# ATTESTATION ENGAGEMENT

# Township of Colerain

Lancaster County, Pennsylvania 36-205

Liquid Fuels Tax Fund
For the Period
January 1, 2017 to December 31, 2019

July 2020



Commonwealth of Pennsylvania Department of the Auditor General

Eugene A. DePasquale • Auditor General



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EUGENE A. DEPASQUALE AUDITOR GENERAL

**Independent Auditor's Report** 

Yassmin Gramian, P.E. Acting 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 Colerain, Lancaster County, for the period January 1, 2017 to December 31, 2019. The municipality's management is responsible for presenting the Forms MS-965 in accordance with the criteria described in the Background section of this report and the Department of Transportation's *Publication 9*. Our responsibility is to express an opinion on the Forms MS-965 With Adjustments based on our examination.

Our examination was conducted in accordance with attestation standards established by the American Institute of Certified Public Accountants and the standards applicable to attestation engagements contained in *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the examination to obtain reasonable assurance about whether the Forms MS-965 are presented in accordance with the criteria described above, in all material respects. An examination involves performing procedures to obtain evidence about the Forms MS-965. The nature, timing and extent of the procedures selected depend on our judgement, including an assessment of the risks of material misstatement of the Forms MS-965, whether due to fraud or error. We believe that the evidence we obtained is sufficient and appropriate to provide a reasonable basis for our opinion.

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*.

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

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 Colerain, Lancaster County, for the period January 1, 2017 to December 31, 2019, in accordance with the criteria described in the Background section of this report and the Department of Transportation's *Publication 9*.

In accordance with Government Auditing Standards, we are required to report all deficiencies that are considered to be significant deficiencies or material weaknesses in internal control; fraud and noncompliance with provisions of laws or regulations that have a material effect on the Forms MS-965; and any other instances that warrant the attention of those charged with governance; noncompliance with provisions of contracts or grant agreements, and abuse that has a material effect on the Forms MS-965. We are also required to obtain and report the views of responsible officials concerning the findings, conclusions, and recommendations, as well as any planned corrective actions. We performed our examination to express an opinion on whether the Forms MS-965 are presented in accordance with the criteria described above and not for the purpose of expressing an opinion on internal control over reporting on the Forms MS-965 or on compliance and other matters; accordingly, we express no such opinions.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A *material weakness* is a deficiency, or combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the Forms MS-965 will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control over reporting on the Forms MS-965 was for the limited purpose of expressing an opinion on whether the Forms MS-965 are presented in accordance with the criteria described above and would not necessarily identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our engagement we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

As part of obtaining reasonable assurance about whether the Forms MS-965 are free from material misstatement, we performed tests of the Township of Colerain, Lancaster County's compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of amounts on the Forms MS-965. However, providing an opinion on compliance with those provisions was not an objective of our engagement, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*. However, we did note a matter that, while not required to be included in this report by *Government Auditing Standards*, has been included in the finding below:

• Contract Not Awarded To Lowest Responsible Bidder.

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

The purpose of this report is to determine whether the municipality's Liquid Fuels Tax Fund money is spent in accordance with the laws and regulations identified in the Background section of this report and the Department of Transportation's *Publication 9*. This report is not suitable for any other purpose.

We appreciate the courtesy extended by the Township of Colerain, Lancaster County, to us during the course of our examination. If you have any questions, please feel free to contact the Bureau of County Audits at 717-787-1363.

July 2, 2020

Eugene A. DePasquale Auditor General

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#### Background

The Liquid Fuels Tax Municipal Allocation Law, Act 655 of 1956, as amended, (72 P.S. § 2615.5 et sec.), 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 allocation of Liquid Fuels Tax funds and annual maintenance payments that it receives into a special fund called either the Municipal Liquid Fuels Tax Fund or State Fund. A municipality may not deposit any other monies into this fund except when the municipality does not have enough money in the special fund to meet the payments called for by its current annual budget for road and bridge purposes. In such a case, the municipality may borrow money or transfer money from its General Fund to its Liquid Fuels Tax Fund.

The Department of Transportation has been given the regulatory authority for the administration of these funds. Department of Transportation's *Publication 9* includes the policies and procedures for the administration of Act 655, as amended, and the Liquid Fuels Tax Fund money. However, if there is a difference between *Publication 9* and any legislation, the legislation shall govern.

