



Financial Statement
June 30, 2019

Measure I Fund

Town of Apple Valley, California

Town of Apple Valley, California

**San Bernardino County Transportation Authority
Measure I Fund
For the Year Ended June 30, 2019**

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Independent Auditor's Report

To the Board of Directors
San Bernardino County Transportation Authority
San Bernardino, California

Report on the Financial Statements

We have audited the accompanying financial statements of the Measure I Fund of the Town of Apple Valley, California (Town), as of and for the year ended June 30, 2019, 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.

Auditor's Responsibility

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free 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 for the Measure I Fund of the Town as of June 30, 2019, and the changes in financial position thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Emphasis of Matter

As discussed in Note 1, the financial statements present only the Measure I Fund and do not purport to, and do not, present fairly the financial position of the Town as of June 30, 2019, and the changes in its financial position 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 Matters*Required Supplementary Information*

Accounting principles generally accepted in the United States of America require that the budgetary comparison information on pages 10 and 11 be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Management has omitted the management's discussion and analysis for the Measure I Fund that accounting principles generally accepted in the United States of America require to be presented to supplement the basic financial statements. Such missing information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of the financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. Our opinion on the basic financial statements is not affected by this missing information.

Other Information

Our audit was conducted for the purpose of forming an opinion on the financial statements of the Measure I Fund of the Town. The program status schedule (other information) on page 12, is presented for purposes of additional analysis and is not a required part of the financial statements. The other information has not been subjected to the auditing procedures applied in the audit of the basic financial statement, and accordingly, we do not express an opinion or provide any assurance on it.

Other Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we have also issued our report dated April 30, 2020, on our consideration of the Town's internal control over financial reporting of the Measure I Fund 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 control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Town'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 Town's internal control over financial reporting and compliance as it relates to the Measure I Fund.

A handwritten signature in black ink that reads "Eide Bailly LLP". The signature is written in a cursive, flowing style.

Rancho Cucamonga, California
April 30, 2020

Town of Apple Valley, California
Measure I Fund

Balance Sheet
June 30, 2019

Assets

Cash and investments	\$ 4,373,645
Taxes receivable	391,552
Accounts receivable	99,056
Interest receivable	13,292
Total assets	<u>\$ 4,877,545</u>

**Liabilities, Deferred Inflows of
Resources and Fund Balance**

Liabilities

Accounts payable	\$ 267,521
Retentions payable	97,854
Total liabilities	<u>365,375</u>

Deferred Inflows of Resources:

Unavailable revenue	<u>99,056</u>
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Fund Balance

Restricted	<u>4,413,114</u>
Total liabilities, deferred inflows of resources and fund balance	<u>\$ 4,877,545</u>

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

Town of Apple Valley, California
Measure I Fund

Statement of Revenues, Expenditures and Changes in
Fund Balance
For the Year Ended June 30, 2019

Revenues

Measure I sales tax	\$ 2,197,493
Interest income	43,789
Intergovernmental	926,236
Total revenues	<u>3,167,518</u>

Expenditures

Capital	
Construction and engineering	<u>1,778,271</u>
Net change in fund balance	1,389,247
Fund balance, beginning of year	<u>3,023,867</u>
Fund balance, end of year	<u>\$ 4,413,114</u>

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

Note 1 – General Information

Reporting Entity

The financial statements are intended to reflect the financial position and changes in financial position of the Measure I Fund of the Town of Apple Valley, California (Town) only. Accordingly, the financial statements do not purport to, and do not, present fairly the financial position of the Town as of June 30, 2019, and the changes in financial position thereof for the year then ended in conformity with generally accepted accounting principles in the United States of America.

Measure I

Measure I is the half-cent sales tax collected throughout San Bernardino County for transportation improvements. In 2004, San Bernardino County voters approved the extension of the Measure I sales tax through 2040. See Note 4 for a detailed description of the Measure.

Note 2 – Summary of Significant Accounting Policies

The accounting policies of the Measure I Fund of the Town conform to accounting policies generally accepted in the United States of America. The following is a summary of significant accounting policies.

