

SACRAMENTO CITY UNIFIED SCHOOL DISTRICT

**MEASURE R GENERAL OBLIGATION BONDS
PERFORMANCE AUDIT**

June 30, 2020

SACRAMENTO CITY UNIFIED SCHOOL DISTRICT

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PERFORMANCE AUDIT
June 30, 2020

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INDEPENDENT AUDITOR'S REPORT

Board of Education
Sacramento City Unified School District
Sacramento, California

We have conducted a performance audit of the Sacramento City Unified School District (the "District") Measure R General Obligation Bond funds for the year ended June 30, 2020.

We conducted our performance audit in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our conclusion based on our audit objectives. We believe the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Our audit was limited to the objectives listed on page 5 of this report which includes determining the compliance with the performance requirements for the Proposition 39 Measure R General Obligation Bonds 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 Sacramento City Unified School District's compliance with those requirements.

Solely to assist us in planning and performing our performance audit, we obtained an understanding of the internal controls of Sacramento City Unified School District to determine the audit procedures that are appropriate for the purpose of providing a conclusion on the District's compliance with the requirements of Proposition 39, as specified by Section 1(b)(3)(C) of Article XIII A of the California Constitution, but not for the purpose of expressing an opinion on the effectiveness of internal control. Accordingly, we do not express any assurance on the internal control.

The results of our procedures indicated that, in all significant respects, Sacramento City Unified School District expended Measure R General Obligation Bond funds for the year ended June 30, 2020 only for the specific projects developed by the District's Governing Board and approved by the voters, in accordance with the requirements of Proposition 39, as specified by Section 1(b)(3)(C) of Article XIII A of the California Constitution.


Crowe LLP

Sacramento, California
May 10, 2021

SACRAMENTO CITY UNIFIED SCHOOL DISTRICT
MEASURE R GENERAL OBLIGATION BONDS
BACKGROUND INFORMATION
June 30, 2020

LEGISLATIVE HISTORY

On November 7, 2000, California voters approved Proposition 39, the Smaller Classes, Safer Schools and Financial Accountability Act. Proposition 39 amended portions of the California Constitution to provide for the issuance of general obligation bonds by school districts, "for the construction, reconstruction, rehabilitation or replacement of school facilities, including the furnishing and equipping of school facilities, or the acquisition or lease of real property for school facilities," upon approval by 55% of the electorate.

Education Code Section 15278 provides additional accountability measures:

1. A requirement that the school district establish and appoint members to an independent citizens' oversight committee.
2. A requirement that the school district expend bond funds only for the purposes described in Section 1(b)(3) of Article XIII A of the California Constitution, and ensuring that no funds are used for any teacher or administrative salaries or other school operating expenses.
3. A requirement to conduct an annual independent performance audit required by Section 1(b)(3)C of Article XIII A of the California Constitution.
4. A requirement to conduct an annual independent financial audit required by Section 1(b)(3)D of Article XIII A of the California Constitution.

SACRAMENTO CITY UNIFIED SCHOOL DISTRICT MEASURE R GENERAL OBLIGATION BONDS

On November 6, 2012, the electorate of Sacramento City Unified School District approved the \$68 million "Measure R" General Obligation Bonds with greater than 55% of the qualified votes in favor. A summary of the text of the ballot language was as follows:

"To improve the health and safety of children, repair playgrounds and playfields to meet modern safety standards, improve physical education facilities and bathrooms, improve irrigation systems and water drainage to reduce water consumption, remove asbestos, lead paint and other unsafe conditions and to upgrade kitchen facilities to improve nutrition and nutritional education for \$68 million of bonds, with independent Citizen's Oversight and no money for administrator salaries."

