

TOWNSHIP OF JORDAN NORTHUMBERLAND COUNTY 49-205

LIQUID FUELS TAX FUND EXAMINATION REPORT

FOR THE PERIOD
JANUARY 1, 2012 TO DECEMBER 31, 2012

COMMONWEALTH OF PENNSYLVANIA

EUGENE A. DEPASQUALE - AUDITOR GENERAL

DEPARTMENT OF THE AUDITOR GENERAL





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EUGENE A. DEPASQUALE AUDITOR GENERAL

Independent Auditor's Report

The Honorable Barry J. Schoch, P.E. Secretary
Department of Transportation
Harrisburg, PA 17120

We examined the accompanying Form MS-965 With Adjustments for the Liquid Fuels Tax Fund of the Township of Jordan, Northumberland County, for the period January 1, 2012 to December 31, 2012. The municipality's management is responsible for the Form MS-965. Our responsibility is to express an opinion on the Form 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. An examination includes examining, on a test basis, evidence supporting the Township of Jordan, Northumberland County's Form MS-965 for the period January 1, 2012 to December 31, 2012 and performing such other procedures as we considered necessary in the circumstances. We believe that our examination provides 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*.

As described in Note 4, the adjustments included on the Form MS-965 With Adjustments are made by the Department of the Auditor General.

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

As discussed in the Findings and Recommendations and Comments sections of this report:

- The township expended \$23,457.05 during 2012 from its Liquid Fuels Tax Fund for the purchase of stone without advertising for bids (Finding No. 1).
- The township expended \$16,337.35 during 2012 from its Liquid Fuels Tax Fund for the purchase of paving materials. However, documentation for price quotations was not available for examination (Finding No. 2).
- During our 2010-2011 examination period the township expended \$46,447.93 for stone, \$15,692.80 for storm sewer pipe without advertising for bids, and \$984.00 for excavation services performed by a business owned by a township supervisor. As of the date of this report, this amount had not been reimbursed to the Liquid Fuels Tax Fund (Comment No. 2).

In our opinion, except for the bulleted items discussed above, the Form MS-965 With Adjustments presents, in all material respects, the information required by the Pennsylvania Department of Transportation for the Liquid Fuels Tax Fund of the Township of Jordan, Northumberland County, for the period January 1, 2012 to December 31, 2012, in conformity with the criteria set forth in Note 1.

In accordance with *Government Auditing Standards*, we are required to report findings of significant deficiencies in internal control, violations of provisions of contracts or grant agreements, and abuse that are material to the Form MS-965 and any fraud and illegal acts that are more than inconsequential that come to our attention during our examination. We are also required to obtain the views of management on those matters. We performed our examination to express an opinion on whether the Form 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 Form MS-965 or on compliance and other matters; accordingly, we express no such opinions.

A control deficiency 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 misstatements on a timely basis. A significant deficiency is a control deficiency, or combination of control deficiencies, that adversely affects the Township of Jordan, Northumberland County's ability to initiate, authorize, record, process, or report data reliably in accordance with the applicable criteria such that there is more than a remote likelihood that a misstatement of the Township of Jordan, Northumberland County's Form MS-965 that is more than inconsequential will not be prevented or detected by the Township of Jordan, Northumberland County's internal control.

Independent Auditor's Report (Continued)

A material weakness is a significant deficiency or combination of significant deficiencies that results in more than a remote likelihood that a material misstatement of the Form MS-965 will not be prevented or detected by the Township of Jordan, Northumberland County's internal control.

Our consideration of internal control over reporting on the Form MS-965 was for the limited purpose described in the first paragraph of this section and would not necessarily identify all deficiencies in internal control that might be significant deficiencies or material weaknesses. We did not identify any significant deficiencies or material weaknesses, as defined above, in internal control over reporting on the Form MS-965.

The results of our tests disclosed the following instances of noncompliance that are required to be reported under *Government Auditing Standards*:

- Purchases Over \$18,500.00 In Noncompliance With Advertising and Bidding Requirements - Recurring.
- Documentation For Price Quotations Was Not Available For Examination.

We are concerned in light of the municipality's failure to correct a previously reported finding regarding purchases over \$18,500.00 that were in noncompliance with advertising and bidding requirements. During our current examination, we noted that the municipality again made purchases over \$18,500.00 that were in noncompliance with advertising and bidding requirements and failed to provide documentation for price quotations for examination. The municipality should strive to implement the recommendations and corrective actions noted in this report.

This report is intended solely for the information and use of the Pennsylvania Department of Transportation and the management of the Township of Jordan, Northumberland County, and is not intended to be and should not be used by anyone other than these specified parties.

