### ATTESTATION ENGAGEMENT

### Borough of Belle Vernon

Fayette County, Pennsylvania 26-401

Liquid Fuels Tax Fund
For the Period
January 1, 2018 to December 31, 2018

March 2020



Commonwealth of Pennsylvania Department of the Auditor General

Eugene A. DePasquale • Auditor General



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

EUGENE A. DEPASQUALE AUDITOR GENERAL

**Independent Auditor's Report** 

Yassmin Gramian, P. E. Acting Secretary Department of Transportation Harrisburg, PA 17120

We examined the accompanying Form MS-965 With Adjustments for the Liquid Fuels Tax Fund of the Borough of Belle Vernon, Fayette County, for the period January 1, 2018 to December 31, 2018. The municipality's management is responsible for presenting the Form MS-965 in accordance with the criteria set forth in Note 1. 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. Those standards require that we plan and perform the examination to obtain reasonable assurance about whether the Form MS-965 is presented in accordance with the criteria described above, in all material respects. An examination involves performing procedures to obtain evidence about the Form 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 Form 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*.

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

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

- On December 28, 2018, the municipality expended \$2,180.00 from the Liquid Fuels Tax Fund for payroll. However, the municipality did not maintain daily payroll time sheets identifying the nature of work performed and the location of work assignments (Finding No. 2).
- On March 12, 2018, the municipality expended \$600.00 from the Liquid Fuels Tax Fund for a field tractor, which is a nonpermissible expenditure (Finding No. 3).

In our opinion, except for the bulleted matters 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 Borough of Belle Vernon, Fayette County, for the period January 1, 2018 to December 31, 2018, in accordance 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 Form 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 Form 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 Form MS-965 is 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 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 Form 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 internal control was for the limited purpose of expressing an opinion on whether the Form MS-965 is 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 certain deficiencies in internal control, described in the findings listed below, that we consider to be material weaknesses in internal control:

### **Independent Auditor's Report (Continued)**

- Deposits In Error.
- Documentation Supporting Payroll Expenditures Was Not Available For Examination.

As part of obtaining reasonable assurance about whether the Form MS-965 is free from material misstatement, we performed tests of the Borough of Belle Vernon, Fayette 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 Form 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*. However, we did note a matter that, while not required to be included in this report by *Government Auditing Standards*, has been included in the finding below:

• Nonpermissible Expenditure.

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 Borough of Belle Vernon, Fayette County, to us during the course of our examination. If you have any questions, please feel free to contact Bureau of County Audits at 717-787-1363.

March 3, 2020

Eugene A. DePasquale Auditor General

Eugent O-Pasper

### CONTENTS

<u>Pag</u>	<u> 3e</u>
Background	.1
Financial Section:	
2018 Form MS-965 With Adjustments	.3
Notes To Form MS-965 With Adjustments	.6
Findings And Recommendations:	
Finding No. 1 - Deposits In Error	. 1
Finding No. 2 - Documentation Supporting Payroll Expenditures Was Not Available	
For Examination1	2
Finding No. 3 - Nonpermissible Expenditure	4
Summary Of Prior Examination Recommendation	.5
Summary Of Exit Conference 1	6
Report Distribution1	7

# BOROUGH OF BELLE VERNON FAYETTE COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE PERIOD JANUARY 1, 2018 TO DECEMBER 31, 2018

### 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.

## BOROUGH OF BELLE VERNON FAYETTE COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE PERIOD JANUARY 1, 2018 TO DECEMBER 31, 2018

### Background (Continued)

- 3. Submit the Pennsylvania Department of Community and Economic Development's (DCED) Report of Elected and Appointed Officials by January 31<sup>st</sup> and the Survey of Financial Condition By March 15<sup>th</sup>.
- 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.

