



DAUPHIN COUNTY
22-000

LIQUID FUELS TAX FUND
AND ACT 44 TAX FUND
EXAMINATION REPORT

FOR THE PERIOD
JANUARY 1, 2011 TO DECEMBER 31, 2011

COMMONWEALTH OF PENNSYLVANIA

EUGENE A. DEPASQUALE - AUDITOR GENERAL

DEPARTMENT OF THE AUDITOR GENERAL



Commonwealth of Pennsylvania
Department of the Auditor General
Harrisburg, PA 17120-0018
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EUGENE A. DePASQUALE
AUDITOR GENERAL

Independent Auditor's Report

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

We examined the accompanying Form MS-991 With Adjustments for the Liquid Fuels Tax Fund and the Report of Act 44 Tax Fund With Adjustments of Dauphin County for the period January 1, 2011 to December 31, 2011. The county's management is responsible for the Form MS-991 and the Report of Act 44 Tax Fund. Our responsibility is to express an opinion on the Form MS-991 With Adjustments and the Report 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 Dauphin County's Form MS-991 and Report of Act 44 Tax Fund for the period January 1, 2011 to 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*.

Independent Auditor's Report (Continued)

As described in Note 4, the adjustments included on the Form MS-991 With Adjustments and the Report of Act 44 Tax Fund With Adjustments are made by the Department of the Auditor General.

As discussed in the Finding and Recommendations section of this report, the county's encumbered balance exceeded its fund balance by \$303,712.24 as of December 31, 2011. The county was due \$202,059.70 from the Department of Transportation as of that date, leaving an excess amount encumbered of \$101,702.41.

In our opinion, except for the matter discussed in the preceding paragraph, the Form MS-991 With Adjustments and the Report of Act 44 Tax Fund With Adjustments presents, 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 Dauphin County for the period January 1, 2011 to 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 Form MS-991 and the Report 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 Form MS-991 and the Report 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 Form MS-991 and the Report 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 Dauphin 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 Dauphin County's Form MS-991 and the Report of Act 44 Tax Fund that is more than inconsequential will not be prevented or detected by Dauphin County's internal control.

Independent Auditor's Report (Continued)

A material weakness is a significant deficiency or combination of significant deficiencies that results in more than a remote likelihood that a material misstatement of the Form MS-991 and the Report of Act 44 Tax Fund will not be prevented or detected by Dauphin County's internal control.

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

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

- County Encumbered More Than Its Fund Balance.

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



January 28, 2013

EUGENE A. DEPASQUALE
Auditor General

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DAUPHIN COUNTY
LIQUID FUELS TAX FUND
AND ACT 44 TAX FUND
BACKGROUND
FOR THE PERIOD
JANUARY 1, 2011 TO 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 county-owned bridges throughout the Commonwealth. The reporting of the square footage of deck area of a county's county-owned bridges is required as part of the National Bridge Inspection Standards Program.

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

	<u>Reported</u>	<u>Adjustments (Note 4)</u>	<u>Adjusted Amount</u>
Balance, January 1, 2011	\$ 2,074,668.34	\$ -	\$ 2,074,668.34
<u>Receipts:</u>			
State allocations	669,921.82	-	669,921.82
Interest (Note 3)	5,929.18	470.76	6,399.94
Reimbursable agreements	-	-	-
Miscellaneous	-	-	-
Total receipts	<u>675,851.00</u>	<u>470.76</u>	<u>676,321.76</u>
Total funds available	<u>2,750,519.34</u>	<u>470.76</u>	<u>2,750,990.10</u>
<u>Expenditures:</u>			
Construction	758,398.49	-	758,398.49
Maintenance and repair	431,399.83	-	431,399.83
Administrative	-	-	-
Grants to political subdivisions	302,000.00	-	302,000.00
Miscellaneous	-	-	-
Total expenditures	<u>1,491,798.32</u>	<u>-</u>	<u>1,491,798.32</u>
Balance, December 31, 2011	1,258,721.02	470.76	1,259,191.78
Unpaid encumbrances (Note 6)	<u>1,192,953.89</u>	<u>370,000.00</u>	<u>1,562,953.89</u>
Unencumbered balance, December 31, 2011	<u>\$ 65,767.13</u>	<u>\$ (369,529.24)</u>	<u>\$ (303,762.11)</u>

