

TOWNSHIP OF GREENE FRANKLIN COUNTY 28-203

LIQUID FUELS TAX FUND EXAMINATION REPORT

FOR THE TWO YEARS ENDED DECEMBER 31, 2009

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TOWNSHIP OF GREENE FRANKLIN COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE TWO YEARS ENDED DECEMBER 31, 2009

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.





Department of the Auditor General Commonwealth of Pennsylvania Harrisburg, Pennsylvania 17120-0018

JACK WAGNER AUDITOR GENERAL

Independent Auditor's Report

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

We examined the accompanying Forms MS-965 With Adjustments for the Liquid Fuels Tax Fund of the Township of Greene, Franklin County, for the two years ended December 31, 2009. 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 Greene, Franklin County's Forms MS-965 for the two years ended December 31, 2009 and performing such other procedures as we considered necessary in the circumstances. We believe that our examination provides a reasonable basis for our opinion.

We are mandated by Section 403 of *The Fiscal Code*, 72 P.S. § 403, to audit each municipality's Liquid Fuels Tax Fund to ensure that funds received are expended in accordance with applicable laws and regulations. *Government Auditing Standards* issued by the Comptroller General of the United States include attestation engagements as a separate type of audit. An attestation engagement performed pursuant to *Government Auditing Standards* involves additional standards that exceed the standards provided by the American Institute of Certified Public Accountants. Accordingly, this attestation engagement complies with both *Government Auditing Standards* and Section 403 of *The Fiscal Code*.

As described in Note 4, the adjustments included on the Forms MS-965 With Adjustments are made by the Department of the Auditor General.

Independent Auditor's Report (Continued)

As discussed in Finding No. 1, the municipality expended \$167,698.68 during 2009 for the purchase of superpave 9.5MM. However, the municipality did not obtain the approval of the Department of Transportation to use lump sum bids for the purchase of superpave 9.5MM. Additionally, as discussed in Finding No. 2, the municipality expended \$40,348.55 during 2009 from its Liquid Fuels Tax Fund for single yellow line road striping, which is a nonpermissible expenditure.

In our opinion, except for the matters 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 Greene, Franklin County, for the two years ended December 31, 2009, 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 Greene, Franklin 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 Greene, Franklin County's Forms MS-965 that is more than inconsequential will not be prevented or detected by the Township of Greene, Franklin 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 Forms MS-965 will not be prevented or detected by the Township of Greene, Franklin 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.

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

- Lump Sum Bidding Without The Approval Of The Department Of Transportation.
- Nonpermissible Expenditures.

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

August 4, 2010

JACK WAGNER Auditor General



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

Expenditure Summary		Reported		Adjustments (Note 4)		Adjusted Amount	
Major equipment purchases	\$	80,000.00	\$	_	\$	80,000.00	
Minor equipment purchases		-		_		· -	
Computer/Computer related training		-		_		-	
Agility projects		_		_		-	
Cleaning streets and gutters		-		-		-	
Winter maintenance services		15,740.91		-		15,740.91	
Traffic control devices		16,169.46		25,000.00		41,169.46	
Street lighting		-		-		-	
Storm sewers and drains		-		_		-	
Repairs of tools and machinery		-		_		-	
Maintenance and repair of							
roads and bridges		25,000.00		(25,000.00)		-	
Highway construction and							
rebuilding projects		358,543.55		_		358,543.55	
Miscellaneous		-		-		_	
Total (To Section 2, Line 5)	\$	495,453.92	\$		\$	495,453.92	

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

Fund Balance		Reported		Adjustments		Adjusted Amount	
1. Balance, January 1, 2008	\$	114,693.88	\$	-	\$	114,693.88	
Receipts:							
2. State allocation		397,706.58		-		397,706.58	
2a. Turnback allocation		20,520.00		-		20,520.00	
2b. Interest on investments (Note 3)		7,871.61		-		7,871.61	
2c. Miscellaneous (Note 5)		142,739.58		-		142,739.58	
3. Total receipts		568,837.77		-		568,837.77	
4. Total funds available		683,531.65				683,531.65	
5. Expenditures (Section 1)		495,453.92				495,453.92	
6. Balance, December 31, 2008	\$	188,077.73	\$		\$	188,077.73	

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

Equipment Balance	-	Reported	djustments (Note 4)	Adjusted Amount
1. Prior year equipment balance	\$	-	\$ -	\$ -
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	1	83,645.32	-	83,645.32
3. PENNDOT approved adjustments			26,645.98	26,645.98
4. Total funds available for equipment acquisition		83,645.32	26,645.98	110,291.30
5. Less: Major equipment expenditures		80,000.00		80,000.00
6. Remainder		3,645.32	26,645.98	 30,291.30
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	3,645.32	\$ 26,645.98	\$ 30,291.30

