of its investments based on the hierarchy established by generally accepted accounting principles. The fair value hierarchy 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 (unadjusted) in active markets for identical assets.

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, either directly or indirectly.

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 data if reasonable 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 San Diego 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.

**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Notes to Financial Statements, continued  
June 30, 2017**

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The District held \$49,200,743 in uncategorized investments related to the Measure JJ Bond Building Fund's investment in the San Diego County Treasury as of June 30, 2017.



**SOLANA BEACH SCHOOL DISTRICT**  
**MEASURE JJ BOND BUILDING FUND**  
**Notes to Financial Statements, continued**  
**June 30, 2017**

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**NOTE 3 – ACCOUNTS RECEIVABLE**

Accounts receivable as of June 30, 2017 consist of \$62,684 in interest earned on investments in the San Diego County Treasury.

**NOTE 4 – ACCOUNTS PAYABLE**

Accounts payable as of June 30, 2017 consist of \$1,711,272 in construction project costs.

**NOTE 5 – DUE TO OTHER FUNDS**

As of June 30, 2017, the Measure JJ Bond Building Fund held an interfund payable balance in the amount of \$1,705,191 owed to the General Fund for repayment of temporary loan made to fund Measure JJ projects.

**NOTE 6 – MEASURE JJ GENERAL OBLIGATION BONDS**

In an election held in November 2016, the voters authorized the District to issue and sell not more than \$105,000,000 principal amount of general obligation bonds. Under such voters' authorization, the District issued \$50,000,000 in Election of 2016, Series A current interest general obligation bonds in May 2017. The bonds bear interest at a rate of 2.00% - 5.00% and are scheduled to mature through August 2046, with the first payment commencing in August 2017. The annual requirements to amortize the Series A general obligation bonds outstanding as of June 30, 2017, are as follows:

<b>Year Ended June 30,</b>	<b>Principal</b>	<b>Interest</b>	<b>Total</b>
2018	\$ -	\$ 1,397,128	\$ 1,397,128
2019	4,550,000	1,945,300	6,495,300
2020	4,235,000	1,769,600	6,004,600
2021	870,000	1,667,500	2,537,500
2022	905,000	1,641,050	2,546,050
2023 - 2027	4,895,000	7,788,700	12,683,700
2028 - 2032	6,140,000	6,478,250	12,618,250
2033 - 2037	7,685,000	4,936,500	12,621,500
2038 - 2042	9,345,000	3,238,900	12,583,900
2043 - 2047	11,375,000	1,173,100	12,548,100
<b>Total</b>	<b>\$ 50,000,000</b>	<b>\$ 32,036,028</b>	<b>\$ 82,036,028</b>

**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Notes to Financial Statements, continued  
June 30, 2017**

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**NOTE 7 – CONSTRUCTION COMMITMENTS**

As of June 30, 2017, the District had commitments with respect to unfinished capital projects in the amount of \$46,081,725.

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**OTHER INDEPENDENT  
AUDITORS' REPORTS**

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**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**

Christy White, CPA

Michael %. Ash, CPA

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Measure JJ Citizens' Bond Oversight Committee and  
Governing Board Members of the  
Solana Beach School District  
Solana Beach, 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 JJ Bond Building Fund, as of and for the year ended June 30, 2017, and the related notes to the financial statements, which collectively comprise the Measure JJ Bond Building Fund's basic financial statements, and have issued our report thereon dated February 28, 2018.

**Internal Control over Financial Reporting**

In planning and performing our audit of the financial statements, we considered the Measure JJ Bond Building Fund'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 Measure JJ Bond Building Fund's internal control. Accordingly, we do not express an opinion on the effectiveness of the Measure JJ Bond Building Fund'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 entity'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.



## **Internal Control over Financial Reporting (continued)**

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. We did identify certain deficiencies in internal control, described in the accompanying schedule of findings and recommendations that we consider to be significant deficiencies (Finding #2017-001).

## **Compliance and Other Matters**

As part of obtaining reasonable assurance about whether Measure JJ Bond Building Fund'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*.

## **Solana Beach School District's Response to Findings**

The District's response to the findings identified in our audit are described in the accompanying schedule of findings and recommendations. The District's response was not subjected to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on it.

## **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 entity'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 entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.



San Diego, California

February 28, 2018



## REPORT ON PERFORMANCE

### Independent Auditors' Report

Christy White, CPA

Michael %. Ash, CPA

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Measure JJ Citizens' Bond Oversight Committee and  
Governing Board Members of the  
Solana Beach School District  
Solana Beach, California

### **Report on Performance**

We have audited Solana Beach School District's compliance with the performance audit procedures described in the *2016-17 Guide for Annual Audits of K-12 Local Education Agencies and State Compliance Reporting*, prescribed in Title 5, *California Code of Regulations*, section 19810, that could have a direct and material effect on Solana Beach School District's Measure JJ Bond Building Fund for the fiscal year ended June 30, 2017, as identified below.

