ATTESTATION ENGAGEMENT

Township of Annville

Lebanon County, Pennsylvania 38-101

Liquid Fuels Tax Fund
For the Period
January 1, 2015 to December 31, 2016

June 2017



Commonwealth of Pennsylvania Department of the Auditor General

Eugene A. DePasquale • Auditor General



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EUGENE A. DEPASQUALE AUDITOR GENERAL

Independent Auditor's Report

The Honorable Leslie Richards Secretary Department of Transportation Harrisburg, PA 17120

We examined the accompanying Forms MS-965 With Adjustments for the Liquid Fuels Tax Fund of the Township of Annville, Lebanon County, for the period January 1, 2015 to December 31, 2016. The municipality's management is responsible for presenting the Forms MS-965 in accordance with the criteria set forth in Note 1. Our responsibility is to express an opinion on the Forms MS-965 With Adjustments based on our examination.

Our examination was conducted in accordance with attestation standards established by the American Institute of Certified Public Accountants and the standards applicable to attestation engagements contained in *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the examination to obtain reasonable assurance about whether the Forms MS-965 are fairly stated based on the criteria, in all material respects. An examination involves performing procedures to obtain evidence about the Forms MS-965. The nature, timing and extent of the procedures selected depend on our judgement, including an assessment of the risks of material misstatement of the Forms MS-965, whether due to fraud or error. We believe that the evidence we obtained is sufficient and appropriate to provide a reasonable basis for our opinion.

We are mandated by Section 403 of *The Fiscal Code*, 72 P.S. § 403, to audit each municipality's Liquid Fuels Tax Fund to ensure that funds received are expended in accordance with applicable laws and regulations. *Government Auditing Standards* issued by the Comptroller General of the United States include attestation engagements as a separate type of audit. An attestation engagement performed pursuant to *Government Auditing Standards* involves additional standards that exceed the standards provided by the American Institute of Certified Public Accountants. Accordingly, this attestation engagement complies with both *Government Auditing Standards* and Section 403 of *The Fiscal Code*.

Independent Auditor's Report (Continued)

In our opinion, the Forms MS-965 With Adjustments present, in all material respects, the information required by the Pennsylvania Department of Transportation for the Liquid Fuels Tax Fund of the Township of Annville, Lebanon County, for the period January 1, 2015 to December 31, 2016, in conformity with the criteria set forth in Note 1.

In accordance with *Government Auditing Standards*, we are required to report all deficiencies that are considered to be significant deficiencies or material weaknesses in internal control; fraud and noncompliance with provisions of laws or regulations that have a material effect on the Forms MS-965; and any other instances that warrant the attention of those charged with governance; noncompliance with provisions of contracts or grant agreements, and abuse that has a material effect on the Forms MS-965. We are also required to obtain and report the views of responsible officials concerning the findings, conclusions, and recommendations, as well as any planned corrective actions. We performed our examination to express an opinion on whether the Forms MS-965 are presented in accordance with the criteria described above and not for the purpose of expressing an opinion on the internal control over reporting on the Forms MS-965 or on compliance and other matters; accordingly, we express no such opinions.

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 combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the Forms MS-965 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 the internal control was for the limited purpose of expressing an opinion on whether the Forms MS-965 are presented in accordance with the criteria described above 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 were not identified. We did identify a certain deficiency in internal control, described in the finding listed below, that we consider to be a material weakness in internal control:

• Electronic Imaging Of Canceled Checks From The Bank Did Not Include The Backs Of The Checks.

As part of obtaining reasonable assurance about whether the Forms MS-965 are free from material misstatement, we performed tests of the Township of Annville, Lebanon County's compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of amounts on the Forms MS-965. However, providing an opinion on compliance with those provisions was not an objective of our engagement, 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*.

<u>Independent Auditor's Report (Continued)</u>

The purpose of this report is to determine whether the municipality's Liquid Fuels Tax Fund money is spent in accordance with the laws and regulations identified in the Background section of this report and the Department of Transportation's *Publication* 9. This report is not suitable for any other purpose.

We appreciate the courtesy extended by the Township of Annville, Lebanon County, to us during the course of our examination. If you have any questions, please feel free to contact Michael B. Kashishian, CPA, CGAP, CFE, Director, Bureau of County Audits, at 717-787-1363.