TOWNSHIP OF GREENE FRANKLIN COUNTY LIQUID FUELS TAX FUND 2009 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary		Reported		Adjustments (Note 4)		Adjusted Amount	
Maior aguirment mushagas	\$	100 220 02	¢		\$	100 220 02	
Major equipment purchases	Ф	108,238.02	\$	-	Ф	108,238.02	
Minor equipment purchases		38.59		-		38.59	
Computer/Computer related training		-		-		-	
Agility projects		-		-		-	
Cleaning streets and gutters		-		-		-	
Winter maintenance services		35,400.14		19,701.47		55,101.61	
Traffic control devices		153,234.20		(19,701.47)		133,532.73	
Street lighting		-		-		-	
Storm sewers and drains		356.81		-		356.81	
Repairs of tools and machinery		25,058.62		-		25,058.62	
Maintenance and repair of							
roads and bridges		40,671.97		-		40,671.97	
Highway construction and							
rebuilding projects		370,987.65		-		370,987.65	
Miscellaneous (Bank service charges)		400,000.00		(399,994.13)		5.87	
Total (To Section 2, Line 5)	\$	1,133,986.00	\$	(399,994.13)	\$	733,991.87	

TOWNSHIP OF GREENE FRANKLIN COUNTY LIQUID FUELS TAX FUND 2009 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance		Reported		Adjustments (Note 4)		Adjusted Amount	
1. Balance, January 1, 2009	\$	188,077.73	\$	-	\$	188,077.73	
Receipts:							
2. State allocation		387,440.18		_		387,440.18	
2a. Turnback allocation		20,520.00		-		20,520.00	
2b. Interest on investments (Note 3)		1,236.64		-		1,236.64	
2c. Miscellaneous (Note 5)		691,173.16		(400,000.00)		291,173.16	
3. Total receipts		1,100,369.98	1	(400,000.00)		700,369.98	
4. Total funds available		1,288,447.71		(400,000.00)		888,447.71	
5. Expenditures (Section 1)		1,133,986.00		(399,994.13)		733,991.87	
6. Balance, December 31, 2009	\$	154,461.71	\$	(5.87)	\$	154,455.84	

TOWNSHIP OF GREENE FRANKLIN COUNTY LIQUID FUELS TAX FUND 2009 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance		Reported	djustments (Note 4)	·	Adjusted Amount
1. Prior year equipment balance	\$	3,645.32	\$ 26,645.98	\$	30,291.30
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	1	81,592.04	-		81,592.04
3. PENNDOT approved adjustments		26,645.98	(26,645.98)		
4. Total funds available for equipment acquisition		111,883.34	-		111,883.34
5. Less: Major equipment expenditures		108,238.02	<u>-</u> _		108,238.02
6. Remainder		3,645.32	 _		3,645.32
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	3,645.32	\$ <u>-</u>	\$	3,645.32

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. <u>Deposits</u>

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 loans 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, 2009. 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, 2009 consists of the following:

Cash \$154,455.84

3. Interest On Investments

Our examination disclosed that the municipality deposited idle liquid fuels tax money in interest-bearing accounts which earned \$7,871.61 during 2008, and \$1,236.64 during 2009, thus providing additional funds for road maintenance and repairs.

4. Adjustments

2008 - Section 1

Adjustments were made to "Traffic control devices" and "Maintenance and repair of roads and bridges" because expenditures of \$25,000.00 were misclassified.

2008 - Section 3

An adjustment of \$26,645.98 was made to "PENNDOT approved adjustments" because 20 percent of the unexpended balance of \$133,229.89 in the Turnback account was incorrectly reported as an approved adjustment in 2009, but was received in 2008.

<u>2009 - Section 1</u>

Adjustments were made to "Winter maintenance services" and "Traffic control devices" because expenditures of \$19,701.47 were misclassified.

An adjustment of \$(399,994.13) was made to "Miscellaneous" expenditures because the purchase of a certificate of deposit of \$400,000.00 was incorrectly reported as an expenditure and bank service charges of \$5.87 were not reported.

4. Adjustments (Continued)

2009 - Section 2

An adjustment of \$(400,000.00) was made to "Miscellaneous" receipts because the redemption of a certificate of deposit was incorrectly reported as a receipt.

2009 - Section 3

An adjustment of \$26,645.95 was made to "Prior year equipment balance" to reflect the adjustment made to the equipment balance in 2008 - Section 3.

An adjustment of \$(26,645.98) was made to "PENNDOT approved adjustments" because 20 percent of the unexpended balance of \$133,229.89 in the Turnback account was incorrectly reported as an approved adjustment in 2009, but was received in 2008.

