

TOWNSHIP OF WASHINGTON FRANKLIN COUNTY 28-215

LIQUID FUELS TAX FUND EXAMINATION REPORT

FOR THE TWO YEARS ENDED DECEMBER 31, 2011

CONTENTS

<u>Page</u>
Background1
Independent Auditor's Report
Financial Section:
2010 Form MS-965 With Adjustments
2011 Form MS-965 With Adjustments
Notes To Forms MS-965 With Adjustments
Finding And Recommendations:
Finding - Failure To Obtain Project Approval
Summary Of Exit Conference
Report Distribution

TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE TWO YEARS ENDED DECEMBER 31, 2011

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 Washington, Franklin County, for the two years ended December 31, 2011. 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 Washington, Franklin County's Forms MS-965 for the two years ended 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 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.

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

As discussed in the Finding and Recommendations section of this report, the township expended \$273,000.00 during 2010 from the Liquid Fuels Tax Fund for the paving of 6,300 feet of new roadway known as Washington Township Boulevard without obtaining the approval of the Department of Transportation.

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

A material weakness is a significant deficiency or combination of significant deficiencies that results in more than a remote likelihood that a material misstatement of the Forms MS-965 will not be prevented or detected by the Township of Washington, Franklin County's internal control.

Independent Auditor's Report (Continued)

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 instance of noncompliance that is required to be reported under *Government Auditing Standards*:

• Failure To Obtain Project Approval.

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

July 2, 2012

JACK WAGNER Auditor General



TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND 2010 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Adjustments (Note 4)		Adjusted Amount	
Major equipment purchases	\$	_	\$	_	\$	_
Minor equipment purchases		-		-		-
Computer/Computer related training		_		-		-
Agility projects		-		-		-
Cleaning streets and gutters		-		-		-
Winter maintenance services		82,525.02		-		82,525.02
Traffic control devices		14,756.18		-		14,756.18
Street lighting		-		-		-
Storm sewers and drains		6,269.68		-		6,269.68
Repairs of tools and machinery		-		-		-
Maintenance and repair of						
roads and bridges		135,701.15		-		135,701.15
Highway construction and						
rebuilding projects		23,598.25		273,000.00		296,598.25
Miscellaneous		273,000.00		(273,000.00)		
Total (To Section 2, Line 5)	\$	535,850.28	\$	<u>-</u>	\$	535,850.28

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

TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND 2010 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Reported Adjustments		Adjusted Amount		
1. Balance, January 1, 2010	\$ 415,827.31		\$ -	\$	415,827.31		
Receipts:							
2. State allocation		314,115.87	-		314,115.87		
2a. Turnback allocation		16,240.00	-		16,240.00		
2b. Interest on investments (Note 3)		5,112.22	-		5,112.22		
2c. Miscellaneous							
3. Total receipts		335,468.09	 -		335,468.09		
4. Total funds available		751,295.40			751,295.40		
5. Expenditures (Section 1)		535,850.28	_		535,850.28		
6. Balance, December 31, 2010	\$	215,445.12	\$ 	\$	215,445.12		

TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND 2010 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance		Reported	Adjı	ustments	Adjusted Amount
1. Prior year equipment balance	\$	75,626.12	\$	-	\$ 75,626.12
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	1	66,071.17		-	66,071.17
3. PENNDOT approved adjustments					
4. Total funds available for equipment acquisition		141,697.29		-	141,697.29
5. Less: Major equipment expenditures					
6. Remainder		141,697.29			141,697.29
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	141,697.29	\$	<u>-</u>	\$ 141,697.29

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

TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND 2011 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported	Adjustments (Note 4)		Adjusted Amount	
Major equipment purchases	\$ 66,949.43	\$	-	\$	66,949.43
Minor equipment purchases	_		-		-
Computer/Computer related training	-		-		-
Agility projects	-		-		-
Cleaning streets and gutters	-		-		-
Winter maintenance services	55,480.74		13,579.65		69,060.39
Traffic control devices	29,168.84		-		29,168.84
Street lighting	-		-		-
Storm sewers and drains	8,433.13		-		8,433.13
Repairs of tools and machinery	-		-		-
Maintenance and repair of					
roads and bridges	116,053.09		(13,579.65)		102,473.44
Highway construction and					
rebuilding projects	-		-		-
Miscellaneous					
Total (To Section 2, Line 5)	\$ 276,085.23	\$	_	\$	276,085.23

