

**ALUM ROCK UNION ELEMENTARY
SCHOOL DISTRICT**

**MEASURE J GENERAL OBLIGATION BONDS
FINANCIAL STATEMENTS**

June 30, 2020

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT

MEASURE J GENERAL OBLIGATION BONDS
June 30, 2020

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INDEPENDENT AUDITOR'S REPORT

To the Board of Trustees
Alum Rock Union Elementary School District
San Jose, California

Report on the Financial Statements

We have audited the accompanying financial statements of Alum Rock Union Elementary School District (the "District") Measure J General Obligation Bonds (the "Bonds") activity, as of and for the year ended June 30, 2020, and the related notes to the financial statements, as listed in the table of contents.

Management's Responsibility for the Financial Statements

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

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 of America. 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 includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of risk 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 the 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 principles 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.

(Continued)

Opinion

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Alum Rock Union Elementary School District (the "District") Measure J General Obligation Bonds activity as of June 30, 2020, 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 the financial activity and balances of the Measure J General Obligation Bonds activity only, and do not purport to, and do not, present fairly the financial position of Alum Rock Union Elementary School District, as of June 30, 2020, the changes in its financial position, or where applicable, its cash flows for the year then ended in accordance with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated May 3, 2021 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 for Measure J General Obligation Bonds activity. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the District's internal control over financial reporting or on compliance for Measure J General Obligation Bonds activity. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the District's internal control financial reporting and compliance for the Measure J General Obligation Bonds activity.


Crowe LLP

Sacramento, California
May 3, 2021

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT
MEASURE J GENERAL OBLIGATION BONDS
BALANCE SHEET
June 30, 2020

ASSETS

Cash in County Treasury (Note 2)	\$ 5,215,338
Receivables	<u>22,107</u>
Total assets	<u>\$ 5,237,445</u>

LIABILITIES AND FUND BALANCE

Accounts payable	\$ 62,557
Fund balance - restricted (Note 3)	<u>5,174,888</u>
Total liabilities and fund balance	<u>\$ 5,237,445</u>

See accompanying notes to financial statements.

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT
MEASURE J GENERAL OBLIGATION BONDS
STATEMENT OF REVENUES, EXPENDITURES AND
CHANGE IN FUND BALANCE
For the Year Ended June 30, 2020

Revenues:	
Interest	\$ 105,670
Expenditures:	
Current:	
Salaries	45,842
Benefits	24,791
Contract Services	<u>114,750</u>
Total expenditures	<u>185,383</u>
Deficiency of revenues under expenditures	<u>(79,713)</u>
Other financing uses:	
Transfers out	<u>(20,869,114)</u>
Change in fund balance	(20,948,827)
Fund balance, July 1, 2019	<u>26,123,715</u>
Fund balance, June 30, 2020	<u>\$ 5,174,888</u>

See accompanying notes to financial statements.

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT
MEASURE J GENERAL OBLIGATION BONDS
NOTES TO FINANCIAL STATEMENTS
June 30, 2020

NOTE 1 – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

The accounting policies of Alum Rock Union Elementary School District (the "District") conform to accounting principles generally accepted in the United States of America as applicable to governments and to general practices within California school districts. The District accounts for its financial transactions in accordance with 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 as prescribed by the Governmental Accounting Standards Board (GASB). The following is a summary of the more significant accounting policies:

Financial Reporting Entity: The financial statements include the activity and balances of the Measure J General Obligation Bonds, only. These financial statements are not intended to present the financial position and results of operations of Alum Rock Union Elementary School District as a whole.

Basis of Accounting: Basis of accounting refers to when revenues and expenditures or expenses are recognized in the accounts and reported in the financial statements. Basis of accounting relates to the timing of measurement made, regardless of the measurement focus applied.

The basic financial statements are presented on the modified accrual basis of accounting. Under the modified accrual basis of accounting, revenues are recorded when susceptible to accrual; i.e., both measurable and available. "Available" means collectible within the current period or within 60 days after year end. Expenditures are generally recognized under the modified accrual basis of accounting when the related liability is incurred. The exception to this general rule is that principal and interest on general obligation long-term liabilities, if any, is recognized when due.

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 Board of Trustee 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 Board of Trustees satisfied these requirements. The District's Board of Trustees and Superintendent revise the budgets 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.

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

Interfund Activity: Transactions between funds of the District are recorded as interfund transfers. The unpaid balances at year end, as a result of such transactions, are shown as due to and due from other funds.

