gislative File Info.
17-1466
6/28/17
17-1076
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# Memo

**To** Board of Education

From Marion McWilliams, General Counsel

**Board Meeting** 

Date

June 28, 2017

Subject Amendment to Board Policy – BP 7214 General Obligation Bonds

**Action Requested** Approval by the Board of Education of updates to the Oakland Unified

School District Board Policy BP 7214 General Obligation Bonds

**Background** Periodically modifications to board policies are recommended to align with

changes in law or recommended best practices. The proposed modifications to the board policies reflect the District's standards.

**Discussion** In order to ensure that our policies are current, it is important for us to

review and update our policies. The proposed changes are based upon the California Association of Schools Board's recommended model. The modifications have been reviewed and vetted by the General Counsel.

This policy is updated to reflect new law (SB 1029) which requires the board to adopt debt management policy prior to issuing any debt, including general obligation bond, and to certify to the California Debt and Investment Advisory Commission that any proposed issuance of debt is consistent with the district's policy. Policy also reflects new law (AB 2116) which requires the board to obtain reasonable and informed projection of assessed valuation that take into consideration projections of assessed property valuation made by the county assessor, and new law (AB 2738) which prohibits district from withdrawing proceeds from bond sales at any time for

the purpose of making investments outside of treasury.

The changes to the policy are shown on the attachment. The proposed deletions are indicated with blue strikeouts. The recommended additions

are shown in red.

**Recommendation** Approval of modification to the Oakland Unified School District Board Policy

BP 7214 General Obligation Bonds

Fiscal Impact No direct funding implications

Attachments Amendment to Board Policy BP 7214 General Obligation Bonds Fund

# OAKLAND UNIFIED SCHOOL DISTRICT

# **Board Policy Facilities**

BP 7214

General Obligation Bonds

The Governing Board desires to provide adequate facilities in order to enhance curriculum and to help the district achieve its vision for educating district students. To recognizes that end, school facilities are an essential component of the educational program and that the Board has a responsibility to ensure that the district's facilities needs are met in the most cost-effective manner possible. When the Board determines that it is in the best interest of district students, it may order an election on the question of whether bonds shall be issued to pay for school facilities when in the Board's judgment it is advisable and in the best interest of district students.

(cf. 1160 - Political Processes)

(cf. 7110 - Facilities Master Plan)

(cf. 7210 - Facilities Financing)

The Board shall determine The Board's decision to order a bond election, as well as its determinations regarding the appropriate size amount, timing, and structure of the bond in accordance issuance, shall be consistent with law—and the district's debt management policy.

(cf. 3470 - Debt Issuance and Management)

Before ordering a bond election, the Board shall obtain reasonable and informed projections of assessed valuations that take into consideration projections of assessed property valuations made by the county assessor. (Education Code 15100)

When any project to be funded by bonds will require state matching funds for any phase of the project, the ballot for the bond measure shall include a statement as specified in Education Code 15122.5, advising voters that, because the project is subject to approval of state matching funds, passage of the bond measure is not a guarantee that the project will be completed. (Education Code 15122.5)

Bonds Requiring 55% Percent Approval by Local Voters

The Board may decide to pursue the authorization and issuance of bonds by approval of 55%\_ percent majority of the voters pursuant to Article 13A, Section 1(b)(3) and Article 16, Section 18(b) of the California Constitution. If two-thirds of the Board agreeagrees to such an election, the Board shall vote to adopt a resolution to incur bonded indebtedness if approved by a 55%\_ percent majority of the voters. (Education Code 15266)

(cf. 9323.2 - Actions by the Board)

The bond election may only be ordered at a primary or general election, a <u>statewide special</u> <u>election</u>, or a regularly scheduled local election or a <u>statewide special election</u> at which all of the <u>electors of the district are entitled to vote</u>. (Education Code 15266)

Bonded indebtedness incurred by the district shall be used only for the following purposes: (California Constitution Article 13A, Section 1(b)(3) and 1(b)(3)(A))

