

BEDFORD COUNTY 05-000

LIQUID FUELS TAX FUND AND ACT 44 TAX FUND EXAMINATION REPORT

FOR THE YEAR ENDED DECEMBER 31, 2011

Released March 2013

COMMONWEALTH OF PENNSYLVANIA

EUGENE A. DEPASQUALE - AUDITOR GENERAL

DEPARTMENT OF THE AUDITOR GENERAL





BEDFORD COUNTY 05-000

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CONTENTS

<u>Page</u>
Background
Independent Auditor's Report
Financial Section:
2011 Form MS-991 With Adjustments
2011 Report Of Act 44 Tax Fund With Adjustments
Notes To Form MS-991 And Report Of Act 44 Tax Fund With Adjustments9
Findings And Recommendations:
Finding No. 1 - County Encumbered More Than Its Fund Balance17
Finding No. 2 - Failure To Obtain Approval For County Aid
Summary Of Exit Conference
Report Distribution 23

BEDFORD COUNTY LIQUID FUELS TAX FUND AND ACT 44 TAX FUND BACKGROUND FOR THE YEAR ENDED DECEMBER 31, 2011

Background

The Vehicle Code makes provisions and provides funding for County Liquid Fuels and Act 44 Programs. The Pennsylvania Department of Transportation has regulatory administration and oversight of the funds supporting these county programs. Counties are required to comply with those provisions and to report annually.

The Vehicle Code imposes a state tax on liquid fuels and fuels used or sold and delivered by distributors within the Commonwealth (75 Pa. C.S. § 9004(a)). One-half cent of the tax collected on each gallon of liquid fuels is deposited in the Commonwealth's Liquid Fuels Tax Fund. The Vehicle Code further provides for the disposition and use of this tax, including the allocations to counties in June and December of each year to fund construction, reconstruction, maintenance and repair of county roads, streets and bridges. The allocation to the respective counties is made in the ratio that the average amount returned to each county during the three preceding years bears to the average amount returned to all counties during the three preceding years (75 Pa C.S. § 9010).

The Vehicle Code, as recently amended by Act 44 of 2007 (July 18, 2007, P.L.169), requires the Pennsylvania Turnpike Commission to make annual contributions for the benefit of the Pennsylvania Department of Transportation's Motor License Fund, and further requires the Department of Transportation to distribute \$5,000,000 of the annual contribution to counties (75 Pa. C.S. § 8915.6). The annual distribution to counties is determined based upon the ratio of square footage of deck area of a county's county-owned bridges to the total square footage of deck area of a county's county-owned bridges is required as part of the National Bridge Inspection Standards Program.





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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 Forms MS-991 With Adjustments for the Liquid Fuels Tax Fund and the Reports of Act 44 Tax Fund With Adjustments of Bedford County for the year ended December 31, 2011. The county's management is responsible for the Forms MS-991 and the Reports of Act 44 Tax Fund. Our responsibility is to express an opinion on the Forms MS-991 With Adjustments and the Reports of Act 44 Tax Fund 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 Bedford County's Forms MS-991 and Reports of Act 44 Tax Fund for the year ended December 31, 2011 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 county'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-991 With Adjustments and the Reports of Act 44 Tax Fund With Adjustments are made by the Department of the Auditor General.

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

As discussed in Finding No. 1, the county encumbered \$32,927.76 more than its fund balance of \$32,072.24 as of December 31, 2011. Additionally, as discussed in Finding No. 2, the county expended \$5,108.13 during 2011 to reimburse municipalities for bridge inspection costs. However, the county did not obtain approval for county aid from the Department of Transportation.

In our opinion, except for the matters discussed in the preceding paragraph, the Forms MS-991 With Adjustments and the Reports of Act 44 Tax Fund With Adjustments present, in all material respects, the information required by the Pennsylvania Department of Transportation for the Liquid Fuels Tax Fund and Act 44 Tax Fund of Bedford County for the year ended December 31, 2011, 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-991 and the Reports of Act 44 Tax Fund 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-991 and the Reports of Act 44 Tax Fund 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-991 and the Reports of Act 44 Tax Fund 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 Bedford 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 Bedford County's Forms MS-991 and the Reports of Act 44 Tax Fund that is more than inconsequential will not be prevented or detected by Bedford County's internal control.

