

SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT

**BUILDING FUND (MEASURE J)
FINANCIAL AND PERFORMANCE AUDITS**

JUNE 30, 2016

SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT

**BUILDING FUND (MEASURE J)
FINANCIAL AUDIT**

JUNE 30, 2016

**SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
BUILDING FUND (MEASURE J)**

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FINANCIAL SECTION



INDEPENDENT AUDITOR'S REPORT

Governing Board and
Citizens Oversight Committee
South San Francisco Unified School District
South San Francisco, California

Report on the Financial Statements

We have audited the accompanying financial statements of the South San Francisco Unified School District's (the District), Building Fund (Measure J), as of and for the year ended June 30, 2016, 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 statement 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*, 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 of 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 financial statements, whether due to error or fraud. In making those risk assessments, the auditor considers internal control relevant to the District'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 District's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting principles used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall financial statement presentation.

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

Opinion

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Building Fund (Measure J) of the South San Francisco Unified School District at June 30, 2016, and the changes in financial position 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 1, the financial statements present only the Building Fund specific to Measure J, and are not intended to present fairly the financial position and changes in financial position of South San Francisco Unified School District 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 14, 2017, on our consideration of the District Building Fund's (Measure J) 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 the 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 Building Fund's (Measure J) internal control over financial reporting and compliance.



Rancho Cucamonga, California
February 14, 2017

**SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
BUILDING FUND (MEASURE J)**

**BALANCE SHEET
JUNE 30, 2016**

ASSETS

Deposits and investments	\$ 25,529,969
Accounts receivable	56,841
Prepaid expenses	7,996
Other current assets	<u>52,256</u>
Total Assets	<u><u>\$ 25,647,062</u></u>

LIABILITIES AND FUND BALANCE

Liabilities:

Accounts payable	\$ 97,911
Due to other funds	<u>27,771</u>
Total Liabilities	<u>125,682</u>

Fund Balance:

Restricted	<u>25,521,380</u>
Total Liabilities and Fund Balance	<u><u>\$ 25,647,062</u></u>

The accompanying notes are an integral part of these financial statements.

**SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
BUILDING FUND (MEASURE J)**

**STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES
IN FUND BALANCE
FOR THE YEAR ENDED JUNE 30, 2016**

REVENUES

Local income	
Interest income	<u>\$ 246,073</u>

EXPENDITURES

Current	
Salaries and benefits	223,043
Supplies	
Materials	1,488
Services	
Mileage	20
Other Services	814
Capital outlay	
Surveys	17,435
Architect fees	253,684
DSA plan check fees	32,276
Other cost planning	153,891
Construction contractor	13,750,839
Construction management fees	46,779
Hazardous waste testing	18,939
Other costs construction	99,412
Interim housing	45,256
Labor compliance program	27,635
Construction testing	46,220
Inspections	400,130
Furniture and equipment	1,133,149
Furniture and technology	401,213
Total Expenditures	<u>16,652,223</u>

OTHER FINANCING SOURCES

Other sources - proceeds from bond issuance	<u>1,044,774</u>
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NET CHANGE IN FUND BALANCE	(15,361,376)
FUND BALANCE - BEGINNING	<u>40,882,756</u>
FUND BALANCE - ENDING	<u><u>\$ 25,521,380</u></u>

The accompanying notes are an integral part of these financial statements.

SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT BUILDING FUND (MEASURE J)

NOTE TO SUPPLEMENTARY INFORMATION JUNE 30, 2016

NOTE 1 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

The accounting policies of the South San Francisco Unified School District's (the District) Building Fund (Measure J) conform to accounting principles generally accepted in the United States of America as prescribed by the Governmental Accounting Standards Board (GASB) and the American Institute of Certified Public Accountants. The South San Francisco Unified School District Building Fund accounts for financial transactions in accordance with the policies and procedures of the California School Accounting Manual.