BOND PROJECT LIST

Health & Safety Improvements

Improve the overall health and safety experience for students in the School District at all District sites through code, life safety and maintenance improvements at outdoor activity areas and fields, gymnasiums and multi-use facilities, including, but not limited to, the following:

- Modernize and upgrade playgrounds, playfields and equipment;
- Improve security and safety, including updating lighting and communications systems, fencing, gates and classroom door locks;
- Repair or replace sidewalks, concrete, and asphalt surfaces, including restriping of playgrounds;
- Renovate, rehabilitate or replace bleachers, athletic fields and add landscaping, including trees for shading;
- Upgrade, repair and rehabilitate bathrooms, floors, walls, ceilings, leaky roofs, gutters, and doors;
- Update, repair and renovate heating, ventilation and air conditioning equipment;
- Improve energy efficiency;

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SACRAMENTO CITY UNIFIED SCHOOL DISTRICT
MEASURE R GENERAL OBLIGATION BONDS
BACKGROUND INFORMATION
June 30, 2020

BOND PROJECT LIST (Continued)

- Repair and upgrade drinking fountains and leaky fixtures, irrigation and storm water drainage systems; and
- Improve disabled accessibility to meet current health, safety and instructional standards.

Student Health & Nutrition

Improve the overall health and nutritional experience for students in the School District, construct central kitchen facilities that will serve more students, improve efficiency, increase Revenues, provide better meals with standardized and healthier menus and improved services, convert kitchens at all elementary schools to support a nutritional food service program, in which projects, including, but not limited to the following:

- Construct Centralized Nutrition Center to serve student population;
- Upgrade elementary and K-8 school site kitchens.

Furnishings & Equipment

Project Costs for furnishings and equipment for some or all of the within-identified School District campuses may include, but are not limited to, some or all of the following: security, safety and communication systems and equipment; window and floor coverings (including tiles and carpeting); kitchen equipment; improvements and furnishings; and/or other electronic equipment and systems.

Each project listed is assumed to include its share of costs of the election and bond issuance and other construction-related costs, such as construction management, architectural, engineering, inspection and other planning costs, legal, accounting and similar fees, independent annual financial and performance audits, a customary construction contingency, and other costs incidental to and necessary for completion of the listed projects (whether work is performed by the District or by third parties), including:

- Remove, dispose of, and otherwise remediate hazardous materials, including asbestos, lead, etc., where necessary.
- Address unforeseen conditions revealed by construction/modernization (including plumbing or gas line breaks, dry rot, seismic, structural, etc.).
- Site preparation/restoration in connection with new construction, renovation or remodeling, or installation or removal of relocatable classrooms, including ingress and egress, demolition of existing structures, removing, replacing, or installing irrigation and drainage, utility lines (such as gas lines, water lines, electrical lines, sewer lines, and communication lines), trees and landscaping, relocating fire access roads, traffic lights and mitigation, and acquiring any necessary easements, licenses, or rights of way to the property.
- Rental or construction of storage facilities and other space on an interim basis, as needed to accommodate construction materials, equipment, and personnel, and interim classrooms (including relocatables) for students and school functions or other storage for classroom materials displaced during construction.

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SACRAMENTO CITY UNIFIED SCHOOL DISTRICT
MEASURE R GENERAL OBLIGATION BONDS
BACKGROUND INFORMATION
June 30, 2020

BOND PROJECT LIST (Continued)

- Acquisition of any of the facilities on the Bond Project List through temporary lease or lease purchase arrangements, or execute purchase option under a lease for any of these authorized facilities.
- Furnishing and equipping of existing and newly constructed, modernized or rehabilitated classrooms and facilities on an ongoing basis, including to replace worn, broken, or out-of-date furniture and equipment for all classrooms, athletic facilities and other facilities, as needed.

For any project involving renovation, modernization, remodeling or rehabilitation of a building or the major portion of a building, the District may proceed with new replacement construction instead (including any necessary demolition), if the Board of Education determines that replacement and new construction is more practical than rehabilitation and renovation, considering the building's age, condition, expected remaining life, comparative cost, and other relevant factors.

The Bond Project List shall be considered a part of the ballot proposition, and shall be reproduced in any official document required to contain the full statement of the bond proposition.