May 19, 2017

Eugene A. DePasquale Auditor General

Eugent: O-Pager

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TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE PERIOD JANUARY 1, 2015 TO DECEMBER 31, 2016

Background

The Liquid Fuels Tax Municipal Allocation Law, Act 655 of 1956, as amended, (72 P.S. § 2615.5 et sec.), provides municipalities other than counties (townships, boroughs, cities, towns, home rule, and optional plan governments) with an annual allocation of liquid fuels taxes from the state's Motor License Fund to be used for the maintenance and repair of streets, roads, and bridges for which the municipality is responsible. The allocation of these funds to municipalities is based: (1) 50 percent on the municipality's proportion of local road mileage to the total local road mileage in the state, and (2) 50 percent on the proportion of a municipality's population to the total population in the state.

The Vehicle Code, Title 75 P.S. § 9511, provides municipalities with annual maintenance payments to be received from the Motor License Fund for functionally local highways that were transferred to a municipality from the Commonwealth of Pennsylvania.

Each municipality must deposit the allocation of Liquid Fuels Tax funds and annual maintenance payments that it receives into a special fund called either the Municipal Liquid Fuels Tax Fund or State Fund. A municipality may not deposit any other monies into this fund except when the municipality does not have enough money in the special fund to meet the payments called for by its current annual budget for road and bridge purposes. In such a case, the municipality may borrow money or transfer money from its General Fund to its Liquid Fuels Tax Fund.

The Department of Transportation has been given the regulatory authority for the administration of these funds. Department of Transportation's *Publication 9* includes the policies and procedures for the administration of Act 655, as amended, and the Liquid Fuels Tax Fund money. However, if there is a difference between *Publication 9* and any legislation, the legislation shall govern.

To qualify for the annual allocation of Liquid Fuels Tax funds, *Publication 9* indicates that each municipality shall:

- 1. Submit annual reports (MS-965, Actual Use Report, MS-965P, Project and Miscellaneous Receipts, and MS-965S, Record of Checks).
- 2. Make deposits and payments or expenditures in compliance with Act 655 of 1956, as amended. Failure to do so may result in not receiving allocations from PennDOT until all discrepancies are resolved. *Publication 9*, Section 2.6, includes information about investing Liquid Fuels Tax monies, using loan or bond proceeds, and types of receipts into the Liquid Fuels Tax Fund.

TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE PERIOD JANUARY 1, 2015 TO DECEMBER 31, 2016

Background (Continued)

- 3. Submit the Pennsylvania Department of Community and Economic Development's (DCED) Report of Elected and Appointed Officials by January 31st and the Survey of Financial Condition By March 15th.
- 4. Ensure resolution of all Contractor Responsibility Program (CRP) holds and blocks imposed by the Department of Revenue and the Department of Labor and Industry.
- 5. Ensure resolution of all reimbursements required as a result of audits performed by the Department of the Auditor General or monitoring reviews performed by the Department of Transportation's Financial Consultants.

TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND 2015 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Adjustments		Adjusted Amount	
Major equipment purchases	\$	-	\$	-	\$	-
Minor equipment purchases		-		-		-
Computer/Computer related training		-		-		-
Agility projects		-		-		-
Cleaning streets and gutters		-		-		-
Winter maintenance services		8,357.41		-		8,357.41
Traffic control devices		1,136.30		-		1,136.30
Street lighting		55,686.00		-		55,686.00
Storm sewers and drains		48.67		-		48.67
Repairs of tools and machinery		4,956.07		-		4,956.07
Maintenance and repair of						
roads and bridges		10,172.84		-		10,172.84
Highway construction and						
rebuilding projects		10,977.28		-		10,977.28
Miscellaneous						
Total (To Section 2, Line 5)	\$	91,334.57	\$	-	\$	91,334.57

TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND 2015 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported	Adj	ustments	Adjusted Amount
1. Balance, January 1, 2015	\$ 131,731.78	\$	-	\$ 131,731.78
Receipts: 2. State allocation 2a. Turnback allocation 2b. Interest on investments (Note 3) 2c. Miscellaneous	100,565.96 - 82.89 -		- - - -	100,565.96 - 82.89 -
3. Total receipts	 100,648.85			 100,648.85
4. Total funds available	232,380.63			232,380.63
5. Expenditures (Section 1)	91,334.57			91,334.57
6. Balance, December 31, 2015	\$ 141,046.06	\$	-	\$ 141,046.06

TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND 2015 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Reported		Reported		Adjustments		Adjusted Amount
1. Prior year equipment balance	\$	122,745.93	\$	-	\$ 122,745.93				
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)		20,113.19		-	20,113.19				
3. PENNDOT approved adjustments					 				
4. Total funds available for equipment acquisition		142,859.12		-	142,859.12				
5. Less: Major equipment expenditures		<u>-</u>		<u>-</u>	 				
6. Remainder		142,859.12		-	142,859.12				
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	141,046.06	\$	<u>-</u>	\$ 141,046.06				

Notes to Forms MS-965 With Adjustments are an integral part of this report.

TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND 2016 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Adjustments		Adjusted Amount	
Major equipment purchases	\$	18,956.00	\$	-	\$	18,956.00
Minor equipment purchases		700.00		-		700.00
Computer/Computer related training		-		-		-
Agility projects		-		-		-
Cleaning streets and gutters		-		-		-
Winter maintenance services		2,985.28		-		2,985.28
Traffic control devices		2,953.65		-		2,953.65
Street lighting		55,448.87		-		55,448.87
Storm sewers and drains		2,800.00		-		2,800.00
Repairs of tools and machinery		7,221.15		-		7,221.15
Maintenance and repair of						
roads and bridges		3,056.34		-		3,056.34
Highway construction and						
rebuilding projects		24,531.21		-		24,531.21
Miscellaneous				_		
Total (To Section 2, Line 5)	\$	118,652.50	\$	_	\$	118,652.50

TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND 2016 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported	Adj	ustments	Adjusted Amount
1. Balance, January 1, 2016	\$ 141,046.06	\$	-	\$ 141,046.06
Receipts: 2. State allocation 2a. Turnback allocation 2b. Interest on investments (Note 3) 2c. Miscellaneous	117,429.38 - 650.10		- - -	117,429.38 - 650.10
3. Total receipts	118,079.48			118,079.48
4. Total funds available	259,125.54			 259,125.54
5. Expenditures (Section 1)	118,652.50			 118,652.50
6. Balance, December 31, 2016	\$ 140,473.04	\$		\$ 140,473.04

TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND 2016 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Reported		Reported		Adjustments		 Adjusted Amount
1. Prior year equipment balance	\$	141,046.06	\$	-	\$ 141,046.06				
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)		23,485.88		-	23,485.88				
3. PENNDOT approved adjustments		<u>-</u>			 				
4. Total funds available for equipment acquisition		164,531.94		-	164,531.94				
5. Less: Major equipment expenditures		18,956.00			 18,956.00				
6. Remainder		145,575.94			145,575.94				
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	140,473.04	\$	_	\$ 140,473.04				

Notes to Forms MS-965 With Adjustments are an integral part of this report.

1. Criteria

Section 1

This section of Form MS-965 With Adjustments provides a summary of Liquid Fuels Tax Fund expenditures by category. Categories requiring explanation include:

• Major equipment purchases are purchases of road machinery and road equipment with varying yearly costs in excess of the amounts indicated below:

2012	2013	2014	2015/2016
\$10,000.00	\$10,200.00	\$10,300.00	\$10,500.00

• Minor equipment purchases are purchases of road machinery and road equipment with varying yearly costs, or less, than the amounts indicated below:

2012	2013	2014	2015/2016
\$10,000.00	\$10,200.00	\$10,300.00	\$10,500.00
\$10,000.00	Ψ10, 2 00.00	Ψ10,E00.00	#10,000.00

• Agility projects are exchanges of services with the Department of Transportation.

Section 2

This section of Form MS-965 With Adjustments provides information on the fund balance. Categories requiring explanation include:

- The state allocation was received from the Department of Transportation in March of each year beginning in 2014. The amount the municipality receives is based half on its population and half on its road mileage.
- The turnback allocation was received from the Department of Transportation in March of each year beginning in 2014. A municipality receives a yearly turnback allocation based on road mileage for all roads that were transferred to the municipality from the Commonwealth of Pennsylvania through the Highway Transfer Program.

1. <u>Criteria (Continued)</u>

Section 2 (Continued)

• Expenditures include the total transferred from Section 1.

Section 3

This section of Form MS-965 With Adjustments determines if the municipality expended Liquid Fuels Tax Fund money in excess of the permissible amount for equipment and the balance that the municipality may carry forward for the purchase of equipment to the subsequent year.