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-991 and the Reports of Act 44 Tax Fund will not be prevented or detected by Bedford County's internal control.

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

Our consideration of internal control over reporting on the Forms MS-991 and the Reports of Act 44 Tax Fund 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 Forms MS-991 and the Reports of Act 44 Tax Fund.

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

- County Encumbered More Than Its Fund Balance.
- Failure To Obtain Approval For County Aid.

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

October 17, 2012

EUGENE A. DEPASQUALE
Auditor General

Eugent O-Pager



BEDFORD COUNTY LIQUID FUELS TAX FUND 2011 FORM MS-991 WITH ADJUSTMENTS

	 Reported	A	Adjustments (Note 4)	Adjusted Amount
Balance, January 1, 2011	\$ 161,503.44	\$	(10.00)	\$ 161,493.44
Receipts:				
State allocations	156,777.27		-	156,777.27
Interest (Note 3)	1,427.65		-	1,427.65
Reimbursable agreements	-		-	-
Miscellaneous (Note 6)	 6,468.48			 6,468.48
Total receipts	 164,673.40			164,673.40
Total funds available	 326,176.84		(10.00)	326,166.84
Expenditures:				
Construction	-		-	-
Maintenance and repair	24,094.60		(3,363.00)	20,731.60
Administrative	-		3,243.00	3,243.00
Grants to political subdivisions	270,000.00		-	270,000.00
Miscellaneous (Bank service charges)			120.00	120.00
Total expenditures	 294,094.60			294,094.60
Balance, December 31, 2011	32,082.24		(10.00)	32,072.24
Unpaid encumbrances (Note 7)	40,000.00		25,000.00	65,000.00
Unencumbered balance, December 31, 2011	\$ (7,917.76)	\$	(25,010.00)	\$ (32,927.76)

Notes To Forms MS-991 And Reports Of Act 44 Tax Fund With Adjustments are an integral part of this report.

BEDFORD COUNTY LIQUID FUELS TAX FUND 2011 REPORT OF ACT 44 TAX FUND WITH ADJUSTMENTS

	Reported	 Adjustments (Note 4)	Adjusted Amount
Balance, January 1, 2011	\$ 176,174.92	\$ -	\$ 176,174.92
Receipts:			
Act 44 Funds	43,016.87	-	43,016.87
Interest (Note 3)	1,127.11	-	1,127.11
Reimburseable Agreements (Note 5)	732,760.53	-	732,760.53
Miscellaneous Receipts		 	_
Total receipts	776,904.51	 	 776,904.51
Total funds available	953,079.43	 	 953,079.43
Expenditures:			
Construction	_	702,415.35	702,415.35
Maintenance and repair	819,691.19	(702,415.35)	117,275.84
Miscellaneous	· -	-	-
•			
Total expenditures	819,691.19		 819,691.19
Balance, December 31, 2011	\$ 133,388.24	\$ _	\$ 133,388.24

Notes To Forms MS-991 And Reports Of Act 44 Tax Fund With Adjustments are an integral part of this report.

1. Criteria

- A. *The Vehicle Code* prescribes criteria for liquid fuels program funds (75 Pa C.S. § 9010). The Pennsylvania Department of Transportation's *Publication 9* provides more specific policies and procedures to counties for the administration and reporting of the liquid fuels program funds. In the event of any discrepancies between the two, the legislation governs.
 - (1) Funds received by the counties must be deposited in a special fund designated as the County Liquid Fuels Tax Fund and no other money may be deposited and commingled. Money should be invested to earn interest until expended.
 - For purposes of payments under (2), below, the county may borrow and place in the special fund money not in excess of the liquid fuels tax funds to be received during the current calendar year.
 - (2) Payments from the special fund may be used for:
 - construction, reconstruction, maintenance and repair of roads, highways, bridges and curb ramps from a road or highway to provide for access by individuals with disabilities consistent with Federal and State law;
 - property damages and compensation of viewers for services in eminent domain proceedings involving roads, highways, and bridges;
 - construction, reconstruction, operation and maintenance of publicly owned ferryboat operations;
 - interest and principal payments on road, bridge, or publicly owned ferryboat operation bonds or sinking fund charges;
 - acquisition, maintenance, repair and operation of traffic signs and signals;
 - erection and maintenance of stop and go signal lights, blinkers and other like traffic control devices;
 - indirect costs, including benefit costs, overhead and other administrative charges for those county employees directly engaged in eligible projects, not to exceed 10 percent of the yearly allocation to the county; and

