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COMMONWEALTH OF PENNSYLVANIA

EUGENE A. DEPASQUALE - AUDITOR GENERAL

DEPARTMENT OF THE AUDITOR GENERAL





BOROUGH OF AVONDALE CHESTER COUNTY 15-402

LIQUID FUELS TAX FUND EXAMINATION REPORT

FOR THE TWO YEARS ENDED DECEMBER 31, 2010

BOROUGH OF AVONDALE CHESTER COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE TWO YEARS ENDED DECEMBER 31, 2010

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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.





Commonwealth of Pennsylvania Department of the Auditor General Harrisburg, PA 17120-0018 Facebook: Pennsylvania Auditor General Twitter: @PAAuditorGen

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 Forms MS-965 With Adjustments for the Liquid Fuels Tax Fund of the Borough of Avondale, Chester County, for the two years ended December 31, 2010. The municipality's management is responsible for the Forms MS-965. 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. An examination includes examining, on a test basis, evidence supporting the Borough of Avondale, Chester County's Forms MS-965 for the two years ended December 31, 2010 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 Forms MS-965 With Adjustments are made by the Department of the Auditor General.

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 Borough of Avondale, Chester County, for the two years ended December 31, 2010, 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 Forms 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 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 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 Borough of Avondale, Chester 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 Borough of Avondale, Chester County's Forms MS-965 that is more than inconsequential will not be prevented or detected by the Borough of Avondale, Chester County's internal control. We consider the deficiencies described in the findings below to be significant deficiencies in internal control over reporting on the Forms MS-965:

- Duplicate Payment Of Invoice.
- One Signature On Liquid Fuels Tax Fund Checks.

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 Forms MS-965 will not be prevented or detected by the Borough of Avondale, Chester County's internal control. Our consideration of the internal control over reporting on the Forms MS-965 would not necessarily disclose all matters in the internal control that might be significant deficiencies and, accordingly, would not necessarily disclose all significant deficiencies that are also considered to be material weaknesses. We consider all the significant deficiencies described above to be material weaknesses.

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

• Purchase Over \$10,000.00 In Noncompliance With Advertising And Bidding Requirements.

We also noted an other matter that, while not required to be included in this report by *Government Auditing Standards*, has been included in the finding below:

• Nonpermissible Expenditures.

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

Eugent: O-Pusper

March 27, 2012

EUGENE A. DEPASQUALE Auditor General



BOROUGH OF AVONDALE CHESTER COUNTY LIQUID FUELS TAX FUND 2009 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		6,965.83		-		6,965.83
Traffic control devices		3,471.58		-		3,471.58
Street lighting		-		-		-
Storm sewers and drains		-		-		-
Repairs of tools and machinery		7,528.81		-		7,528.81
Maintenance and repair of roads and bridges		20,398.45		_		20,398.45
Highway construction and		,				,
rebuilding projects		-		-		-
Miscellaneous		-		_		
Total (To Section 2, Line 5)	\$	38,364.67	\$	_	\$	38,364.67

BOROUGH OF AVONDALE CHESTER COUNTY LIQUID FUELS TAX FUND 2009 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		orted Adjustments		Adjusted Amount	
1. Balance, January 1, 2009	\$	26,547.97	\$	-	\$	26,547.97
Receipts: 2. State allocation 2a. Turnback allocation 2b. Interest on investments (Note 3)		23,187.06		- -		23,187.06
2c. Miscellaneous		-				-
3. Total receipts		23,254.58				23,254.58
4. Total funds available		49,802.55		-		49,802.55
5. Expenditures (Section 1)		38,364.67				38,364.67
6. Balance, December 31, 2009	\$	11,437.88	\$	-	\$	11,437.88

BOROUGH OF AVONDALE CHESTER COUNTY LIQUID FUELS TAX FUND 2009 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Reported		Reported		Reported Adjustments		Adjusted Amount	
1. Prior year equipment balance	\$	22,197.62	\$	-	\$	22,197.62				
 Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2) 	1	4,637.41		-		4,637.41				
3. PENNDOT approved adjustments				-						
4. Total funds available for equipment acquisition		26,835.03		-		26,835.03				
5. Less: Major equipment expenditures						_				
6. Remainder		26,835.03		-		26,835.03				
 Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero) 	\$	11,437.88	\$		\$	11,437.88				

