GOVERNMENT OF THE DISTRICT OF COLUMBIA OFFICE OF THE INSPECTOR GENERAL

DISTRICT DEPARTMENT OF TRANSPORTATION

REPORT ON THE EXAMINATION OF THE DISTRICT OF COLUMBIA'S HIGHWAY TRUST FUND FORECAST STATEMENTS FOR FISCAL YEARS 2013 – 2017 WITH ACTUAL AUDITED FIGURES FOR FISCAL YEAR 2012



CHARLES J. WILLOUGHBY INSPECTOR GENERAL

GOVERNMENT OF THE DISTRICT OF COLUMBIA Office of the Inspector General

Inspector General



March 15, 2013

Terry Bellamy Director Department of Transportation 55 M Street, S.E., Suite 400 Washington, D.C. 20003

Natwar M. Gandhi, Ph.D. Chief Financial Officer Office of the Chief Financial Officer The John A. Wilson Building 1350 Pennsylvania Avenue, N.W., Room 203 Washington, D.C. 20004

Dear Mr. Bellamy and Dr. Gandhi:

The Office of the Inspector General has completed an examination of the District of Columbia Highway Trust Fund's 5-year forecast of expenditure conditions and operations. The District Department of Transportation and the Office of the Chief Financial Officer administer the Highway Trust Fund for the District of Columbia government and are responsible for preparing the forecast.

Our examination included a review of existing processes, policies, and controls for the purpose of expressing an opinion on the accompanying forecasted statements. Although we found no instances of noncompliance that would be reportable under generally accepted government auditing standards, the objective of our review was not to provide an opinion on overall compliance with such provisions.

In our opinion, the forecasted statements referred to above are presented in conformity with guidelines for presentation of forecasted information established by the American Institute of Certified Public Accountants. The underlying assumptions made and methodologies used to develop the statements provide a reasonable basis for the forecast.

Mr. Bellamy and Dr. Gandhi Highway Trust Fund Forecast OIG No. 12-1-13KA(a) – Final Report March 15, 2013 Page 2 of 4

We appreciate the cooperation and courtesies extended to our staff during this examination. If you have questions or need additional information, please contact me or Ronald W. King, Assistant Inspector General for Audits, at (202) 727-2540.

Sincerely,

Villo 1

Charles J. Willoughby Inspector General

CJW/qh

Enclosure

cc: See Distribution List

Mr. Bellamy and Dr. Gandhi Highway Trust Fund Forecast OIG No. 12-1-13KA(a) – Final Report March 15, 2013 Page 4 of 4

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Mr. Bellamy and Dr. Gandhi Highway Trust Fund Forecast OIG No. 12-1-13KA(a) – Final Report March 15, 2013 Page 4 of 4

- The Honorable José E. Serrano, Ranking Member, House Subcommittee on Financial Services and General Government, Attention: Laura Hogshead (via email)
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GOVERNMENT OF THE DISTRICT OF COLUMBIA Office of the Inspector General

Inspector General



Auditor's Report on Forecast Statements

To the Director, Department of Transportation, Government of the District of Columbia; and Chief Financial Officer, Government of the District of Columbia:

In accordance with D.C. Code § 9-109.02(e), the Office of the Inspector General has completed an examination of the District of Columbia Highway Trust Fund's 5-year forecast of conditions and operations for the forecast period, fiscal years (FYs) 2013 through 2017. The District Department of Transportation and the Office of the Chief Financial Officer are responsible for producing the forecast. Our responsibility is to express an opinion 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 and, accordingly, included examining, on a test basis, evidence supporting the Highway Trust Fund's (HTF) 5-year forecast of expenditure conditions and operations (forecast) and performing such other procedures as we considered necessary under the circumstances. We believe that our examination provides a reasonable basis for our opinion.

In our opinion, the accompanying HTF forecast is presented in conformity with the guidelines for presentation of a forecast established by the American Institute of Certified Public Accountants, and the underlying assumptions provide a reasonable basis for management's forecast. However, there will usually be differences between the forecasted and actual results because events and circumstances frequently do not occur as expected, and those differences may be material. We have no responsibility to update this report for events and circumstances occurring after the date of this report.