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

(Continued)

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT
MEASURE J GENERAL OBLIGATION BONDS
NOTES TO FINANCIAL STATEMENTS
June 30, 2020

NOTE 2 – CASH

Cash in County Treasury: In accordance with Education Code Section 41001, the District maintains substantially all of its cash in the interest bearing Santa Clara County Treasurer's Pooled Investment Fund. The District is considered to be an involuntary participant in an external investment pool. The fair value of the District's investment in the pool is reported in the financial statements at amounts based upon the District's pro-rata share of the fair value provided by the County Treasurer for the entire portfolio (in relation to the amortized cost of that portfolio). The balance available for withdrawal is based on the accounting records maintained by the County Treasurer, which is recorded on the amortized cost basis.

Interest Rate Risk: The District does not have a formal investment policy that limits cash and investment maturities as a means of managing its exposure to fair value losses arising from increasing interest rates. At June 30, 2020, the District had no significant interest rate risk related to cash and investments held.

Credit Risk: The District does not have a formal investment policy that limits its investment choices other than the limitations of State law.

Concentration of Credit Risk: The District does not place limits on the amount it may invest in any one issuer. At June 30, 2020, the District had no concentration of credit risk.

NOTE 3 – FUND BALANCE CLASSIFICATION

Governmental Accounting Standards Board Codification Sections 1300 and 1800, *Fund Balance Reporting and Governmental Fund Type Definitions* (GASB Cod. Sec. 1300 and 1800) implements a five-tier fund balance classification hierarchy that depicts the extent to which a government is bound by spending constraints imposed on the use of its resources. The five classifications are nonspendable, restricted, committed, assigned and unassigned. The fund balance of the Measure J General Obligation Bonds is restricted for the purposes as authorized through the approval of Measure J.

The restricted fund balance classification reflects amounts subject to externally imposed and legally enforceable constraints. Such constraints may be imposed by creditors, grantors, contributors, or laws or regulations of other governments, or may be imposed by law through constitutional provisions or enabling legislation.

NOTE 4 – INTERFUND TRANSACTIONS

Interfund Activity: Transactions between funds of the District are recorded as interfund transfers. The unpaid balances at year-end, as a result of such transactions, are shown as due to and due from other funds. There were no interfund payables at June 30, 2020.

Transfers: Transfers consist of operating transfers from funds receiving revenue to funds through which the resources are to be expended. One transfer was recorded during the year ended June 30, 2020, to reflect the approval of the District's Board of Trustees to reclassify Measure I construction project expenditures as Measure J expenditures, which were financed with Measure J proceeds in prior years. The transfer reflects the recognition of such expenditures.

(Continued)

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT
MEASURE J GENERAL OBLIGATION BONDS
NOTES TO FINANCIAL STATEMENTS
June 30, 2020

NOTE 5 – PURPOSE OF BOND ISSUANCE

Bond Authorization: By approval of this proposition by at least 55% of the registered voters voting on the proposition, the Alum Rock Union Elementary School District shall be authorized to issue and sell bonds of up to \$125,000,000 in aggregate the principal amount.

Purpose of Bonds: The proceeds of the Bonds may be used:

"To improve neighborhood schools by removing mold and asbestos; fix leaky, deteriorated roofs; replacing inefficient/aging heating, ventilation, and electrical systems to save money; improving fire safety/ security; updating computer technology/ science labs for 21st century learning; repairing aging restrooms; and acquiring, constructing, and repairing sites/ facilities, shall Alum Rock Union Elementary School District issue \$125 million in bonds at legal rates with required independent financial audits, citizens oversight and no money for administrators' salaries..."

As required by the California Constitution, the proceeds from the sale of bonds will be used only for the construction, reconstruction, rehabilitation or replacement of school facilities, including the furnishing and equipping of school facilities and not for any other purpose, including teacher and administrator salaries and other school operating expenses.

Bond Project List: The Bond Project List, which is an integral part of the proposition, lists the specific projects the District proposes to finance with proceeds of the bonds. Listed repairs, rehabilitation projects and upgrades will be completed as needed at individual campuses. Each project is assumed to include its share of costs of the election and bond issuance, architectural, engineering and similar planning costs, construction management and customary contingency for unforeseen design and construction costs. The final cost of each project will be determined as plans are finalized, construction bids are awarded and projects are completed. In addition, certain construction funds expected from non-bond sources, including State grant funds for eligible projects, have not yet been secured. Therefore, the Board of Trustees cannot guarantee that the bonds will provide sufficient funds to allow completion of all listed projects.

NOTE 6 – GENERAL OBLIGATION BOND ISSUANCES

The bonds are general obligations of the District, and Santa Clara County is obligated to levy ad valorem taxes for the payment of and interest on, the principal of the bonds. The Bond Interest and Redemption Fund is maintained by the County Treasurer and is used to account for both the accumulation of resources from ad valorem tax levies and the payment of interest and redemption of principal of the bonds issued by the District.