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

- individual vehicle liability insurance for equipment purchased under the fund, not to exceed 10 percent of the yearly allocation to the county.
- (3) Counties may not make expenditures from the special fund for new construction on roads, bridges, curb ramps, or publicly owned ferryboat operations without the approval of the plans for construction by the Pennsylvania Department of Transportation. And, counties may not allocate money from the special fund to political subdivisions within the county until the application and the contracts or plans for the proposed expenditures have been made on a form prescribed by the Pennsylvania Department of Transportation.
- (4) Counties may encumber current funds for future road and bridge construction, reconstruction, and maintenance projects including viable municipal projects. Counties must redistribute any unencumbered balance in the special fund to political subdivisions if the unencumbered balance is more than the county's receipts during the preceding twelve month period.
- (5) Counties must submit a report to the Pennsylvania Department of Transportation by January 15 for the period ending December 31 on prescribed Form MS-991, The Report of County Liquid Fuels Tax Fund, showing the receipts and expenditures of the money received by the county from the Commonwealth. Upon failure to file the report or instances of any non-compliant payments, allocations, or expenditures, the Pennsylvania Department of Transportation will withhold further funding until the delinquent report is filed, the money is allocated, or the expenditures for the prior 12 months are approved.
- B. *The Vehicle Code*, as recently amended by Act 44 of 2007 (July 18, 2007, P.L. 169), prescribes the Pennsylvania Department of Transportation with oversight authority of the Act 44 funds distributed to the counties from the Pennsylvania Turnpike Commission's annual contribution of \$5,000,000 to the Commonwealth's Motor License Fund. The County's Act 44 Tax Fund is used to account for the distribution made to the county from the Department of Transportation and the payments made for construction and maintenance of county-owned bridges.

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

Basis Of Presentation

In accordance with reporting requirements prescribed by the Pennsylvania Department of Transportation, the Report of County Liquid Fuels Tax Fund With Adjustments and the Report of Act 44 Tax Fund With Adjustments do not constitute complete financial presentations of the county's assets, liabilities, expenses, and fund balance but include the receipts, expenditures, and fund balances of the County Liquid Fuels Tax Fund and the County Act 44 Tax Fund, respectively.

The Pennsylvania Department of Transportation prescribes that the county report the following on the MS-991 form, *Report of County Liquid Fuels Tax Fund*:

- A. The balance in the County Liquid Fuels Tax Fund at the beginning of the report calendar year.
- B. Receipts which must be itemized and include interest, reimbursable agreements, and miscellaneous items such as loans, sale of salvageable material, and damage claims to road or bridge property.

Refer to the related Notes: Note 3, Interest Earnings; Note 5, Reimbursable Agreements; and Note 6, Miscellaneous Receipts.

- C. Accounts receivable (to be realized within 60 days of the year end).
- D. Total Liquid Fuels Tax funds available for expenditure and encumbrances.
- E. Expenditures for county-owned roads, highways, and bridges.
- F. Accounts payable (accrued wages, accrued payroll taxes, and accounts payable vendors to be realized within 60 days of the year end).
- G. The balance in the fund at the close of the report calendar year.
- H. Encumbered and unencumbered balances on hand at the close of the report calendar year.

Refer to Note 7, Encumbrances.

2. <u>Deposits</u>

The County Code, Title 16 P.S § 17067, authorizes the county 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 from institutions having their principal place of business in or outside the Commonwealth of Pennsylvania that are insured by the FDIC or other like insurance. 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, 2011. 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 county's name.

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

Fund Balance

The fund balance for the Liquid Fuels Tax Fund consists of the following:

Cash \$32,072.24

The fund balance for the Act 44 Tax Fund consists of the following:

Cash \$133,388.24

3. <u>Interest Earnings</u>

Our examination disclosed that the county deposited idle liquid fuels tax money in an interest-bearing account which earned \$1,427.65 during 2011, thus providing additional funds for road maintenance and repairs.

