

TOWNSHIP OF CHERRY SULLIVAN COUNTY 56-201

LIQUID FUELS TAX FUND EXAMINATION REPORT

FOR THE TWO YEARS ENDED DECEMBER 31, 2008

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TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE TWO YEARS ENDED DECEMBER 31, 2008

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.



Independent Auditor's Report

The Honorable Allen D. Biehler, 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 Township of Cherry, Sullivan County, for the two years ended December 31, 2008. 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 Township of Cherry, Sullivan County's Forms MS-965 for the two years ended December 31, 2008 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.

As discussed in the Finding and Recommendations section of this report, the township expended \$108,663.19 during 2007 and \$86,725.60 during 2008 from its Liquid Fuels Tax Fund for road oil. However a supervisor who is an employee of the vendor that received the contracts failed to abstain from voting at the board of supervisor's monthly meetings when awarding the contracts for these materials.

Independent Auditor's Report (Continued)

In our opinion, except for the matter discussed in the preceding paragraph, the Forms MS-965 With Adjustments present, in all material respects, the information required by the Pennsylvania Department of Transportation for the Liquid Fuels Tax Fund of the Township of Cherry, Sullivan County, for the two years ended December 31, 2008, 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 Township of Cherry, Sullivan 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 Cherry, Sullivan County's Forms MS-965 that is more than inconsequential will not be prevented or detected by the Township of Cherry, Sullivan 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-965 will not be prevented or detected by the Township of Cherry, Sullivan County's internal control.

Our consideration of internal control over reporting on the Forms 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 Forms MS-965.

Independent Auditor's Report (Continued)

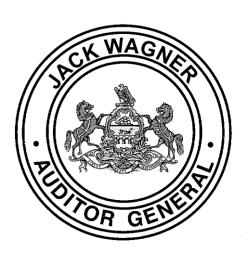
The results of our tests disclosed the following instance of noncompliance that is required to be reported under *Government Auditing Standards*:

• Related Party Transactions.

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

November 12, 2009

JACK WAGNER Auditor General



TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND 2007 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		25,102.77		-		25,102.77
Traffic control devices		243.00		-		243.00
Street lighting		-		-		-
Storm sewers and drains		-		-		-
Repairs of tools and machinery		21,707.56		-		21,707.56
Maintenance and repair of						
roads and bridges		161,959.98		-		161,959.98
Highway construction and						
rebuilding projects		-		-		-
Miscellaneous						_
Total (To Section 2, Line 5)	\$	209,013.31	\$		\$	209,013.31

TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND 2007 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Reported Adjustments		Adjusted Amount		
1. Balance, January 1, 2007	\$	30,480.12	\$	-	\$	30,480.12	
Receipts: 2. State allocation		150,052.87		-		150,052.87	
2a. Turnback allocation2b. Interest on investments (Note 3)2c. Miscellaneous		37,200.00 299.14 		- - -		37,200.00 299.14 -	
3. Total receipts		187,552.01				187,552.01	
4. Total funds available		218,032.13				218,032.13	
5. Expenditures (Section 1)		209,013.31				209,013.31	
6. Balance, December 31, 2007	\$	9,018.82	\$		\$	9,018.82	

TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND 2007 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Adjustments		Adjusted Amount	
1. Prior year equipment balance	\$	30,480.12	\$	-	\$	30,480.12
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	n	37,450.57		-		37,450.57
3. PENNDOT approved adjustments						
4. Total funds available for equipment acquisition		67,930.69		-		67,930.69
5. Less: Major equipment expenditures						
6. Remainder		67,930.69				67,930.69
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	9,018.82	\$	_	\$	9,018.82

TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND 2008 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure 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	25,581.32		13,804.85		39,386.17
Traffic control devices	-		_		-
Street lighting	-		-		-
Storm sewers and drains	-		-		-
Repairs of tools and machinery	32,463.49		(13,804.85)		18,658.64
Maintenance and repair of					
roads and bridges	154,623.35		-		154,623.35
Highway construction and					
rebuilding projects	-		-		-
Miscellaneous	 				
Total (To Section 2, Line 5)	\$ 212,668.16	\$		\$	212,668.16

TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND 2008 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance		Reported	Adjustments		Adjusted Amount	
1. Balance, January 1, 2008	\$ 9,018.82		\$ -		\$ 9,018.82	
Receipts:						
2. State allocation		167,229.23		-	167,229.23	
2a. Turnback allocation		37,200.00		-	37,200.00	
2b. Interest on investments (Note 3)		252.93		-	252.93	
2c. Miscellaneous (Comment)		7,478.92		-	7,478.92	
3. Total receipts		212,161.08		-	 212,161.08	
4. Total funds available		221,179.90			221,179.90	
5. Expenditures (Section 1)		212,668.16			212,668.16	
6. Balance, December 31, 2008	\$	8,511.74	\$		\$ 8,511.74	

TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND 2008 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance		Reported	Adjustments (Note 4)		Adjusted Amount
1. Prior year equipment balance	\$	30,480.12	\$	(21,461.30)	\$ 9,018.82
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	n	40,885.85		-	40,885.85
3. PENNDOT approved adjustments				<u>-</u>	
4. Total funds available for equipment acquisition		71,365.97		(21,461.30)	49,904.67
5. Less: Major equipment expenditures		<u>-</u>			
6. Remainder		71,365.97		(21,461.30)	49,904.67
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	8,511.74	\$	_	\$ 8,511.74

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.
- 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. 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 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, 2008. 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, 2008 consists of the following:

Cash \$8,511.74

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

Our examination disclosed that the municipality deposited idle liquid fuels tax money in interest-bearing accounts which earned \$299.14 during 2007, and \$252.93 during 2008, thus providing additional funds for road maintenance and repairs.

4. Adjustments

2008 - Section 1

Adjustments were made to "Winter maintenance services" and "Repairs of tools and machinery" because expenditures of \$13,804.85 were misclassified.

2008 - Section 3

An adjustment of \$(21,461.30) was made to "Prior year equipment balance" because an incorrect equipment balance was carried forward.

TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE TWO YEARS ENDED DECEMBER 31, 2008

Finding - Related Party Transactions

Our examination disclosed that the township expended \$108,663.19 during 2007 and \$86,725.60 during 2008 from its Liquid Fuels Tax Fund for road oil. However, a supervisor who is an employee of the vendor that received the contracts failed to abstain from voting at the board of supervisor's monthly meeting when awarding the contracts for these materials. Due to the supervisor's association with the company and the failure to abstain from voting in awarding the contracts, these contracts appear to violate *The Second Class Township Code* and The Public Official and Employee Ethics Act. Therefore, they should not have been entered into by the township.

The Second Class Township Code, 53 P.S. § 68102(i), as amended, states, in part:

No township official, either elected or appointed, or township employee who knows, or who by the exercise of reasonable diligence could know, shall be interested to any appreciable degree, either directly or indirectly, in any contract for the sale or furnishing of any supplies or materials for the use of the township or for any work to be done for such township involving the expenditure by the township of more than five hundred dollars (\$500.00) in any year unless the contract is awarded through the public bid process. This limitation does not apply if the officer or appointee of the township is an employee of the person, firm or corporations to which the money is to be paid in a capacity with no possible influence on the transaction and the officer cannot possibly be benefited thereby, either financially or otherwise. If a supervisor is within this exception, the supervisor shall so inform the board of supervisors and refrain from voting on the payments and shall in no manner participate in the contract. . . .

This information is also published in § 3102(i) of *The Second Class Township Code* as published by the Local Government Commission.

The Public Official and Employee Ethics Act ("Ethics Act"), 65 P.S. 1103(f), states, in part:

No public official or public employee or his spouse or child or any business in which the person or his spouse or child is associated shall enter into any contract valued at \$500 or more with the governmental body with which the public official or public employee is associated or any subcontract valued at \$500 or more with any person who has been awarded a contract with the governmental body with which the public official or public employee is associated, unless the contract has been awarded through an open and public process, including prior public notice

TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE TWO YEARS ENDED DECEMBER 31, 2008

Finding - Related Party Transactions (Continued)

and subsequent public disclosure of all proposals considered and contracts awarded. In such a case, the public official or public employee shall not have any supervisory or overall responsibility for the implementation or administration of the contract.