Financial Reporting Entity

The financial statements include only the Building Fund of the South San Francisco Unified School District used to account for General Obligation Bonds, Measure J projects. This Fund was established to account for the expenditures of general obligation bonds issued under the General Obligation Bonds, Measure J. These financial statements are not intended to present fairly the financial position and results of operations of the South San Francisco Unified School District in compliance with accounting principles generally accepted in the United States of America.

Fund Accounting

The operations of the Building Fund are accounted for in a separate set of self-balancing accounts that comprise its assets, liabilities, fund balance, revenues, and expenditures. Resources are allocated to and accounted for in the fund based upon the purpose for which they are to be spent and the means by which spending activities are controlled.

Basis of Accounting

The Building Fund is accounted for using a flow of current financial resources measurement focus and the modified accrual basis of accounting. With this measurement focus, only current assets and current liabilities generally are included on the balance sheet. The statement of revenues, expenditures, and changes in fund balance reports on the sources (revenues and other financing sources) and uses (expenditures and other financing uses) of current financial resources.

Budgets and Budgetary Accounting

Annual budgets are adopted on a basis consistent with accounting principles generally accepted in the United States of America for all governmental funds. The District's governing board adopts an operating budget no later than July 1 in accordance with State law. A public hearing must be conducted to receive comments prior to adoption. The District's governing board satisfied these requirements. The Board revises this budget during the year to give consideration to unanticipated revenue and expenditures primarily resulting from events unknown at the time of budget adoption. The District employs budget control by minor object and by individual appropriation accounts. Expenditures cannot legally exceed appropriations by major object account.

SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT BUILDING FUND (MEASURE J)

NOTE TO SUPPLEMENTARY INFORMATION JUNE 30, 2016

Encumbrances

The District utilizes an encumbrance accounting system under which purchase orders, contracts and other commitments for the expenditure of monies are recorded in order to reserve that portion of the applicable appropriation. Encumbrances are liquidated when the commitments are paid and all outstanding encumbrances are liquidated at June 30 since they do not constitute expenditures or liabilities.

Fund Balances – Building Fund

As of June 30, 2016, the fund balance of the Building Fund (Measure J) is classified as follows:

Restricted - amounts that can be spent only for specific purposes because of constitutional provisions or enabling legislation or because of constraints that are externally imposed by creditors, grantors, contributors, or the laws or regulations of other governments.

Spending Order Policy

When an expenditure is incurred for purposes for which both restricted and unrestricted fund balance is available, the District considers restricted funds to have been spent first. When an expenditure is incurred for which committed, assigned, or unassigned fund balances are available, the District considers amounts to have been spent first out of committed funds, then assigned funds, and finally unassigned funds, as needed, unless the governing board has provided otherwise in its commitment or assignment actions.

Use of Estimates

The preparation of financial statements in conformity with accounting principles generally accepted in the United States of America 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/expenses during the reporting period. Actual results could differ from those estimates.

Change in Accounting Principles

In February 2015, the GASB issued Statement No. 72, *Fair Value Measurement and Application*. This Statement addresses accounting and financial reporting issues related to fair value measurements. The definition of *fair value* is the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date. This Statement provides guidance for determining a fair value measurement for financial reporting purposes. This Statement also provides guidance for applying fair value to certain investments and disclosures related to all fair value measurements.

The District has implemented the provisions of this Statement as of June 30, 2016.

SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT BUILDING FUND (MEASURE J)

NOTE TO SUPPLEMENTARY INFORMATION JUNE 30, 2016

In June 2015, the GASB issued Statement No. 76, *The Hierarchy of Generally Accepted Accounting Principles for State and Local Governments*. The objective of this Statement is to identify—in the context of the current governmental financial reporting environment—the hierarchy of generally accepted accounting principles (GAAP). The "GAAP hierarchy" consists of the sources of accounting principles used to prepare financial statements of state and local governmental entities in conformity with GAAP and the framework for selecting those principles. This Statement reduces the GAAP hierarchy to two categories of authoritative GAAP and addresses the use of authoritative and non-authoritative literature in the event that the accounting treatment for a transaction or other event is not specified within a source of authoritative GAAP.

This Statement supersedes Statement No. 55, *The Hierarchy of Generally Accepted Accounting Principles for State and Local Governments*.