A. Basis of Accounting

Governmental Fund Financial Statements

Fund Accounting

The accounts of the Town are organized on the basis of funds. A fund is defined as an independent fiscal and accounting entity wherein operations of each fund are accounted for in a separate set of self-balancing accounts that record resources, related benefits, and equity, segregated for the purpose of carrying out specific activities. The Town accounts for the Measure I activities within its Measure I Special Revenue Fund.

Special Revenue Funds are used to account for the proceeds of revenue sources that are restricted or committed to expenditure for specified purposes.

Measurement Focus and Basis of Accounting

The Special Revenue Funds of the Town are accounted for using the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recognized as soon as they are both measurable and available. Revenues are considered to be available when they are collected within the current period or soon enough thereafter to pay liabilities of the current period. For this purpose, revenues are available if they are collected within 60 days of the end of the fiscal period. Expenditures generally are recorded when a liability is incurred. Operating statements of governmental funds present increases (revenues and other financing sources) and decreases (expenditures and other financing uses) in net current resources.

Note 2 – Summary of Significant Accounting Policies, (Continued)

B. Use of Estimates

The preparation of financial statements in conformity with accounting principles generally accepted in the United States of America requires management to make estimates and assumptions that affect the reported amounts of assets, liabilities, and disclosures 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.

C. Fund Balances

Fund balance is reported according to the following classifications: nonspendable, restricted, committed, assigned, and unassigned based on the relative strength of the constraints that control how specific amounts can be spent.

Restricted fund balance represents 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.

When an expenditure is incurred for purposes for which both restricted and unrestricted fund balance is available, the Town considers restricted funds to have been spent first.

D. Cash and Investments

Cash and investments are pooled by the Town to facilitate cash management and maximize investment opportunities and yields. Investment income resulting from this pooling is allocated to the respective funds including the Measure I Fund based upon the average cash balance. The investment policies and the risks applicable to the Measure I Fund, are those of the Town and are disclosed in the Town's basic financial statements. The Town's basic financial statements can be obtained at Town Hall.

The Measure I Fund's cash and investments are reported at fair value. The fair value measurements are based on 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. Level 1 inputs are quoted prices in active markets for identical assets; Level 2 inputs are significant other observable inputs; Level 3 inputs are significant unobservable inputs. The Measure I Fund's deposits and withdrawals in the Town investment pool are made on the basis of \$1 and not fair value. Accordingly, the Measure I Fund's investment in the Town investment pool is measured based on inputs that are uncategorized and not defined as a Level 1, Level 2, or Level 3 input.

Note 2 – Summary of Significant Accounting Policies, (Continued)

E. Maintenance of Effort

In accordance with California Public Utilities Code 190300 and Ordinance No. 04-01 of the San Bernardino County Transportation Authority (SBCTA), Local Street Program funds shall not be used to supplant existing local discretionary funds being used for street and highway purposes. The maintenance of effort (MOE) base year level was determined based upon the discretionary General Fund expenditures for transportation-related construction and maintenance activities in fiscal year 2008/2009. The MOE base year level as approved by the SBCTA Board of Directors shall remain in effect until the expiration of Measure I 2010-2040. General Fund expenditures in excess of the MOE base year level will carry over to subsequent fiscal years and can be applied in a future year to offset the amount the local agency may need to meet the MOE requirement. The Town's determined MOE base level is \$0.

F. Deferred Inflows of Resources

In addition to liabilities, the balance sheet will sometimes report a separate section for deferred inflows of resources. This separate financial statement element, unavailable revenues, represents revenues earned during the period but unavailable to liquidate current liabilities. These amounts are deferred and recognized in the period that the amounts become available.

Note 3 – Taxes Receivable

Taxes receivable represent the Measure I sales tax revenues for the fiscal year received from the SBCTA after June 30, 2019.