Additionally, the county deposited idle Act 44 tax money in an interest-bearing account which earned \$1,127.11 during 2011, thus providing additional funds for bridge maintenance and repairs.

4. Adjustments

2011 Form MS-991

An adjustment of \$(10.00) was made to "Balance, January 1, 2011" because an incorrect fund balance was reported.

Adjustments were made to "Maintenance and repair," "Administrative," and "Miscellaneous" because expenditures of \$3,363.00 were misclassified.

An adjustment of \$25,000.00 was made to "Unpaid encumbrances" because the balance of the following encumbrances were reported incorrectly:

Encumbrance	Actual	Reported	
Number	Amount	_Amount_	Adjustment
08-05-407-01CA	\$10,000.00	\$ -	\$10,000.00
10-05-407-01CA	5,000.00	-	5,000.00
11-05-407-01CA	-	10,000.00	(10,000.00)
10-05-215-01CA	5,000.00	-	5,000.00
11-05-402-01CA	10,000.00	-	10,000.00
10-05-404-01CA	5,000.00	<u> </u>	5,000.00
Totals	<u>\$35,000.00</u>	\$10,000.00	\$25,000.00

2011 Report Of Act 44 Tax Fund

Adjustments were made to "Construction" and "Maintenance and repair" because expenditures of \$702,415.35 were misclassified.

5. Reimbursable Agreements

During our examination, we noted that the county entered into reimbursement agreements with the Department of Transportation for the inspection, design, and construction of various bridges. During our current examination period, the county received \$732,760.53 for repair and inspection a result of these agreements. This money was deposited into the Act 44 Tax Fund. As of December 31, 2011, \$14,504.19 was due the Liquid Fuels Tax Fund.

6. <u>Miscellaneous Receipts</u>

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

Source	Description	<u>Amount</u>
Bedford County Probation Insurance company	Restitution for Bridge No. 12 Reimbursement for damages	\$2,620.00 _3,848.48
Total		<u>\$6,468.48</u>

7. <u>Encumbrances</u>

As of December 31, 2011, \$65,000.00 was encumbered for grants to political subdivisions.



Finding No. 1 - County Encumbered More Than Its Fund Balance

Our examination disclosed that county encumbered \$32,927.76 more than its fund balance of \$32,072.24 as of December 31, 2011. The only time this condition should occur is with the prior approval of the Department of Transportation. The county did not receive the approval from the Department of Transportation. The encumbered balance exceeded the fund balance as follows:

	<u>Actual</u>
Fund balance	\$ 32,072.24
Add: Amount due from the Department of Transportation	
Total money available	32,072.24
Less: Unpaid encumbrances	(65,000.00)
Excess amount encumbered	<u>\$(32,927.76)</u>

The Department of Transportation's *Publication 9*, Chapter One, Section 1.10, states:

... that a county's handling of its County Liquid Fuels Tax Fund is normally on a year-to-year basis. However, in an emergency, and with the <u>prior approval</u> of the Municipal Services district office, a county may obligate itself for the expenditure of estimated receipts from the State Liquid Fuels Tax Fund for a period of two years. The county will then receive a credit for such expenditures against such subsequent receipts. Except for this, no county may carryover a credit balance against future receipts from the state from one year to the next.

The county did not obtain approval from the Department of Transportation for the credit balance of \$32,927.76. Therefore, the county should not have carried over a credit balance against future receipts from the state as indicated above.

The failure to comply with the Department of Transportation's *Publication 9* could result in the county having to transfer \$32,927.76 from its General Fund to its Liquid Fuels Tax Fund to pay for future Liquid Fuels Tax Fund obligations.

Finding No. 1 - County Encumbered More Than Its Fund Balance (Continued)

Recommendations

We recommend that the county transfer \$32,927.76 from its General Fund to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that, in the future, the county comply with the policies and procedures outlined in the Department of Transportation's *Publication 9*.

Management's Response

The county officials stated:

The county was not aware that encumbrances which municipalities did not request to be carried into next year need to be encumbered. The county has no way of knowing whether or not the municipality intends to complete approved project in future years without an emcumbrance request from the municipality.