### BOROUGH OF BELLE VERNON FAYETTE COUNTY LIQUID FUELS TAX FUND 2018 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

						Adjusted
Expenditure Summary	Reported		Adjustments		Amount	
Major equipment purchases	\$	1,631.13	\$	-	\$	1,631.13
Minor equipment purchases		600.00		-		600.00
Computer/Computer related training		849.99		-		849.99
Agility projects		-		-		-
Cleaning streets and gutters		-		-		-
Winter maintenance services		12,939.54		-		12,939.54
Traffic control devices		528.68		-		528.68
Street lighting		15,232.82		-		15,232.82
Storm sewers and drains		9,017.84		-		9,017.84
Repairs of tools and machinery		246.32		-		246.32
Maintenance and repair of						
roads and bridges		3,602.38		-		3,602.38
Highway construction and						
rebuilding projects		-		-		-
Miscellaneous		-		-		-
Total (To Section 2, Line 5)	\$	44,648.70	\$		\$	44,648.70

### BOROUGH OF BELLE VERNON FAYETTE COUNTY LIQUID FUELS TAX FUND 2018 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Adjustments		Adjusted Amount	
1. Balance, January 1, 2018	\$	19,587.49	\$	-	\$	19,587.49
Receipts:						
2. State allocation		33,543.60		-		33,543.60
2a. Turnback allocation		-		-		-
2b. Interest on investments (Note 3)		450.89		-		450.89
2c. Miscellaneous (Note 4)		7,702.63				7,702.63
3. Total receipts		41,697.12				41,697.12
4. Total funds available		61,284.61				61,284.61
5. Expenditures (Section 1)		44,648.70				44,648.70
6. Balance, December 31, 2018	\$	16,635.91	\$		\$	16,635.91

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

### BOROUGH OF BELLE VERNON FAYETTE COUNTY LIQUID FUELS TAX FUND 2018 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	]	Reported	Adju	stments	Adjusted Amount
1. Prior year equipment balance	\$	6,438.84	\$	-	\$ 6,438.84
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)		6,708.72		-	6,708.72
3. PENNDOT approved adjustments					 
4. Total funds available for equipment acquisition		13,147.56		-	13,147.56
5. Less: Major equipment expenditures		1,631.13			 1,631.13
6. Remainder		11,516.43			 11,516.43
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	11,516.43	\$	<u>-</u>	\$ 11,516.43

### 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:

2014	2015/2016	2017	2018
_			
\$10,300.00	\$10,500.00	\$10,700.00	\$10,900.00

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

2014	2015/2016	2017	2018
\$10,300.00	\$10,500.00	\$10,700.00	\$10,900.00
\$10,300.00	\$10,300.00	\$10,700.00	\$10,900.00

• 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 is available from the Department of Transportation in March of each year. The amount the municipality receives is based half on its population and half on its road mileage.
- Municipalities that transferred roads from the Commonwealth of Pennsylvania to the municipality through the Highway Transfer Program receive annual turnback allocations in March of each year from the Department of Transportation. Turnback allocations are based on the mileage of the roads transferred.

### 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 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.

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

### **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.

### 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 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 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, 2018. 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, 2018, consists of the following:

Cash \$16,635.91

### 3. Interest On Investments

Our examination disclosed that the municipality deposited idle liquid fuels tax money in an interest-bearing account which earned \$450.89 during 2018, thus providing additional funds for road maintenance and repairs.

### 4. Miscellaneous Receipts

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

Source	Description	Amount
Commonwealth of Pennsylvania Commonwealth of Pennsylvania	Pension (Finding No.1) Fire Relief (Finding No.1)	\$3,873.00 3,829.63
Total		\$7,702.63

### 5. <u>Lease-Purchase Agreement</u>

On September 12, 2016, the municipality entered into a lease-purchase agreement with Kansas State Bank to purchase a 2016 Ford F-350 Pickup Truck for \$52,002.00. The agreement was for a term of thirty-four months at an interest rate of 3.99 percent. Principal and interest payments of \$1,631.13 are due monthly. Prior years' principal and interest payments from the General Fund were \$20,577.13 and \$2,258.69, respectively.

During the current examination period, the municipality paid principal of \$1,534.75 and interest of \$96.38 from the Liquid Fuels Tax Fund. These amounts are reflected in major equipment purchases on the 2018 Form MS-965 - Section 1. Additionally, the municipality paid principal of \$17,049.34 and interest of \$893.09 from the General Fund. The outstanding balance of the lease-purchase agreement as of December 31, 2018 was \$12,840.78, plus interest.

### Finding No. 1 - Deposits In Error

Our audit disclosed the borough erroneously deposited \$3,873.00 and \$3,829.63 of General Fund money into the Liquid Fuels Tax Fund on April 24, 2018 and September 17, 2018, respectively.