Note 4 – Measure I Fund

The California State Legislature authorized county transportation authorities to enact local option sales tax measures for transportation improvements in the late 1980s, under provisions of Division 19 (commencing with Section 180000) of the Public Utilities Code. In November 1989, San Bernardino County voters approved passage of Measure I, authorizing SBCTA to impose a half cent retail transactions and use tax applicable in the incorporated and unincorporated areas of the County of San Bernardino for the 20-year period between April 1, 1990 and March 31, 2010. SBCTA is authorized to administer the programs described in the Measure.

Early in the second decade of Measure I, it became apparent that continuation of the half cent sales tax would be critical to maintaining funding for transportation in San Bernardino County. SBCTA member jurisdictions and transportation stakeholders worked to identify transportation needs, and an expenditure plan was developed to serve as a basis for the renewal of Measure I. Ordinance No. 04-01 was placed before voters in November 2004, and Measure I was renewed. The new Measure I extends the half cent sales tax for 30 years, from April 1, 2010 through March 31, 2040. The new Measure is referred to as Measure I 2010-2040 to distinguish it from the first Measure I.

Note 4 – Measure I Fund, (Continued)

Revenue from the tax can only be used for transportation improvement and traffic management programs authorized in the Expenditure Plan.

Measure I 2010-2040 has a return-to-source provision that states that funds shall be allocated to subareas in accordance with the actual revenue collected in each subarea. After deduction of required Board of Equalization fees and authorized administrative costs, revenues generated in each subarea are to be expended on projects of direct benefit to that subarea. Revenues are accounted for separately for each subarea and then allocated to specified project categories in each subarea. These project categories are termed “programs” in the Strategic Plan. Decisions on how revenues are expended within the subareas are made by the SBCTA Board of Directors based upon recommendations of local subarea representatives. Other than the projects identified in the Cajon Pass Expenditure Plan, revenues generated within a subarea can be expended outside of that subarea only upon approval of two-thirds (2/3) of the jurisdictions within the affected subarea. A proportional share of projected state and federal transportation funds is to be reserved for use solely within the Valley subarea and individual Mountain/Desert (Colorado River, Morongo Basin, Mountains, North Desert and Victor Valley) subareas. In the San Bernardino Valley subarea, Measure I 2010-2040 contains the following programs:

- Freeway Program
- Freeway Interchange Program
- Major Street Program
- Local Street Program
- Metrolink/Rail Program
- Express Bus/Bus Rapid Transit Program
- Senior and Disabled Transit Program
- Traffic Management Systems Program

In each of the Mountain/Desert subareas, Measure I 2010-2040 contains the following programs:

- Local Street Program
- Major Local Highway Program
- Senior and Disabled Transit Program

Note 5 – Accounts Receivable

Accounts receivable represent refunds, reimbursements, and rebates for the fiscal year received from developers after June 30, 2019.

Note 6 – Intergovernmental Revenues

The Town recorded intergovernmental revenue in the amount of \$926,236 in the Measure I Fund. This revenue is primarily attributed to grants from various agencies funding projects related to the Measure I program.



Required Supplementary Information

Town of Apple Valley, California
Measure I Fund

Schedule of Revenues, Expenditures and Changes
in Fund Balance – Budget and Actual
For the Year Ended June 30, 2019

	Budget		Actual	Variance From
	Original	Final		Final Budget
				Positive (Negative)
Revenues				
Measure I sales tax	\$ 1,900,000	\$ 1,900,000	\$ 2,197,493	\$ 297,493
Interest income	35,000	35,000	43,789	8,789
Intergovernmental	3,461,966	3,461,966	926,236	(2,535,730)
Total revenues	<u>5,396,966</u>	<u>5,396,966</u>	<u>3,167,518</u>	<u>(2,229,448)</u>
Liabilities				
Capital				
Construction and engineering	<u>5,219,725</u>	<u>5,219,725</u>	<u>1,778,271</u>	<u>3,441,454</u>
Net change in fund balance	177,241	177,241	1,389,247	1,212,006
Fund balance, beginning of year	<u>3,023,867</u>	<u>3,023,867</u>	<u>3,023,867</u>	<u>-</u>
Fund balance, end of year	<u>\$ 3,201,108</u>	<u>\$ 3,201,108</u>	<u>\$ 4,413,114</u>	<u>\$ 1,212,006</u>

See accompanying note to required supplementary information.