Department of Transportation *Publication 9* requires that the amount expended for equipment purchases in a given year not exceed the sum of the equipment balance carried forward from the previous year and 20 percent of the current year's Liquid Fuels Tax Fund allocation and, if applicable, 20 percent of the turnback allocation plus other Department of Transportation approved adjustments.

If the municipality spent in excess of the amount listed on Line 4, the excess must be reimbursed to the Liquid Fuels Tax Fund.

The equipment balance to be carried forward for the subsequent year is the lesser of the amount on Line 6 or the ending fund balance on Line 6 of Section 2, but not less than zero.

Basis Of Presentation

The financial activities of the municipality are accounted for in separate funds. The Liquid Fuels Tax Fund is used to account for state aid revenues from the Pennsylvania Department of Transportation used primarily for building and improving local roads and bridges. The Forms MS-965 have been prepared in accordance with reporting requirements prescribed by the Pennsylvania Department of Transportation as a result of the Fuels Tax Act 655, dated 1956 and as amended, which does not constitute a complete presentation of the entity's assets, liabilities, expenses, and fund balance. Accordingly, the presentation of Forms MS-965 With Adjustments is restricted to the Liquid Fuels Tax Fund, which represents a segment of the entity.

1. <u>Criteria (Continued)</u>

Basis Of Accounting

The accompanying Forms MS-965 With Adjustments are prepared in accordance with reporting requirements prescribed by the Pennsylvania Department of Transportation. Under this method, revenues are recognized when received and expenditures are recorded when paid.

General Fixed Assets

General fixed assets are recognized as expenditures at the time of purchase. No depreciation has been provided on the heavy equipment used to maintain and repair roads and bridges.

2. Deposits

The First Class Township Code, Title 53 P.S. § 56705.1, authorizes the township to deposit its funds in the following:

- Deposits in savings accounts or time deposits, other than certificates of deposit or share accounts, of institutions having their principal place of business in the Commonwealth of Pennsylvania and insured by the Federal Deposit Insurance Corporation (FDIC) or other like insurance. For any amount above the insured maximum, the depository shall pledge approved collateral.
- Certificates of deposit purchased from institutions insured by the FDIC or other like insurance to the extent that such accounts are so insured. For any amounts in excess of the insured maximum, such deposits shall be collateralized by a pledge or assignment of assets. Certificates of deposit may not exceed 20 percent of a bank's total capital surplus or 20 percent of a savings and loan or savings bank's assets minus liabilities.

Deposits consist of receipts and deposits in a financial institution. Pennsylvania statutes require all deposits to be insured and, for any amount above the insured maximum, to be secured with approved collateral as defined.

2. <u>Deposits (Continued)</u>

There were no deposits exposed to custodial credit risk as of December 31, 2016. Custodial credit risk, as defined by GASB No. 40, as amended, includes deposits that are not covered by depository insurance and the deposits are uncollateralized, collateralized with securities held by the pledging financial institution, or collateralized with securities held by the pledging financial institution's trust department or agent but not in the municipality's name.

Fund Balance

The fund balance as of December 31, 2016, consists of the following:

Cash \$140,473.04

3. Interest On Investments

Our examination disclosed that the municipality deposited idle liquid fuels tax money in interest bearing accounts which earned \$82.89 during 2015, and \$650.10 during 2016, thus providing additional funds for road maintenance and repairs.

TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2015 TO DECEMBER 31, 2016

<u>Finding - Electronic Imaging Of Canceled Checks From The Bank Did Not Include The Back</u> Of The Checks

Our examination disclosed that the municipality made transfers from the Liquid Fuels Tax Fund to the General Fund for the reimbursement of expenditures that could have been paid from the Liquid Fuels Tax Fund. Therefore, our disbursement test included checks from the General Fund account. During our testing, we discovered that the imaging of canceled checks from the General Fund bank account was not acceptable because the bank provides only the front side of the canceled checks. For us to properly complete our examination testing, we have to examine the front and back of the canceled checks. Although the municipality obtained and provided us with copies of the backs of those canceled checks that we needed to review for our examination, the municipality should be receiving images of the backs of all canceled checks in order to have good internal controls.

Good internal controls and the Commonwealth of Pennsylvania Management Directive 210.11, dated June 16, 1997, require that imaging systems comply with the provisions of the Internal Revenue Service (IRS) procedures for record keeping with electronic imaging. To be acceptable, the documents provided by the system must meet IRS procedures governing size, content, format, and pattern. Those procedures require that all images produced by the imaging system exhibit a high degree of legibility and readability when displayed on paper. Legibility includes the ability to identify all letters and numerals positively and quickly. Readability includes the ability to recognize a group of letters or numerals as words or completed numbers. Imaged documents must include the front and back of a document in which both the front and back are used.

