

FRESHWATER SCHOOL DISTRICT
County of Humboldt
Eureka, California

MEASURE C GENERAL OBLIGATION BOND OF 2018
FINANCIAL STATEMENTS AUDIT AND PERFORMANCE AUDIT

Year Ended June 30, 2022

With

INDEPENDENT AUDITOR'S REPORT

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

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FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018
INDEPENDENT AUDITOR'S REPORT

Board of Trustees
Freshwater School District
75 Greenwood Heights Drive
Eureka, California 95503

Report on the Audit of the Financial Statements

Opinions

We have audited the accompanying financial statements of the Freshwater School District's (the "District") Measure C General Obligation Bond of 2018 Building Fund (the Fund), which comprise the balance sheet of the Fund as of June 30, 2022, and the related statement of revenues, expenditures and changes in fund balance of the Fund for the year then ended, and the related notes to the financial statements.

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the Fund as of June 30, 2022, and the respective changes in financial position for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinions

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. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the District and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for 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.

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

INDEPENDENT AUDITOR'S REPORT - CONTINUED

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the District's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditor's Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance, but is not absolute assurance, and, therefore, is not a guarantee that an audit conducted in accordance with generally accepted auditing standards and *Government Auditing Standards* will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit 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, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the District's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated March 31, 2023, 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 solely to describe the scope of our testing of internal

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

INDEPENDENT AUDITOR'S REPORT - CONTINUED

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 District's internal control over financial reporting and compliance.



CERTIFIED PUBLIC ACCOUNTANTS

Eureka, California

March 31, 2023

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

BALANCE SHEET

June 30, 2022

	<u>Building Fund</u>
ASSETS	
Cash	\$ 32,755
Accounts receivable	678
Total assets	<u>33,433</u>
DEFERRED OUTFLOWS OF RESOURCES	
Total deferred outflows of resources	<u>-</u>
Total assets and deferred outflows of resources	<u><u>\$ 33,433</u></u>
LIABILITIES	
Accounts payable	\$ 33,433
Total liabilities	<u>33,433</u>
DEFERRED INFLOWS OF RESOURCES	
Total deferred inflows of resources	<u>-</u>
FUND BALANCES	
Restricted	
Total fund balances	<u>-</u>
Total liabilities, deferred inflows of resources and fund balances	<u><u>\$ 33,433</u></u>

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

SCHEDULE OF REVENUES, EXPENDITURES, AND
CHANGES IN FUND BALANCE

For The Year Ended June 30, 2022

	<u>Building</u> <u>Fund</u>
Revenues:	
Other local revenue	\$ 306
Total revenues	<u>306</u>
Expenditures:	
Books and supplies	7,504
Services and other operating expenditures	<u>30,573</u>
Total expenditures	<u>38,077</u>
Excess (deficiency) of revenues over (under) expenditures	<u>(37,771)</u>
Other financing sources (uses):	<u> </u>
Total other financing sources (uses)	<u>-</u>
Net change in fund balance	(37,771)
Fund balances, July 1, 2021	<u>37,771</u>
Fund balances, June 30, 2022	<u><u>\$ -</u></u>

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

NOTES TO THE FINANCIAL STATEMENTS

For The Year Ended June 30, 2022

1. Summary of Significant Accounting Policies

A. Accounting Policies

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

B. Reporting Entity and Background Information

The fund financial statements presented are for the Measure C General Obligation Bond of 2018 Building Fund. Since this is just one component of the District, these financial statements are not intended to be a complete presentation of the District's financial position or results of operations. Accordingly, these fund statements do not include a government wide financial statement, management discussion and analysis or related organizational disclosures. The audited financial statements of Freshwater School District include the Measure C General Obligation Bond of 2018 Building Fund activities, related debt and disclosures as well as management's discussion and analysis.

California Proposition 39, the Smaller Classes, Safer School, and Financial Accountability Act, was approved by voters on November 7, 2000. Proposition 39 amended the California Constitution in Article XIII A, Section 1(b)(3) to allow the approval of bonded debt by 55 percent of voters, provided that the bond proposition meets the following requirements:

1. Proceeds from the sale of the bonds shall be used only 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.
2. The bond proposition includes a list of the specific school facilities projects to be funded, and a certification that the Governing Board of the District evaluated safety, class size reduction, and information technology needs in developing the list.
3. The Governing Board conducts an annual independent performance audit to ensure that the funds have been expended only on the specific projects listed.
4. The Governing Board conduct an annual independent financial audit of the proceeds from the sale of the bonds until all of the proceeds have been expended for the school facilities projects.