- 1. 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. (California Constitution Article 13A, Section 1(b)(3) and 1(b)(3)(A))
- 2. The acquisition or lease of real property for school facilities
- 3. The refunding of any outstanding debt issuance used for the purposes specified in items #1-2 above

The proposition approved by the voters shall include the following accountability requirements: (California Constitution Article 13A, Section 1(b)(3))

- 1. A requirement Certification that proceeds from the sale of the bonds will be used only for the purposes specified in items #1-2 above, and not for any other purposes including teacher and administrative salaries and other school operating expenses
- 2. A list of specific school <u>facility facilities</u> projects to be funded and certification that the Board has evaluated safety, class size reduction, and information technology needs in developing that list

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(cf. 0440 - District Technology Plan)
(cf. 0450 - Comprehensive Safety Plan)
(cf. 6151 - Class Size)
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- 3. A requirement that the Board conduct an annual, independent performance audit to ensure that the funds have been expended only on the specific projects listed—
- 4. A requirement that the Board conduct an annual, independent financial audit of the proceeds from the sale of the bonds until all of those proceeds have been expended for the school facilities projects

If a district general obligation bond requiring a 55 percent majority is approved by the voters, the Board shall appoint an independent citizens' oversight committee to inform the public concerning the expenditure of bond revenues as specified in Education Code 15278 and the accompanying administrative regulation. This committee shall be appointed within 60 days of the date that the Board enters the election results in its minutes pursuant to Education Code 15274. (Education Code 15278)

(cf. 1220 - Citizen Advisory Committees)

### (cf. 9324 - Minutes and Recordings)

The Superintendent or designee shall ensure that the annual, independent performance and financial audits required pursuant to items #3-4 above are issued in accordance with the U.S. Comptroller General's Government Auditing Standards and submitted to the citizens' oversight committee at the same time they are submitted to him/her and no later than March 31 of each year. (Education Code 15286)

The Board shall provide the citizens' oversight committee with responses to all findings, recommendations, and concerns addressed in the performance and financial audits within three months of receiving the audits. (Education Code 15280)

The Board may disband the citizens' oversight committee when the committee has completed its review of the final performance and financial audits.

Bonds Requiring 66.67% Percent Approval by Local Voters

The Board may decide to pursue the authorization and issuance of bonds by approval of 66.67 percent majority of the voters pursuant to Education Code 15100 and Article 13A, Section 1(b)(2) of the California Constitution. If a majority of the Board agrees to such an election, or upon a petition of the majority of the qualified electors residing in the district, the Board shall adopt a resolution ordering an election on the question of whether to incur bonded indebtedness if approved by a 66.67 percent majority of the voters. (Education Code 15100)

The bond election may be ordered to occur on any Tuesday, except a Tuesday that is a state holiday or the day before or after a state holiday, is within 45 days before or after a statewide election unless conducted at the same time as the statewide election, or is an established election date pursuant to Elections Code 1000 or 1500. (Education Code 15101)

<u>Subject to limits specified in Article 13A, Section 1 of the California Constitution,</u> bonds shall be sold <u>for the purpose of raisingto raise</u> money for <u>any of</u> the following purposes: (Education Code 15100)

- 1. Purchasing school lots
- 2. Building or purchasing school buildings
- 3. Making-of alterations or additions to school building(s) other than as may be necessary for current maintenance, operation, or repairs
- 4. Repairing, restoring, or rebuilding of any school building damaged, injured, or destroyed by fire or other public calamity
- 5. Supplying of school buildings and grounds with furniture, equipment, or necessary apparatus of a permanent nature

- 6. Permanent improvement of Permanently improving school grounds
- 7. Refunding of any outstanding valid indebtedness of the district, evidenced by bonds or of state school building aid loans
- 8. Carrying out of sewer or drain projects or purposes authorized in Education Code 17577
- 9. Purchase of Purchasing school buses with a useful life of at least 20 years
- 10. <u>Demolition Demolishing</u> or razing-of any school building with the intent to replace it with another school building, whether in the same location or in any other location

Except for refunding any outstanding indebtedness, any of the purposes listed above may be united and voted upon as a single proposition by <u>an</u> order of the Board <del>and entered</del> into the minutes. (Education Code 15100)

The Board may appoint a citizens' oversight committee to review and report to the Board and the public as to whether the expenditure of bond revenues complies with the intended purposes of the bond.