January 9, 2014

EUGENE A. DEPASQUALE

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Auditor General

CONTENTS

<u>Pag</u>	<u>ge</u>
Background	1
Financial Section:	
2012 Form MS-965 With Adjustments	2
Notes To Form MS-965 With Adjustments	5
Findings And Recommendations:	
Finding No. 1 - Purchases Over \$18,500.00 In Noncompliance With Advertising And Bidding Requirements - Recurring	9
Finding No. 2 - Documentation For Price Quotations Was Not Available For Examination	1
Comments	3
Summary Of Exit Conference 12	4
Report Distribution	5

TOWNSHIP OF JORDAN NORTHUMBERLAND COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE PERIOD JANUARY 1, 2012 TO DECEMBER 31, 2012

Background

The Liquid Fuels Tax Municipal Allocation Law, Title 72 P.S. § 2615.5, 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 Liquid Fuels Tax Fund money and annual maintenance payments that it receives into a special fund called 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 this 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. To qualify for its annual allocation, each municipality shall submit the following documents and information to the Department of Transportation:

- 1. Evidence that the treasurer is bonded in accordance with the law, or that its treasurer is a bank requiring no bond by January 31 of each year.
- 2. A report indicating the manner in which its liquid fuels tax allocation was expended in the previous year (Form MS-965) by January 31 of each year.
- 3. A report of elected and appointed officials by January 31 of each year.
- 4. A Survey of Financial Condition by March 15 of each year.

Department of Transportation *Publication 9* contains the policies and procedures that govern the use of Liquid Fuels Tax Fund money. However, if there is a difference between *Publication 9* and any legislation, the legislation shall govern.

TOWNSHIP OF JORDAN NORTHUMBERLAND COUNTY LIQUID FUELS TAX FUND 2012 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	enditure Summary Reported		Adjustments (Note 4)		Adjusted Amount	
Major equipment purchases	\$	-	\$	-	\$	-
Minor equipment purchases		-		-		_
Computer/Computer related training		-		-		-
Agility projects		-		-		-
Cleaning streets and gutters		-		-		-
Winter maintenance services		3,294.90		144.41		3,439.31
Traffic control devices		1,788.34		-		1,788.34
Street lighting		-		-		-
Storm sewers and drains		1,780.00		5,083.98		6,863.98
Repairs of tools and machinery		3,987.60		-		3,987.60
Maintenance and repair of						
roads and bridges		61,074.05		(5,228.39)		55,845.66
Highway construction and						
rebuilding projects		-		-		-
Miscellaneous						
Total (To Section 2, Line 5)	\$	71,924.89	\$		\$	71,924.89

TOWNSHIP OF JORDAN NORTHUMBERLAND COUNTY LIQUID FUELS TAX FUND 2012 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Adjustments (Note 4)		Adjusted Amount	
1. Balance, January 1, 2012	\$	14,408.36	\$	(72.98)	\$	14,335.38
Receipts:						
2. State allocation		78,774.60		_		78,774.60
2a. Turnback allocation		4,320.00		-		4,320.00
2b. Interest on investments (Note 3)		215.00		-		215.00
2c. Miscellaneous (Comment No. 1)		3,270.24		_		3,270.24
3. Total receipts		86,579.84				86,579.84
4. Total funds available		100,988.20		(72.98)		100,915.22
5. Expenditures (Section 1)		71,924.89				71,924.89
6. Balance, December 31, 2012	\$	29,063.31	\$	(72.98)	\$	28,990.33

TOWNSHIP OF JORDAN NORTHUMBERLAND COUNTY LIQUID FUELS TAX FUND 2012 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Adjustments (Note 4)		Adjusted Amount	
1. Prior year equipment balance	\$	14,408.36	\$	(72.98)	\$	14,335.38
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	1	16,618.92		-		16,618.92
3. PENNDOT approved adjustments						
4. Total funds available for equipment acquisition		31,027.28		(72.98)		30,954.30
5. Less: Major equipment expenditures						
6. Remainder		31,027.28		(72.98)		30,954.30
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	29,063.31	\$	(72.98)	\$	28,990.33
out not loss than zoro)	Ψ	27,003.31	Ψ	(12.70)	Ψ	20,770.33

Notes to Form 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 that cost in excess of \$4,000.00 prior to 2012 and in excess of \$10,000.00 during 2012 and subsequent years.
- Minor equipment purchases are purchases of road machinery and road equipment that cost \$4,000.00 or less prior to 2012 and \$10,000.00 or less during 2012 and subsequent years.
- 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 is generally received from the Department of Transportation during the first week in April of each year. The amount the municipality receives is based half on its population and half on its road mileage.
- The turnback allocation is generally received from the Department of Transportation during the first week in April of each year. 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.
- Expenditures include the total transferred from Section 1.

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

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 Form MS-965 has 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 Form MS-965 With Adjustments is restricted to the Liquid Fuels Tax Fund, which represents a segment of the entity.

