

BOROUGH OF SUGAR NOTCH LUZERNE COUNTY 40-425

LIQUID FUELS TAX FUND EXAMINATION REPORT

FOR THE PERIOD JANUARY 1, 2010 TO DECEMBER 31, 2011

Released March 2013(

COMMONWEALTH OF PENNSYLVANIA

EUGENE A. DEPASQUALE - AUDITOR GENERAL

DEPARTMENT OF THE AUDITOR GENERAL





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CONTENTS

<u>Page</u>
Background
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
Findings And Recommendations:
Finding No. 1 - Idle Funds Held In A Noninterest-Bearing Account
Finding No. 2 - Nonpermissible Expenditures
Finding No. 3 - Late Receipt Of Allocation
Summary Of Exit Conference
Report Distribution 25

BOROUGH OF SUGAR NOTCH LUZERNE COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE PERIOD JANUARY 1, 2010 TO 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.





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EUGENE A. DEPASQUALE AUDITOR GENERAL

Independent Auditor's Report

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

We examined the accompanying Forms MS-965 With Adjustments for the Liquid Fuels Tax Fund of the Borough of Sugar Notch, Luzerne County, for the period January 1, 2010 to 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 Borough of Sugar Notch, Luzerne County's Forms MS-965 for the period January 1, 2010 to December 31, 2011 and performing such other procedures as we considered necessary in the circumstances. We believe that our examination provides a reasonable basis for our opinion.

We are mandated by Section 403 of *The Fiscal Code*, 72 P.S. § 403, to audit each 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 Borough of Sugar Notch, Luzerne County, for the period January 1, 2010 to December 31, 2011, in conformity with the criteria set forth in Note 1.

In accordance with *Government Auditing Standards*, we are required to report findings of significant deficiencies in internal control, violations of provisions of contracts or grant agreements, and abuse that are material to the 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 Borough of Sugar Notch, Luzerne 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 Borough of Sugar Notch, Luzerne County's Forms MS-965 that is more than inconsequential will not be prevented or detected by the Borough of Sugar Notch, Luzerne 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:

• Idle Funds Held In A Noninterest-Bearing Account.

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 Borough of Sugar Notch, Luzerne 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.

Independent Auditor's Report (Continued)

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 other matters that, while not required to be included in this report by *Government Auditing Standards*, have been included in the findings below:

- Nonpermissible Expenditures.
- Late Receipt Of Allocation.

We are concerned in light of the municipality's failure to correct a previously reported finding regarding the late receipt of its allocation. During our current examination the municipality held idle funds in a noninterest-bearing account, made nonpermissible expenditures, and received its allocation late. The municipality should strive to implement the recommendations and corrective actions noted in this report.

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

April 18, 2012

EUGENE A. DEPASQUALE
Auditor General

Eugent O-Pager



BOROUGH OF SUGAR NOTCH LUZERNE 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		2,408.32		-		2,408.32
Winter maintenance services		2,599.73		(62.39)		2,537.34
Traffic control devices		-		-		-
Street lighting		9,930.86		-		9,930.86
Storm sewers and drains		-		-		-
Repairs of tools and machinery		4,764.15		-		4,764.15
Maintenance and repair of						
roads and bridges		1,193.67		45.18		1,238.85
Highway construction and						
rebuilding projects		-		-		-
Miscellaneous (Finding No. 2)		267.28		62.39		329.67
Total (To Section 2, Line 5)	\$	21,164.01	\$	45.18	\$	21,209.19

BOROUGH OF SUGAR NOTCH LUZERNE COUNTY LIQUID FUELS TAX FUND 2010 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Reported		Reported		Reported		Reported		Reported		Adjustments Reported (Note 4)			Adjusted Amount	
1. Balance, January 1, 2010	\$	17,559.08	\$	-	\$	17,559.08											
Receipts: 2. State allocation 2a. Turnback allocation 2b. Interest on investments (Note 3) 2c. Miscellaneous		23,779.60 - 38.36		(2.87)		23,779.60 - 35.49											
3. Total receipts		23,817.96		(2.87)		23,815.09											
4. Total funds available		41,377.04		(2.87)		41,374.17											
5. Expenditures (Section 1)		21,164.01		45.18		21,209.19											
6. Balance, December 31, 2010	\$	20,213.03	\$	(48.05)	\$	20,164.98											