In addition, the California Education Code was amended to include Section 15278, which provided an additional requirement that a school district must establish and appoint members to an independent citizens' oversight committee.

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018
NOTES TO THE FINANCIAL STATEMENTS
For The Year Ended June 30, 2022

The Freshwater School District Measure C General Obligation Bond of 2018 (the "Bond") was approved by voters on June 5, 2018 to provide \$2.1 million in improvements to the District's facilities. The Bond proceeds are to be used for the purposes as described in the following summary of the proposition on the official ballot:

To repair or replace deteriorating plumbing and sewer systems; repair or replace leaky roofs; modernize, renovate, construct and/or expand aging and outdated school facilities to meet 21st century educational standards, including providing updated furnishings and other equipment to facilitate a modern learning environment; improve student access to computers and modern technology, including providing necessary infrastructure, hardware, software, computers, devices and other modern instructional equipment throughout District sites; replace temporary portables with permanent classrooms and facilities; make health, safety and handicapped accessibility improvements to ensure compliance with all applicable laws and regulations; make federal and state-mandated Americans with Disabilities Act (ADA) accessibility upgrades including ensuring site access, parking, staff and student restrooms, relocation of existing electrical devices, drinking fountains, playground equipment, etc. as necessary to ensure adequate accommodations are provided and all legal requirements are met; repair or replaced outdated heating, ventilation and air-conditioning systems; upgrade inadequate electrical systems; construct a new media/technology center for school and community use; improve, rehabilitate and/or construct playgrounds and play structures and other facilities for school and community use, including providing related equipment; abate and remove hazardous materials identified prior to or during construction; repair, replace and/or upgrade paved surfaces, turf, and other grounds and outdoor areas, including to eliminate safety hazards and to facilitate outdoor instruction; upgrade, repair and/or expand school site parking, roadways, grounds and other infrastructure such as utility systems, including installing exterior lighting, repairing pathways, walkways, ADA access ramps, and make landscaping improvements including irrigation.

The sale of the Bond measure occurred on September 20, 2018 in the amount of \$2,097,729. The first expenditures for facilities improvements were charged to the Bond in October 2018. The projects to be funded by the bond proceeds will be upgrades to the plumbing and sewer systems and to modernize and renovate school facilities.

The District approved the Citizens' Oversight Committee bylaws on August 21, 2018. California Education Code Section 15282(a) requires that the Citizen's Oversight Committee be comprised of at least seven members, with one member who is active in a business organization representing the business community within the District's boundaries, one member who is active in a senior citizen's organization, one member who is active in a bona fide taxpayers' organization, one member who is a parent or guardian of a student enrolled in the District, and one member who is both a parent or guardian of a student enrolled in the District and active in a parent-teacher organization.

The District records all financial activity related to the Bond in Fund 21 (Building Fund). The Building Fund was presented as a non-major fund in the District's audited financial statements for the year ended June 30, 2022.

C. Basis of Presentation

The Building Fund is accounted for using a flow of current financial resources measurement

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018
NOTES TO THE FINANCIAL STATEMENTS
For The Year Ended June 30, 2022

focus. With this measurement focus, only current assets and current liabilities are generally included on the balance sheet. The Statement of Revenues, Expenditures, and Changes in Fund Balances for this fund presents increases (i.e., revenues and other financing sources) and decreases (i.e., expenditures and other financing uses) in net current assets.

D. Basis of Accounting

Basis of accounting refers to when revenues and expenditures are recognized in the accounts and reported in the financial statements. Governmental funds use the modified accrual basis of accounting.

Revenues – Exchange and Non-exchange Transactions:

Revenue resulting from exchange transactions, in which each party gives and receives essentially equal value, is recorded under the modified accrual basis in the fiscal year in which the resources are measurable and become available. "Available" means the resources will be collected 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. However, to achieve comparability of reporting among California school districts and so as not to distort normal revenue patterns, with specific respect to reimbursement grants and corrections to State-aid apportionments, the California Department of Education has defined "available" for school districts as collectible within one year.