The practice of depositing any funds other than Liquid Fuels Tax Fund money into the Liquid Fuels Tax Fund account is contrary to the Act of June 1, 1956, P.L. (1955) 1944, 72 P.S. § 2615.5, known as the Liquid Fuels Tax Municipal Allocation Law, which states:

... each city, borough, town and township, shall ... Establish and maintain a special fund into which the moneys [liquid fuels tax funds] ... shall be deposited and into which no other moneys may be deposited or commingled ...

Good internal controls ensure that the municipality only deposit liquid fuels funds into the Liquid Fuels Tax Fund.

The risk that Liquid Fuels Tax Fund money may be used for unauthorized purposes increases when liquid fuels money is commingled with other funds.

### Recommendation

We recommend that in the future the borough exercise greater care when depositing monies into its various funds.

### Management's Response

The municipal officials offered no formal response at this time.

### Auditor's Conclusion

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

### <u>Finding No. 2 - Documentation Supporting Payroll Expenditures Was Not Available For Examination</u>

Our examination disclosed that the municipality expended \$2,180.00 during 2018 from the Liquid Fuels Tax Fund for payroll. However, the municipality did not maintain daily payroll time sheets identifying the nature of work performed and the location of work assignments.

Good internal control procedures over payroll ensure that there is documentation identifying the nature of the work performed and location of work assignments.

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.

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 expenditures made without supporting documentation, are outside the scope of permissible expenditures.

Without payroll documentation that includes daily time sheets that identify the nature of work performed and the location of work assignments, we could not determine if the payroll expenditures were permissible according to the Liquid Fuels Tax Municipal Allocation Law.

The failure to maintain documentation of payroll expenditures as noted above could result in the municipality having to reimburse \$2,180.00 to its Liquid Fuels Tax Fund.

### Recommendations

We recommend that the municipality reimburse \$2,180.00 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that the municipality ensure good internal control over payroll by maintaining daily time sheets that identify the nature of work performed and the location of work assignments.

### <u>Finding No. 2 - Documentation Supporting Payroll Expenditures Was Not Available For Examination (Continued)</u>

### Management's Response

The municipal officials offered no formal response at this time.

### Auditor's Conclusion

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

### Finding No. 3 - Nonpermissible Expenditure

Our examination disclosed that the municipality expended \$600.00 during 2018 from the Liquid Fuels Tax Fund for a field tractor, which is a nonpermissible expenditure.

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.

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 field tractors, are outside the scope of permissible expenditures.

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 \$600.00 to its Liquid Fuels Tax Fund.

### Recommendations

We recommend that the municipality reimburse \$600.00 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

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

### Management's Response

The municipal officials offered no formal response at this time.

### Auditor's Conclusion

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

### BOROUGH OF BELLE VERNON FAYETTE COUNTY LIQUID FUELS TAX FUND SUMMARY OF PRIOR EXAMINATION RECOMMENDATION FOR THE PERIOD JANUARY 1, 2018 TO DECEMBER 31, 2018

### Summary Of Prior Examination Recommendation

In our prior report, we recommended that the municipality complies with the Department of Transportation *Publication 9* to ensure that the allocations are received during the first week in March.

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

## BOROUGH OF BELLE VERNON FAYETTE COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE PERIOD JANUARY 1, 2018 TO DECEMBER 31, 2018

An exit conference was held November 1, 2019. Those participating were:

### **BOROUGH OF BELLE VERNON**

Ms. Michele Mackey Harris, Secretary/Treasurer

### **DEPARTMENT OF THE AUDITOR GENERAL**

Mrs. Michele Simpson, Auditor

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

# BOROUGH OF BELLE VERNON FAYETTE COUNTY LIQUID FUELS TAX FUND REPORT DISTRIBUTION FOR THE PERIOD JANUARY 1, 2018 TO DECEMBER 31, 2018

This report was initially distributed to:

Yassmin Gramian, P. E.

Acting Secretary
Department of Transportation

**Borough of Belle Vernon** 

Fayette County 10 Main Street Belle Vernon, PA 15012-1118

The Honorable Joseph Minniti

President of Council

Ms. Michele Mackey Harris

Secretary/Treasurer

This report is a matter of public record and is available online at <a href="www.PaAuditor.gov">www.PaAuditor.gov</a>. 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: <a href="mailto:news@PaAuditor.gov">news@PaAuditor.gov</a>.