

**MEASURE “S” GENERAL OBLIGATION  
BOND BUILDING FUND OF  
ORANGE UNIFIED SCHOOL DISTRICT  
AUDIT REPORT  
For the Fiscal Year Ended  
June 30, 2020**

**NIGRO  
& NIGRO<sup>PC</sup>**

**MEASURE “S” GENERAL OBLIGATION BOND BUILDING FUND OF  
ORANGE UNIFIED SCHOOL DISTRICT**

*For the Fiscal Year Ended June 30, 2020*

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*Financial Section*

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**MEASURE “S” GENERAL OBLIGATION BOND BUILDING FUND OF  
ORANGE UNIFIED SCHOOL DISTRICT**

*Introduction and Citizens’ Oversight Committee Member Listing  
June 30, 2020*

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Orange Unified School District (the District) consists of 26 elementary schools, one K-8 school, three middle schools, four high schools, and three alternative schools supported by a District Office and an operations center. The District serves approximately 27,000 students.

On November 8, 2016, the voters of the Orange Unified School District approved by more than 55% Measure “S”, authorizing the issuance and sale of \$288,000,000 of general obligation bonds. On June 27, 2018, the District issued Series A of the Election of 2016 General Obligation bonds in the amount of \$188,000,000. The bonds were issued to finance the construction and modernization of school facilities and to pay costs of issuance of the bonds.

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

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

The Citizens’ Bond Oversight Committee was comprised of the following members as of June 30, 2020.

<u>Name</u>	<u>Title</u>	<u>Representation</u>
Diana Fascenelli	Chair	Parent/Guardian of Child in District
Bill Campbell	Member	At-Large Community Member
Jack Raubolt	Member	Business Representative
Nicol Jones	Member	Parent/Guardian of Child in District and Active in a parent-teacher organization
Vacant	Member	Taxpayer Organization Member
Bill Utter	Member	Senior Citizen Representative
Mrunal Shah	Member	At-Large Community Member



## INDEPENDENT AUDITORS' REPORT

The Board of Education and the  
Citizens' Bond Oversight Committee  
Orange Unified School District  
Orange, California

### Report on the Financial Statements

We have audited the accompanying financial statements of the Measure "S" General Obligation Bond Building Fund of Orange Unified School District, as of and for the fiscal year ended June 30, 2020, and the related notes to the financial statements, as listed in the table of contents.

### Management's Responsibility for the Financial Statements

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

### Auditors' Responsibility

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

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

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

### Opinion

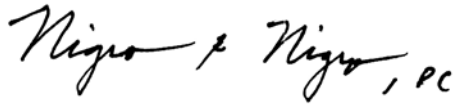
In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Measure "S" General Obligation Bond Building Fund of Orange Unified School District, as of June 30, 2020, and the changes in financial position thereof for the fiscal year then ended in accordance with accounting principles generally accepted in the United States of America.

**Emphasis of Matter**

As discussed in Note 1, the financial statements present only the Measure “S” General Obligation Bond Building Fund and do not purport to, and do not, present fairly the financial position of the Orange Unified School District, as of June 30, 2020, the changes in its financial position, or, where applicable, its cash flows for the year then ended in accordance with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

**Other Reporting Required by *Government Auditing Standards***

In accordance with *Government Auditing Standards*, we have also issued our report dated November 16, 2020, on our consideration of the District's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the District’s 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.

Handwritten signature in cursive script that reads "Nigro & Nigro, PC".

Murrieta, California  
November 16, 2020

**MEASURE "S" GENERAL OBLIGATION BOND BUILDING FUND OF  
ORANGE UNIFIED SCHOOL DISTRICT**

*Balance Sheet*

*June 30, 2020*

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**ASSETS**

Deposits and investments	\$ 116,727,319
Accounts receivable	<u>122,554</u>

**Total Assets** \$ 116,849,873

**LIABILITIES AND FUND BALANCE**

**Liabilities**

Accounts payable	\$ 8,457,778
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**Fund Balance**

Restricted for capital projects	<u>108,392,095</u>
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**Total Liabilities and Fund Balance** \$ 116,849,873

**MEASURE “S” GENERAL OBLIGATION BOND BUILDING FUND OF  
ORANGE UNIFIED SCHOOL DISTRICT**

*Statement of Revenues, Expenditures, and Changes in Fund Balance  
For the Fiscal Year Ended June 30, 2020*

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<b>REVENUES</b>	
Interest earnings	\$ 2,872,526
<b>Total Revenues</b>	<u>2,872,526</u>
<b>EXPENDITURES</b>	
Current:	
Services and other operating expenditures	107,794
Capital outlay	<u>52,845,145</u>
<b>Total Expenditures</b>	<u>52,952,939</u>
Net Change in Fund Balance	(50,080,413)
Fund Balance, July 1, 2019	<u>158,472,508</u>
Fund Balance, June 30, 2020	<u><u>\$ 108,392,095</u></u>



# MEASURE “S” GENERAL OBLIGATION BOND BUILDING FUND OF ORANGE UNIFIED SCHOOL DISTRICT

*Notes to Financial Statements*

*June 30, 2020*

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## NOTE 1 – SIGNIFICANT ACCOUNTING POLICIES

### A. Reporting Entity

On November 8, 2016, the District voters authorized \$288,000,000 in General Obligation Bonds (Measure “S”) for the purpose of financing the modernization and construction of school facilities within the District. The measure required a minimum 55% vote for passage. In response, an advisory committee to the District’s Governing Board and Superintendent, the Citizens’ Bond Oversight Committee, was established. The Committee’s oversight goals include ensuring compliance with conditions of Measure “S”.