Bond Issuances: On June 27, 2013, the District issued 2013 General Obligation Bonds, Series A and 2013 General Obligation Bonds, Series B, totaling \$30,000,000 and \$40,000,000, respectively of which \$27,100,000 related to Measure R and \$42,900,000 related to Measure Q. On May 25, 2017 the District issued 2017 General Obligation Bonds Series C totaling \$10,000,000. On November 21, 2019 the District issued 2019 General Obligation Bonds Series D totaling \$30,900,000. The Bond proceeds are intended for the purposes of the two bond measures passed by voters on November 6, 2012, Measure Q and Measure R.

The bonds are general obligations of the District, and Sacramento County is obligated to levy ad valorem taxes for the payment of and interest on, the principal of the bonds. The Bond Interest and Redemption Fund is maintained by the County Treasurer and is used to account for both the accumulation of resources from ad valorem tax levies and the payment of interest and redemption of principal of the bonds issued by the District.

SACRAMENTO CITY UNIFIED SCHOOL DISTRICT
MEASURE R GENERAL OBLIGATION BONDS
OBJECTIVES, SCOPE, METHODOLOGY AND CONCLUSION
June 30, 2020

OBJECTIVES

The objective of our performance audit was to determine that the District expended Measure R General Obligation Bond funds for the year ended June 30, 2020 only for the purposes approved by the voters and only on the specific projects developed by the District's Board of Trustees, in accordance with the requirements of Proposition 39, as specified by Section 1(b)(3)C of Article XIII A of the California Constitution.

SCOPE

The District provided to us a list of all Measure R General Obligation Bond projects and specific expenditures for the year ended June 30, 2020 (the "List"). A total of \$20,781,793 in expenditures from July 1, 2019 through June 30, 2020 were identified.

METHODOLOGY

We performed the following procedures to the List of Measure R General Obligation Bond project expenditures for the year ended June 30, 2020:

- Verified the mathematical accuracy of the List.
- Reconciled the List to total bond expenditures as reported by the District in the District's audited Measure R General Obligation Bonds financial statements for the year ended June 30, 2020.
- Selected a sample of non-payroll expenditures totaling \$18,069,735 and payroll expenditures of \$187,441. The sample was selected to provide a representation across specific construction projects, vendors and expenditure amounts. The sample represented 88% of the total expenditure value. Verified that the funds were generally expended for the construction, renovation, furnishing, and equipping of school facilities constituting authorized bond projects as authorized by the governing board. We also verified that the funds used to pay the salaries of district employees were allowable per Opinion 04-110 issued on November 9, 2004 by the State of California Attorney General.

CONCLUSION

The results of our procedures indicated that, in all significant respects, Sacramento City Unified School District expended Measure R General Obligation Bond funds for the year ended June 30, 2020 only for the specific projects developed by the District's Governing Board and approved by the voters, in accordance with the requirements of Proposition 39, as specified by Section 1(b)(3)(C) of Article XIII A of the California Constitution.

SACRAMENTO CITY UNIFIED SCHOOL DISTRICT
MEASURE R GENERAL OBLIGATION BONDS
SCHEDULE OF SPECIFIC EXPENDITURES TESTED
June 30, 2020

<u>Vendor</u>	<u>Date</u>	<u>Amount</u>
1. Roebbelen Contracting	08/29/19	\$ 1,918,763
2. Roebbelen Contracting	09/26/19	2,378,395
3. Roebbelen Contracting	10/24/19	1,552,469
4. Roebbelen Contracting	11/21/19	961,959
5. Roebbelen Contracting	01/30/20	1,860,110
6. Roebbelen Contracting	02/27/20	1,064,197
7. Roebbelen Contracting	04/15/20	968,412
8. Roebbelen Contracting	04/29/20	1,458,160
9. Roebbelen Contracting	04/29/20	1,610,444
10. Roebbelen Contracting	06/03/20	1,091,351
11. Roebbelen Contracting	06/30/20	1,785,442
12. Roebbelen Contracting	06//30/20	1,384,525
13. HMC Architects	06/10/20	<u>35,507</u>
		<u>\$ 18,069,735</u>