Basis Of Accounting

The accompanying Form MS-965 With Adjustments is 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.

1. Criteria (Continued)

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 Second Class Township Code, Title 53 P.S. § 68204, 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's or savings bank's assets minus liabilities.

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

There were no deposits exposed to custodial credit risk as of December 31, 2012. Custodial credit risk, as defined by GASB No. 40, 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.

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

Fund Balance

The fund balance consists of the following:

Cash \$28,990.33

3. <u>Interest On Investments</u>

Our examination disclosed that the municipality deposited idle liquid fuels tax money in interest-bearing accounts which earned \$215.00 during 2012, thus providing additional funds for road maintenance and repairs.

4. Adjustments

Section 1

Adjustments were made to "Winter maintenance services," "Storm sewers and drains," and "Maintenance and repair of roads and bridges" because expenditures of \$5,228.39 were misclassified.

Section 2

An adjustment of \$(72.98) was made to "Balance, January 1, 2012" because of a prior report adjustment that was not carried forward in the fund balance.

Section 3

An adjustment of \$(72.98) was made to "Prior year equipment balance" because of a prior report adjustment that was not carried forward in the equipment balance.

<u>Finding No. 1 - Purchases Over \$18,500.00 In Noncompliance With Advertising And Bidding Requirements - Recurring</u>

We cited the municipality for failing to advertise for bids in our prior report for the period January 1, 2010 to December 31, 2011. Our current examination disclosed that the township expended \$23,457.05 during 2012 from the Liquid Fuels Tax Fund for the purchase of stone without advertising for bids. These expenditures were as follows:

Invoice	Invoice	Check	Check	
Number	<u>Date</u>	Number	<u>Date</u>	Amount
105962	03/15/12	732	04/02/12	\$ 459.72
106207	03/31/12	734	04/09/12	1,013.36
106441	04/15/12	737	04/30/12	397.90
106655	04/30/12	738	05/07/12	2,994.15
106711	05/15/12	739	05/29/12	1,554.63
106927	05/31/12	740	06/06/12	2,828.47
107622	06/30/12	741	07/13/12	5,678.18
107695	07/15/12	742	07/23/12	884.41
108117	07/31/12	746	08/06/12	2,024.57
108374	08/15/12	753	08/27/12	757.01
108686	08/31/12	756	09/10/12	1,029.58
108977	09/15/12	758	10/01/12	1,299.11
109408	10/15/12	763	10/29/12	142.55
109623	10/31/12	766	11/12/12	2,393.41
Total				23,457.05

The above expenditures were not made in compliance with the advertising, bidding, and contract requirements of *The Second Class Township Code*, 53 P.S. § 68102(a), (also found at § 3102(a) of *The Second Class Township Code* as published by the Local Government Commission), which requires that purchases over \$18,500.00 must be advertised, bid, and awarded by contract. *The Second Class Township Code*, 53 P.S. § 68104(a), (also found at § 3104(a) of *The Second Class Township Code* as published by the Local Government Commission) further states that advertising, bidding and contract requirements should not be evaded through piecemeal purchases.

<u>Finding No. 1 - Purchases Over \$18,500.00 In Noncompliance With Advertising And Bidding Requirements - Recurring(Continued)</u>

The failure to comply with *The Second Class Township Code* could result in the township having to reimburse \$23,457.05 to its Liquid Fuels Tax Fund.

This condition occurred because the township failed to comply with our prior examination recommendation to comply with the advertising and bidding provisions of *The Second Class Township Code*.

Recommendations

We recommend that the township reimburse \$23,457.05 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We again further recommend that, in the future, the township comply with *The Second Class Township Code* as noted in this finding. The thresholds for advertising for bids increased to purchases over \$18,900.00 for 2013 and \$19,100.00 for 2014.

Management's Response

The secretary/treasurer stated:

Due to flooding of the township roadways, extensive costs that were incurred were unplanned. Monies are expected to be returned by PEMA/FEMA and bidding requirements followed in the future.

Auditor's Conclusion

The township should comply with *The Second Class Township Code* as noted in this finding. During our next examination we will determine if the municipality complied with our recommendations.