BOROUGH OF SUGAR NOTCH LUZERNE COUNTY LIQUID FUELS TAX FUND 2010 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance]	Reported	Adj	ustments		Adjusted Amount
1. Prior year equipment balance	\$	17,544.28	\$	-	\$	17,544.28
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	1	4,755.92		-		4,755.92
3. PENNDOT approved adjustments						<u>-</u>
4. Total funds available for equipment acquisition		22,300.20		-		22,300.20
5. Less: Major equipment expenditures						
6. Remainder		22,300.20		_		22,300.20
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	20,213.03	\$	(48.05)	\$	20,164.98
out not less than zero)	Ψ	20,213.03	Ψ	(40.03)	Ψ	20,104.70

BOROUGH OF SUGAR NOTCH LUZERNE COUNTY LIQUID FUELS TAX FUND 2011 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Reported Adjustments		Adjusted Amount	
Major equipment purchases	\$	-	\$	-	\$	-
Minor equipment purchases		90.08		-		90.08
Computer/Computer related training		-		-		-
Agility projects		-		-		_
Cleaning streets and gutters		-		-		-
Winter maintenance services		5,097.34		-		5,097.34
Traffic control devices		4,200.00		-		4,200.00
Street lighting		13,501.05		-		13,501.05
Storm sewers and drains		-		-		-
Repairs of tools and machinery		3,107.70		-		3,107.70
Maintenance and repair of						
roads and bridges		5,913.50		-		5,913.50
Highway construction and						
rebuilding projects		-		-		-
Miscellaneous				-		
Total (To Section 2, Line 5)	\$	31,909.67	\$	-	\$	31,909.67

BOROUGH OF SUGAR NOTCH LUZERNE COUNTY LIQUID FUELS TAX FUND 2011 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported	Adjus	stments	Adjusted Amount
1. Balance, January 1, 2011	\$ 20,164.98	\$	-	\$ 20,164.98
Receipts: 2. State allocation 2a. Turnback allocation	24,345.99		<u>-</u>	24,345.99
2b. Interest on investments 2c. Miscellaneous (Note 5)	1,094.42		- -	- 1,094.42
3. Total receipts	25,440.41			25,440.41
4. Total funds available	 45,605.39			45,605.39
5. Expenditures (Section 1)	 31,909.67		_	 31,909.67
6. Balance, December 31, 2011	\$ 13,695.72	\$	-	\$ 13,695.72

BOROUGH OF SUGAR NOTCH LUZERNE COUNTY LIQUID FUELS TAX FUND 2011 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Reported		Reported		Reported		Reported		Adju	Adjustments		Adjusted Amount
1. Prior year equipment balance	\$	20,164.98	\$	-	\$	20,164.98								
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	n	4,869.19		-		4,869.19								
3. PENNDOT approved adjustments														
4. Total funds available for equipment acquisition		25,034.17		-		25,034.17								
5. Less: Major equipment expenditures														
6. Remainder		25,034.17		_		25,034.17								
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	13,695.72	\$	_	\$	13,695.72								

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. Deposits

The Borough Code, Title 53 P.S § 46316, authorizes the borough 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. <u>Deposits (Continued)</u>

Fund Balance

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

Cash \$13,695.72

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

Our examination disclosed that the municipality deposited idle liquid fuels tax money in an interest-bearing account which earned \$35.49 during 2010, thus providing additional funds for road maintenance and repairs. During 2011, the municipality earned no interest (Finding No. 1).

4. Adjustments

2010 - Section 1

Adjustments were made to "Winter maintenance services" and "Miscellaneous" because expenditures of \$62.39 were misclassified.

An adjustment of \$45.18 was made to "Maintenance and repair of roads and bridges" because these expenditures were understated.

2010 - Section 2

An adjustment of \$(2.87) was made to "Interest on investments" because interest earnings were overstated.

5. <u>Miscellaneous Receipts</u>

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

Source	<u>Description</u>	_ 2011
Vendor Vendor	Refund of overpayment (Note 6) Reimbursement for damage	\$1,000.00 <u>94.42</u>
Total		\$1,094.42

6. <u>Duplicate Payment Of Invoice</u>

On January 7, 2011, the municipality expended \$1,000.00 from the Liquid Fuels Tax Fund to pay vendor invoice No. 9026245 for repairs of a storm water basin. The municipality paid this invoice again on February 8, 2011. On March 11, 2011 the municipality deposited \$1,000.00 into its Liquid Fuels Tax Fund that was received from the vendor to correct the duplicate payment.