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

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

	<u>Reported</u>	<u>Adjustments (Note 4)</u>	<u>Adjusted Amount</u>
Balance, January 1, 2011	\$ 407,901.47	\$ -	\$ 407,901.47
<u>Receipts:</u>			
Act 44 Funds	104,169.57	-	104,169.57
Interest (Note 3)	1,883.54	49.87	1,933.41
Reimbursable Agreement Receipts	-	-	-
Miscellaneous Receipts	-	-	-
Total receipts	<u>106,053.11</u>	<u>49.87</u>	<u>106,102.98</u>
Total funds available	<u>513,954.58</u>	<u>49.87</u>	<u>514,004.45</u>
<u>Expenditures:</u>			
Construction	-	-	-
Maintenance and repair	380,611.26	-	380,611.26
Miscellaneous	-	-	-
Total expenditures	<u>380,611.26</u>	<u>-</u>	<u>380,611.26</u>
Balance, December 31, 2011	<u>\$ 133,343.32</u>	<u>\$ 49.87</u>	<u>\$ 133,393.19</u>

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

DAUPHIN COUNTY
LIQUID FUELS TAX FUND AND ACT 44 TAX FUND
NOTES TO FORM MS-991 AND
REPORT OF ACT 44 TAX FUND WITH ADJUSTMENTS
FOR THE PERIOD
JANUARY 1, 2011 TO DECEMBER 31, 2011

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

DAUPHIN COUNTY
LIQUID FUELS TAX FUND AND ACT 44 TAX FUND
NOTES TO FORM MS-991 AND
REPORT OF ACT 44 TAX FUND WITH ADJUSTMENTS
FOR THE PERIOD
JANUARY 1, 2011 TO DECEMBER 31, 2011

1. Criteria (continued)

- 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.

DAUPHIN COUNTY
LIQUID FUELS TAX FUND AND ACT 44 TAX FUND
NOTES TO FORM MS-991 AND
REPORT OF ACT 44 TAX FUND WITH ADJUSTMENTS
FOR THE PERIOD
JANUARY 1, 2011 TO DECEMBER 31, 2011

1. Criteria (continued)

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; and Note 5, Reimbursable Agreements.
- 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 6, Encumbrances.

DAUPHIN COUNTY
LIQUID FUELS TAX FUND AND ACT 44 TAX FUND
NOTES TO FORM MS-991 AND
REPORT OF ACT 44 TAX FUND WITH ADJUSTMENTS
FOR THE PERIOD
JANUARY 1, 2011 TO DECEMBER 31, 2011

2. Deposits

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

There were no deposits exposed to custodial credit risk as of December 31, 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.

DAUPHIN COUNTY
LIQUID FUELS TAX FUND AND ACT 44 TAX FUND
NOTES TO FORM MS-991 AND
REPORT OF ACT 44 TAX FUND WITH ADJUSTMENTS
FOR THE PERIOD
JANUARY 1, 2011 TO DECEMBER 31, 2011

2. Deposits (continued)

Fund Balance

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

Cash	\$1,008,408.75
Certificates of deposit	<u>250,783.03</u>
Total	<u><u>\$1,259,191.78</u></u>

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

Cash	<u><u>\$133,393.19</u></u>
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3. Interest Earnings

Our examination disclosed that the county deposited idle liquid fuels tax money in interest-bearing accounts and certificates of deposit which earned \$6,399.94 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 \$1,933.41 during 2011, thus providing additional funds for road maintenance and repairs.

4. Adjustments

2011 Form MS-991

An adjustment of \$470.76 was made to “Interest” because interest earned in December was not reported.

An adjustment of \$370,000.00 was made to “Unpaid encumbrances” because the balance for encumbrance No. 10-22202-17 of \$22,000.00 and No. 11-22202-02CA of \$348,000.00 were not reported.

DAUPHIN COUNTY
LIQUID FUELS TAX FUND AND ACT 44 TAX FUND
NOTES TO FORM MS-991 AND
REPORT OF ACT 44 TAX FUND WITH ADJUSTMENTS
FOR THE PERIOD
JANUARY 1, 2011 TO DECEMBER 31, 2011

4. Adjustments (Continued)

2011 Report of Act 44 Tax Fund

An adjustment of \$49.87 was made to “Interest” because interest earned in December was not reported.