Finding No. 2 - Documentation For Price Quotations Was Not Available For Examination

Our examination disclosed that the township expended \$16,337.35 during 2012 from the Liquid Fuels Tax Fund for the purchase of paving materials. The township was required to obtain three written or telephonic price quotations for these expenditures. However, documentation for price quotations was not available for examination. The purchases were as follows:

Invoice <u>Number</u>	Invoice <u>Date</u>	Check <u>Number</u>	Check <u>Date</u>	Amount
108117	07/31/12	746	08/06/12	\$ 617.95
108374	08/15/12	753	08/27/12	2,046.25
108686	08/31/12	756	09/10/12	1,171.10
109408	10/29/12	763	10/29/12	3,914.60
109623	10/31/12	766	11/12/12	1,745.55
109624	10/31/12	766	11/12/12	6,841.90
Total				\$16,337.35

The above expenditures were not made in compliance with the contract requirements of *The Second Class Township Code*, 53 P.S. § 68102(b), (also found at § 3102(b) of *The Second Class Township Code* as published by the Local Government Commission), which states, in part:

Written or telephonic price quotations from at least three qualified and responsible contractors shall be requested for all contracts that exceed four thousand dollars (\$10,000.00) but are less than the amount [in excess of \$18,500.00] requiring advertisement and competitive bidding or, in lieu of price quotations, a memorandum shall be kept on file showing that fewer than three qualified contractors exist in the market area within which it is practicable to obtain quotations. A written record of telephonic price quotations shall be made and shall contain at least the date of the quotation, the name of the contractor and the contractor's representative, the construction, reconstruction, repair, maintenance or work which was the subject of the quotation and the price. Written price quotations, written records of telephonic price quotations and memoranda shall be retained for a period of three years.

The failure to comply with *The Second Class Township Code* could result in the township having to reimburse \$16,337.35 to its Liquid Fuels Tax Fund.

Finding No. 2 - Documentation For Price Quotations Was Not Available For Examination (Continued)

Recommendations

We recommend that the township reimburse \$16,337.35 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that, in the future, the township comply with *The Second Class Township Code* as noted in this finding. The thresholds for obtaining price quotations increased to purchases between \$10,200.00 and \$18,900.00 for 2013 and \$10,300.00 and \$19,100.00 for 2014.

Management's Response

The secretary/treasurer stated:

Due to flooding of the township roadways, extensive costs that were incurred were unplanned. Monies are expected to be returned by PEMA/FEMA and bidding requirements followed in the future.

Auditor's Conclusion

The township should comply with *The Second Class Township Code* as noted in this finding. During our next examination we will determine if the municipality complied with our recommendations.

Comment No. 1 - Summary Of 2009 Examination Recommendation

In our 2009 report we recommended that the Department of Transportation review our examination finding to determine if the municipality should reimburse \$3,270.24 to its Liquid Fuels Tax Fund for related party transactions.

During our prior examination we reviewed a letter dated February 2, 2011, from the Department of Transportation informing the municipality to reimburse \$3,270.24 to its Liquid Fuels Tax Fund. We noted that the municipality reimbursed this amount to its Liquid Fuels Tax Fund on March 16, 2012.

Comment No. 2 - Summary Of 2010-2011 Examination Recommendations

In our 2010-2011 report we recommended that the Department of Transportation review our examination finding to determine if the municipality should reimburse \$63,124.73 to its Liquid Fuels Tax Fund. This amount consists of \$46,447.93 for stone, \$15,692.80 for storm sewer pipe without advertising for bids, and \$984.00 for excavation services performed by a business owned by a township supervisor. A finding for failing to advertise for bids was also written in our current report (see Finding No. 1).

During our current examination we reviewed a letter dated January 9, 2014 from the Department of Transportation informing the county to reimburse \$63,124.73 to its Liquid Fuels Tax Fund. As of the date of this report this amount had not been reimbursed to the Liquid Fuels Tax Fund.

In our prior report we also recommended that the municipality comply with *The Second Class Township Code* and the Ethics Act regarding related party transactions.

During our current examination we noted that the municipality complied with our recommendation.

TOWNSHIP OF JORDAN NORTHUMBERLAND COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE PERIOD JANUARY 1, 2012 TO DECEMBER 31, 2012

An exit conference was held January 9, 2014. Those participating were:

TOWNSHIP OF JORDAN

Ms. Michele Wiest, Secretary/Treasurer

DEPARTMENT OF THE AUDITOR GENERAL

Mr. Vernon J. Brennan, Auditor

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

TOWNSHIP OF JORDAN NORTHUMBERLAND COUNTY LIQUID FUELS TAX FUND REPORT DISTRIBUTION FOR THE PERIOD JANUARY 1, 2012 TO DECEMBER 31, 2012

This report was initially distributed to:

The Honorable Barry J. Schoch, P.E. Secretary
Department of Transportation

Township of Jordan Northumberland County 444 Jordan Township Road Herndon, PA 17830

The Honorable Glen N. Schreffler Chairman of the Board of Supervisors

Ms. Michele Wiest Secretary/Treasurer

This report is a matter of public record and is available online at www.auditorgen.state.pa.us. Media questions about the report can be directed to the Pennsylvania Department of the Auditor General, Office of Communications, 231 Finance Building, Harrisburg, PA 17120; via email to: news@auditorgen.state.pa.us.