Auditor's Conclusion

The county should review its encumbrance balance in December of each year and make adjustments accordingly to ensure that it does not encumber more than its fund balance. During our next examination we will determine if the county complied with our recommendations.

Finding No. 2 - Failure To Obtain Approval For County Aid

Our examination disclosed that the county issued county aid grants totaling \$5,108.13 from its Liquid Fuels Tax Fund to seven municipalities within Bedford County for bridge inspections. For municipalities to receive county aid grants, municipalities must file a Form MS-339, Application for County Aid with the county. None of the seven municipalities filed a Form MS-339 with the County. The seven county aid grants were as follows:

Municipality		_ <u>A</u>	mount
East Saint Clair Township		\$	924.18
Londonderry Township			582.50
Napier Township			995.69
East Providence Township			873.74
Southampton Township			970.07
South Woodbury Township			96.33
West Saint Clair Township		_	665.62
	Total	<u>\$5</u>	5,108.13

The above county aid grants are in noncompliance with the Department of Transportation's *Publication 9*, Chapter Once, Section 1.8.1.4, which states:

MS-339 Application For County Aid (from Political Subdivisions):

Section one of this form is prepared by a municipality requesting county aid on a construction or maintenance project. This is the county's record of the request for funds and certifies that a proper resolution was passed by the municipality requesting aid. Municipalities using the dotGrants shall electronically sign this document. The county shall insure that municipalities that do not use dotGrants have signed and sealed the document.

Section two of the form is completed by the county, which certifies that a proper resolution was passed by the county granting the requested aid and is also a commitment by the county that the municipality will be reimbursed upon satisfactory completion of the MS-999, Project Completion Report. The county shall submit this document using the dotGrants system.

Section three is the PennDOT approval section and will be completed by the Municipal Services Representative.

Finding No. 2 - Failure To Obtain Approval For County Aid (Continued)

Futhermore, *Publication 9*, Chapter One, Section 1.9.2, states:

Viable Municipal Projects:

A municipality may request County Aid for a viable project. The county may notify municipalities that it has funds for municipal projects. If approved by PennDOT the county shall encumber a portion of the County Liquid Fuels Tax Funds for viable municipal projects. Prior to the approval of the plans and other applicable documents, the municipality shall contact the county to request approval for an MS-339, Application for County Aid form.

The PennDOT District Municipal Services Representative will notify the county and the municipality of Project Approval. The county shall not release encumbered funds to the municipality until it receives the approved MS-999, Project Completion Report, from the Municipal Services District Office.

The failure to comply with the Department of Transportation's *Publication 9* could result in the county having to reimburse \$5,108.13 to its Liquid Fuels Tax Fund.

Recommendations

We recommend that the county reimburse \$5,108.13 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that the county comply with the Department of Transportation's *Publication 9* as stated above.

Management's Response

The county officials stated:

The county had been permitted in prior years to give county aid to the municipalities in this manner. The county was not informed by PENNDOT of the change until after the 2011 amounts were allocated.

Finding No. 2 - Failure To Obtain Approval For County Aid (Continued)

Auditor's Conclusion

The county should comply with the Department of Transportation's *Publication 9* as cited above. During our next examination, we will determine if the municipality complied with our recommendations.

BEDFORD COUNTY LIQUID FUELS TAX FUND AND ACT 44 TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE YEAR ENDED DECEMBER 31, 2011

An exit conference was held October 17, 2012. Those participating were:

BEDFORD COUNTY

Mr. Barry A. Crawford, Director of Finance

DEPARTMENT OF THE AUDITOR GENERAL

Michele A. Garman, CFE, Auditor

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

BEDFORD COUNTY LIQUID FUELS TAX FUND AND ACT 44 TAX FUND REPORT DISTRIBUTION FOR THE YEAR ENDED DECEMBER 31, 2011

This report was initially distributed to:

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

Bedford County 200 South Juliana Street Bedford, PA 15522

The Honorable Kirt B. Morris Chairman of the Board of Commissioners

The Honorable Paula K. Sheirer Treasurer

Mr. Barry A. Crawford Director of Finance

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.