Non-exchange transactions, in which the District receives value without directly giving equal value in return, include property taxes, grants and entitlements. Under the modified accrual basis, revenue from non-exchange transactions must be available before it can be recognized.

Expenses/Expenditures:

On the modified accrual basis of accounting, expenditures are generally recognized in the accounting period in which the related fund liability is incurred, as under the accrual basis of accounting. However, under the modified accrual basis of accounting, capital outlay and debt service expenditures, as well as expenditures related to compensated absences and claims and judgments, are recorded only when payment is due. Allocations of cost, such as depreciation and amortization, are not recognized in the governmental funds.

When both restricted and unrestricted resources are available for use, it is the District's policy to use restricted resources first, then unrestricted resources as they are needed.

E. Fund Accounting

The accounts of the District are organized on the basis of funds, each of which is considered to be a separate accounting entity. The operations of each fund are accounted for with a separate set of self-balancing accounts that comprise its assets, deferred outflows, liabilities, deferred inflows, fund equity, revenues, and expenditures. Resources are allocated to and accounted for in individual funds based upon the purpose for which they are to be spent and the means by

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018
NOTES TO THE FINANCIAL STATEMENTS
For The Year Ended June 30, 2022

which spending activities are controlled.

The Building Fund is used to account for the proceeds and expenditures of general obligation bonds.

F. 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 final 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 and the District Superintendent 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.

G. Assets, Liabilities, and Equity

1. Deposits and Investments

In accordance with Education Code Section 41001, the District maintains substantially all of its cash in the Humboldt 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.

The County is authorized to deposit cash and invest excess funds by California Government Code Section 53648 et seq.

The Humboldt County Treasury has no investments in derivatives.

The District does not have a specific policy which relates to interest rate risk.

2. Capital Assets and Noncurrent Obligations

The Building Fund utilizes the modified accrual basis of accounting. Under the modified accrual basis of accounting, capital outlay and debt service expenditures are recorded only when payment is due. This means that capital assets and noncurrent obligations are recorded as expenditures and not reported on the balance sheet.

3. Fund Balance

GASB Statement No. 54, "Fund Balance Reporting and Governmental Fund Type

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018
NOTES TO THE FINANCIAL STATEMENTS
For The Year Ended June 30, 2022

Definitions” provides clearly defined fund balance categories to make the nature and extent of the constraints placed on a government’s fund balances more transparent. The following classifications describe the relative strength of the spending constraints:

Nonspendable — amounts that cannot be spent either because they are in nonspendable form or because they are legally or contractually required to be maintained intact.

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.

Committed — amounts that can be used only for specific purposes determined by a formal action of the District's Governing Board. The District's Governing Board is the highest level of decision-making authority for the District. Commitments may be established, modified, or rescinded only through resolutions approved by the Governing Board.

Assigned — amounts that do not meet the criteria to be classified as restricted or committed but that are intended to be used for specific purposes. Under the District's adopted policy, only the Governing Board may assign amounts for specific purposes.

Unassigned — all other spendable amounts.

The entire fund balance of the Building Fund is reported as restricted.

H. 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.

2. Cash and Investments

Cash and investments at June 30, 2022 consisted of the following:

Pooled Cash in County Treasury	\$ 32,755
Total Cash and Investments	<u>\$ 32,755</u>

In accordance with Education Code Section 41001, the District maintains substantially all of its cash in the Humboldt County Treasury as part of the common investment pool. The County is restricted by Government Code Section 53635, pursuant to Section 53601, to invest in time deposits, U.S. Government securities, state registered warrants, notes or bonds, State Treasurer’s investment pool, banker’s acceptances, commercial paper, negotiable certificates of deposit, and

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018
NOTES TO THE FINANCIAL STATEMENTS
For The Year Ended June 30, 2022

repurchase or reverse repurchase agreements.

Fair Value Measurements

The District categorizes its fair value measurements within the fair value hierarchy established by generally accepted accounting principles. The hierarchy is based on the valuation inputs used to measure the fair value of the asset. The three levels of the fair value hierarchy under generally accepted accounting principles are as follows:

Level 1 - inputs are quoted prices in active markets for identical assets or liabilities.

Level 2 - inputs include:

- a) Quoted prices for similar assets or liabilities in active markets;
- b) Quoted prices for identical assets or liabilities in inactive markets;
- c) Inputs other than quoted prices that are observable for the asset or liability;
- d) Inputs that are derived principally from or corroborated by observable market data by correlation or other means.