**Town of Apple Valley, California
Measure I Fund**

**Note to Required Supplementary Information
For the Year Ended June 30, 2019**

Note 1 – Budgetary Data

The Town adopts an annual budget on a basis consistent with accounting principles generally accepted in the United States of America.



Other Information

Town of Apple Valley, California
Measure I Fund

Program Status: Comparison of 5 Year Plan Project
Budget to Current Year Expenditures
For the Year Ended June 30, 2019

The Measure I Five Year Capital Improvement Plan for local streets was adopted by Council Resolution No. 2018-43. Of the funds allocated under the Measure I Five Year Capital Improvement Plan, the following programs were affected during the current fiscal year:

Local Projects:	5-Year Plan Project Estimate	Current Fiscal Year Expenditures	(Over)/Under Estimate
Measure I Funded Projects:			
Dale Evans Pkwy @ Waalew Rd. Realignment	\$ 1,145,000	\$ 22,737	\$ 1,122,263
Apple Valley Road/Hwy 18 Realignment (West End Widening)	9,500,000	402,842	9,097,158
Bear Valley Road Intersection Improvements at Navajo and Kiowa	500,000	1,194	498,806
Yucca Loma Road Widening - Apple Valley	5,000,000	14,348	4,985,652
Bear Valley Bridge Widening (Mojave River Bridge, design)	2,440,480	458,612	1,981,868
Town Wide Categorical Street Rehabilitation	960,000	381,817	578,183
Total costs reported for projects on the Five Year CIP		1,281,550	
Expenditures on projects not included on the Five Year CIP:			
High Desert Corridor	-	653	(653)
Tao Road	-	1,999	(1,999)
AV Safe Routes to School Sidewalk Imp	-	57,215	(57,215)
Tuscola/Kasota Connection	-	16,806	(16,806)
Bear Valley Rd. Commercial Corridor	-	8,591	(8,591)
Contract Services	-	299	(299)
Total costs identified for projects not on Five Year CIP		85,563	
Measure I Fund expenditures funded by other sources			
AV Safe Routes to School Master Plan	-	3,575	(3,575)
AV Safe Route to School South	-	254,624	(254,624)
Mojave Riverwalk Project	-	860	(860)
Town Wide Class II Bikeway Upgrade	-	1,518	(1,518)
AV Village SR 18 Corridor	-	150,581	(150,581)
Total Measure I Fund expenditures funded by other sources		411,158	
Total expenditures at June 30, 2019		\$ 1,778,271	



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 and Measure I Compliance Requirements

To the Board of Directors
San Bernardino County Transportation Authority
San Bernardino, California

We have audited, 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, the financial statements of the Measure I Fund of the Town of Apple Valley, California (Town), as of and for the year ended June 30, 2019, and the related notes to the financial statements, and have issued our report thereon dated April 30, 2020. Our report included an emphasis of matter stating that the financial statements of the Measure I Fund do not purport to, and do not, present fairly the financial position of the Town as of June 30, 2019.

Internal Control over Financial Reporting

In planning and performing our audit of the financial statements, we considered the Town's internal control over financial reporting Measure I Fund (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the Town's internal control. Accordingly, we do not express an opinion on the effectiveness of the Town'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 weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that have not been identified. We did identify certain deficiencies in internal control, described in the accompanying schedule of findings and responses as items 2019-001, 2019-002, and 2019-003 that we consider to be significant deficiencies.

Compliance and Other Matters

As part of obtaining reasonable assurance about whether the financial statements of the Measure I Fund of the Town are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, including requirements of Measure I as specified in the agreement between the Town and San Bernardino County Transportation Authority (SBCTA), noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*, which is described in the accompanying schedule of finding and response as item 2019-001.