Measure J: On July 18, 2013, the District issued General Obligation Bonds, 2012 Series A, in the amount of \$32,400,000. The Bonds mature in varying amounts through August 2043 with interest rates from 4.0% to 4.25%.

On August 15, 2013, the district issued General Obligation Bonds, 2012 Series B, in the amount \$3,600,000. The Bonds mature in varying amounts through August 2023 with interest rates from 0.496% to 2.641%.

On January 14, 2016, the District issued General Obligation Bonds, 2012 Series C in the amount of \$17,500,000. The Bonds mature in varying amounts through August 2040 with interest rates from 2.0% to 5.25%.

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ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT
MEASURE J GENERAL OBLIGATION BONDS
NOTES TO FINANCIAL STATEMENTS
June 30, 2020

NOTE 6 – COVID-19 PANDEMIC IMPACT

In December 2019, a novel strain of coronavirus surfaced (COVID-19) and spread around the world, with resulting business and social disruption. In response to the pandemic and in compliance with various state and local ordinances, the District closed physical campuses and transitioned to a distance learning model. On March 13, 2020, the Governor of California issued Executive Order N-26 – 20, guaranteeing state funding to support the continued payment of salaries and benefits to all employees through June 30, 2020.

The operations and business results of the District could be adversely affected in the future including a reduction in the level of funding and impact to the timing of cash flows. In addition, significant estimates may be adversely impacted by national, state and local events designed to contain the coronavirus. Debt ratings for outstanding issuances may further be impacted. For the 2021 school year, the District is offering instruction in formats consistent with local health guidelines. Throughout the pandemic the District has put into practice a number of safety measures to protect students and employees and will continue to revise them as needed.

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
Alum Rock Union Elementary School District
San Jose, 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 Alum Rock Union Elementary School District (the "District") Measure J General Obligation Bonds (the "Bonds") activity, as of and for the year ended June 30, 2020, and related notes to the financial statements and have issued our report thereon dated May 3, 2021.

Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered the District's internal control over Measure J General Obligation Bonds activity financial reporting (internal control) as a basis for designing 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 District's internal control. Accordingly, we do not express an opinion of 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 weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

Compliance and Other Matters

As part of obtaining reasonable assurance about whether the District's Measure J General Obligation Bonds activity financial statements are free from material misstatement, we performed tests of the District's 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 entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.


Crowe LLP

Sacramento, California
May 3, 2021

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT
MEASURE J GENERAL OBLIGATION BONDS
SCHEDULE OF AUDIT FINDINGS AND RECOMMENDATIONS
For the Year Ended June 30, 2020

No matters were reported.

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT
MEASURE J GENERAL OBLIGATION BONDS
SCHEDULE OF PRIOR YEAR AUDIT FINDINGS RECOMMENDATIONS
For the Year Ended June 30, 2020

No matters were reported.

**ALUM ROCK UNION ELEMENTARY
SCHOOL DISTRICT**

**MEASURE J GENERAL OBLIGATION BONDS
PERFORMANCE AUDIT**

June 30, 2020

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT

MEASURE J GENERAL OBLIGATION BONDS
PERFORMANCE AUDIT
June 30, 2020

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INDEPENDENT AUDITOR'S REPORT

To the Board of Trustees
Alum Rock Union Elementary School District
San Jose, California

We have conducted a performance audit of the Alum Rock Union Elementary School District (the "District") Measure J General Obligation Bond funds for the year ended June 30, 2020.

We conducted our performance audit in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our conclusion based on our audit objectives. We believe the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Our audit was limited to the objectives listed on page 3 of this report which includes determining the compliance with the performance requirements for the Proposition 39 Measure J General Obligation Bonds under the applicable provisions of Section 1(b)(3)(C) of Article XIII A of the California Constitution and Proposition 39 as they apply to the bonds and the net proceeds thereof. Management is responsible for Alum Rock Union Elementary School District's compliance with those requirements.

Solely to assist us in planning and performing our performance audit, we obtained an understanding of the internal controls of Alum Rock Union Elementary School District to determine the audit procedures that are appropriate for the purpose of providing a conclusion on the District's compliance with the requirements of Proposition 39, as specified by Section 1(b)(3)(C) of Article XIII A of the California Constitution, but not for the purpose of expressing an opinion on the effectiveness of internal control. Accordingly, we do not express any assurance on the internal control.

The results of our procedures indicated that, in all significant respects, Alum Rock Union Elementary School District expended Measure J General Obligation Bond funds for the year ended June 30, 2020 only for the specific projects developed by the District's Governing Board 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.