### **Management's Responsibility**

Management is responsible for compliance with the requirements of laws, regulations, contracts, and grants applicable to local school construction bonds.

### **Auditor's Responsibility**

Our responsibility is to express an opinion on compliance of Solana Beach School District's Measure JJ Bond Building Fund based on our performance audit of the types of compliance requirements referred to above. We conducted our performance audit in accordance with auditing standards generally accepted in the United States of America; the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States; and the *2016-17 Guide for Annual Audits of K-12 Local Education Agencies and State Compliance Reporting*, prescribed in Title 5, *California Code of Regulations*, section 19810. Those standards require that we plan and perform the performance audit to obtain reasonable assurance about whether noncompliance with the types of compliance requirements referred to above that could have a direct and material effect on the local school construction bonds noted on the following page occurred. An audit includes examining, on a test basis, evidence about Solana Beach School District's compliance with those requirements and performing such other procedures as we considered necessary in the circumstances.

We believe that our performance audit provides a reasonable basis for our opinion on

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legal determination of Solana Beach School District's compliance with those requirements.

## **Opinion on Performance**

In our opinion, Solana Beach School District complied, in all material respects, with the types of compliance requirements referred to above that are applicable to the Measure JJ Bond Building Fund noted below for the year ended June 30, 2017.

## **Procedures Performed**

In connection with the performance audit referred to above, we selected and tested transactions and records to determine Solana Beach School District's compliance with the state laws and regulations applicable to the Financial Audit Procedures and Performance Audit Procedures over the Measure JJ Bond Building Fund. Additional agreed upon procedures relating the Measure JJ Bond Building Fund may also be included.

The results of the procedures performed and the related results are further described in the accompanying performance audit results following this Report on Performance.

A handwritten signature in cursive script that reads "Christy White Associates".

San Diego, California  
February 28, 2018

**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Audit Procedures and Results  
For the Year Ended June 30, 2017**

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**SECTION I – FINANCIAL AUDIT PROCEDURES AND RESULTS**

**Financial Statements**

---

As mentioned in the Report on Financial Statements, we have issued an unmodified opinion over the financial statements of the Measure JJ Bond Building Fund as of and for the fiscal year ended June 30, 2017.

**Internal Control Evaluation**

---

We tested internal controls over financial reporting and compliance with laws, regulations, or provisions of contracts or agreements and have determined through our inquiry of management and our evaluation of District processes that no significant deficiencies were noted.

**SECTION II – PERFORMANCE AUDIT PROCEDURES AND RESULTS**

**Facility Project Expenditures**

---

We selected a representative sample of expenditures charged to the Measure JJ Bond Building Fund and reviewed supporting documentation to ensure funds were properly expended on specific project(s) listed in the text of the Measure JJ ballot.

We tested \$1,699,402 of warrant expenditures and \$220,000 in issuance costs for a total of \$1,919,402 (approximately 47% of current year expenditures) for validity, allowability and accuracy and concluded that the sampled expenditures were in compliance with the terms of Measure JJ ballot language, the District approved facilities plan, and applicable state laws and regulations.

**Personnel Expenditures**

---

Based on review of expenditure detail, we noted that there were no salaries or benefits charged to the Measure JJ Bond Building Fund during the fiscal year ended June 30, 2017. Audit procedures over personnel expenditures were not applicable.

**Test of Contracts and Bid Procedures**

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From a sample of two (2) contracts awarded during the year related to projects at Skyline and Solana Highlands Elementary Schools, we noted that applicable bidding procedures were followed and contracts were appropriately awarded to the lowest responsible bidder.

Based on our review of overall expenditures and projects by vendor, no instances or possible indications of bid-splitting were identified. The District appears to be properly reviewing projects and applying appropriate procedures over contract and bidding procedures.

**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Audit Procedures and Results, continued  
For the Year Ended June 30, 2017**

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**SECTION II – PERFORMANCE AUDIT PROCEDURES AND RESULTS (continued)**

**Citizens' Bond Oversight Committee**

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In accordance with Assembly Bill (AB) 1908 and Education Code (Ed Code) Section 15278, the District is required to establish a bond oversight committee for Proposition 39 bonds to include one active member from each of the following sectors: a business organization, senior citizens organization, bona fide taxpayers' association, parent/guardian of a child enrolled in the District and a parent/guardian of a child enrolled in the District who is also a member of a parent teacher association. Additionally, no employee or official of the District shall be appointed to the citizens' bond oversight committee.

We found that the District successfully compiled a citizens' bond oversight committee with an active member from each of the required representations. No members of the citizens' bond oversight committee are also employees, official, vendor or consultant of the District. Refer to the Introduction and Citizens' Bond Oversight Committee Member Listing for a listing of current members as of June 30, 2017.