Charles J. Willoughby

Inspector General

March 15, 2013

		(\$000s)				
	D.C. Highway Trust Fund FY 2012	Federal Aid FY 2012	Total FY 2012	D.C. Highway Trust Fund FY 2013	Federal Aid FY 2013	Total FY 2013
ESTIMATED FUNDING						
Beginning Balance	\$ 43,851	\$ 466,711	\$ 510,562	\$ 44,468	\$ 464,174	\$ 508,642
Motor Fuel Revenues	22,778	-	22,778	22,000	-	22,000
Rights-of-Way Fee Revenues	16,654	-	16,654	14,472	-	14,472
Interest Earnings	15	-	15	15	-	15
Fed Aid Apportionment		232,250	232,250		173,067	173,067
Total Estimated Funds	83,298	698,961	782,259	80,955	637,241	718,196
ESTIMATED USES						
Debt payment of GARVEE Bonds	-	7,597	7,597	-	8,984	8,984
Project Costs (Management/Design/Construction) ¹ Project Management	- 4,426	31,781	- 36,207	52,339	352,971	405,310
	4,420	51,701	50,207			
Design, Site, Construction & Equipment Cost	28,569	195,409	223,978	-	-	-
Non-Participating Cost	5,835		5,835	-		
Total Estimated Expenditures	38,830	234,787	273,617	52,339	361,955	414,294
ENDING BALANCE	\$ 44,468	\$ 464,174	\$ 508,642	\$ 28,616	\$ 275,286	\$ 303,902

The accompanying notes are an integral part of these forecast statements.

¹See Attachment A for estimated Project Costs by Master Project Categories.

		(\$000s)				
	D.C. Highway Trust Fund FY 2014	Federal Aid FY 2014	Total FY 2014	D.C. Highway Trust Fund FY 2015	Federal Aid FY 2015	Total FY 2015
ESTIMATED FUNDING	112011	112011	112011	112010	112010	112010
Beginning Balance	\$ 28,616	\$ 275,286	\$ 303,902	\$ 23,818	\$ 164,256	\$ 188,074
Motor Fuel Revenues	21,780	-	21,780	21,562	-	21,562
Rights-of-Way Fee Revenues	18,526	-	18,526	15,982	-	15,982
Interest Earnings	21	-	21	21	-	21
Fed Aid Apportionment		206,151	206,151		158,532	158,532
Total Estimated Funds	\$ 68,943	\$ 481,437	\$ 550,380	\$ 61,383	\$ 322,788	\$ 384,171
ESTIMATED USES						
Debt payment - GARVEE Bonds	-	11,763	11,763	-	11,768	11,768
Project Costs (Management/Design/Construction)	45,125	305,418	350,543	44,417	234,053	278,470
Total Estimated Expenditures	45,125	317,181	362,306	44,417	245,821	290,238
ENDING BALANCE	\$ 23,818	\$ 164,256	\$ 188,074	<u>\$ 16,966</u>	\$ 76,967	\$ 93,933

The accompanying notes are an integral part of these forecast statements.

		(\$000s)				
	D.C. Highway	Federal		D.C. Highway	Federal	
	Trust Fund FY 2016	Aid FY 2016	Total FY 2016	Trust Fund FY 2017	Aid FY 2017	Total FY 2017
ESTIMATED FUNDING						
Beginning Balance	\$ 16,966	\$ 76,967	\$ 93,933	\$ 19,994	\$ 31,136	\$ 51,130
Motor Fuel Revenues	21,562	-	21,562	21,562	-	21,562
Rights-of-Way Fee Revenues	16,600	-	16,600	13,601	-	13,601
Interest Earnings	21	-	21	21	-	21
Fed Aid Apportionment		156,679	156,679		156,679	156,679
Total Estimated Funds	55,149	233,646	288,795	55,178	187,815	242,993
ESTIMATED USES						
Debt payment - GARVEE Bonds	-	11,770	11,770	-	11,774	11,774
Project Costs (Management/Design/Construction)	35,155	190,740	225,895	30,253	168,914	199,167
Total Estimated Expenditures	35,155	202,510	237,665	30,253	180,688	210,941
ENDING BALANCE	\$ 19,994	\$ 31,136	\$ 51,130	\$ 24,925	\$ 7,127	\$ 32,052

The accompanying notes are an integral part of these forecast statements.