### Certificate of Results

If the certificate of election results received by the Board shows that the appropriate majority of the voters is in favor of issuing the bonds, the Board shall record that fact in its minutes. The Board shall then certify to the County Board of Supervisors all proceedings it had in connection with the election results. (Education Code 15124, 15274)

### Resolutions Regarding Sale of Bonds

Following passage of the bond measure by the appropriate majority of voters, the Board shall pass a resolution directing the issuance and sale of bonds. In accordance with law, the resolution shall prescribe the total amount of bonds to be sold and may also prescribe the maximum acceptable interest rate, not to exceed eight percent, and the time(s) when the whole or any part of the principal of the bonds shall be payable. (Education Code 15140; Government Code 53508.6)

In passing the resolution, the Board shall consider each available funding instrument, including, but not limited to, the costs associated with each and their relative suitability for the project to be financed.

Prior to the sale of bonds, the Board shall place an agenda item at a public meeting and adopt as part of the bond issuance resolution, or in a separate resolution, disclosures of the available funding instruments, the costs and sustainability of each, and all of the following information:

(Education Code 15146; Government Code 53508.9)

1. Express approval of the method of sale (i.e., competitive, negotiated, or hybrid)

- 2. Statement of the reasons for the method of sale selected
- 3. Disclosure of the identity of the bond counsel, and the identities of the bond underwriter and the financial adviser if either or both are utilized for the sale, unless these individuals have not been selected at the time the resolution is adopted, in which case the Board shall disclose their identities at the public meeting occurring after they have been selected
- 4. Estimates of the costs associated with the bond issuance, including, but not limited to, bond counsel and financial advisor fees, printing costs, rating agency fees, underwriting fees, and other miscellaneous costs and expenses of issuing the bonds

When the sale involves bonds that allow for the compounding of interest, such as a capital appreciation bond (CAB), the resolution to be adopted by the Board shall include items #1-4 above as well as the financing term and time of maturity, repayment ratio, and the estimated change in the assessed value of taxable property within the district over the term of the bonds. The resolution shall be publicly noticed on at least two consecutive meeting agendas, first as an information item and second as an action item. The agendas shall identify that bonds that allow for the compounding of interest are proposed. (Education Code 15146)

Prior to adopting a resolution for the sale of bonds that allow for the compounding of interest, the Board shall be presented with the following: (Education Code 15146)

- 1. An analysis containing the total overall cost of the bonds that allow for the compounding of interest
- 2. A comparison to the overall cost of current interest bonds
- 3. The reason bonds that allow for the compounding of interest are being recommended
- 4. A copy of the disclosure made by the underwriter in compliance with Rule G-17 adopted by the federal Municipal Securities Rulemaking Board

At least 30 days prior to the sale of any debt issue, the Superintendent or designee shall submit a report of the proposed issuance to the California Debt and Investment Advisory Commission (CDIAC). (Government Code 8855)

After the sale, the Board shall be presented with the actual issuance cost information and shall disclose that information at the Board's next scheduled meeting. The Board shall ensure that an itemized summary of the costs of the bond sale and all necessary information and reports regarding the sale are submitted to the CDAIC. (Education Code 15146; Government Code 53509.5)

## **Bond Anticipation Notes**

Whenever the Board determines that it is in the best interest of the district, it may, by resolution,

issue a bond anticipation note, on a negotiated or competitive-bid basis, to raise funds that shall be used only for a purpose authorized by a bond that has been approved by the voters of the district in accordance with law. (Education Code 15150)

Payment of principal and interest on any bond anticipation note shall be made at note maturity, not to exceed five years, from the proceeds derived from the sale of the bond in anticipation of which that note was originally issued or from any other source lawfully available for that purpose, including state grants. Interest payments may also be made from such sources.