The District has implemented the provisions of this Statement as of June 30, 2016.

In December 2015, the GASB issued Statement No. 79, *Certain External Investment Pools and Pool Participants*. This Statement addresses accounting and financial reporting for certain external investment pools and pool participants. Specifically, it establishes criteria for an external investment pool to qualify for making the election to measure all of its investments at amortized cost for financial reporting purposes. An external investment pool qualifies for that reporting if it meets all of the applicable criteria established in this Statement. The specific criteria address (1) how the external investment pool transacts with participants; (2) requirements for portfolio maturity, quality, diversification, and liquidity; and (3) calculation and requirements of a shadow price. Significant noncompliance prevents the external investment pool from measuring all of its investments at amortized cost for financial reporting purposes. Professional judgment is required to determine if instances of noncompliance with the criteria established by this Statement during the reporting period, individually or in the aggregate, were significant.

If an external investment pool does not meet the criteria established by this Statement, that pool should apply the provisions in paragraph 16 of Statement No. 31, *Accounting and Financial Reporting for Certain Investments and for External Investment Pools*, as amended. If an external investment pool meets the criteria in this Statement and measures all of its investments at amortized cost, the pool's participants also should measure their investments in that external investment pool at amortized cost for financial reporting purposes. If an external investment pool does not meet the criteria in this Statement, the pool's participants should measure their investments in that pool at fair value, as provided in paragraph 11 of Statement No. 31, as amended.

This Statement establishes additional note disclosure requirements for qualifying external investment pools that measure all of their investments at amortized cost for financial reporting purposes and for governments that participate in those pools. Those disclosures for both the qualifying external investment pools and their participants include information about any limitations or restrictions on participant withdrawals.

The District has implemented the provisions of this Statement as of June 30, 2016.

**SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
BUILDING FUND (MEASURE J)**

**NOTE TO SUPPLEMENTARY INFORMATION
JUNE 30, 2016**

NOTE 2 - DEPOSITS AND INVESTMENTS

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.

Investment 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.

General Authorizations

Limitations as they relate to interest rate risk, credit risk, and concentration of credit risk are indicated in the schedules below:

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

**SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
BUILDING FUND (MEASURE J)**

**NOTE TO SUPPLEMENTARY INFORMATION
JUNE 30, 2016**

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 San Mateo County Treasury Investment Pool. The District maintains a building fund investment of \$25,529,969 with the San Mateo County Treasury Investment Pool, with an average maturity of 369 days.

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 District's investment in the San Mateo County Investment Pool is not required to be rated, nor has it been rated as of June 30, 2016.

Investment Type	Fair Value	Minimal Legal Rating	Moody's Rating as of Year End Aaa
San Mateo County Investment Pool	\$ 25,608,901	*	\$ 25,608,901

* Not required to be rated

NOTE 3 - 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 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.

**SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
BUILDING FUND (MEASURE J)**

**NOTE TO SUPPLEMENTARY INFORMATION
JUNE 30, 2016**

Uncategorized - Investments in the San Mateo County Treasury Investment Pool are not measured using the input levels above because 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.

The District's fair value measurements are as follows at June 30, 2016:

<u>Investment Type</u>	<u>Reported Amount</u>	<u>Uncategorized</u>
San Mateo County Treasury Investment Pool	<u>\$ 25,529,969</u>	<u>\$ 25,608,901</u>

NOTE 4 - ACCOUNTS RECEIVABLE

Accounts receivable at June 30, 2016, consisted of the following:

Interest	<u>\$ 56,841</u>
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NOTE 5 - ACCOUNTS PAYABLE

Accounts payable at June 30, 2016, consisted of the following:

Services	\$ 814
Construction	97,097
Total Accounts Payable	<u>\$ 97,911</u>

NOTE 6 - COMMITMENTS AND CONTINGENCIES

As of June 30, 2016, the Building Fund (Measure J) had the following commitments with respect to unfinished projects:

<u>Capital Project</u>	<u>Estimated Construction Commitment</u>	<u>Expected Date of Completion</u>
Buri Buri Elementary	\$ 7,800,000	June 2018
Parkway Middle	2,800,000	December 2017
Total	<u>\$ 10,600,000</u>	

Litigation

The District is not currently a party to any legal proceedings.