OVERVIEW

This report summarizes the Office of the Inspector General's (OIG) review of the District of Columbia (District) Highway Trust Fund's (HTF) 5-year forecast statements of expenditures, conditions, and operations for fiscal years 2013-2017 (forecasts). The objective of our review was to evaluate the underlying assumptions made and methodologies used to develop the HTF forecasts. These HTF forecasts are used to provide a reasonable projection of the District's ability to meet future local matching requirements under the U.S. Department of Transportation Federal Highway Administration (FHWA) program for capital improvements to the District's transportation infrastructure. We conducted our examination in accordance with the American Institute of Certified Public Accountants standards and *Government Auditing Standards* for attestation engagements and included such tests as we considered necessary under the circumstances. We have no responsibility to update this report for events and circumstances occurring after the date of this report.

BACKGROUND

D.C. Code § 9-109.02(e) requires the OIG to examine the statements of the HTF's expected conditions and operations for the next 5 fiscal years to determine the District's ability to meet future local matching requirements under the FHWA program for capital improvements to the District's transportation infrastructure.

SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

BASIS OF PRESENTATION

Government fund accounting is designed to demonstrate legal compliance and aid financial management by segregating transactions related to certain District functions or activities. A fund is a separate accounting classification with a self-balancing set of accounts.

The HTF is a governmental fund used to account for the monies from motor vehicle fuel taxes and other fees that are held in escrow by the District for the District's share of federalaid highway projects. The District accounts for the construction of federal-aid highway projects, which are primarily financed by FHWA grants, in the Capital Projects Fund. The Capital Projects Fund is reimbursed from monies in the HTF to cover the District's share of the federal-aid highway projects.

BASIS OF ACCOUNTING

The modified accrual basis of accounting is used to account for the HTF. Under the modified accrual basis of accounting, revenues are recognized when they become both "measurable" and "available." Measurable means the amount of the transaction can be determined and available means monies are collectible within the current period, or soon thereafter, to be used to pay liabilities of the current period.

MANAGEMENT ASSUMPTIONS

The District Department of Transportation (DDOT) annually prepares a 6-year forecast for the HTF, which is part of the Capital Improvement Plan of the District. The first 5 years of this forecast are included in our examination. The current forecast reflects management's judgment regarding the expected conditions, operations, and course of action for the HTF as of March 11, 2013. The assumptions disclosed herein are those that management believes are significant to the HTF's forecast. There will usually be differences between the forecasted and actual results because events and circumstances frequently change due to the nature of the activities covered by the HTF (e.g., major design and construction), and those differences may be material.

The HTF forecasts are based on the following assumptions:

- The "D.C. Highway Trust Fund" columns represent estimated local motor fuel tax revenue, rights-of-way supplemental funding, and interest earnings.
- The "Federal Aid" columns represent estimated federal aid commitment balances and projection of matching grants for known highway projects, anticipated discretionary funding, stimulus funds (American Recovery and Reinvestment Act of 2009), and borrowed funding for the 11th Street Bridge project.
- The fiscal year (FY) 2012 amounts are based on actual amounts included in the HTF's audited financial statements prepared by the OIG and issued February 1, 2013. The amounts include the beginning HTF balances for the local share and unobligated federal aid. The local share amount equals the audited fund balance as of September 30, 2011, (beginning October 1, 2011, balance), plus the FY 2012 collections and receivables as of September 30, 2012, less the FY 2012 payments and audited outstanding liabilities (payables and accruals) as of September 30, 2012. The federal aid amount includes current year appropriations less the federal share of FHWA financed projects in progress or completed, but not closed.

Revenues:

- Motor fuel tax revenues are provided by the Office of Revenue Analysis and certified by the Chief Financial Officer of the District of Columbia.
- Interest earnings are estimated using a 0.07 percent annual interest rate on the rolling monthly average HTF balance. Management used zero interest when the monthly rolling balance reported a cumulative negative interest earned for the year.
- Rights-of-Way Revenues funds sufficient to ensure a match not to exceed 22 percent of proposed annual federal-aid highway project expenditures.