Further, good internal controls ensure that by having a municipal official review the front and back of the canceled checks, any errors or misappropriations can be detected on a timely basis.

Without this control, the potential exists for errors or misappropriations to go undetected for long periods of time.

Recommendations

We recommend that the municipal officials obtain images of the front and back of canceled checks in accordance with Directive 210.11. Additionally, municipal officials should review the front and back of each canceled check for any errors or misappropriations.

TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2015 TO DECEMBER 31, 2016

<u>Finding - Electronic Imaging Of Canceled Checks From The Bank Did Not Include The Back Of The Checks (Continued)</u>

Management's Response

The township administrator stated:

A finding was noted that Annville Township did not provide the front and back of all checks from its Liquid Fuels bank account, as it has done in the past years. However, the township was unable to provide the front and back of the checks from its General Fund that paid for Liquid Fuels eligible expenses that were ultimately reimbursed from the Liquid Fuels bank account. The township did not have this information available because (1) this information was not specifically requested for previous audits (although the reimbursement system described was in place then, as well) and (2) the total number of General Fund check images the township would need to request would be burdensome. My recommendation would be for specific General Fund checks to be identified in advance so that only those check images can be requested, saving the township both time and money. Please note that all township checks (whether for General Fund or the Liquid Fuels Fund) require three signatures (comprising both elected and appointed township officials) to ensure the appropriate internal controls that I believe the check imaging review is trying to ensure.

Also frustrating is the fact that the General Fund checks being requested for this audit will, ultimately, be provided to the auditor, so the issue is not the township will not or cannot provide the information requested, it is simply a matter of timing. As a former government auditor myself, I have never given (or received) a finding based upon the convenience of the auditor, but have always believed that audits were intended to show compliance. As I noted before, the information requested will ultimately be provided, thus demonstrating compliance.

To that end, while I signed the exit interview document, I disagree with the finding noted for the reasons above, and would suggest you reconsider this policy. I do thank you for the opportunity to share my concerns about the process.

TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2015 TO DECEMBER 31, 2016

<u>Finding - Electronic Imaging Of Canceled Checks From The Bank Did Not Include The Back</u> <u>Of The Checks (Continued)</u>

Auditor's Conclusion

The township was sent the entrance letter approximately two weeks before the examination was conducted explaining that front and back images of canceled checks would be required for the examination from the account which checks were written if transfers were made to another account. Good internal controls ensure that by having a municipal official review the front and back of the canceled checks, any errors or misappropriations can be detected on a timely basis. Without this control, the potential exists for errors or misappropriations to go undetected for long periods of time. Certain fraud schemes can best be detected by the review of a cancelled check (as opposed to only reviewing a check prior to being sent to the payee), with an example being fraudulent disbursement schemes in which checks are sent to a fictitious vendor and ultimately cashed or deposited by an employee or accomplice. During our next examination we will determine if the municipality complied with our recommendations.

TOWNSHIP OF ANNVILLE LEBANON COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE PERIOD JANUARY 1, 2015 TO DECEMBER 31, 2016

An exit conference was held April 25, 2017. Those participating were:

TOWNSHIP OF ANNVILLE

Mr. Nicholas T. Yingst, Township Administrator

DEPARTMENT OF THE AUDITOR GENERAL

Mr. Michael Klassen, Audit Supervisor

The results of the examination were presented and discussed in their entirety.

TOWNSHIP OF ANNVILLE
LEBANON COUNTY
LIQUID FUELS TAX FUND
REPORT DISTRIBUTION
FOR THE PERIOD
JANUARY 1, 2015 TO DECEMBER 31, 2016

This report was initially distributed to:

The Honorable Leslie Richards

Secretary
Department of Transportation

Township of Annville

Lebanon County
36 North Lancaster Street
P. O. Box 178
Annville, PA 17003

The Honorable Rex A. Moore

President of the Board of Commissioners

Mr. Nicholas T. Yingst

Township Administrator

This report is a matter of public record and is available online at www.PaAuditor.gov. Media questions about the report can be directed to the Pennsylvania Department of the Auditor General, Office of Communications, 229 Finance Building, Harrisburg, PA 17120; via email to: news@PaAuditor.gov.