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

TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND 2011 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Reported		Reported Adjustments		Adjusted Amount	
1. Balance, January 1, 2011	\$ 215,445.12		\$	-	\$	215,445.12		
Receipts:								
2. State allocation		321,552.84		-		321,552.84		
2a. Turnback allocation		16,240.00		-		16,240.00		
2b. Interest on investments (Note 3)		3,870.16		-		3,870.16		
2c. Miscellaneous (Note 5)		12,333.56		-		12,333.56		
3. Total receipts		353,996.56				353,996.56		
4. Total funds available		569,441.68				569,441.68		
5. Expenditures (Section 1)		276,085.23				276,085.23		
6. Balance, December 31, 2011	\$	293,356.45	\$		\$	293,356.45		

TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND 2011 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance		Reported	Adju	stments	Adjusted Amount
1. Prior year equipment balance	\$	141,697.29	\$	-	\$ 141,697.29
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	n	67,558.57		-	67,558.57
3. PENNDOT approved adjustments					 <u>-</u>
4. Total funds available for equipment acquisition		209,255.86		-	209,255.86
5. Less: Major equipment expenditures		66,949.43			66,949.43
6. Remainder		142,306.43			142,306.43
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	142,306.43	\$	-	\$ 142,306.43

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.
- 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. Criteria (Continued)

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

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 loan's or savings bank's assets minus liabilities.

Deposits consist of receipts and deposits in a financial institution. Pennsylvania statutes require all deposits to be insured and, for any amount above the insured maximum, to be secured with approved collateral as defined.

There were no deposits exposed to custodial credit risk as of December 31, 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 municipality's name.

2. Deposits (Continued)

Fund Balance

The fund balance as of December 31, 2011 consists of the following:

Cash \$293,356.45

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

Our examination disclosed that the municipality deposited idle liquid fuels tax money in interest-bearing accounts which earned \$5,112.22 during 2010, and \$3,870.16 during 2011, thus providing additional funds for road maintenance and repairs.

4. Adjustments

2010 - Section 1

Adjustments were made to "Highway construction and rebuilding projects" and "Miscellaneous" because expenditures of \$273,000.00 were misclassified.

2011 - Section 1

Adjustments were made to "Winter maintenance services" and "Maintenance and repair of roads and bridges" because expenditures of \$13,579.65 were misclassified.

5. Miscellaneous Receipts

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

Source	<u>Description</u>	2011
General Fund General Fund	Reimbursement for the sale of road salt Reimbursement for road materials	\$11,331.40
Total		\$12,333.56

6. Bank Loan

On March 2, 2006, the municipality entered in an agreement with the Pennsylvania Infrastructure Bank to borrow \$2,500,000.00. The proceeds of the loan are being used for the Washington Township Boulevard project (see Finding). The term of the loan was for 10 years at an interest rate of 3.375 percent. Principal and interest payments of \$299,541.14 are due annually. During the prior examination period the municipality paid principal of \$659,868.01 and interest of \$238,755.41 from funds other than Liquid Fuels.

During the current examination period the municipality paid principal of \$237,436.69 and interest of \$35,563.31 from the Liquid Fuels Tax Fund. These amounts are reflected in highway construction and rebuilding projects on the 2010 Form MS-965 - Section 1. Additionally, the municipality paid principal of \$1,602,695.30 and interest of \$48,904.32 from the General Fund and interest of \$26,541.14 from the Impact Fee Fund. The loan was paid-in-full on January 14, 2011.



TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE TWO YEARS ENDED DECEMBER 31, 2011

Finding - Failure To Obtain Project Approval

Our examination disclosed that the municipality expended \$273,000.00 during 2010 from the Liquid Fuels Tax Fund for the paving of 6,300 feet of new roadway known as Washington Township Boulevard without obtaining the approval of the Department of Transportation. Before paving of one inch in thickness or greater is done the municipality must obtain the approval of the Department of Transportation. However, the municipality did not file an application with the Department of Transportation for the project and also failed to submit specifications for approval.

The Department of Transportation's *Publication 9* contains the policies and procedures for the administration of the Liquid Fuels Tax Fund. *Publication 9*, Chapter Two, Section 2.7.2, states that nonpermissible expenditures include "Construction and reconstruction projects without prior PENNDOT approval."

Additionally, *Publication 9*, Chapter Two, Section 2.8, states, in part:

The following criteria is used to determine when a project is required for work on local roads utilizing Liquid Fuels Tax Funds, when construction, reconstruction and/or resurfacing work exceeds one inch or more in depth as well as other activities.

Bituminous Surface: One inch thickness or greater

Relocation: All

The failure to comply with the Department of Transportation's *Publication 9* could result in the municipality having to reimburse \$273,000.00 to its Liquid Fuels Tax Fund.

Recommendations

We recommend that the municipality reimburse \$273,000.00 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that before the municipality expends money on a project, it applies for and obtains prior approval for the project, and when the project is completed it obtains approval of the completed work.

TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE TWO YEARS ENDED DECEMBER 31, 2011

<u>Finding - Failure To Obtain Project Approval (Continued)</u>

Management's Response

The township manager stated:

The Township believes that this finding is in error for the following reasons:

1. The Pennsylvania Infrastruction Bank, Handbook page 8.

"Security – All PIB loans are secured. Security varies by borrower. As examples, PennDOT has accepted the following security:

- Municipal borrowers usually pledge future liquid fuels allocations."
- 2. The infrastruction Bank Loan Agreement #520773 indicates on page 9.
 - "14. Remedies upon default: Upon a default, the Department may withhold all or part of the Township Liquid Fuels Tax Allocation..."
- 3. Section 4 of Washington Township Ordinance, Number 198.

"Section 4. The Note is hereby declared to be a general obligation of the Township. The Township hereby convenants that it shall include the amount of debt service on the Note for each fiscal year in which such sums are payable in its budget for that year; shall appropriate such amounts from its general revenues (including impact fee and liquid fuels revenues) for the payment of such debt service; and shall duly and punctually pay or cause to be paid from its general revenues (including impact fee and liquid fuels revenues) the principal of the Note and the interest thereon at the dates and places and in the maner stated in the note according to the true intent and the meaning thereof, and for such proper budgeting, appropriation and payment, the full faith, credit and taxing power of the Township are hereby irrevocably pledged."

Based on the above three items and specifically Section 4 of Ordinance #198, the Township believes that we were permitted to use Liquid Fuels Funding to pay back the loan to the PIB.

TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE TWO YEARS ENDED DECEMBER 31, 2011

Finding - Failure To Obtain Project Approval (Continued)

Auditor's Conclusion

The Department of Transportation's *Publication 9*, Chapter Two, Section 2.8, requires municipalities to file a Form MS-329 Project Approval Form before paving in excess of one inch or greater is done and for all road relocations. The municipality did not file a Form MS-329. During our next examination we will determine if the municipality complied with our recommendations.

TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE TWO YEARS ENDED DECEMBER 31, 2011

An exit conference was held July 2, 2012. Those participating were:

TOWNSHIP OF WASHINGTON

Ms. Karen S. Hargrave, Secretary

DEPARTMENT OF THE AUDITOR GENERAL

Ms. Tammy Fleisher, Auditor

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

TOWNSHIP OF WASHINGTON FRANKLIN COUNTY LIQUID FUELS TAX FUND REPORT DISTRIBUTION FOR THE TWO YEARS ENDED DECEMBER 31, 2011

This report was initially distributed to:

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

Township of Washington Franklin County 13013 Welty Road Waynesboro, PA 17268

The Honorable Jeffrey B. Geesaman Chairman of the Board of Supervisors

Ms. Karen S. Hargrave Secretary

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.