Additionally, The Public Official and Employee Ethics Act ("Ethics Act"), 65 P.S. 1103(j), states, in part:

Where voting conflicts are not otherwise addressed by the Constitution of Pennsylvania or by any law, rule, regulation, order or ordinance, the following procedure shall be employed. Any public official or public employee who in the discharge of his official duties would be required to vote on a matter that would result in a conflict of interest shall abstain from voting and, prior to the vote being taken, publicly announce and disclose the nature of his interest as a public record in a written memorandum filed with the person responsible for recording the minutes of the meeting at which the vote is taken, provided that whenever a governing body would be unable to take any action on a matter before it because the number of members of the body required to abstain from voting under the provisions of this section makes the majority or other legally required vote of approval unattainable, then such members shall be permitted to vote if disclosures are made as otherwise provided herein....

Because these contracts violate *The Second Class Township Code* and the Ethics Act the township could be required by the Pennsylvania Department of Transportation to reimburse \$195,388.79 to its Liquid Fuels Tax Fund.

Copies of this finding will be forwarded to the Pennsylvania Department of Transportation and the State Ethics Commission for their review and whatever action they may deem appropriate.

On May 4, 2009, which was subsequent to our examination period, this supervisor abstained from voting on the awarding of contracts in which his employer had bid.

TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE TWO YEARS ENDED DECEMBER 31, 2008

Finding - Related Party Transactions (Continued)

Recommendations

We recommend that the township reimburse \$195,388.79 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that the township continue to comply with *The Second Class Township Code* and the Ethics Act as amended.

Management's Response

The secretary/treasurer stated:

We were unaware of need to do so at that time.

TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND COMMENT FOR THE TWO YEARS ENDED DECEMBER 31, 2008

Comment - Summary Of Prior Examination Recommendations

In our prior report we recommended that the Department of Transportation review our examination finding to determine if the municipality should reimburse \$7,478.92 to its Liquid Fuels Tax Fund for a failure to maintain documentation for price quotations.

During our current examination we reviewed a letter dated November 26, 2008, from the Department of Transportation informing the municipality to reimburse \$7,478.92 to its Liquid Fuels Tax Fund. We noted that the municipality reimbursed this amount to its Liquid Fuels Tax Fund on December 8, 2008.

In our prior report we also recommended:

- That the municipality comply with *The Second Class Township Code* and the Department of Transportation's *Publication 9* by obtaining price quotations for all purchases between \$4,000.00 and \$10,000.00.
- That the municipality only expend up to the approved amount of equipment expenditures in accordance with the Department of Transportation's *Publication 9*.
- That the municipality continue to comply with the Department of Transportation's Regulation 449.12 to ensure that the allocations are received during the first week of April of each year.

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

TOWNSHIP OF CHERRY SULLIVAN COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE TWO YEARS ENDED DECEMBER 31, 2008

An exit conference was held November 12, 2009. Those participating were:

TOWNSHIP OF CHERRY

Ms. Diane Fitzgerald, Secretary/Treasurer

DEPARTMENT OF THE AUDITOR GENERAL

Mr. Jerome Werner, Auditor

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



TOWNSHIP OF CHERRY
SULLIVAN COUNTY
LIQUID FUELS TAX FUND
REPORT DISTRIBUTION
FOR THE TWO YEARS ENDED
DECEMBER 31, 2008

This report was initially distributed to:

The Honorable Allen D. Biehler, P.E. Secretary
Department of Transportation

Mr. John J. Contino Executive Director State Ethics Commission

Township of Cherry Sullivan County 11961 Route 87 Dushore, PA 18614

The Honorable William Black Chairman of the Board of Supervisors

Ms. Diane Fitzgerald Secretary/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.