Expenditures:

The estimated uses for project management, design, site, construction, equipment, and nonparticipating costs are based on the actual estimated completion date for the phase of each federal-aid highway project. Project management, design, site, construction, and equipment costs that are eligible for matching federal aid are allocated based on the federal and local share of each individual project. Non-participating costs are those costs that are not eligible for federal aid match and include overhead construction engineering costs; utility and sewer repair; construction enhancements not covered by FHWA; disallowed costs reimbursable to the FHWA; and advance construction projects, which can later be converted to federallyfunded projects when funding is available.

Beginning in FY 2013, non-participating costs are no longer paid from the HTF (Fund 0320). Monies from the Local Transportation Fund and Enterprise Fund for Transportation Initiatives (e.g., Rights-of-Way fees) are used to pay for non-participating costs that are associated with federally-funded capital projects. The budget for non-participating costs is provided through a separate master project (external to Fund 0320) and is allocated to all non-participating costs associated with HTF projects as needed.

<u>American Recovery and Reinvestment Act of 2009 (ARRA)</u> - In March 2009, DDOT was apportioned \$123.5 million of highway infrastructure investment funds (stimulus money) pursuant to the ARRA. Projects funded with stimulus money are financed completely with federal money and require no local match.

<u>Bond Servicing Costs</u> - Future federal-aid apportionments will service bonds issued through the Grant Anticipation Revenue Vehicles (GARVEE) program and partially finance the 11th Street Bridge project. Local funding for the 11th Street Bridge project will come from general obligation bond proceeds and parking tax revenues dedicated to the project in prior years. Local estimated funding and uses for the 11th Street Bridge project are not part of the HTF forecasts.

In FY 2013, DDOT budgeted the expenditures for the HTF at the master project level (also referred to as "related project" level). The various master project categories are:

- Maintenance;
- Major Rehabilitation, Reconstruction, Replacement, or New Construction;
- Operations, Safety, and System Efficiency;
- Economic Development;
- Planning, Management and Compliance;
- South Capitol Corridor;
- Streetcars;
- Travel Demand Management;
- Transit Operations and Dedicated Facilities; and
- 11th Street Bridge.

Funds are allocated down to the "sub-project" level (also known as "related project" or "master project" level) once approved by FHWA, where actual expenditures will be captured for design, construction, direct labor, and non-participating costs. Once the budget is moved to a sub-project, the budget authority within the umbrella master project will be reduced accordingly.

NOTES TO FORECAST STATEMENTS

ESTIMATED FUNDING

Beginning Balance - The beginning balance for FY 2012 consists of the actual FY 2011 ending HTF balance carried forward for FY 2012. In each subsequent FY, the beginning balance is the ending balance brought forward from the prior FY.

Revenues – Dedicated revenues are from the following funding sources:

- excise tax earned on motor fuel sold in the District;
- interest income; and •
- supplemental revenue from rights-of-way public rental fees.

Beginning in FY 2012, D.C. Code § 9-111.01 limits dedicated funding to the HTF from motor fuel excise tax revenues, interest income, and public rights-of-way (ROW) rental fees (in an amount sufficient to meet the local contribution to match the federal entitlement grant). D. C. Code § 9-111.01a (c-1) allows the annual transfer of ROW revenues to supplement the HTF to meet its local match as long as all the monies in the HTF do not exceed 22 percent of the projected annual federal-aid HTF expenditures. Supplemental funding from ROW fees was reduced by email notification from the Executive Office of the Mayor. Table 1, below, shows the revenue projection for the HTF from ROW revenue, less adjustments.

Table 1												
Projected Supplimental Right-of-Way Revenue												
(000)												
(1) Determine Local Match Requirement:]	FY 2014	J	FY 2015	I	FY 2016]	FY 2017				
Expected Federal Contribution	\$	160,735	\$	158,031	\$	156,679	\$	156,679				
Local Match Requirement (22% of federal appropriation)		45,327		44,565		44,183		44,184				
Total HTF Planned Budget	\$	206,062	\$	202,596	\$	200,862	\$	200,863				
(2) Determine ROW Revenue Transfer to Highway	' Tr	ust Fund										
Local Match Requirement	\$	45,327	\$	44,565	\$	44,183	\$	44,184				
Less:												
Motor Fuel Tax Revenue		(21,780)		(21,562)		(21,562)		(21,562)				
Interest Income		(21)		(21)		(21)		(21)				
Reduction to 22% ROW Contributions		(5,000)		(7,000)		(6,000)		(9,000)				
Adjusted ROW Revenue Contribution	\$	18,526	\$	15,982	\$	16,600	\$	13,601				

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<u>Interest Earnings</u> – Interest earnings consist of the estimated annual earnings, calculated at a rate of 0.07 percent on the beginning balance, plus annual revenues minus expenditures.