INDEPENDENT AUDITOR'S REPORT



**INDEPENDENT AUDITOR'S 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***

Governing Board and
Citizens Oversight Committee
South San Francisco Unified School District
South San Francisco, 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 accompanying financial statements of the South San Francisco Unified School District (the District) Building Fund (Measure J), as of and for the year ended June 30, 2016, and the related notes to the financial statements, and have issued our report thereon dated February 14, 2017.

Emphasis of Matter

As discussed in Note 1, the financial statements present only the Building Fund specific to Measure J, and are not intended to present fairly the financial position and changes in financial position of South San Francisco Unified School District in accordance with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

Internal Control Over Financial Reporting

In planning and performing our audit, we considered South San Francisco Unified School District's internal control over financial reporting (internal control) to determine the audit auditing 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 South San Francisco Unified School District's internal control over financial reporting. Accordingly, we do not express an opinion on the effectiveness of the South San Francisco Unified School District's Building Fund 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 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.

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, significant deficiencies, or material weaknesses. 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 deficiencies in internal control, described in the accompanying Schedule of Findings and Questioned Costs as item 2016-001 that we consider to be a significant deficiency.

Compliance and Other Matters

As part of obtaining reasonable assurance about whether South San Francisco Unified School District's Building Fund (Measure J) 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 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.



Rancho Cucamonga, California
February 14, 2017

SCHEDULE OF FINDINGS AND QUESTIONED COSTS

**SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
BUILDING FUND (MEASURE J)**

**FINANCIAL STATEMENT FINDINGS
JUNE 30, 2016**

The following findings represent significant deficiencies and/or instances of noncompliance related to the financial statements that are required to be reported in accordance with *Government Auditing Standards*. The findings have been coded as follows:

<u>Five Digit Code</u>	<u>AB 3627 Finding Type</u>
30000	Internal Control

Purchasing Deficiency – Lease-Leaseback

2016-001 30000

Criteria or Specific Requirements

The lease-leaseback construction delivery method, as authorized in Education Code 17406, has historically been construed to afford school districts with greater freedom than traditional delivery methods when selecting a general contractor. Instead of soliciting and accepting the lowest responsive bid for a given project, as generally required under public contract code, a district can consider and contract with prospective builders on the basis of its own review procedures assuming certain other legal requirements are met. This delivery method reduces the potential for competition, and many school districts therefore implement a competitive selection process, such as a request for proposals, when awarding lease-leaseback contracts. On the other hand, lease-leasebacks have the advantage of establishing a guaranteed maximum sum to help prevent cost overruns, and lease-leasebacks have been credited with promoting a collaborative, teamwork-oriented approach to projects among the designer, builder, and owner, particularly in the planning and design phases.

Condition

All of Measure J's sixteen modular construction projects were awarded to Project Frog (a modular building company) using a competitive selection process. However, critical selection criteria appears to have been absent from this process because Project Frog did not have the general contractor qualifications and bonding capacity to perform the projects. Once this was discovered, USS Cal Builders was quickly selected as a general contractor tasked with oversight of all of Project Frog's work. This positioned Project Frog as a subcontractor to USS Cal Builders.

Questioned costs

There were no questioned costs associated with the condition identified.

Context

The condition was identified through the course of our review and assessment of the District's forensic examination report on its Measure J Bond Program.

**SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
BUILDING FUND (MEASURE J)**

**FINANCIAL STATEMENT FINDINGS
JUNE 30, 2016**

Effect

As a result of the condition identified, the general contractor appears to have not performed an adequate competitive selection process to determine if the vendor was qualified to perform the proposed scope of work on-behalf of the District.