Town's Response to the Findings

The Town's response to the findings identified in our audit are described in the accompanying schedule of findings and responses. The Town's response was not subject to the auditing procedures applied in the audit, and accordingly, we express no opinion on it.

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 Town's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.



Rancho Cucamonga, California
April 30, 2020

Finding 2019-001

Expenditures Not Included in the Current Year Measure I Five Year Capital Improvement Plan

Criteria:

Policy VVLS-15: the Five Year Capital Improvement Plan shall be the basis for the annual audit. Jurisdictions will have flexibility in programming projects listed in their Five Year Capital Improvement Plan based on the necessities of the jurisdiction. However, in order for a project to be eligible for expenditure of Local Street funds, a revised Capital Improvement Plan adopted by resolution of the governing body is required and must be provided to SBCTA by June 30th of each fiscal year if the project list has been changed. If the Capital Improvement Plan is not modified to reflect the changes, an audit finding will result. If the audit finding is not corrected, the project will not be eligible for expenditures of Local Street funds.

Condition:

During our testing, we noted the Town utilized Measure I funds to pay for various projects that were not included in the fiscal year 2018/2019 Five Year Capital Improvement Plan.

Context:

The Town recorded costs that complied with the Measure I Strategic Plan, however, the projects incurred expenditures on projects that were not listed in the fiscal year 2018/2019 Five Year Capital Improvement Plan.

Effect:

The Town included costs for projects not included on the Five Year Capital Improvement Plan.

Cause:

The Town's internal control did not ensure that projects incurring costs were listed in the current Five Year Capital Improvement Plan.

Recommendation:

We recommend the Town enhance its procedures to ensure that projects that have activity are included in the Five Year Capital Improvement Plan for the corresponding year. This can be achieved through a revised Five Year Capital Improvement Plan being provided to SBCTA by June 30th of each fiscal year, as necessary.

View of Responsible Officials and Planned Corrective Action:

Going forward, the Town will revise its fiscal year 2019/2020 and all future Five Year Capital Improvement Plans to list all Measure I project expenditures. Revisions will be made and submitted prior to June 30th of each fiscal year.

Finding 2019-002

Year End Closing

Criteria:

The Town should ensure the accuracy of reported activity by reconciling fund equity to previously issued financial statements.

Condition:

We noted that beginning fund balance in the Measure I 2010-2040 Fund's trial balance was not reconciled to the previously issued financial statements.

Context:

The condition referred to above was discovered during our testwork over beginning fund balance for the Measure I Fund.

Effect:

Adjustments were necessary to fairly state the Fund's activity.

Cause:

The Town did not reconcile beginning fund balance timely.

Recommendation:

The Town should include the fund balance reconciliation in its financial reporting closing checklist.

View of Responsible Officials and Planned Corrective Action:

As the Town has become fully staffed, work flow processes have been assigned to ensure funds are analyzed, adjusted, and closed in a timely manner.

Finding 2019-003

Bank Reconciliations

Criteria:

The Town should ensure that bank reconciliations are performed and reviewed timely.

Condition:

During our testing, we noted that the June 30, 2019 citywide bank reconciliation was not prepared and reviewed timely.

Context:

The Measure I Fund participates in the pooling of the Town's cash and investments.

Effect:

Due to the condition noted above, the internal control environment of the Town is weakened.

Cause:

The Town did not perform the bank reconciliation in a timely manner.

Recommendation:

We recommend the Town to enhance its bank reconciliation process to perform and review the reconciliation within 30 days of the previous month end.

View of Responsible Officials and Planned Corrective Action:

As the Town is now fully staffed, monthly reconciliations processes are being revised and implemented to ensure cash balances are analyzed and adjusted in a timely manner.

**Town of Apple Valley, California
Measure I Fund**

**Summary Schedule of Prior Audit Finding
June 30, 2019**

<u>Finding No.</u>	<u>Description</u>	<u>Status</u>
2018-001	Expenditures Not Included in the Current Year Measure I Five Year Capital Improvement Plan	Not Implemented. See current year finding no. 2019-001