The Bond proceeds are accounted for in the District’s Building Fund (2121), where they are expended for the approved projects. The statements presented are for the individual Measure “S” General Obligation Bond Building Fund and are not intended to be a complete presentation of the District’s financial position or results of operations.

### B. Basis of Accounting

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

### C. Budgets and Budgetary Accounting

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

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

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

### D. Encumbrances

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

**MEASURE “S” GENERAL OBLIGATION BOND BUILDING FUND OF  
ORANGE UNIFIED SCHOOL DISTRICT**

*Notes to Financial Statements*

*June 30, 2020*

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

**E. Fund Balances**

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

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

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

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

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

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

**F. Use of Estimates**

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

# MEASURE “S” GENERAL OBLIGATION BOND BUILDING FUND OF ORANGE UNIFIED SCHOOL DISTRICT

*Notes to Financial Statements*

*June 30, 2020*

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## NOTE 2 – INVESTMENTS

### **Pooled Funds**

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

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

In accordance with applicable state laws, the County Treasurer may invest in derivative securities with the State of California. However, at June 30, 2020, the County Treasurer has represented that the Pooled Investment Fund contained no derivatives or other investments with similar risk profiles.

### **Fair Value Measurements**

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

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

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

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

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

## NOTE 3 – ACCOUNTS RECEIVABLE

The total accounts receivable at June 30, 2020 in the amount of \$122,554 represents amounts due from the Orange County Treasurer for interest earnings for the month ended June 30, 2020.

**MEASURE “S” GENERAL OBLIGATION BOND BUILDING FUND OF  
ORANGE UNIFIED SCHOOL DISTRICT**

*Notes to Financial Statements*

*June 30, 2020*

**NOTE 4 – MEASURE “S” GENERAL OBLIGATION BONDS**

On November 8, 2016, the voters approved the issuance of bonds not to exceed \$288,000,000 for the purpose of financing and renovation, construction and improvement of school facilities as specified in the bond measure provisions of Measure “S”. The District has issued bonds of \$188,000,000 (Series A) on June 27, 2018.

The outstanding general obligation bonds of the Measure “S” at June 30, 2020, are:

Series	Issue Date	Maturity Date	Interest Rate	Original Issue	Balance, July 1, 2019	Additions	Deductions	Balance, June 30, 2020
<i>Election of 2016 (Measure S)</i>								
Series A	6/27/2018	8/1/2047	3.00%-5.00%	\$ 188,000,000	<u>\$ 188,000,000</u>	<u>\$ -</u>	<u>\$ 7,615,000</u>	<u>\$ 180,385,000</u>

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

Fiscal Year	Principal	Interest	Total
2020-2021	\$ 2,520,000	\$ 6,979,625	\$ 9,499,625
2021-2022	-	6,916,625	6,916,625
2022-2023	-	6,916,625	6,916,625
2023-2024	370,000	6,907,375	7,277,375
2024-2025	680,000	6,881,125	7,561,125
2025-2030	9,020,000	33,398,875	42,418,875
2030-2035	21,535,000	29,868,900	51,403,900
2035-2040	37,435,000	24,999,888	62,434,888
2040-2045	59,185,000	16,266,900	75,451,900
2045-2048	<u>49,640,000</u>	<u>3,085,200</u>	<u>52,725,200</u>
Total	<u>\$ 180,385,000</u>	<u>\$ 142,221,138</u>	<u>\$ 322,606,138</u>

**NOTE 5 – COMMITMENTS AND CONTINGENCIES**

**A. Construction Commitments**

At June 30, 2020, the District had commitments with respect to unfinished capital projects of approximately \$66.9 million to be paid from a combination of state and local funds.

**B. Impact of COVID-19**

On March 13, 2020, a presidential emergency was declared due to the ongoing Coronavirus Disease 2019 (COVID-19) pandemic. The declaration made federal disaster assistance available through the Coronavirus Aid, Relief, and Economic Security (CARES) Act to the State of California to supplement the local recovery efforts by the K-12 education community. On that same date, Governor Newsom issued Executive Order N-26-20, guaranteeing continued State funding, holding LEAs harmless from several regulations, and providing guidelines for LEAs to operate under a “distance learning” environment.

In response, the District announced the closing of all schools in mid-March. Construction projects continued throughout the closure period.

As events unfold and changes are made on a daily basis, the future impacts of COVID-19 on the District’s operations are not fully known at this time.