Level 3 - inputs are significant unobservable inputs.

As of June 30, 2022, the District held no individual investments. The District's fair value measurements were as follows at June 30, 2022:

<u>Investment Type</u>	<u>Fair Value</u>	<u>Level</u>
Pooled Cash in County Treasury	<u>\$ 32,660</u>	<u>2</u>

The District has not recorded fair value adjustments in the basic financial statements as they were determined to be immaterial to the District.

Credit Risk - Investments

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 County Treasurer's investments consist of 47.65 percent federal agencies, 29.76 percent money markets, 1.38 percent municipal bonds, 15.68 percent treasury coupons, 2.38 percent medium term notes, 1.73 percent miscellaneous coupon securities, and 1.42 percent certificates of deposit. The S & P credit ratings for these investments include AAA, AA, A+e, and Ae, and non-rated for certificates of deposit and the California State Treasurer's local agency investment fund.

Custodial Credit Risk – Deposits

Custodial credit risk for deposits is the risk that in the event of a bank failure, the District will not be able to recover its deposits or will not be able to recover collateral securities that are in

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018
NOTES TO THE FINANCIAL STATEMENTS
For The Year Ended June 30, 2022

the possession of an outside party. The custodial credit risk for investments is the risk that in the event of a failure of the counter party (e.g. broker-dealer) to a transaction, the District will not be able to recover the value of its investment or collateral securities that are in the possession of another party. Neither the California Government Code nor the County's investment policy contains legal or policy requirements that would limit the District's exposure to custodial credit risk for deposits or investments, except that the California Government Code requires that a financial institution secure deposits made by state or local government units by pledging securities in an undivided collateral pool held by a depository regulated under state law. The market value of the pledged securities in the collateral pool must equal at least 110 percent of the total amount deposited by the public agencies. California law also allows financial institutions to secure District deposits by pledging first trust deed mortgage notes having a value of 150 percent of the secured public deposits. As of June 30, 2022, none of the District's deposits were exposed to custodial credit risk.

Interest Rate Risk – Investments

Interest rate risk is the measurement of how changes in market interest rates will adversely affect the fair value of an investment. Generally, the longer the maturity of an investment, the more sensitive to changes in market interest rates of its fair value. One of the ways the County of Humboldt Treasurer manages its exposure to interest rate risk is by purchasing a combination of short-term and long-term investments and by timing cash flows from maturities so a portion of its portfolio is maturing or coming close to maturity to ensure the cash flow and liquidity of operations. The weighted average maturity of the County of Humboldt Treasurer's investments is 688 days.

3. Receivables

Receivables at June 30, 2022 consist of the following:

	Building Fund
	<hr/>
Interest	\$ 678
Total	<hr/> <hr/> \$ 678

FRESHWATER SCHOOL DISTRICT
 MEASURE C GENERAL OBLIGATION BOND OF 2018
NOTES TO THE FINANCIAL STATEMENTS
 For The Year Ended June 30, 2022

4. General Obligation Bond

Bond proceeds and uses of bond funds, from the issuance of the bond through June 30, 2022, are as follows:

	For The Year Ended June 30, 2022	For The Years Ended June 30, 2019 through 2021	Cumulative Total
Bond Proceeds:			
Face value of bonds		\$ 2,097,729	\$2,097,729
Bond premium (discount)		62,884	62,884
Transfer to Debt Service Fund		(19,026)	(19,026)
Lease/Leaseback Proceeds from Debt		73,057	73,057
Net bond proceeds in bond Building Fund		2,214,644	2,214,644
Interest income	\$ 306	28,524	28,830
Total Sources of Bond Funds	306	2,243,168	2,243,474
Uses of Bond Funds:			
<u>General/Planning</u>			
Bond issuance costs		173,012	173,012
Planning and reporting costs	4,645	37,250	41,895
<u>School Site Modernization</u>			
Architectural services		361,702	361,702
Geotechnical engineering services		20,857	20,857
Asbestos abatement services		9,700	9,700
Advertising		102	102
Contracted services		73,709	73,709
Inspection services		67,250	67,250
Construction	33,432	1,385,959	1,419,391
<u>Other</u>			
Lease/Leaseback Debt Service			
Principal		73,057	73,057
Interest		2,799	2,799
Total Expenditures	38,077	2,205,397	2,243,474
Total Sources Over (Under) Expenditures	(37,771)	37,771	-
Unexpended Proceeds at Year-End	<u>\$ -</u>	<u>\$ 37,771</u>	<u>\$ -</u>

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018
NOTES TO THE FINANCIAL STATEMENTS
For The Year Ended June 30, 2022

5. Risk Management

The District is exposed to various risks of loss related to torts, theft or destruction of assets, errors and omissions, and natural disasters. The District manages these risks of loss through participation in public entity risk pools. There have been no significant reductions in insurance coverage from the prior year. For the past three years, settlements did not exceed insurance coverage.

