

## TOWNSHIP OF MANCHESTER YORK COUNTY 66-217

LIQUID FUELS TAX FUND EXAMINATION REPORT

FOR THE PERIOD JANUARY 1, 2011 TO DECEMBER 31, 2012

# **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 Facebook: Pennsylvania Auditor General Twitter: @PAAuditorGen

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 Forms MS-965 With Adjustments for the Liquid Fuels Tax Fund of the Township of Manchester, York County, for the period January 1, 2011 to December 31, 2012. 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 Manchester, York County's Forms MS-965 for the period January 1, 2011 to December 31, 2012 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)**

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 Manchester, York County, for the period January 1, 2011 to December 31, 2012, 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 Manchester, York 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 Manchester, York County's Forms MS-965 that is more than inconsequential will not be prevented or detected by the Township of Manchester, York County's internal control. We consider the deficiency described in the finding below to be a significant deficiency in internal control over reporting on the Forms MS-965:

Vendor Overcharges.

### **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 Manchester, York County's internal control. Our consideration of the internal control over reporting on the Forms MS-965 would not necessarily disclose all matters in the internal control that might be significant deficiencies and, accordingly, would not necessarily disclose all significant deficiencies that are also considered to be material weaknesses. However, we believe that the significant deficiency described above is not a material weakness.

The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

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

May 24, 2013

EUGENE A. DEPASQUALE

Eugent O-Purper

**Auditor General** 

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# TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE PERIOD JANUARY 1, 2011 TO DECEMBER 31, 2012

### **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.

## TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND 2011 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	48,063.86		48,063.86			48,063.86
Traffic control devices		62,197.67		-		62,197.67
Street lighting		-		-		-
Storm sewers and drains		-		-		-
Repairs of tools and machinery		-		-		-
Maintenance and repair of						
roads and bridges		23,179.52		-		23,179.52
Highway construction and						
rebuilding projects		190,707.59		-		190,707.59
Miscellaneous						_
Total (To Section 2, Line 5)	\$	324,148.64	\$		\$	324,148.64

## TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND 2011 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Adju	Adjustments		Adjusted Amount	
1. Balance, January 1, 2011	\$ 112,789.36		\$	-	\$	112,789.36	
Receipts:							
2. State allocation		358,755.98		-		358,755.98	
2a. Turnback allocation		6,040.00		-		6,040.00	
2b. Interest on investments (Note 3)		971.81		-		971.81	
2c. Miscellaneous (Note 5)		5,550.14		_		5,550.14	
3. Total receipts		371,317.93				371,317.93	
4. Total funds available		484,107.29				484,107.29	
5. Expenditures (Section 1)		324,148.64				324,148.64	
6. Balance, December 31, 2011	\$	159,958.65	\$	-	\$	159,958.65	

## TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND 2011 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Reported Adjustments		Adjusted Amount	
1. Prior year equipment balance	\$	112,789.36	\$	-	\$	112,789.36
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	ı	72,959.20		-		72,959.20
3. PENNDOT approved adjustments						
4. Total funds available for equipment acquisition		185,748.56		-		185,748.56
5. Less: Major equipment expenditures						
6. Remainder		185,748.56		-		185,748.56
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	159,958.65	\$	-	\$	159,958.65

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

## TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND 2012 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Adjustments (Note 4)		Adjusted Amount	
Major equipment purchases	\$	_	\$	12,951.18	\$	12,951.18
Minor equipment purchases	Ψ	_	4	-	Ψ	-
Computer/Computer related training		_		_		_
Agility projects		_		_		_
Cleaning streets and gutters		_		_		-
Winter maintenance services		36,506.97		(12,951.18)		23,555.79
Traffic control devices		62,945.62		-		62,945.62
Street lighting		, -		-		-
Storm sewers and drains		-		-		-
Repairs of tools and machinery		-		-		-
Maintenance and repair of						
roads and bridges		45,569.35		-		45,569.35
Highway construction and						
rebuilding projects		150,884.39		-		150,884.39
Miscellaneous						
Total (To Section 2, Line 5)	\$	295,906.33	\$	-	\$	295,906.33

## TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND 2012 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Adjı	Adjustments		Adjusted Amount	
1. Balance, January 1, 2012	\$ 159,958.65		\$	-	\$	159,958.65	
Receipts:							
2. State allocation		434,978.58		-		434,978.58	
2a. Turnback allocation		6,040.00		-		6,040.00	
2b. Interest on investments (Note 3)		592.33		-		592.33	
2c. Miscellaneous (Note 5)		19,880.90		-		19,880.90	
3. Total receipts		461,491.81		-		461,491.81	
4. Total funds available		621,450.46				621,450.46	
5. Expenditures (Section 1)		295,906.33				295,906.33	
6. Balance, December 31, 2012	\$	325,544.13	\$	-	\$	325,544.13	

## TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND 2012 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Adjustments (Note 4)		Adjusted Amount	
1. Prior year equipment balance	\$	159,958.65	\$	-	\$	159,958.65
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	1	88,203.72		-		88,203.72
3. PENNDOT approved adjustments		<u>-</u>		<u>-</u>		
4. Total funds available for equipment acquisition		248,162.37		-		248,162.37
5. Less: Major equipment expenditures				12,951.18		12,951.18
6. Remainder		248,162.37		(12,951.18)		235,211.19
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	248,162.37	\$	(12,951.18)	\$	235,211.19
expenditures  6. Remainder  7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance,	\$		\$	(12,951.18)	\$	235,211.

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

### 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 prior to 2012 and in excess of \$10,000.00 during 2012 and subsequent years.
- Minor equipment purchases are purchases of road machinery and road equipment that cost \$4,000.00 or less prior to 2012 and \$10,000.00 or less during 2012 and subsequent years.
- 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.

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

### Section 3

This section of Form MS-965 With Adjustments determines if the municipality expended Liquid Fuels Tax Fund money in excess of the permissible amount for equipment and the balance that the municipality may carry forward for the purchase of equipment to the subsequent year.

Department of Transportation *Publication 9* requires that the amount expended for equipment purchases in a given year not exceed the sum of the equipment balance carried forward from the previous year and 20 percent of the current year's Liquid Fuels Tax Fund allocation and, if applicable, 20 percent of the turnback allocation plus other Department of Transportation approved adjustments.

If the municipality spent in excess of the amount listed on Line 4, the excess must be reimbursed to the Liquid Fuels Tax Fund.

The equipment balance to be carried forward for the subsequent year is the lesser of the amount on Line 6 or the ending fund balance on Line 6 of Section 2, but not less than zero.

### **Basis Of Presentation**

The financial activities of the municipality are accounted for in separate funds. The Liquid Fuels Tax Fund is used to account for state aid revenues from the Pennsylvania Department of Transportation used primarily for building and improving local roads and bridges. The 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 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, 2012. 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, 2012 consists of the following:

Cash \$325,544.13

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

Our examination disclosed that the municipality deposited idle liquid fuels tax money in interest-bearing accounts which earned \$971.81 during 2011, and \$592.33 during 2012, thus providing additional funds for road maintenance and repairs.

### 4. Adjustments

### 2012 - Section 1

Adjustments were made to "Major equipment purchases" and "Winter maintenance services" because expenditures of \$12,951.18 were misclassified.

### 2012 - Section 3

An adjustment of \$12,951.18 was made to "Major equipment expenditures" to reflect the adjustment made to major equipment purchases in 2012 - Section 1.

## 5. <u>Miscellaneous Receipts</u>

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

Source	Description	2011	2012
Borough of Mount			
Wolf	Sale of road salt	\$ 822.60	\$ 185.96
Insurance company	Reimbursement for		
	damages	248.58	69.58
Borough of North York	Sale of road salt	2,723.53	525.81
Borough of Manchester	Sale of road salt	1,275.76	954.44
Capital Reserve			
Account	Bridge reimbursement	479.67	-
General Fund	Reimbursement		
	(Comment)	-	15,120.88
General Fund	Reimbursement for		
	engineering fees		3,024.23
Total		\$5,550.14	\$19,880.90

# TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2011 TO DECEMBER 31, 2012

### Finding - Vendor Overcharges

Our examination disclosed that the municipality was overcharged a total of \$14,303.87, which consisted of \$12,146.46 during 2011 for the purchase of various superpave materials and \$2,157.41 during 2012 for the purchase of a truck-mounted brine system and vertical brine storage tank. These overcharges are as follows:

Product	Quantity Purchased	Contract Price	Invoice Price	Unit Price Difference	Total Price Difference
19.0mm superpave	114.65	41.05/ton	44.62/ton	3.57	\$ 409.30
9.5mm superpave	6.04	47.55/ton	52.07/ton	4.52	27.30
19.0mm superpave	50.36	41.05/ton	45.07/ton	4.02	202.45
9.5mm superpave	4.29	47.55/ton	52.65/ton	5.10	21.88
19.0mm superpave	1.24	41.05/ton	45.34/ton	4.29	5.32
19.0mm superpave	2.32	41.05/ton	44.54/ton	3.49	8.10
9.5mm superpave	419.46	45.85/ton	49.85/ton	4.00	1,677.84
19.0mm superpave	214.87	39.95/ton	43.78/ton	3.83	822.95
9.5mm superpave	2.22	47.55/ton	51.97/ton	4.42	9.81
9.5mm superpave	1,014.10	47.55/ton	52.48/ton	4.93	4,999.51
9.5mm superpave	189.57	45.85/ton	50.36/ton	4.51	854.96
19.0mm superpave	2.44	41.05/ton	44.54/ton	3.49	8.52
9.5mm superpave	859.33	47.55/ton	51.09/ton	3.54	3,042.03
9.5mm superpave	23.99	45.85/ton	48.10/ton	2.25	53.98
9.5mm superpave	1.05	47.55/ton	49.94/ton	2.39	2.51
Brine system	1	8,395.98	10,085.12	1,689.14	1,689.14
Brine storage tank	1	2,397.78	2,866.05	468.27	468.27
			Amount	overpaid	\$14,303.87

Good internal controls ensure that invoice prices are compared to contract prices before payments are made on vendor invoices. The failure to follow this procedure increases the possibility that overpayments can be made on vendor invoices and go undetected for long periods of time.

# TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2011 TO DECEMBER 31, 2012

### Finding - Vendor Overcharges (Continued)

### Recommendations

We recommend that the municipality reimburse \$14,303.87 to its Liquid Fuels Tax Fund upon official notification of the Department of Transportation. We also recommend that the municipal officials contact the vendor as soon as possible to obtain reimbursement.

We further recommend that the municipality compare invoice prices to contract prices prior to making payments on vendor invoices.

### Management's Response

The manager/secretary/treasurer stated:

I understand the explanation of the finding and comments. The escalator issue is one that we have received conflicting direction from both our supplier and more specifically our professional services engineer. We understand this is an issue that has more recently been scrutinized and we intend to adjust our contracts or pass necessary legislation moving forward. It is my intention to make every attempt to have the vendors in question repay said funds.

### Auditor's Conclusion

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

# TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND COMMENT FOR THE PERIOD JANUARY 1, 2011 TO DECEMBER 31, 2012

### 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 \$15,120.88 to its Liquid Fuels Tax Fund for purchases over \$10,000.00 without advertising for bids.

During our current examination we reviewed a letter dated November 16, 2011, from the Department of Transportation informing the municipality to reimburse \$15,120.88 to its Liquid Fuels Tax Fund. We noted that the municipality reimbursed this amount to its Liquid Fuels Tax Fund on January 12, 2012.

In our prior report we also recommended that the municipality comply with *The Second Class Township Code* and the Department of Transportation's *Publican 9* by advertising for bids for all purchases over \$10,000.00. The threshold for advertising for bids increased to purchases over \$18,500.00 for 2012, \$18,900.00 for 2013, and \$19,100.00 for 2014.

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

# TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE PERIOD JANUARY 1, 2011 TO DECEMBER 31, 2012

An exit conference was held May 24, 2013. Those participating were:

## TOWNSHIP OF MANCHESTER

Mr. Timothy R. James, Manager/Secretary/Treasurer

Mrs. Donna K. Barshinger, Financial Secretary

### DEPARTMENT OF THE AUDITOR GENERAL

Mrs. Diane A. Bowman, Auditor

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

# TOWNSHIP OF MANCHESTER YORK COUNTY LIQUID FUELS TAX FUND REPORT DISTRIBUTION FOR THE PERIOD JANUARY 1, 2011 TO DECEMBER 31, 2012

This report was initially distributed to:

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

Township of Manchester York County 3200 Farmtrail Road York, PA 17406-5669

The Honorable Lisa D. Wingert Chairwoman of the Board of Supervisors

Mr. Timothy R. James Manager/Secretary/Treasurer

This report is a matter of public record and is available online at <a href="http://www.auditorgen.state.pa.us">http://www.auditorgen.state.pa.us</a>. 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: <a href="mailto:news@auditorgen.state.pa.us">news@auditorgen.state.pa.us</a>.