ATTESTATION ENGAGEMENT

Township of Londonderry

Dauphin County, Pennsylvania 22-207

Liquid Fuels Tax Fund
For the Period
January 1, 2019 to December 31, 2020

December 2021



Commonwealth of Pennsylvania Department of the Auditor General

Timothy L. DeFoor • Auditor General



Commonwealth of Pennsylvania
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TIMOTHY L. DEFOOR AUDITOR GENERAL

Independent Auditor's Report

The Honorable Yassmin Gramian, 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 Londonderry, Dauphin County, for the period January 1, 2019 to December 31, 2020. The municipality's management is responsible for presenting the Forms MS-965 in accordance with the criteria described in the Background section of this report and the Department of Transportation's *Publication 9*. 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. Those standards require that we plan and perform the examination to obtain reasonable assurance about whether the Forms MS-965 are presented in accordance with the criteria described above, in all material respects. An examination involves performing procedures to obtain evidence about the Forms 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 Forms 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.

As described in the Auditor Description Of Select Transactions section of this report, the adjustments included on the Forms MS-965 With Adjustments are made by the Department of the Auditor General.

In our opinion, 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 Londonderry, Dauphin County, for the period January 1, 2019 to December 31, 2020, in accordance with the criteria described in the Background section of this report and the Department of Transportation's *Publication 9*.

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

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 Forms 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 Forms 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 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 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 Forms 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 Forms 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 a certain deficiency in internal control, described in the finding listed below, that we consider to be a material weakness in internal control:

• One Signature On Liquid Fuels Tax Fund Checks.

Independent Auditor's Report (Continued)

As part of obtaining reasonable assurance about whether the Forms MS-965 are free from material misstatement, we performed tests of the Township of Londonderry, Dauphin 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 Forms 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:

• Amount Transferred From The Liquid Fuels Tax Fund To The Payroll Account Exceeded Eligible Expenditures.

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 Township of Londonderry, Dauphin County, to us during the course of our examination. If you have any questions, please feel free to contact the Bureau of County Audits at 717-787-1363.

Timothy L. DeFoor Auditor General

Timothy L. Detool

November 3, 2021

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Background

The Liquid Fuels Tax Municipal Allocation Law, Act 655 of 1956, as amended, see also 72 P.S. § 2615.5, et sec., provides municipalities other than counties (i.e., 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 upon: (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.

Title 75 Pa.C.S. § 9511 of the Pennsylvania Vehicle Code 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.

Background (Continued)

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

Criteria

The criteria for the Form MS-965 With Adjustment are described below.

Section 1 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:

2017	2018	2019	2020
¢10.700.00	¢10,000,00	¢11 100 00	¢11 200 00
\$10,700.00	\$10,900.00	\$11,100.00	\$11,300.00

• 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:

 2017	2018	2019	2020
\$10,700.00	\$10,900.00	\$11,100.00	\$11,300.00

• Agility projects are exchanges of services with the Department of Transportation.

Background (Continued)

Section 2 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.
- Expenditures include the total transferred from Section 1.

Section 3 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.

Background (Continued)

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.

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.

TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND 2019 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Adjustments		Adjusted Amount	
Minor equipment purchases	\$	-	\$	-	\$	-
Computer/Computer related training		-		-		-
Major equipment purchases		-		-		-
Agility projects		-		-		-
Cleaning streets and gutters		-		-		-
Winter maintenance services		66,882.01		-		66,882.01
Traffic control devices		22,111.71		-		22,111.71
Street lighting		-		-		-
Storm sewers and drains		2,763.24		-		2,763.24
Repairs of tools and machinery		-		-		-
Maintenance and repair of						
roads and bridges		23,657.15		-		23,657.15
Highway construction and						
rebuilding projects		104,902.80		-		104,902.80
Miscellaneous		_				
Total (To Section 2, Line 5)	\$	220,316.91	\$		\$	220,316.91

TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND 2019 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Reported Adjustments		Adjusted Amount	
1. Balance, January 1, 2019	\$	506,546.92	\$ -	\$	506,546.92	
Receipts:						
2. State allocation		251,023.56	-		251,023.56	
2a. Turnback allocation		920.00	-		920.00	
2b. Interest on investments		1,175.81	103.69		1,279.50	
2c. Miscellaneous			 		_	
			40.			
3. Total receipts		253,119.37	103.69		253,223.06	
4. Total funds available		759,666.29	 103.69		759,769.98	
5. Expenditures (Section 1)		220,316.91			220,316.91	
6. Balance, December 31, 2019	\$	539,349.38	\$ 103.69	\$	539,453.07	

TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND 2019 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported	Adjustments	Adjusted Amount
1. Prior year equipment balance	\$ 312,933.05	\$ -	\$ 312,933.05
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	50,388.71	-	50,388.71
3. PENNDOT approved adjustments			
4. Total funds available for equipment acquisition	363,321.76	-	363,321.76
5. Less: Major equipment expenditures			
6. Remainder	363,321.76		363,321.76
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$ 363,321.76	\$ -	\$ 363,321.76

TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND 2020 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

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Expenditure Summary		Reported	Au	Adjustments		Amount
Minor equipment purchases	\$	1,733.48	\$	-	\$	1,733.48
Computer/Computer related training		-		-		-
Major equipment purchases		45,627.00		-		45,627.00
Agility projects		-		-		-
Cleaning streets and gutters		-		-		-
Winter maintenance services		19,792.77		-		19,792.77
Traffic control devices		16,460.42		-		16,460.42
Street lighting		-		-		-
Storm sewers and drains		-		-		-
Repairs of tools and machinery		-		-		-
Maintenance and repair of						
roads and bridges		61,459.93		.40		61,460.33
Highway construction and						
rebuilding projects		110,089.23		-		110,089.23
Miscellaneous		105.00				105.00
	· · · · ·					
Total (To Section 2, Line 5)	\$	255,267.83	\$.40	\$	255,268.23

TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND 2020 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Reported Adjustments		Adjusted Amount	
1. Balance, January 1, 2020	\$	539,349.38	\$	103.69	\$	539,453.07
Receipts:						
2. State allocation		244,279.70		-		244,279.70
2a. Turnback allocation		920.00		-		920.00
2b. Interest on investments		2,693.73		(103.29)		2,590.44
2c. Miscellaneous		94,886.00				94,886.00
3. Total receipts		342,779.43		(103.29)		342,676.14
4. Total funds available		882,128.81		.40		882,129.21
5. Expenditures (Section 1)		255,267.83		.40		255,268.23
6. Balance, December 31, 2020	\$	626,860.98	\$		\$	626,860.98

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TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND 2020 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported	Adjustments	Adjusted Amount
1. Prior year equipment balance	\$ 363,321.76	\$ -	\$ 363,321.76
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	49,039.94	-	49,039.94
3. PENNDOT approved adjustments	-	-	<u>-</u>
4. Total funds available for equipment acquisition	412,361.70	-	412,361.70
5. Less: Major equipment expenditures	45,627.00		45,627.00
6. Remainder	366,734.70		366,734.70
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$ 366,734.70	<u>\$</u>	\$ 366,734.70

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TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND

AUDITOR DESCRIPTION OF SELECT TRANSACTIONS FOR THE PERIOD

JANUARY 1, 2019 TO DECEMBER 31, 2020

The following information relates to certain types of transactions for which the Pennsylvania Department of Transportation requested that we provide additional detail.

Adjustments

2019 - Section 2

An adjustment of \$103.69 was made to "Interest on investments" because December interest was not reported.

2020 - Section 1

An adjustment of \$.40 was made to "Maintenance and repair of roads and bridges" because these expenditures were understated.

2020 - Section 2

An adjustment of \$103.69 was made to "Balance, January 1, 2020" to reflect the adjustment made to the fund balance in 2019 - Section 2.

An adjustment of \$(103.29) was made to "Interest on investments" because interest earned was overstated.

Miscellaneous Receipts

On December 2, 2020, the municipality deposited \$94,886.00 into its Liquid Fuels Tax Fund that was received as a grant from Dauphin County.

Miscellaneous Expenditures

During 2020, the municipality's Liquid Fuels Tax Fund incurred bank service charges of \$105.00.

TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND AUDITOR DESCRIPTION OF SELECT TRANSACTIONS FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2020

Dauphin County Infrastructure Bank Loan

On May 15, 2014, the municipality borrowed \$925,000.00 from the Dauphin County Infrastructure Bank to repair three bridges. The term of the loan was for ten years at an interest rate of .05 percent. Principal and interest payments of \$94,886.74 are due annually. Prior years' principal and interest payments from the Liquid Fuels Tax Fund were \$365,511.33 and \$14,035.63, respectively.

During the current examination period, the municipality paid principal of \$184,639.04 and interest of \$5,134.44 from the Liquid Fuels Tax Fund. These amounts are reflected in highway construction and rebuilding projects on the 2019 and 2020 Forms MS-965 - Section 1. The outstanding balance of the loan as of December 31, 2020, was \$374,849.63, plus interest.

TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND FINDINGS AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2020

Finding No. 1 - One Signature On Liquid Fuels Tax Fund Checks

Our examination disclosed that only one signature was required to authorize checks drawn on the Liquid Fuels Tax Fund. When only one signature is required there is a significant risk of unauthorized disbursements, errors, or misappropriations occurring and remaining undetected. To decrease this risk, good internal controls require that at least two authorized signatures be required to authorize checks drawn on the Liquid Fuels Tax Fund.

This condition occurred because the municipality was unaware that two signatures were recommended on Liquid Fuels Tax Fund checks.

Recommendation

We recommend that the municipality improve internal control procedures over disbursements by requiring at least two signatures on all disbursements from the Liquid Fuels Tax Fund account.

Management's Response

The finance director stated:

Going forward, as of September 29, 2021, all liquid fuels disbursement checks, including payroll, will be signed by two authorized check signers. Both the finance director and the township manager were unaware of this rule, but fully understand the vital nature and support the change. This was originally changed by the township in 2020 due to the pandemic.

Auditor's Conclusion

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

TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND FINDINGS AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2020

Finding No. 2 - Amount Transferred From The Liquid Fuels Tax Fund To The Payroll Account Exceeded Eligible Expenditures

Our examination disclosed that the municipality transferred \$2,481.50, \$2,647.75, and \$2,471.50, from its Liquid Fuels Tax Fund to its Payroll Account June 6, 2020, June 17, 2020, and July 3, 2020, respectively. However, the municipality had only incurred \$6,113.96 of eligible Liquid Fuels Tax Fund payroll. Therefore, the amount transferred from the Liquid Fuels Tax Fund to the Payroll Account exceeded eligible expenditures by \$1,486.79.

The practice of depositing liquid fuels money into any account other than the Liquid Fuels Tax Fund account in anticipation of future expenditures 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 accounting controls ensure that disbursements are made from the Liquid Fuels Tax Fund for only expenditures incurred. When Liquid Fuels Tax Fund money is commingled with the General Fund, or other funds, the potential for Liquid Fuels Tax Fund money to be used for unauthorized purposes increases significantly.

The failure to follow the Liquid Fuels Tax Municipal Allocation Law as noted above could result in the municipality having to reimburse \$1,486.79 to its Liquid Fuels Tax Fund.

This excess transfer occurred because the municipality used the wrong rate of pay when determining how much to transfer from the Liquid Fuels Tax Fund to the Payroll Account.

Recommendations

We recommend that the municipality reimburse \$1,486.79 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that the municipality establish and implement internal controls to ensure transfers are reviewed timely to avoid excess transfers.

TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND FINDINGS AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2020

Finding No. 2 - Amount Transferred From The Liquid Fuels Tax Fund To The Payroll Account Exceeded Eligible Expenditures (Continued)

Management's Response

The finance director stated:

The payroll correction was eventually discovered, although a reimbursement did not occur. The issue occurred early on in the implementation of the payroll reimbursement process in the Liquid Fuels Tax Fund. Controls have been implemented to verify the rates are reviewed on each payroll to prevent the issue from occurring in the future. Both the township manager and finance director confirm the rates, times, and calculation of the payroll before processing.

Auditor's Conclusion

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

TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND SUMMARY OF PRIOR EXAMINATION RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2020

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 \$6,512.00 to its Liquid Fuels Tax Fund for retroactive expenditures, which are payments for previous years' expenditures.

During our current examination, we reviewed a letter dated May 7, 2020, from the Department of Transportation informing the municipality that the reimbursement of \$6,512.00 would not be required.

In our prior report, we also recommended that the municipality comply with the Department of Transportation's *Publication 9* regarding retroactive expenditures.

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

TOWNSHIP OF LONDONDERRY DAUPHIN COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2020

An exit conference was held September 29, 2021. Those participating were:

TOWNSHIP OF LONDONDERRY

Mr. Brian Marchuck, Finance Director

DEPARTMENT OF THE AUDITOR GENERAL

Mr. Michael Klassen, Audit Supervisor

Mr. Jordan Goodling, Auditor

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

This report was initially distributed to:

The Honorable Yassmin Gramian, P.E.

Secretary
Department of Transportation

Township of Londonderry

Dauphin County 783 South Geyers Church Road Middletown, PA 17057

The Honorable Bart Shellenhamer Chairman of the Board of Supervisors

Mr. Brian Marchuck Finance Director

Mr. Steve Letavic Township Manager

This report is a matter of public record and is available online at www.PaAuditor.gov. 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: news@PaAuditor.gov.