OTHER INDEPENDENT AUDITOR'S REPORTS

Mark G. Wetzel, CPA

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FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

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

Board of Trustees
Freshwater School District
75 Greenwood Heights Drive
Eureka, California 95503

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 fund financial statements of the Measure C General Obligation Bond of 2018 Building Fund (the "Fund") of the Freshwater School District (the "District") as of and for the year ended June 30, 2022 and the related notes to the financial statements, and have issued our report thereon dated March 31, 2023.

Report on Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered the 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 District's internal control. Accordingly, we do not express an opinion on the effectiveness of the 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 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 material

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

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 - CONTINUED

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 were not identified.

Report on Compliance and Other Matters

As part of obtaining reasonable assurance about whether the District's Measure C General Obligation Bond of 2018 Building Fund financial statements are free from 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 entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.



CERTIFIED PUBLIC ACCOUNTANTS
Eureka, California
March 31, 2023

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018
SCHEDULE OF FINDINGS AND RECOMMENDATIONS

June 30, 2022

None reported.

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

SCHEDULE OF PRIOR AUDIT FINDINGS

June 30, 2022

None reported.

BOND PERFORMANCE AUDIT

Mark G. Wetzel, CPA

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FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

INDEPENDENT AUDITOR'S PERFORMANCE AUDIT REPORT ON MEASURE C
GENERAL OBLIGATION BOND OF 2018

Board of Trustees and Citizens' Oversight Committee
Freshwater School District
75 Greenwood Heights Drive
Eureka, California 95503

Opinions

We have conducted a performance audit of the Freshwater School District's (the "District") compliance with the requirements specified in the *2021-22 Guide For Annual Audits of K-12 Local Education Agencies and State Compliance Reporting - Appendix A*, issued by the California Education Audit Appeals Panel, that are applicable to the District's Measure C General Obligation Bond of 2018 for the year ended June 30, 2022.

In our opinion, the District complied, in all material respects, with the compliance requirements referred to above that are applicable to the District's Measure C General Obligation Bond of 2018 for the year ended June 30, 2022.

Basis for Opinions

We conducted our audit of compliance 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 requirements of the *2021-22 Guide for Annual Audits of K-12 Local Education Agencies and State Compliance Reporting - Appendix A*. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of our report.

We are required to be independent of the District and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion on the compliance requirements referred to above. Our audit does not provide a legal determination of the District's compliance with the compliance requirements referred to above.

Responsibilities of Management for Compliance

Management is responsible for compliance with the applicable compliance requirements, and for the design, implementation, and maintenance of effective internal control over compliance with requirements of laws, statutes, regulations, rules, and provisions of contracts or grant agreements applicable to the District's Measure C General Obligation Bond of 2018.

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

INDEPENDENT AUDITOR'S PERFORMANCE AUDIT REPORT ON MEASURE C
GENERAL OBLIGATION BOND OF 2018 - CONTINUED

Auditor's Responsibilities for the Audit of Compliance

Our objectives are to obtain reasonable assurance about whether material noncompliance with applicable compliance requirements occurred, whether due to fraud or error, and to express an opinion on the District's compliance based on the compliance audit. Reasonable assurance is a high level of assurance, but is not absolute assurance, and, therefore, is not a guarantee that an audit conducted in accordance with generally accepted auditing standards, *Government Auditing Standards*, and the *2021-22 Guide for Annual Audits of K-12 Local Education Agencies and State Compliance Reporting – Appendix A* will always detect a material noncompliance when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Noncompliance with the applicable compliance requirements is considered material if there is a substantial likelihood that, individually or in the aggregate, it would influence the judgment made by a reasonable user of the report on compliance about the District's compliance with the requirements that are applicable to the District's Measure C General Obligation Bond of 2018 as a whole.