Finding No. 1 - Idle Funds Held In A Noninterest-Bearing Account

Our examination disclosed that liquid fuels tax money in excess of current needs was deposited in a noninterest-bearing checking account from November 1, 2010 to December 31, 2011 with an average balance of \$18,873.00.

Sound fiscal management requires that money in excess of current needs be deposited in interest-bearing accounts, certificates of deposit, or other investments as outlined in Section 1316 of *The Borough Code* as published by the Local Government Commission.

If the borough had invested the liquid fuels tax funds in interest-bearing accounts, certificates of deposit, or other investments outlined in Section 1316 of *The Borough Code* as published by the Local Government Commission, additional money would have been earned for road maintenance and repairs.

Recommendation

We recommend that the borough officials reassess their fiscal policy and consider investing money in excess of current needs in investments outlined in Section 1316 of *The Borough Code* as published by the Local Government Commission.

Management's Response

The treasurer stated:

The bank stopped paying interest at current rates. Any minimal amount of interest that might be earned should be weighed against the inconvenience of switching banks.

Auditor's Conclusion

The borough maintains its funds in a noninterest-bearing checking account. Borough officials should transfer funds in excess of current needs to a savings account. During our next examination, we will determine if the municipality complied with our recommendation.

Finding No. 2 - Nonpermissible Expenditures

Our examination disclosed that the municipality expended \$329.67 during 2010 from the Liquid Fuels Tax Fund for the following nonpermissible items:

<u>Description</u>	Amount
Accounting fee Cellular phone prepaid cards High wattage bulb for the garage	\$225.00 84.56 <u>20.11</u>
2010 Total	<u>\$329.67</u>

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 accounting fees, prepaid cellular phone cards, and light bulbs, 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 \$329.67 to its Liquid Fuels Tax Fund.

Recommendations

We recommend that the municipality reimburse \$329.67 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 treasurer stated:

I will attempt to comply in the future.

Auditor's Conclusion

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

Finding No. 3 - Late Receipt Of Allocation

Our examination disclosed that the 2011 Liquid Fuels Tax Fund allocation of \$24,345.99, which should have been distributed from the Department of Transportation to the municipality during the first week of April of that year, was not received until June 17, 2011, because the municipality failed to comply with the Department of Transportation's *Publication 9*, Chapter Two, Section 2.4, which states:

To qualify for the annual liquid fuels tax allocation, a municipality shall:

- Submit annual reports (MS-965, Actual Use Report, MS-965P, Project and Miscellaneous Receipts, and MS-965S, Record of Checks).
- Make deposits and payments or expenditures in compliance with the Act 655. Failure to do so may result in not receiving allocations from PENNDOT until all discrepancies are resolved.
- 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.
- Ensure resolution of all Contractor Responsibility Program (CRP) holds and blocks imposed by the Department of Revenue and the Department of Labor and Industry.

Because the municipality failed to file documents and information timely as noted above, the municipality did not have use of the 2011 allocation for more than two months. Furthermore, had the allocation been received timely, money may have been available for investment purposes, potentially earning interest income which could have been used for road maintenance and repairs.

A similar finding was also written in our prior report.

Recommendation

We again recommend that, in the future, the municipality comply with the Department of Transportation's *Publication 9* to ensure that the allocations are received during the first week in April as outlined above.

Finding No. 3 - Late Receipt Of Allocation (Continued)

Management's Response

The municipal officials stated:

We were late with DCED reports. We will attempt to comply in the future.

Auditor's Conclusion

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

BOROUGH OF SUGAR NOTCH LUZERNE COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE PERIOD JANUARY 1, 2010 TO DECEMBER 31, 2011

An exit conference was held April 18, 2012. Those participating were:

BOROUGH OF SUGAR NOTCH

Mr. Charles J. Cybuch, Treasurer

DEPARTMENT OF THE AUDITOR GENERAL

Mr. Robert A. Bauder, Auditor Mr. Brian P. Dries, Auditor

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

BOROUGH OF SUGAR NOTCH LUZERNE COUNTY LIQUID FUELS TAX FUND REPORT DISTRIBUTION FOR THE PERIOD JANUARY 1, 2010 TO DECEMBER 31, 2011

This report was initially distributed to:

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

Borough of Sugar Notch Luzerne County 742 Main Street Sugar Notch, PA 18706-2132

The Honorable Yvonne Pelchar President of Council

Mr. Charles J. Cybuch Treasurer

Ms. Deborah J. Brezna 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.