Cause

The District has experienced a considerable turn-over in the most recent years, including personnel with adequate knowledge over purchasing regulations procedures. Subsequently, sites/departments have taken up decentralized purchasing responsibilities. The District has recently attempted to remedy its personnel problem over its purchasing functions by hiring a purchasing clerk. However, it appears that the purchasing clerk hired by the District lacks the necessary experience and knowledge. As a result, it appears that the lack of centralized purchasing procedures combined with the potential lack of knowledge have aggregately created the condition identified above.

Recommendation

The District should strongly consider centralizing all purchasing related activities and all purchasing related activities and responsibilities should be directly delegated to the District's Purchasing Department. More importantly, the District should consider recruiting an employee that has a comprehensive knowledge of regulations and procedures pertaining to purchasing and any additional employees to have an effective purchasing function at the District. Additionally, the District should develop comprehensive policies and procedures over discretionary construction vendor selection that expands the pool of bidders which would increase the competitiveness of the selection process.

Corrective Action Plan

The District agrees with the recommendation on the need for additional staff in Purchasing, specifically someone with comprehensive knowledge of regulations and procedures pertaining to purchasing and the Public Contract Code (PCC) in order to have an effective purchasing functions in the District. In addition, the District will be sending staff to workshops to be trained, who will then share the information with the site and department staff.

**SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
BUILDING FUND (MEASURE J)**

**SUMMARY SCHEDULE OF PRIOR YEAR AUDIT FINDINGS
JUNE 30, 2016**

There were no audit findings reported in the prior year's schedule of financial statement findings.

SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT

**BUILDING FUND (MEASURE J)
PERFORMANCE AUDIT**

JUNE 30, 2016

**SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
BUILDING FUND (MEASURE J)**

**PERFORMANCE AUDIT
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JUNE 30, 2016**

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INDEPENDENT AUDITOR'S REPORT ON PERFORMANCE

Governing Board and
Citizens Oversight Committee
South San Francisco Unified School District
South San Francisco, California

We were engaged to conduct a performance audit of the South San Francisco Unified School District (the District), Building Fund (Measure J) for the year ended June 30, 2016.

We conducted this performance audit in accordance with the standards applicable to performance 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 sufficient, appropriate evidence to provide a reasonable basis for our conclusion based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our conclusions based on our audit objectives.

Our audit was limited to the objectives listed within the report which includes determining the District's compliance with the performance requirements as referred to in Proposition 39 and outlined in Article XIII A, Section 1(b)(3)(C) of the California Constitution. Management is responsible for the District's compliance with those requirements.

In planning and performing our performance audit, we obtained an understanding of the District's internal control in order to determine if the internal controls were adequate to help ensure the District's compliance with the requirements of Proposition 39 and outlined in Article XIII A, Section 1(b)(3)(C) of the California Constitution. Accordingly, we do not express an opinion on the effectiveness of the District's internal control.

The results of our tests indicated that the District expended Building Fund (Measure J) funds only for the specific projects approved by the voters, in accordance with Proposition 39 and outlined in Article XIII A, Section 1(b)(3)(C) of the California Constitution.

Rancho Cucamonga, California
February 14, 2017

SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT BUILDING FUND (MEASURE J)

JUNE 30, 2016

AUTHORITY FOR ISSUANCE

The General Obligation Bonds, Measure J Bonds are issued pursuant to the Constitution and laws of the State of California (the State), including the provisions of Chapters 1 and 1.5 of Part 10 of the California Education Code, and other applicable provisions of law. The Bonds are authorized to be issued by a resolution adopted by the Board of Supervisors of the County on August 4, 2010 (the Resolution), pursuant to a request of the District made by a resolution adopted by the Board of Education of the District on August 4, 2010.

The District received authorization at an election held on November 2, 2010, to issue bonds of the District in an aggregate principal amount not to exceed \$162,000,000 to finance specific construction and renovation projects approved by eligible voters within the District. The proposition required approval by at least 55 percent of the votes cast by eligible voters within the District (the 2010 Authorization). The Bonds represent the first series of the authorized bonds to be issued under the 2010 Authorization.