To qualify for the annual allocation of Liquid Fuels Tax funds, *Publication 9* indicates that each municipality shall:

- 1. Submit annual reports (MS-965, Actual Use Report, MS-965P, Project and Miscellaneous Receipts, and MS-965S, Record of Checks).
- 2. Make deposits and payments or expenditures in compliance with Act 655 of 1956, as amended. Failure to do so may result in not receiving allocations from PennDOT until all discrepancies are resolved. *Publication 9*, Section 2.6, includes information about investing Liquid Fuels Tax monies, using loan or bond proceeds, and types of receipts into the Liquid Fuels Tax Fund.

#### Background (Continued)

- 3. Submit the Pennsylvania Department of Community and Economic Development's (DCED) Report of Elected and Appointed Officials by January 31<sup>st</sup> and the Survey of Financial Condition By March 15<sup>th</sup>.
- 4. Ensure resolution of all Contractor Responsibility Program (CRP) holds and blocks imposed by the Department of Revenue and the Department of Labor and Industry.
- 5. Ensure resolution of all reimbursements required as a result of audits performed by the Department of the Auditor General or monitoring reviews performed by the Department of Transportation's Financial Consultants.

#### Criteria

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

Section 1 of Form MS-965 With Adjustments provides a summary of Liquid Fuels Tax Fund expenditures by category. Categories requiring explanation include:

• Major equipment purchases are purchases of road machinery and road equipment with varying yearly costs in excess of the amounts indicated below:

2015/2016	2017	2018	2019
#10.500.00	¢10.700.00	¢10,000,00	¢11 100 00
\$10,500.00	\$10,700.00	\$10,900.00	\$11,100.00

• Minor equipment purchases are purchases of road machinery and road equipment with varying yearly costs that are less than or equal to the amounts indicated below:

2015/2016	2017	2018	2019
\$10,500.00	\$10,700.00	\$10,900.00	\$11,100.00

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

### Background (Continued)

Section 2 of Form MS-965 With Adjustments provides information on the fund balance. Categories requiring explanation include:

- The state allocation is available from the Department of Transportation in March of each year. The amount the municipality receives is based half on its population and half on its road mileage.
- Municipalities that transferred roads from the Commonwealth of Pennsylvania to the municipality through the Highway Transfer Program receive annual turnback allocations in March of each year from the Department of Transportation. Turnback allocations are based on the mileage of the roads transferred.
- Expenditures include the total transferred from Section 1.

Section 3 of Form MS-965 With Adjustments determines if the municipality expended Liquid Fuels Tax Fund money in excess of the permissible amount for equipment and the balance that the municipality may carry forward for the purchase of equipment to the subsequent year.

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

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

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

### Background (Continued)

#### Basis of Presentation

The financial activities of the municipality are accounted for in separate funds. The Liquid Fuels Tax Fund is used to account for state aid revenues from the Pennsylvania Department of Transportation used primarily for building and improving local roads and bridges. The Form MS-965 has been prepared in accordance with reporting requirements prescribed by the Pennsylvania Department of Transportation as a result of the Fuels Tax Act 655, dated 1956 and as amended, which does not constitute a complete presentation of the entity's assets, liabilities, expenses, and fund balance. Accordingly, the presentation of Form MS-965 With Adjustments is restricted to the Liquid Fuels Tax Fund, which represents a segment of the entity.

#### Basis Of Accounting

The accompanying Form MS-965 With Adjustments is prepared in accordance with reporting requirements prescribed by the Pennsylvania Department of Transportation. Under this method, revenues are recognized when received and expenditures are recorded when paid.

#### General Fixed Assets

General fixed assets are recognized as expenditures at the time of purchase. No depreciation has been provided on the heavy equipment used to maintain and repair roads and bridges.

# TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND 2017 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	 Reported	Ad	justments	Adjusted Amount
Minor equipment purchases	\$ _	\$	_	\$ -
Computer/Computer related training	-		-	-
Major equipment purchases	-		-	-
Agility projects	-		-	-
Cleaning streets and gutters	-		-	-
Winter maintenance services	-		-	-
Traffic control devices	-		-	-
Street lighting	-		-	-
Storm sewers and drains	-		-	-
Repairs of tools and machinery	-		-	-
Maintenance and repair of				
roads and bridges	86,786.77		-	86,786.77
Highway construction and				
rebuilding projects	193,542.75		-	193,542.75
Miscellaneous	 			 
Total (To Section 2, Line 5)	\$ 280,329.52	\$		\$ 280,329.52

# TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND 2017 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported	Adjustments	Adjusted Amount
1. Balance, January 1, 2017	\$ 314,670.68	\$ -	\$ 314,670.68
Receipts:			
2. State allocation	235,465.87	-	235,465.87
2a. Turnback allocation	25,440.00	-	25,440.00
2b. Interest on investments	1,552.34	-	1,552.34
2c. Miscellaneous			
3. Total receipts	262,458.21		262,458.21
4. Total funds available	577,128.89		577,128.89
5. Expenditures (Section 1)	280,329.52		280,329.52
6. Balance, December 31, 2017	\$ 296,799.37	\$ -	\$ 296,799.37

# TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND 2017 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported	Adjustments	Adjusted Amount
1. Prior year equipment balance	\$ 250,921.70	\$ -	\$ 250,921.70
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	52,181.17	-	52,181.17
3. PENNDOT approved adjustments			
4. Total funds available for equipment acquisition	303,102.87	-	303,102.87
5. Less: Major equipment expenditures		<del>-</del>	
6. Remainder	303,102.87		303,102.87
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$ 296,799.37	\$ -	\$ 296,799.37

# TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND 2018 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	]	Reported	Adjı	ustments	 Adjusted Amount
Minor equipment purchases	\$	-	\$	-	\$ -
Computer/Computer related training		_		-	_
Major equipment purchases		-		-	-
Agility projects		-		-	_
Cleaning streets and gutters		-		-	_
Winter maintenance services		-		-	_
Traffic control devices		-		-	_
Street lighting		-		-	-
Storm sewers and drains		-		-	_
Repairs of tools and machinery		-		-	_
Maintenance and repair of					
roads and bridges		89,496.00		-	89,496.00
Highway construction and					
rebuilding projects		-		-	_
Miscellaneous					 
Total (To Section 2, Line 5)	\$	89,496.00	\$		\$ 89,496.00

# TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND 2018 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	alance Reported		Adjusted Amount	
1. Balance, January 1, 2018	\$ 296,799.37	\$ -	\$ 296,799.37	
Receipts:				
2. State allocation	249,683.56	-	249,683.56	
2a. Turnback allocation	25,440.00	-	25,440.00	
2b. Interest on investments	2,953.59	-	2,953.59	
2c. Miscellaneous				
3. Total receipts	278,077.15		278,077.15	
4. Total funds available	574,876.52		574,876.52	
5. Expenditures (Section 1)	89,496.00		89,496.00	
6. Balance, December 31, 2018	\$ 485,380.52	\$ -	\$ 485,380.52	

# TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND 2018 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported	Adjustments	Adjusted Amount
1. Prior year equipment balance	\$ 296,799.37	\$ -	\$ 296,799.37
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	55,024.71	-	55,024.71
3. PENNDOT approved adjustments			
4. Total funds available for equipment acquisition	351,824.08	-	351,824.08
5. Less: Major equipment expenditures			<del>-</del>
6. Remainder	351,824.08		351,824.08
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$ 351,824.08	\$ -	\$ 351,824.08

# TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND 2019 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported	Adju	stments	Adjusted Amount
Minor equipment purchases	\$ -	\$	-	\$ -
Computer/Computer related training	-		-	-
Major equipment purchases	-		-	-
Agility projects	-		-	-
Cleaning streets and gutters	-		-	-
Winter maintenance services	-		-	-
Traffic control devices	-		-	-
Street lighting	-		-	-
Storm sewers and drains	-		-	-
Repairs of tools and machinery	-		-	-
Maintenance and repair of				
roads and bridges	130,555.42		-	130,555.42
Highway construction and				
rebuilding projects	316,784.65		-	316,784.65
Miscellaneous	 			 
Total (To Section 2, Line 5)	\$ 447,340.07	\$		\$ 447,340.07

### TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND 2019 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	<u>alance</u> Reported		Adjusted Amount	
1. Balance, January 1, 2019	\$ 485,380.52	\$ -	\$ 485,380.52	
Receipts:				
2. State allocation	253,809.93	-	253,809.93	
2a. Turnback allocation	25,440.00	-	25,440.00	
2b. Interest on investments	4,350.04	-	4,350.04	
2c. Miscellaneous				
3. Total receipts	283,599.97		283,599.97	
4. Total funds available	768,980.49		768,980.49	
5. Expenditures (Section 1)	447,340.07		447,340.07	
6. Balance, December 31, 2019	\$ 321,640.42	\$ -	\$ 321,640.42	

# TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND 2019 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported	Adjustments	Adjusted Amount
1. Prior year equipment balance	\$ 351,824.08	\$ -	\$ 351,824.08
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	55,849.99	-	55,849.99
3. PENNDOT approved adjustments	<del>-</del>	<del>-</del>	<u>-</u>
4. Total funds available for equipment acquisition	407,674.07	-	407,674.07
5. Less: Major equipment expenditures		<del>-</del>	
6. Remainder	407,674.07		407,674.07
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$ 321,640.42	\$ -	\$ 321,640.42

# TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2017 TO DECEMBER 31, 2019

#### Finding - Contract Not Awarded To Lowest Responsible Bidder

Our examination disclosed that on August 21, 2019, the township expended \$130,555.42 from the Liquid Fuels Tax Fund for the purchase of E-3M Emulsion, which is a road oil. Although the township approved the E-3M Emulsion purchase at the April 1, 2019 meeting, it did not award the bid to the lowest responsible bidder. This occurred because the quantities of material being bid on were not the same.

The two bids received are as follows:

Bidder 1: \$1.255/sy for 120,000 square yards Bidder 2: \$1.295/sy for 114,482 square yards

The township supervisor minutes awarded the bid to Bidder 1, the low bidder, but Bidder 2 was given the project based on the total bid price, which included a variance in the quantity. This resulted in the municipality actually paying \$4,032.60 more. Nothing was noted in later meeting minutes as to why the lowest responsible bidder was not given the contract.

The township did not comply with *The Second Class Township Code* 53 P.S. § 68102(a), (also found at §3102(a) of *The Second Class Township Code* as published by the Local Government Commission) which states:

All contracts or purchases in excess of the required advertising base amount of eighteen though five hundred dollars (\$18,500) [during 2012] ... shall not be made except with and from the lowest responsible bidder ...

The bidding threshold increased to purchases over \$18,900.00 for 2013, \$19,100.00 for 2014, \$19,400.00 for 2015 and 2016, \$19,700.00 for 2017, \$20,100.00 for 2018, \$20,600.00 for 2019, and \$21,000.00 for 2020.

The failure to follow *The Second Class Township Code* as noted above could result in the municipality having to reimburse \$4,032.60 to its Liquid Fuels Tax Fund.

# TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2017 TO DECEMBER 31, 2019

### Finding - Contract Not Awarded To Lowest Responsible Bidder (Continued)

#### Recommendations

We recommend that the township reimburse \$4,032.60 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that, in the future, the township complies with *The Second Class Township Code* as noted in this finding.

### Management's Response

The township officials offered no formal response at this time.

### Auditor's Conclusion

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

# TOWNSHIP OF COLERAIN LANCASTER COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE PERIOD JANUARY 1, 2017 TO DECEMBER 31, 2019

An exit conference was held May 28, 2020. Those participating were:

# **TOWNSHIP OF COLERAIN**

Ms. Carmen B. Wiker, Secretary/Treasurer

### **DEPARTMENT OF THE AUDITOR GENERAL**

Ms. Tammy Fleisher, Audit Supervisor

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

This report was initially distributed to:

Yassmin Gramian, P.E.

Acting Secretary
Department of Transportation

**Township of Colerain** 

Lancaster County 1803 Kirkwood Pike Kirkwood, PA 17536

The Honorable Walter L. Todd, Jr. Chairman of the Board of Supervisors

Ms. Carmen B. Wiker Secretary/Treasurer

This report is a matter of public record and is available online at <a href="www.PaAuditor.gov">www.PaAuditor.gov</a>. Media questions about the report can be directed to the Pennsylvania Department of the Auditor General, Office of Communications, 229 Finance Building, Harrisburg, PA 17120; via email to: <a href="mailto:news@PaAuditor.gov">news@PaAuditor.gov</a>.