**MEASURE “S” GENERAL OBLIGATION BOND BUILDING FUND OF  
ORANGE UNIFIED SCHOOL DISTRICT**

*Notes to Financial Statements*

*June 30, 2020*

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**NOTE 6 – OVERSIGHT COMMITTEE**

Education Code Section 15282(a) states that the Citizens’ Oversight Committee must consist of at least seven members and must be comprised of the following members: one member shall be active in a business organization representing the business community located within the district, one member shall be active in a senior citizens’ organization, one member shall be active in a bona fide taxpayers’ organization, one member shall be the parent or guardian of a child enrolled in the District, and one member shall be both a parent or guardian of a child enrolled in the district and active in a parent-teacher organization, such as the Parent Teacher Association or school site council. The Citizens’ Oversight Committee currently has only six members and no one from a bona fide taxpayers’ organization. The District’s outreach and recruitment efforts for vacant positions include regional news publications and the District website.

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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***

The Board of Education and the  
Citizens' Bond Oversight Committee  
Orange Unified School District  
Orange, 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 "S" General Obligation Bond Building Fund of Orange Unified School District as of and for the year ended June 30, 2020, and the related notes to the financial statements, and have issued our report thereon dated November 16, 2020.

**Internal Control Over Financial Reporting**

In planning and performing our audit of the financial statements, we considered Orange Unified School District's internal control over financial reporting (internal control) as a basis for designing 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 Orange Unified School District's internal control. Accordingly, we do not express an opinion on the effectiveness of the Orange Unified School District's internal control.

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

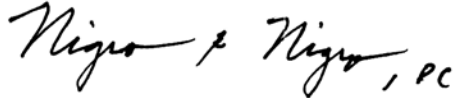
Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not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

**Compliance and Other Matters**

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

**Purpose of this Report**

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

Handwritten signature in cursive script that reads "Nigro & Nigro, PC".

Murrieta, California  
November 16, 2020





## INDEPENDENT AUDITORS' REPORT ON PERFORMANCE

The Board of Education and the  
Citizens' Bond Oversight Committee  
Orange Unified School District  
Orange, California

We have examined the Orange Unified School District's (the "District") compliance with the performance requirements for the Proposition 39 Measure "S" General Obligation Bond for the fiscal year ended June 30, 2020, under the applicable provisions of Section 1(b)(3)(C) of Article XIII A of the California Constitution and Proposition 39 as they apply to the Bonds and the net proceeds thereof. Management is responsible for the District's compliance with those requirements. Our responsibility is to express an opinion on the District's compliance based on our examination.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

### Objectives

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

- The expenditures charged to the Orange Unified School District Building Fund (2121) are documented.
- Expenditures charged to the Building Fund have been made in accordance with the bond project list approved by the voters through the approval of Measure "S".
- Any discrepancies or weaknesses in internal controls are noted and recommendations for improvement are provided.
- The District Board and the Citizens' Bond Oversight Committee are provided with a performance audit report as required under the requirements of the California Constitution and Proposition 39.

### Scope of the Audit

The scope of our performance audit covered the fiscal period from July 1, 2019 to June 30, 2020. The expenditures tested included all object and project codes associated with the bond projects. Expenditures incurred subsequent to June 30, 2020, were not reviewed or included within the scope of our audit or in this report.

### Procedures Performed

We obtained the general ledger and the project expenditure reports prepared by the District for the fiscal year ended June 30, 2020, for the Measure “S” General Obligation Building Fund. Within the fiscal year audited, we obtained the actual invoices and other supporting documentation for expenditures to ensure compliance with the requirements of Proposition 39 and Measure “S” with regards to the approved bond projects list. We performed the following procedures:

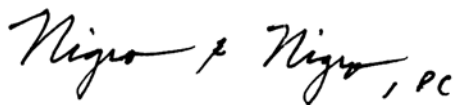
To meet our objectives, audit tests were performed and included, but were not limited to the following:

- We verified that bond funds were deposited in the District’s name and invested in accordance with applicable legal requirements.
- We tested approximately \$26.8 million (51%) in bond fund invoices paid, which is a combination of 2019-20 expenditures and payments on liabilities accrued as of June 30, 2020 and paid in 2020-21. This includes testing payments for validity, allowability, and accuracy. Expenditures sampled in our test included payments made to subcontractors and other vendors.
- We reviewed the approved project listing as set out in the Measure “S” election documents.
- We selected a sample of expenditures for the fiscal year ended June 30, 2020 and reviewed supporting documentation to ensure that such funds were properly expended on the authorized bond projects.
- We visited the Villa Park High science center and conducted a virtual site-walk of the Orange High science center to ensure that expenditures made corresponded with the actual work performed at the site.
- We verified that funds from the Building Fund (2121) were expended for the construction, reconstruction, acquisition, furnishing and equipping of District facilities constituting the authorized bond projects, and we verified that funds held in the Building Fund (2121) were not used for salaries of school administrators or other operating expenses of the District.
- We reviewed a sample of projects to ensure that proper bidding procedures were followed pursuant to Public Contract Code Section 20111.
- We verified that the District did not exceed change order limitations in excess of 10% pursuant to Public Contract Code.

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

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

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



Murrieta, California  
November 16, 2020