<u>Federal-Aid Apportionment</u> - Federal funding is provided to all states and the District through legislation enacted by Congress and administered through the FHWA. DDOT estimates its future federal funding based on the latest FHWA-provided figures, which include the budget year and the following year.

ESTIMATED USES

DDOT no longer separates the expenditures in project phases: Design, Site, Construction, and Equipment; Project Management; and Non-participating Costs. Instead, forecast expenditures are shown as a yearly, lump sum amount. The expenditures are classified in the following categories, and are listed in detail in Attachment A:

- Maintenance;
- Major Rehabilitation, Reconstruction, Replacement, or New Construction;
- Operations, Safety, and System Efficiency;
- Economic Development;
- Planning, Management, and Compliance;
- South Capitol Corridor;
- Streetcars;
- Travel Demand Management;
- Transit Operations and Dedicated Facilities; and
- 11th Street Bridge.

ENDING BALANCE

The ending balance each year is determined by adding the amount of forecasted revenues, less the use of funds, to the beginning balance. The ending balance is carried over to the following fiscal year as the beginning balance.

(\$000s)

Master Project Categories

	Hig Trus	D.C. Highway Trust Fund FY 2014		Highway Federal Trust Fund Aid		Total FY 2014		D.C. Highway Trust Fund FY 2015			^S ederal Aid Y 2015		Total Y 2015
Expenditure Categories:													
Maintenance	\$	8,114	\$ 46,	238	\$ 54,3	352	\$	7,075	\$	35,365	\$	42,440	
Major Rehabilitation		20,926	96,	415	117,	341		15,678		71,947		87,625	
Operations, Safety, and System Efficiency		5,245	41,	331	46,:	576		5,572		39,238		44,810	
Economic Development		30		146		176		-		-		-	
Planning, Management, and Compliance		3,669	19,	974	23,0	643		3,224		17,685		20,909	
South Capitol Corridor		3,766	75,	751	79,	517		10,874		44,585		55,459	
Streetcars		674	3,	326	4,0	000		84		416		500	
Travel Demand Management		2,701	14,	477	17,	178		1,910		9,667		11,577	
Transit Operations and Facilities		-		-		-		-		-		-	
11th Street Bridge		-	19,	523	19,	523		-		26,918		26,918	
Total Detailed Expenditures	\$ 4	45,125	<u>\$ 317,</u>	181	\$ 362,3	306	\$	44,417	\$	245,821	\$ 2	290,238	

(\$000s)

Master Project Categories

	H Tru	D.C. Highway rust Fund FY 2016		Federal I Aid FY 2016		Total FY 2016		D.C. Highway Trust Fund FY 2017		Federal Aid FY 2017		Total 'Y 2017
Expenditure Categories:												
Maintenance	\$	6,372	\$	31,765	\$	38,137	\$	6,367	\$	31,718	\$	38,085
Major Rehabilitation		16,107		72,518		88,625		10,832		47,747		58,579
Operations, Safety, and System Efficiency		5,576		39,005		44,581		5,741		40,040		45,781
Economic Development		-		-		-		-		-		-
Planning, Management, and Compliance		2,695		15,093		17,788		2,286		12,460		14,746
South Capitol Corridor		-		11,440		11,440		3,761		30,000		33,761
Streetcars		-		-		-		-		-		-
Travel Demand Management		4,405		20,719		25,124		1,266		6,949		8,215
Transit Operations and Facilities		-		-		-		-		-		-
11th Street Bridge		-		11,970		11,970		-		11,774		11,774
Total Detailed Expenditures	\$	35,155	\$ 2	202,510	\$	237,665	\$	30,253	\$	180,688	\$	210,941