***Opinion***

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Measure JJ Bond Building Fund of Solana Beach School District, as of June 30, 2017, and the changes in financial position thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

**Emphasis of Matter**

As discussed in Note 1A, the financial statements present only the Measure JJ Bond Building Fund and do not purport to, and do not present fairly the financial position of the Solana Beach School District, as of June 30, 2017, the changes in its financial position 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 February 28, 2018, 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 specific to the Measure JJ Bond Building Fund. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not

**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Audit Procedures and Results, continued  
For the Year Ended June 30, 2017**

---

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.

**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Audit Procedures and Results, continued  
For the Year Ended June 30, 2017**

---

**Report of Other Legal and Regulatory Requirements**

In accordance with the requirements of Proposition 39, as incorporated in California Constitution Article 13A, we have issued our performance audit dated February 28, 2018, on our consideration of the District's compliance with the requirements of Proposition 39 as it directly relates to the Measure JJ Bond Building Fund. That report is an integral part of our audit of the Measure JJ Bond Building Fund of Solana Beach School District, as of and for the year ended June 30, 2017, and should be considered in assessing the results of our financial audit.

*Christy White Associates*

San Diego, California

February 28, 2018

**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Schedule of Findings and Recommendations  
For the Year Ended June 30, 2017**

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**PART I – SUMMARY OF AUDITORS' RESULTS**

**FINANCIAL STATEMENTS**

Type of auditors' report issued	<u>Unmodified</u>
Internal control over financial reporting:	
Material weakness(es) identified?	<u>No</u>
Significant deficiency(ies) identified?	<u>Yes</u>
Non-compliance material to the financial statements?	<u>No</u>

**PERFORMANCE AUDIT**

Internal control over financial reporting:	
Material weakness(es) identified?	<u>No</u>
Significant deficiency(ies) identified?	<u>None Reported</u>
Type of auditors' report issued on performance for local school construction bonds:	<u>Unmodified</u>

**PART II – FINANCIAL STATEMENT FINDINGS**

**FINDING #2017-001: ACCOUNTS PAYABLE ACCRUALS**

**Criteria:** Accrual accounting requires that expenditures be recorded in the period in which they are incurred. Internal controls should be implemented to ensure that accounting transactions are recorded in the proper period and follow proper accrual accounting standards.

**Condition:** During testing for unrecorded liabilities, we noted the following expenditures for services performed prior to June 30, 2017 that should have been recorded as accrued liabilities as of the balance sheet date.

- McCarthy Building Companies, Inc. invoice in the amount of \$498,262.
- Balfour Beatty Construction invoice in the amount of \$1,201,140.

**Effect:** Misstatements of accounts payable liabilities in the amount of \$1,699,402. The balances presented in the Financial Section reflect the adjustments noted above.

**Cause:** Inadequate controls over recording of accounts payable during the year-end closing process.

**Recommendation:** We recommend that the District implement sufficient and appropriate internal control procedures to ensure that transactions are recorded in the proper accounting period.

**SOLANA BEACH SCHOOL DISTRICT  
MEASURE JJ BOND BUILDING FUND  
Schedule of Findings and Recommendations  
For the Year Ended June 30, 2017**

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**District Response:** The two invoices that should have been accrued for the 2016-17 fiscal year, were unfortunately paid in the 2017-18 fiscal year. The invoice dates were not caught to accurately accrue the invoices. These should have been caught and were an oversight by the business department. In the future, the business department will have a second person look over the invoices that are being paid in June and July to check for dates that should be accurately reflected as an accrual.



### **PART III – STATE PERFORMANCE FINDINGS**

There were no findings or recommendations related to local school construction bonds in 2016-17.

### **PART IV – PRIOR AUDIT FINDINGS**

There were no prior year findings or recommendations as the year ended June 30, 2017 was the first year of operation for the Measure JJ bond program.

## **Exhibit D**

### **1. Certification of Expenses and Prevailing Wage**

All workers employed on public works projects must be paid the prevailing wage determined by the Director of the Department of Industrial Relations, according to the type of work and location of the project. The prevailing wage rates are usually based on rates specified in collective bargaining agreements.

Public works in general means:

- Construction, alteration, demolition, installation, or repair work done under contract and paid in whole or in part out of public funds.
- It can include preconstruction and post-construction activities related to a public works project.
- For a full definition of public works refer to [Labor Code section 1720](#).

Exception: Project inspectors approved by the Division of State Architect (DSA) are subject to registration; however, there is no craft that claims this work, and prevailing wages are not required for DSA-approved project inspectors on Public Works.

Solana Beach School District strictly adheres to the prevailing wage requirement for all public works projects.