5. Reimbursable Agreements

During our examination, we noted that the county entered into a reimbursement agreement with the Commonwealth of Pennsylvania for the inspection of county bridges. As of December 31, 2011, \$202,059.70 was due the Liquid Fuels Tax Fund.

6. Encumbrances

As of December 31, 2011, \$1,562,953.89 was encumbered. This amount consists of \$1,192,953.89 for county projects and \$370,000.00 for grants to political subdivisions.

DAUPHIN COUNTY
LIQUID FUELS TAX FUND
AND ACT 44 TAX FUND
FINDING AND RECOMMENDATIONS
FOR THE PERIOD
JANUARY 1, 2011 TO DECEMBER 31, 2011

Finding - County Encumbered More Than Its Fund Balance

Our examination disclosed that county's encumbered balance exceeded its fund balance by \$303,762.11 as of December 31, 2011. The county was due \$202,059.70 from the Department of Transportation as of that date, leaving an excess amount encumbered of \$101,702.41. The only time this condition should occur is with the prior approval of the Department of Transportation. The encumbered balance exceeded the fund balance as follows:

	Actual
Fund balance	\$1,259,191.78
Add: Amount due from the Department of Transportation (Note 5)	202,059.70
Total money available	1,461,251.48
Less: Unpaid encumbrances	1,562,953.89
Excess amount encumbered	\$ 101,702.41

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 prior approval 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 \$101,702.41. 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 \$101,702.41 from its General Fund to its Liquid Fuels Tax Fund to pay for future Liquid Fuels Tax Fund obligations.

DAUPHIN COUNTY
LIQUID FUELS TAX FUND
AND ACT 44 TAX FUND
FINDING AND RECOMMENDATIONS
FOR THE PERIOD
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Finding - County Encumbered More Than Its Fund Balance (Continued)

Recommendations

We recommend that the county transfer \$101,702.41 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:

Please accept this letter as Dauphin County's official response to your Liquid Fuels Fund audit finding that the County was over-encumbered by \$101,702.41 at December 31, 2011. While we do not dispute the finding, we request that the requirement to transfer cash in this amount from the General Fund to the Liquid Fuels Fund be waived by Penn DOT.

The cause of the over-encumbrance was the Derry Township Municipal Aid projects totaling \$672,000.00 which started in 2010. We anticipated the cash outlays required to fund these projects when setting up our Liquid Fuels encumbrances for 2011; however, we were not aware that these aid projects required an encumbrance. Our annual Liquid Fuels Fund allocation is more than adequate to cover not only the remaining balance on the Derry Township project, but all of the outstanding projects that are currently encumbered on our Liquid Fuels Fund report.

Given the fact that many of the Derry Township aid payments were made last year, we may well be in the same situation again when the 2012 audit is completed. Hopefully that won't happen, but now that we know the accounting requirement, we certainly will encumber any future municipal aid contracts so that this doesn't happen again.

Auditor's Conclusion

The Department of Transportation will determine if the reimbursement of \$101,702.41 to its Liquid Fuels Tax Fund is required. During our next examination we will determine if the municipality complied with our recommendations.

DAUPHIN COUNTY
LIQUID FUELS TAX FUND
AND ACT 44 TAX FUND
SUMMARY OF EXIT CONFERENCE
FOR THE PERIOD
JANUARY 1, 2011 TO DECEMBER 31, 2011

An exit conference was held January 28, 2013. Those participating were:

DAUPHIN COUNTY

Mr. Sam Echevarria, Deputy for Administration

Mr. Michael J. Yohe, Budget Director

Mr. David Skinner, Accountant II

DEPARTMENT OF THE AUDITOR GENERAL

Ms. Tammy Fleisher, Auditor

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

DAUPHIN COUNTY
LIQUID FUELS TAX FUND
AND ACT 44 TAX FUND
REPORT DISTRIBUTION
FOR THE PERIOD
JANUARY 1, 2011 TO DECEMBER 31, 2011

This report was initially distributed to:

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

Dauphin County
P. O. Box 1295
Harrisburg, PA 17108

The Honorable Jeffrey T. Haste	Chairman of the Board of Commissioners
The Honorable Marie E. Rebuck	Controller
The Honorable Janis Creason	Treasurer
Laura E. Evans, Esq.	Chief Clerk

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