5. <u>Miscellaneous Receipts</u>

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

Source	Description	2008	2009
General Fund	Sale of road salt	\$ 8,069.13	\$ -
General Fund	Reimbursement for salt purchase	768.78	298.21
Franklin County Treasurer	Reimbursement for		
Turnback Fund	salt purchase Unexpended balance	671.78 133,229.89	1,082.57
Lurgan Township	Sale of road salt	-	6,348.39
Franklin County Area Development Corp.	Grant	-	279,113.27
Vendor	Reimbursement for damages	-	208.16
Local business	Reimbursement for traffic signal		4,122.56
Totals		\$142,739.58	\$291,173.16



<u>Finding No. 1 - Lump Sum Bidding Without The Approval Of The Department Of Transportation</u>

Our examination disclosed that the municipality expended \$167,698.68 during 2009 from the Liquid Fuels Tax Fund for purchases of superpave 9.5MM. The bid package required contractors to submit lump sum bids. The municipality awarded the bid to the lowest bidder at \$179,080.86. However, that bid did not include estimates of the quantities of the materials to be used nor did it include unit prices. Lump sum bids are not permitted unless they are approved by the Department of Transportation. The municipality did not obtain the approval of the Department of Transportation to use lump sum bids for the purchase of superpave 9.5MM. These expenditures were as follows:

Invoice	Invoice	Check	Check	Amount
Number	Date	Number	Date	
906046	06/16/09	1695	07/30/09	\$149,065.49
906046	06/16/09	1704	08/21/09	18,633.19
Total				\$167,698.68

The above purchases were not made in compliance with the Department of Transportation's *Publication 9*, Appendix D, Section 449.9(c), which states, in part:

The proposal shall contain the approximate number of tons or square yards of materials or the metric equivalents, required, as reasonably estimated by the municipality. The bidder shall insert:

- (1) The unit price for each item.
- (2) The total price for each item (quantity X unit price).
- (3) The total price for any group of items, as to which the proposal requires a total or subtotal.

(d) Lump Sum bids.

In special cases, the Director of the Bureau of Municipal Services of the Department may approve lump sum bids in lieu of the procedure set forth in subsection (c).

The failure to comply with the Department of Transportation's *Publication 9* could result in the municipality having to reimburse \$167,698.68 to its Liquid Fuels Tax Fund.

Finding No. 1 - Lump Sum Bidding Without The Approval Of The Department Of Transportation (Continued)

Recommendations

We recommend that the municipality reimburse \$167,698.68 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that, in the future, the municipality comply with the Department of Transportation's *Publication 9* as noted in this finding.

Management's Response

The municipal officials stated:

This project was funded 100% from a grant received by the Franklin County Area Development Corporation. If the bidding requirements were not met by requesting a "lump sum" bid, we weren't aware of it as an independent consultant handled the bid documents etc.

Auditor's Conclusion

Although the bidding was done by an independent consultant, the bidding was still required to be done in accordance with the Department of Transportation's *Publication 9*. During our next examination we will determine if the municipality complied with our recommendations.

Finding No. 2 - Nonpermissible Expenditures

Our examination disclosed that the municipality expended \$40,348.55 during 2009 from the Liquid Fuels Tax Fund for single yellow line road striping, 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 single yellow line road striping, 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 \$40,348.55 to its Liquid Fuels Tax Fund.

Recommendations

We recommend that the municipality reimburse \$40,348.55 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

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

Finding No. 2 - Nonpermissible Expenditures (Continued)

Management's Response

The chairman of the board of supervisors stated:

We assumed single yellow line painting was an approved expense.

Auditor's Conclusion

The municipality should review the Department of Transportation's Regulations to become familiar with permissible Liquid Fuels Tax Fund expenditures. During our next examination we will determine if the municipality complied with our recommendations.

TOWNSHIP OF GREENE FRANKLIN COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE TWO YEARS ENDED DECEMBER 31, 2009

An exit conference was held August 4, 2010. Those participating were:

TOWNSHIP OF GREENE

The Honorable Charles D. Jamison, Jr., Chairman of the Board of Supervisors

Ms. Diann E. Weller, Secretary/Treasurer

DEPARTMENT OF THE AUDITOR GENERAL

Mrs. Diane A. Bowman, Auditor

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



TOWNSHIP OF GREENE FRANKLIN COUNTY LIQUID FUELS TAX FUND REPORT DISTRIBUTION FOR THE TWO YEARS ENDED DECEMBER 31, 2009

This report was initially distributed to:

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

Township of Greene Franklin County P. O. Box 215 Scotland, PA 17254

The Honorable Charles D. Jamison, Jr. Chairman of the Board of Supervisors

Ms. Diann E. Weller 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.