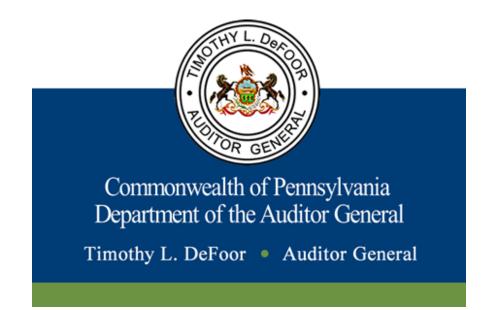
# ATTESTATION ENGAGEMENT

Township of Shenango Lawrence County, Pennsylvania 37-211 Liquid Fuels Tax Fund For the Period January 1, 2021 to December 31, 2022

May 2024





Commonwealth of Pennsylvania Department of the Auditor General Harrisburg, PA 17120-0018 Facebook: Pennsylvania Auditor General Twitter: @PAAuditorGen www.PaAuditor.gov

TIMOTHY L. DEFOOR AUDITOR GENERAL

# Independent Auditor's Report

The Honorable Michael Carroll 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 Shenango, Lawrence County, for the period January 1, 2021 to December 31, 2022. 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. An examination involves performing procedures 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 required to be independent and to meet our other ethical responsibilities in accordance with ethical requirements relating to the engagement.

As described in the Auditor Description of Select Transactions section of this report, the adjustments included on the Forms MS-965 With Adjustments are made by the Department of the Auditor General.

As discussed in Finding No. 1, the township expended \$21,948.26 from the Liquid Fuels Tax Fund for the purchase of crack sealer without advertising for bids.

## Independent Auditor's Report (Continued)

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 Shenango, Lawrence County, for the period January 1, 2021 to December 31, 2022, 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.

## Independent Auditor's Report (Continued)

As part of obtaining reasonable assurance about whether the Forms MS-965 are free from material misstatement, we performed tests of the Township of Shenango, Lawrence 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 the following instances of noncompliance that is required to be reported under *Government Auditing Standards*:

• Noncompliance With Advertising And Bidding Requirements.

We also noted a matter that, while not required to be included in this report by *Government Auditing Standards*, has been included in the finding below:

• Late Receipt Of Allocation.

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 Shenango, Lawrence 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.

Timothy L. Detoor

Timothy L. DeFoor Auditor General May 1, 2024

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## Background

The Liquid Fuels Tax Municipal Allocation Law, Act 655 of 1956, as amended, see also 72 P.S. § 2615.5, et sec., provides municipalities other than counties (i.e., 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 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.

Title 75 Pa.C.S. § 9511 of the Pennsylvania Vehicle Code 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:

2019	2020	2021	2022
\$11,100.00	\$11,300.00	\$11,500.00	\$11,800.00

• 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:

2019	2020	2021	2022
\$11,100.00	\$11,300.00	\$11,500.00	\$11,800.00

• 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 Forms 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 SHENANGO LAWRENCE COUNTY LIQUID FUELS TAX FUND 2021 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Adjustments		Adjusted Amount	
Minor equipment purchases	\$	_	\$	-	\$	-
Computer/Computer related training		-		-		-
Major equipment purchases		-		-		-
Agility projects		-		-		-
Cleaning streets and gutters		-		-		-
Winter maintenance services			-		84,819.28	
Traffic control devices		-		-		-
Street lighting		-		-		-
Storm sewers and drains		-		-		-
Repairs of tools and machinery		874.25		-		874.25
Maintenance and repair of						
roads and bridges	1	16,159.33		-		116,159.33
Highway construction and						
rebuilding projects	3	320,147.82		-		320,147.82
Miscellaneous		-				-
Total (To Section 2, Line 5)	\$ 5	522,000.68	\$		\$	522,000.68

# TOWNSHIP OF SHENANGO LAWRENCE COUNTY LIQUID FUELS TAX FUND 2021 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Reported Adjustments		 Adjusted Amount
1. Balance, January 1, 2021	\$	181,337.90	\$	.03	\$ 181,337.93
Receipts: 2. State allocation 2a. Turnback allocation 2b. Interest on investments		302,340.84 40,240.00 233.12		- (.03)	302,340.84 40,240.00 233.09
<ul><li>2c. Miscellaneous</li><li>3. Total receipts</li></ul>		- 342,813.96		- (.03)	 - 342,813.93
4. Total funds available		524,151.86		-	 524,151.86
5. Expenditures (Section 1)		522,000.68		-	 522,000.68
6. Balance, December 31, 2021	\$	2,151.18	\$		\$ 2,151.18