PURPOSE OF ISSUANCE

The general obligation bond funds of the District would be used to provide safe, modern classrooms and educational support facilities by replacing deteriorated portable classrooms with permanent classrooms; repairing deteriorated roofs; providing disabled students access; upgrading science labs, libraries, technology and restrooms; enhancing safety, fire detection and security systems; improving energy efficiency; replacing outdated electrical, plumbing, and heating systems, shall South San Francisco Unified School District issue \$162,000,000 in bonds at legal interest rates, with citizen oversight, annual audits, no money for administrators' salaries, and all funds benefiting local schools

AUTHORITY FOR THE AUDIT

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, community college districts, or county offices of education, "for the construction, reconstruction, rehabilitation, or replacement of school facilities, including the furnishing and equipping of school facilities, or the acquisition or lease of rental property for school facilities", upon approval by 55 percent of the electorate. In addition to reducing the approval threshold from two-thirds to 55 percent, Proposition 39 and the enacting legislation (AB 1908 and AB 2659) requires the following accountability measures as codified in *Education Code* Sections 15278-15282:

1. Requires that the proceeds from the sale of the bonds be used only for the purposes specified in Article XIII A, Section 1(b)(3)(C) of the California Constitution, and not for any other purpose, including teacher and administrator salaries and other school operating expenses.
2. The school district must list the specific school facilities projects to be funded in the ballot measure, and must certify that the governing board has evaluated safety, class size reduction and information technology needs in developing the project list.
3. Requires the school district to appoint a citizen's oversight committee.

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4. Requires the school district to conduct an annual independent financial audit and performance audit in accordance with the *Government Auditing Standards* issued by the Comptroller General of the United States of the bond proceeds until all of the proceeds have been expended.
5. Requires the school district to conduct an annual independent performance audit to ensure that the funds have been expended only on the specific projects listed.

OBJECTIVES OF THE AUDIT

1. Determine whether expenditures charged to the Building Fund have been made in accordance with the bond project list approved by the voters through the approval of General Obligation Bonds, Measure J.
2. Determine whether salary transactions, if any, charged to the Building Fund were in support of General Obligation Bonds, Measure J and not for District general administration or operations.

SCOPE OF THE AUDIT

The scope of our performance audit covered the period of July 1, 2015 to June 30, 2016. The population of expenditures tested included all object and project codes associated with the bond projects. The propriety of expenditures for capital projects and maintenance projects funded through other State or local funding sources, other than proceeds of the bonds, were not included within the scope of the audit. Expenditures incurred subsequent to June 30, 2016, 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 period July 1, 2015 through June 30, 2016, for the Building Fund (Measure J). Within the fiscal year audited, we obtained the actual invoices and other supporting documentation for a sample of expenditures to ensure compliance with the requirements of Article XIII A, Section 1(b)(3)(C) of the California Constitution and Measure J as to the approved bond projects list. We performed the following procedures:

1. We selected a sample of expenditures for the period starting July 1, 2015 and ending June 30, 2016, and reviewed supporting documentation to ensure that such funds were properly expended on the specific projects listed in the ballot text.
2. Our sample included 40 transactions and all payroll transactions totaling \$12,802,120. This represents 77 percent of the total expenditures of \$16,652,223, including expenditures related to transferred funds.
3. We verified that funds from the Building Fund (Measure J) were generally expended for the construction, renovation, furnishing and equipping of District facilities constituting authorized bond projects.

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CONCLUSION

The results of our tests indicated that, in all significant respects, the South San Francisco Unified School District has properly accounted for the expenditures held in the Building Fund (Measure J) and that such expenditures were made for authorized Bond projects. Further, it was noted that funds held in the Building (Measure J), and expended by the District, were used for salaries of administrators only to the extent they perform administrative oversight work on construction projects as allowable per Opinion 04-110 issued on November 9, 2004, by the State of California Attorney General.

**SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
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**SCHEDULE OF FINDINGS AND QUESTIONED COSTS
JUNE 30, 2016**

None reported.

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**SUMMARY SCHEDULE OF PRIOR YEAR AUDIT FINDINGS
JUNE 30, 2016**

There were no audit findings reported in the prior year's schedule of financial statement findings.