However, interest payments may be made periodically and prior to note maturity from an increased property tax if the following conditions are met: (Education Code 15150)

- 1. A resolution of the Board authorizes the property tax for that purpose.
- 2. The principal amount of the bond anticipation note does not exceed the remaining principal amount of the authorized but unissued bonds.

A bond anticipation note may be issued only if the tax rate levied to pay interest on the note would not cause the district to exceed the tax rate limitation set forth in Education Code 15268 or 15270, as applicable.

# **Deposit of Bond Proceeds**

With regard to general obligation bonds, the district shall invest new money bond proceeds in the county treasury pool as required by law. (Education Code 15146)

### Legal Reference:

# **EDUCATION CODE**

7054 Use of district property, campaign purposes

15100-15254 Bonds for school districts and community college districts

15264-15288 Strict Accountability in Local School Construction Bonds Act of 2000

17577 Sewers and drains

47614 Charter school facilities

**ELECTIONS CODE** 

324 General election

328 Local election

341 Primary election

348 Regular election

356 Special election

357 –Statewide election

1302 School districtLocal election

**GOVERNMENT CODE** 

### 15372 Elections official certificate

1090-10981099 Prohibitions applicable to specified officers

1125-1129 Incompatible activities

8855 California Debt and Investment Advisory Commission

53506-53509.5 General obligation bonds

53580-53595.**555** Bonds

54952 Definition of legislative body, Brown Act

**CALIFORNIA CONSTITUTION** 

Article 13A, Section 1 –Tax limitation

Article 16, Section 18 -Debt limit

CODE OF FEDERAL REGULATIONS, TITLE 17

240.10b-5 Prohibition against fraud or deceit

240.15c2-12 Municipal securities disclosure

**COURT DECISIONS** 

San Lorenzo Valley Community Advocates for Responsible Education v. San Lorenzo Valley

Unified School District (2006) 139 Cal.App.4th 1356

ATTORNEY GENERAL OPINIONS

99 Ops.Cal.Atty.Gen. 18 (2016)

88 Ops.Cal.Atty.Gen. 46 (2005)

87 Ops.Cal.Atty.Gen. 157 (2004)

### Management Resources:

**CSBA PUBLICATIONS** 

California's Challenge: Adequately Funding Education in the 21st Century, December 2015

Bond Sales - Ouestions and Considerations for Districts, Governance Brief, December 2012

Legal Guidelines: Use of Public Resources for Ballot Measures and Candidates, Fact Sheet,

February 2011

GOVERNMENT FINANCE OFFICERS ASSOCIATION PUBLICATIONS

An Elected Official's Guide to Debt Issuance, 2nd Ed., 2016

Understanding Your Continuing Disclosure Responsibilities, Best Practice, September 2015

Investment of Bond Proceeds, Best Practice, September 2014

Selecting and Managing Municipal Advisors, Best Practice, February 2014

Debt Management Policy, Best Practice, October 2012

Analyzing and Issuing Refunding Bonds, Best Practice, February 2011

WEB SITES

CSBA: http://www.csba.org

CDECalifornia Debt and Investment Advisory Commission: http://www.treasurer.ca.gov/cdiac

California Department of Education: http://www.cde.ca.gov

Better Schools for CA: California Office of Public School Construction:

http://www.betterschoolsforcaopsc.dgs.ca.gov

Government Finance Officers Association: http://www.gfoa.org-

Municipal Security Rulemaking Board, Electronic Municipal Market Access (EMMA):

http://www.emma.msrb.org

7/14/04; 6/28/17A (if adopted)

# OAKLAND UNIFIED SCHOOL DISTRICT

# **Board Policy**

**Facilities** 

BP 7214 General Obligation Bonds

The Governing Board recognizes that school facilities are an essential component of the educational program and that the Board has a responsibility to ensure that the district's facilities needs are met in the most cost-effective manner possible. When the Board determines that it is in the best interest of district students, it may order an election on the question of whether bonds shall be issued to pay for school facilities.