In performing an audit in accordance with generally accepted auditing standards, *Government Auditing Standards*, and the *2021-22 Guide for Annual Audits of K-12 Local Education Agencies and State Compliance Reporting – Appendix A*, our responsibilities are to:

- Exercise professional judgment and maintain professional skepticism throughout the audit;
- Identify and assess the risks of material noncompliance, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the District's compliance with the compliance requirements referred to above and performing such other procedures as the auditor considers necessary in the circumstances;
- Obtain an understanding of the District's internal control over compliance relevant to the audit in order to design audit procedures that are appropriate in the circumstances, and to test and report on internal control over compliance in accordance with the *2021-22 Guide for Annual Audits of K-12 Local Education Agencies and State Compliance Reporting*, but not for the purpose of expressing an opinion on the effectiveness of the District's internal controls over compliance. Accordingly, no such opinion is expressed; and
- Select and test transactions and records to determine the District's compliance with the State laws and regulations applicable to the District's Measure C General Obligation Bond of 2018.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and any significant deficiencies and material weaknesses in internal control over compliance that we identified during the audit.

Report on Internal Control Over Compliance

A *deficiency in internal control over compliance* exists when the design or operation of a control over compliance does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, noncompliance with the compliance requirements referred to above on a timely basis. A *material weakness in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance, such that there is

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

INDEPENDENT AUDITOR'S PERFORMANCE AUDIT REPORT ON MEASURE C
GENERAL OBLIGATION BOND OF 2018 - CONTINUED

a reasonable possibility that material noncompliance with the compliance requirements referred to above will not be prevented, or detected and corrected, on a timely basis. *A significant deficiency in internal control over compliance* is a deficiency, or a combination of deficiencies, in internal control over compliance with the compliance requirement referred to above that is less severe than a material weakness in internal control over compliance, yet important enough to merit attention by those charged with governance.

Our consideration of internal control over compliance was for the limited purpose described in the Auditor's Responsibilities for the Audit of Compliance section above and was not designed to identify all deficiencies in internal control over compliance that might be material weaknesses or significant deficiencies in internal control over compliance. Given these limitations, during our audit we did not identify any deficiencies in internal control over compliance that we consider to be material weaknesses, as defined above. However, material weaknesses or significant deficiencies in internal control over compliance may exist that were not identified.

Our audit was not designed for the purpose of expressing an opinion on the effectiveness of internal control over compliance. Accordingly, no such opinion is expressed.

Performance Audit Objectives

The objectives of our performance audit were to determine whether the District expended Bond proceeds in compliance with the provisions of Article XIII A, Section 1(b)(3) of the California Constitution, and that the expenditures were only for the purposes and projects approved by the District's Governing Board and voters, as listed on the official ballot for the proposition.

Scope of the Audit

The scope of our performance audit covered the year ended June 30, 2022, and included all expenditures of the Bond proceeds, as listed in the detailed general ledger for the District's Fund 21 (Building Fund).

Methodology

We obtained the Building Fund's detailed general ledger and financial activity reports prepared by the District for the year ended June 30, 2022, and performed the following procedures:

1. We reviewed the list of projects being performed, and verified that the list is consistent with the projects and purposes listed in the official ballot for the Bond proposition.
2. We verified that the District is accounting for the bond proceeds and expenditures in a separate capital outlay fund (the Building Fund), that the District established a separate debt service fund (the Bond Interest and Redemption Fund), and that proceeds from the issuance of the Bond were deposited into the Building Fund and the Bond Interest and Redemption Fund.
3. We selected a sample of expenditures from the Building Fund for the year ended June 30, 2022 and reviewed supporting invoices and other documents to ensure that the expenditures were allowable costs under the provisions of the Bond and Article XIII A, Section 1(b)(3) of

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

INDEPENDENT AUDITOR'S PERFORMANCE AUDIT REPORT ON MEASURE C
GENERAL OBLIGATION BOND OF 2018 - CONTINUED

the California Constitution. Our sample of expenditures included a total of 4 expenditures totaling \$34,959, comprising 91.8 percent of total Building Fund expenditures for the year ended June 30, 2022.

4. We verified that there were no expenditures of the Bond proceeds for teacher or administrative salaries, or for general District operating expenditures.
5. We reviewed documentation of the establishment of the Bond Oversight Committee to verify that the Committee was established in accordance with the provisions of Education Code Section 15278.
6. We interviewed members of District management regarding the establishment of the Citizen's Oversight Committee.