Crowe LLP

Sacramento, California
May 3, 2021

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT
MEASURE J GENERAL OBLIGATION BONDS
BACKGROUND

LEGISLATIVE HISTORY

On November 7, 2000, California voters approved Proposition 39, the Smaller Classes, Safer Schools and Financial Accountability Act. Proposition 39 amended portions of the California Constitution to provide for the issuance of general obligation bonds by school districts, "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", upon approval by 55% of the electorate.

Education Code Section 15278 provides additional accountability measures:

1. A requirement that the school district establish and appoint members to an independent citizens' oversight committee.
2. A requirement that the school district expend bond funds only for the purposes described in Section 1(b)(3) of Article XIII A of the California Constitution, and ensuring that no funds are used for any teacher or administrative salaries or other school operating expenses.
3. A requirement to conduct an annual independent performance audit required by Section 1(b)(3)C of Article XIII A of the California Constitution.
4. A requirement to conduct an annual independent financial audit required by Section 1(b)(3)D of Article XIII A of the California Constitution.

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT MEASURE J GENERAL OBLIGATION BONDS

On November 6, 2012, the electorate of the Alum Rock Union Elementary School District approved the \$125,000,000 Measure J general obligation bonds with greater than 55% of the votes in favor. The summarized text of the ballot language was as follows:

"To improve neighborhood schools by removing mold and asbestos; fix leaky, deteriorated roofs; replacing inefficient/aging heating, ventilation, and electrical systems to save money; improving fire safety/ security; updating computer technology/ science labs for 21st century learning; repairing aging restrooms; and acquiring, constructing, and repairing sites/ facilities, shall Alum Rock Union Elementary School District issue \$125 million in bonds at legal rates with required independent financial audits, citizens oversight and no money for administrators' salaries..."

All bond expenditures are subject to review by a Citizens' Oversight Committee which reports to the public, as provided in Education Code Section 15278 *et seq.*

The financial activity related to the Measure J General Obligation Bonds is recorded in the Fund 21 (Building Fund) in the District's audited financial statements.

On July 18, 2013, the District issued General Obligation Bonds, 2012 Series A, in the amount of \$32,400,000. The Bonds mature in varying amounts through August 2043 with interest rates from 4.0% to 4.25%.

On August 15, 2013, the district issued General Obligation Bonds, 2012 Series B, in the amount \$3,600,000. The Bonds mature in varying amounts through August 2023 with interest rates from 0.496% to 2.641%.

On January 14, 2016 the District issued General Obligation Bonds, 2012 Series C in the amount of \$17,500,000. The Bonds mature in varying amounts through August 2040 with interest rates from 2.0% to 5.25%.

ALUM ROCK UNION ELEMENTARY SCHOOL DISTRICT
MEASURE J GENERAL OBLIGATION BONDS
OBJECTIVES, SCOPE, METHODOLOGY AND CONCLUSIONS

OBJECTIVES

The objective of our performance audit was to determine that the District expended Measure J General Obligation Bond funds for the year ended June 30, 2020 only for the purposes approved by the voters and only on the specific projects developed by the District's Board of Trustees, in accordance with the requirements of Proposition 39, as specified by Section 1(b)(3)C of Article XIII A of the California Constitution.

SCOPE

The District provided to us a list of all Measure J General Obligation Bond project expenditures for the year ended June 30, 2020 (the "List"). A total of \$185,383 in expenditures and \$20,869,114 in interfund transfers from July 1, 2019 through June 30, 2020 were identified.

METHODOLOGY

We performed the following procedures to the List of Measure J General Obligation Bond project expenditures for the year ended June 30, 2020:

- Verified the mathematical accuracy of the List.
- Reconcile the list to total bond expenditures as reported by the District in the District's audited Measure J General Obligation Bonds financial statements for the year ended June 30, 2020.
- Selected a sample of 15 expenditures and 1 interfund transfer totaling \$110,643 and \$20,869,114, respectively. The sample was selected to provide a representation across specific construction projects, vendors, expenditure amounts, and other activity. The sample represented 59.68% of the total expenditure value and 100% of the interfund transfers. Verified that the funds were generally expended for the construction, renovation, furnishing, and equipping of school facilities constituting authorized bond projects. Verified that the funds used to pay the salaries of district employees were allowable per Opinion 04-110 issued on November 9, 2004 by the State of California Attorney General.

CONCLUSION

The results of our procedures indicated that, in all significant respects, Alum Rock Union Elementary School District expended Measure J General Obligation Bond funds for the year ended June 30, 2020 only for the specific projects developed by the District's Governing Board 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.