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(cf. 1160 - Political Processes)
(cf. 7110 - Facilities Master Plan)
(cf. 7210 - Facilities Financing)
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- 1. The construction, reconstruction, rehabilitation, or replacement of school facilities, including the furnishing and equipping of school facilities
- 2. The acquisition or lease of real property for school facilities
- 3. The refunding of any outstanding debt issuance used for the purposes specified in items #1-2 above

The proposition approved by the voters shall include the following accountability requirements: (California Constitution Article 13A, Section 1(b)(3))

- 1. Certification that proceeds from the sale of the bonds will be used only for the purposes specified in items #1-2 above, and not for any other purposes including teacher and administrative salaries and other school operating expenses
- 2. A list of specific school facilities projects to be funded and certification that the Board has evaluated safety, class size reduction, and information technology needs in developing that list

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(cf. 0440 - District Technology Plan)
(cf. 0450 - Comprehensive Safety Plan)
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- 3. A requirement that the Board conduct an annual, independent performance audit to ensure that the funds have been expended only on the specific projects listed
- 4. A requirement that the Board conduct an annual, independent financial audit of the proceeds from the sale of the bonds until all of those proceeds have been expended for the school facilities projects

If a district general obligation bond requiring a 55 percent majority is approved by the voters, the Board shall appoint an independent citizens' oversight committee to inform the public concerning the expenditure of bond revenues as specified in Education Code 15278 and the accompanying administrative regulation. This committee shall be appointed within 60 days of the date that the Board enters the election results in its minutes pursuant to Education Code 15274. (Education Code 15278)

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The bond election may be ordered to occur on any Tuesday, except a Tuesday that is a state holiday or the day before or after a state holiday, is within 45 days before or after a statewide election unless conducted at the same time as the statewide election, or is an established election date pursuant to Elections Code 1000 or 1500. (Education Code 15101)

Subject to limits specified in Article 13A, Section 1 of the California Constitution, bonds shall be sold to raise money for any of the following purposes: (Education Code 15100)

- 1. Purchasing school lots
- 2. Building or purchasing school buildings
- 3. Making alterations or additions to school building(s) other than as may be necessary for current maintenance, operation, or repairs
- 4. Repairing, restoring, or rebuilding any school building damaged, injured, or destroyed by fire or other public calamity
- 5. Supplying school buildings and grounds with furniture, equipment, or necessary apparatus of a permanent nature
- 6. Permanently improving school grounds
- 7. Refunding any outstanding valid indebtedness of the district, evidenced by bonds or state school building aid loans
- 8. Carrying out sewer or drain projects or purposes authorized in Education Code 17577

- 9. Purchasing school buses with a useful life of at least 20 years
- 10. Demolishing or razing any school building with the intent to replace it with another school building, whether in the same location or in any other location

Except for refunding any outstanding indebtedness, any of the purposes listed above may be united and voted upon as a single proposition by an order of the Board entered into the minutes. (Education Code 15100)

The Board may appoint a citizens' oversight committee to review and report to the Board and the public as to whether the expenditure of bond revenues complies with the intended purposes of the bond.

#### Certificate of Results

If the certificate of election results received by the Board shows that the appropriate majority of the voters is in favor of issuing the bonds, the Board shall record that fact in its minutes. The Board shall then certify to the County Board of Supervisors all proceedings it had in connection with the election results. (Education Code 15124, 15274)

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Following passage of the bond measure by the appropriate majority of voters, the Board shall pass a resolution directing the issuance and sale of bonds. In accordance with law, the resolution shall prescribe the total amount of bonds to be sold and may also prescribe the maximum acceptable interest rate, not to exceed eight percent, and the time(s) when the whole or any part of the principal of the bonds shall be payable. (Education Code 15140; Government Code 53508.6)

In passing the resolution, the Board shall consider each available funding instrument, including, but not limited to, the costs associated with each and their relative suitability for the project to be financed.