BOROUGH OF AVONDALE CHESTER COUNTY LIQUID FUELS TAX FUND 2010 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported	djustments (Note 4)	 Adjusted Amount
Major equipment purchases	\$ -	\$ -	\$ -
Minor equipment purchases	-	-	-
Computer/Computer related training	-	-	-
Agility projects	-	-	-
Cleaning streets and gutters	-	-	-
Winter maintenance services	7,642.51	-	7,642.51
Traffic control devices	3,348.03	-	3,348.03
Street lighting	-	-	-
Storm sewers and drains	-	-	-
Repairs of tools and machinery	8,679.48	3,320.81	12,000.29
Maintenance and repair of			
roads and bridges	10,590.29	-	10,590.29
Highway construction and			
rebuilding projects	-	-	-
Miscellaneous (Bank service charges)	3,322.81	 (3,320.81)	 2.00
Total (To Section 2, Line 5)	\$ 33,583.12	\$ _	\$ 33,583.12

BOROUGH OF AVONDALE CHESTER COUNTY LIQUID FUELS TAX FUND 2010 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Adjustments		Adjusted Amount	
1. Balance, January 1, 2010	\$	11,437.88	\$	-	\$	11,437.88
Receipts:						
2. State allocation		22,005.54		-		22,005.54
2a. Turnback allocation		-		-		-
2b. Interest on investments (Note 3)		30.24		-		30.24
2c. Miscellaneous (Note 5)		13,988.25		-		13,988.25
3. Total receipts		36,024.03		_		36,024.03
4. Total funds available		47,461.91		_		47,461.91
5. Expenditures (Section 1)		33,583.12				33,583.12
6. Balance, December 31, 2010	\$	13,878.79	\$	-	\$	13,878.79

BOROUGH OF AVONDALE CHESTER COUNTY LIQUID FUELS TAX FUND 2010 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Adjusted Amount
11,437.88
4,401.11
15,838.99
15,838.99
13,878.79
]

1. <u>Criteria</u>

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.
- Minor equipment purchases are purchases of road machinery and road equipment that cost \$4,000.00 or less.
- 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.

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.

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

Section 3 (Continued)

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.

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.

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

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. <u>Deposits</u>

The Borough Code, Title 53 P.S § 46316, authorizes the borough 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 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.

There were no deposits exposed to custodial credit risk as of December 31, 2010. 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 as of December 31, 2010 consists of the following:

Cash

\$13,878.79

3. Interest On Investments

Our examination disclosed that the municipality deposited idle liquid fuels tax money in an interest-bearing account which earned \$67.52 during 2009, and \$30.24 during 2010, thus providing additional funds for road maintenance and repairs.

4. Adjustments

2010 - Section 1

Adjustments were made to "Repairs of tools and machinery" and "Miscellaneous" because expenditures of \$3,320.81 were misclassified.

5. <u>Miscellaneous Receipts</u>

The following miscellaneous receipts we deposited into the Liquid Fuels Tax Fund during the examination period:

Source	Description	2010
Vendor	Refund (Finding No. 1)	\$ 1,609.77
General Fund	Refund for an overpayment	78.00
General Fund	Reimbursement (Finding No. 3)	11,902.35
General Fund	Reimbursement (Finding No. 4)	398.13
Total		<u>\$13,988.25</u>

Finding No. 1 - Duplicate Payment Of Invoice

Our examination disclosed that the municipality paid the following invoice twice:

Invoice	First	First	Second	Second	Invoice
<u>Number</u>	<u>Check No.</u>	<u>Date Paid</u>	<u>Check No.</u>	Date Paid	Amount
569843	2161	09/14/09	2162	10/01/09	<u>\$1,609.77</u>

Although this money was reimbursed to the Liquid Fuels Tax Fund on February 18, 2010, the primary concern is the inadequate internal controls which enabled the duplicate payment of \$1,609.77 to remain undetected for over three months.

Good internal controls ensure that all invoices are reviewed timely to avoid duplicate payments. The failure to follow this procedure increases the possibility that duplicate payments can be made on vendor invoices and go undetected for long periods of time.

On February 18, 2010, the municipality deposited \$1,609.77 into its Liquid Fuels Tax Fund that was received from the vendor.

Recommendation

We recommend that the municipality establish and implement internal controls to ensure vendor invoices are reviewed timely to avoid duplicate payments.

Management's Response

The treasurer stated:

This happened once and the borough was reimbursed.

Finding No. 2 - One Signature On Liquid Fuels Tax Fund Checks

Our examination disclosed that only one signature was required to authorize checks drawn on the Liquid Fuels Tax Fund. When only one signature is required there is a significant risk of unauthorized disbursements, errors, or misappropriations occurring and remaining undetected. To decrease this risk, good internal controls require that at least two authorized signatures be required to authorize checks drawn on the Liquid Fuels Tax Fund.

Recommendation

We recommend that the municipality improve internal control procedures over disbursements by requiring at least two signatures on all disbursements from the Liquid Fuels Tax Fund account.

Management's Response

The treasurer stated:

This happened one time, we will be more careful.

Auditor's Conclusion

Good internal control procedures ensure that at least two authorized signatures are used to authorized checks drawn on the Liquid Fuels Tax Fund. The borough should update its signature card with its financial institution to ensure checks with only one signature will not be honored. During our next examination we will determine if the municipality complied with our recommendation.