Results and Conclusion

The results of our procedures indicate that, for the items tested, the District has properly accounted for the expenditures of the Bond, the expenditures were only for the specific projects developed by the District's Board of Trustees 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, and no expenditures of Bond proceeds were made for teacher or administrator salaries or for general operating expenditures. Our audit does not provide a legal determination on the District's compliance with specific requirements.

The results of our procedures disclosed instances of noncompliance regarding the requirements for the Bond Oversight Committee, which are described in Management Comment 2022-1 and 2022-2 below. Our conclusion on the District's compliance with requirements regarding the District's expenditures of the Bond fund proceeds is not modified with respect to these matters.

District's Responses to Findings and Management Comments

Government Auditing Standards requires the auditor to perform limited procedures on the District's responses to the findings identified in our audit and described in the accompanying Schedule of Management Comments. The District's responses were not subjected to the other auditing procedures applied in the audit of compliance and, accordingly, we express no opinion on the responses.

Purpose of this Report

The purpose of this report is solely to describe the scope of our performance audit and the results of that testing based on the requirements specified in the *2021-22 Guide For Annual Audits of K-12 Local Education Agencies and State Compliance Reporting – Appendix A*. Accordingly, this report is not suitable for any other purpose.



CERTIFIED PUBLIC ACCOUNTANTS
Eureka, California
March 31, 2023

PERFOMANCE AUDIT MANAGEMENT COMMENTS

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

MANAGEMENT COMMENTS & RECOMMENDATIONS

June 30, 2022

2022-1: Citizens' Oversight Committee Membership

Finding

The Citizens' Oversight Committee is required by California Education Code Section 15282 to include a minimum of seven members, with at least one member each from the following groups:

1. A member active in a business organization representing the business community located within the District's boundaries.
2. A member active in a senior citizens' organization.
3. A member active in a bona fide taxpayers' organization.
4. A member who is a parent or guardian of a child enrolled in the District
5. A member who is both a parent or guardian of a child enrolled in the District and active in a parent-teacher organization.

The District has not been able to fill any of the required positions. This is due to a limited number of individuals in the community who are able to serve on the committee. The District is continuing its efforts to fill the positions.

Recommendation

All proceeds from the General Obligation Bond of 2018 have been spent as of June 30, 2022. The District does not need to continue efforts to fill the required Citizens' Oversight Committee positions.

Views of Responsible Officials

District management agrees with the recommendation, and will no longer continue its efforts to fill the required Citizens' Oversight Committee positions.

2022-2: Citizen's Oversight Committee Web Site Link

Finding

Education Code Section 15280(b) requires that certain documents relating to the Committee be made available on an internet website maintained by the school district. The cost to operate, maintain and update the internet website are the responsibility of the school district. The website may be included within an existing website operated by the school district or may be operated separately. The following documents and information must appear on the Committee internet website:

- (a) Minutes of Committee meetings.
- (b) Reports issued by the Committee.
- (c) Documents received by the Committee.

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018

MANAGEMENT COMMENTS & RECOMMENDATIONS - CONTINUED

June 30, 2022

The District's web page does have a link to the Citizen's Oversight Committee application, but the information on the District's webpage has not been updated to include the prior performance audits for the years ended June 30, 2020 or 2021.

Recommendation

We recommend that the District ensure that the webpage is updated regularly to include all reports received by the Committee, including the annual performance audits.

Views of Responsible Officials

District management agrees with the recommendation, and will add the annual performance audits to the bond information web page.

FRESHWATER SCHOOL DISTRICT
MEASURE C GENERAL OBLIGATION BOND OF 2018
STATUS OF PRIOR YEAR MANAGEMENT COMMENTS

June 30, 2022

2021-1: Citizens' Oversight Committee Membership

Finding

The District has not been able to fill any of the required positions for the Citizens' Oversight Committee. This is due to a limited number of individuals in the community who are able to serve on the committee. The District is continuing its efforts to fill the positions.

Recommendation

We recommend that the District continue its efforts to fill the required Citizens' Oversight Committee positions.

Current Status

Partially implemented. The District has continued its efforts to fill the positions, but has not yet had any additional applicants for the committee. See current year management comment 2022-1.