Prior to the sale of bonds, the Board shall place an agenda item at a public meeting and adopt as part of the bond issuance resolution, or in a separate resolution, disclosures of the available funding instruments, the costs and sustainability of each, and all of the following information: (Education Code 15146; Government Code 53508.9)

- 1. Express approval of the method of sale (i.e., competitive, negotiated, or hybrid)
- 2. Statement of the reasons for the method of sale selected
- 3. Disclosure of the identity of the bond counsel, and the identities of the bond underwriter and the financial adviser if either or both are utilized for the sale, unless these individuals have not been selected at the time the resolution is adopted, in which case the Board shall disclose

their identities at the public meeting occurring after they have been selected

4. Estimates of the costs associated with the bond issuance, including, but not limited to, bond counsel and financial advisor fees, printing costs, rating agency fees, underwriting fees, and other miscellaneous costs and expenses of issuing the bonds

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which that note was originally issued or from any other source lawfully available for that purpose, including state grants. Interest payments may also be made from such sources. However, interest payments may be made periodically and prior to note maturity from an increased property tax if the following conditions are met: (Education Code 15150)

- 1. A resolution of the Board authorizes the property tax for that purpose.
- 2. The principal amount of the bond anticipation note does not exceed the remaining principal amount of the authorized but unissued bonds.

A bond anticipation note may be issued only if the tax rate levied to pay interest on the note would not cause the district to exceed the tax rate limitation set forth in Education Code 15268 or 15270, as applicable.

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1090-1099 Prohibitions applicable to specified officers

1125-1129 Incompatible activities

8855 California Debt and Investment Advisory Commission

53506-53509.5 General obligation bonds

53580-53595.5 Bonds

54952 Definition of legislative body, Brown Act

**CALIFORNIA CONSTITUTION** 

Article 13A, Section 1 Tax limitation

Article 16, Section 18 Debt limit

### CODE OF FEDERAL REGULATIONS, TITLE 17

240.10b-5 Prohibition against fraud or deceit

240.15c2-12 Municipal securities disclosure

### **COURT DECISIONS**

San Lorenzo Valley Community Advocates for Responsible Education v. San Lorenzo Valley Unified School District (2006) 139 Cal.App.4th 1356

### ATTORNEY GENERAL OPINIONS

99 Ops.Cal.Atty.Gen. 18 (2016)

88 Ops.Cal.Atty.Gen. 46 (2005)

87 Ops.Cal.Atty.Gen. 157 (2004)

### Management Resources:

### **CSBA PUBLICATIONS**

California's Challenge: Adequately Funding Education in the 21st Century, December 2015 Bond Sales - Questions and Considerations for Districts, Governance Brief, December 2012 Legal Guidelines: Use of Public Resources for Ballot Measures and Candidates, Fact Sheet, February 2011

# GOVERNMENT FINANCE OFFICERS ASSOCIATION PUBLICATIONS

An Elected Official's Guide to Debt Issuance, 2nd Ed., 2016

Understanding Your Continuing Disclosure Responsibilities, Best Practice, September 2015

Investment of Bond Proceeds, Best Practice, September 2014

Selecting and Managing Municipal Advisors, Best Practice, February 2014

Debt Management Policy, Best Practice, October 2012

Analyzing and Issuing Refunding Bonds, Best Practice, February 2011

WEB SITES

CSBA: http://www.csba.org

California Debt and Investment Advisory Commission: http://www.treasurer.ca.gov/cdiac

California Department of Education: http://www.cde.ca.gov

California Office of Public School Construction: http://www.opsc.dgs.ca.gov

Government Finance Officers Association: http://www.gfoa.org

Municipal Security Rulemaking Board, Electronic Municipal Market Access (EMMA):

http://www.emma.msrb.org

7/14/04; 6/28/17A (if adopted)