Finding No. 3 - Purchase Over \$10,000.00 In Noncompliance With Advertising And Bidding Requirements

Our examination disclosed that the borough expended \$11,902.35 during 2009 from the Liquid Fuels Tax Fund for oiling and chipping roads without advertising for bids.

The above purchase was not made in compliance with the advertising, bidding, and contract requirements of *The Borough Code*, 53 P.S. § 46402(a), (also found at § 1402(a) of *The Borough Code* as published by the Local Government Commission), which requires that purchases made after September 8, 1990, over \$10,000.00 must be advertised, bid, and awarded by contract. *The Borough Code*, 53 P.S. § 46403(a), (also found at § 1403(a) of *The Borough Code* as published by the Local Government Commission) further states that advertising, bidding and contract requirements should not be evaded through piecemeal purchases.

The failure to comply with *The Borough Code* could result in the borough having to reimburse \$11,902.35 to its Liquid Fuels Tax Fund.

On April 21, 2010, the borough reimbursed \$11,902.35 to the Liquid Fuels Tax Fund.

Recommendation

We recommend that, in the future, the borough comply with *The Borough Code* as noted in this finding.

Management's Response

The treasurer stated:

We already reimbursed the Liquid Fuels Tax Fund with the General Fund money.

Auditor's Conclusion

During our next examination we will determine if the municipality complied with our recommendation.

Finding No. 4 - Nonpermissible Expenditures

Our examination disclosed that the municipality expended \$398.13 during 2009 and \$325.46 during 2010 from the Liquid Fuels Tax Fund for the following nonpermissible items:

Description	Amount	Totals
Type 2A Modified stone	\$324.79	
Gasoline for personal use vehicles	73.34	
2009 Total		\$398.13
Type 2A Modified stone	325.46	
2010 Total		325.46
Two Year Total		\$723.59

The Liquid Fuels Tax Municipal Allocation Law, 72 P.S. § 2615.4, provides, in part, that monies herein allocated may be used only for construction, reconstruction, maintenance, and repairs of such public roads or streets, including bridges, culverts and drainage structures, for which they are legally responsible. Also permitted are expenditures involving acquisition, maintenance, repairs and operation of street signs, traffic signs, traffic signal control systems, road equipment, and snow fences.

Stone approved by the Department of Transportation are listed in the Department of Transportation Specifications *Publication 408* Section 703.2. Type 2A Modified stone does not appear in *Publication 408*.

The Department of Transportation has been statutorily authorized to promulgate regulations concerning the administration of Liquid Fuels Tax Fund money and has determined that certain items, including 2A Modified stone and gasoline for personal use vehicles, are outside the scope of permissible expenditures.

On April 21, 2010, the municipality reimbursed \$398.13 to the Liquid Fuels Tax Fund.

The failure to follow the Liquid Fuels Tax Municipal Allocation Law and the Department of Transportation's Regulations as noted above could result in the municipality having to reimburse \$325.46 to its Liquid Fuels Tax Fund.

Finding No. 4 - Nonpermissible Expenditures (Continued)

Recommendations

We recommend that the municipality reimburse \$325.46 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that, in the future, the municipality comply with the Liquid Fuels Tax Municipal Allocation Law and the Department of Transportation's Regulations regarding permissible expenditures.

Management's Response

The treasurer stated:

We already reimbursed the Liquid Fuels Tax Fund with General Fund money. The invoice should have read 2A material. Mistake by vendor.

Auditor's Conclusion

The borough did not provide us with any documentation that the purchase was for 2A stone, which would have been permissible. During our next examination we will determine if the municipality complied with our recommendations.

BOROUGH OF AVONDALE CHESTER COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE TWO YEARS ENDED DECEMBER 31, 2010

An exit conference was held March 27, 2012. Those participating were:

BOROUGH OF AVONDALE

Ms. Sandra Masten, Treasurer

DEPARTMENT OF THE AUDITOR GENERAL

Mr. Fred Casella, Auditor

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

BOROUGH OF AVONDALE CHESTER COUNTY LIQUID FUELS TAX FUND REPORT DISTRIBUTION FOR THE TWO YEARS ENDED DECEMBER 31, 2010

This report was initially distributed to:

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

> Borough of Avondale Chester County 110 Pomeroy Avenue P. O. Box 247 Avondale, PA 19311

The Honorable William Shore

President of Council

Ms. Sandra Masten

Treasurer

This report is a matter of public record. Copies of this report may be obtained from the Pennsylvania Department of the Auditor General, Office of Communications, 318 Finance Building, Harrisburg, PA 17120. To view this report online or to contact the Department of the Auditor General, please access our web site at www.auditorgen.state.pa.us.