# TOWNSHIP OF SHENANGO LAWRENCE COUNTY LIQUID FUELS TAX FUND 2021 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Reported Adjustments		 Adjusted Amount
1. Prior year equipment balance	\$	85,599.74	\$	.03	\$ 85,599.77
<ol> <li>Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)</li> </ol>		68,516.17		-	68,516.17
3. PENNDOT approved adjustments					 
4. Total funds available for equipment acquisition		154,115.91		.03	154,115.94
5. Less: Major equipment expenditures					 
6. Remainder		154,115.91		.03	 154,115.94
<ol> <li>Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)</li> </ol>	\$	2,151.18	<u>\$</u>		\$ 2,151.18
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# TOWNSHIP OF SHENANGO LAWRENCE COUNTY LIQUID FUELS TAX FUND 2022 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Adjustments		Adjusted Amount	
Minor equipment purchases	\$	-	\$	-	\$	-
Computer/Computer related training		-		-		-
Major equipment purchases		-		-		-
Agility projects		-		-		-
Cleaning streets and gutters						-
Winter maintenance services	- 22,589.03					22,589.03
Traffic control devices		-		-		-
Street lighting		-		-		-
Storm sewers and drains		-		-		-
Repairs of tools and machinery		-		-		-
Maintenance and repair of						
roads and bridges		-		-		-
Highway construction and						
rebuilding projects	-	281,180.94		-		281,180.94
Miscellaneous		-		-		
Total (To Section 2, Line 5)	\$ 3	303,769.97	\$		\$	303,769.97

# TOWNSHIP OF SHENANGO LAWRENCE COUNTY LIQUID FUELS TAX FUND 2022 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Adjustments		Adjusted Amount	
1. Balance, January 1, 2022	\$	2,151.21	\$	(.03)	\$	2,151.18
Receipts:						
2. State allocation		299,192.97		-		299,192.97
2a. Turnback allocation	40,240.00		-			40,240.00
2b. Interest on investments	376.70 -		-		376.70	
2c. Miscellaneous		44,057.06		-		44,057.06
3. Total receipts		383,866.73				383,866.73
4. Total funds available		386,017.94		(.03)		386,017.91
5. Expenditures (Section 1)		303,769.97				303,769.97
6. Balance, December 31, 2022	\$	82,247.97	\$	(.03)	\$	82,247.94

# TOWNSHIP OF SHENANGO LAWRENCE COUNTY LIQUID FUELS TAX FUND 2022 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Adjustments		 Adjusted Amount
1. Prior year equipment balance	\$	2,151.21	\$	(.03)	\$ 2,151.18
<ol> <li>Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)</li> </ol>		67,886.59		-	67,886.59
3. PENNDOT approved adjustments					 
4. Total funds available for equipment acquisition		70,037.80		(.03)	70,037.77
5. Less: Major equipment expenditures					 
6. Remainder		70,037.80		(.03)	 70,037.77
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance,					
but not less than zero)	\$	70,037.80	\$	(.03)	\$ 70,037.77

## TOWNSHIP OF SHENANGO LAWRENCE COUNTY LIQUID FUELS TAX FUND AUDITOR DESCRIPTION OF SELECT TRANSACTIONS FOR THE PERIOD JANUARY 1, 2021 TO DECEMBER 31, 2022

The following information relates to certain types of transactions for which the Pennsylvania Department of Transportation requested that we provide additional detail:

#### <u>Adjustments</u>

#### 2021 - Section 2

An adjustment of \$.03 was made to "Balance, January 1, 2021" because of a prior report adjustment that was not carried forward in the fund balance.

An adjustment of (.03) was made to "Interest on investments" because interest earnings were overstated.

#### 2021 - Section 3

An adjustment of \$.03 was made to "Prior year equipment balance" because of prior report adjustments that were not carried forward in the equipment balance.

#### 2022 - Section 2

An adjustment of \$(.03) was made to "Balance, January 1, 2022" because an incorrect fund balance was carried forward.

#### 2022 - Section 3

An adjustment of \$(.03) was made to "Prior year equipment balance" because an incorrect equipment balance was carried forward.

## Bank Loan

On March 2, 2011, the municipality borrowed \$375,000.00 from the Commonwealth of Pennsylvania to repair roads and infrastructure in the township. The term of the loan was for ten years at an interest rate of 1.625 percent. Principal and interest payments of \$40,932.56 are due annually. Prior years' principal and interest payments from the Liquid Fuels Tax Fund were \$186,602.29 and \$18,060.51, respectively. Additionally, the municipality paid principal of \$148,099.66 and interest of \$15,630.58 from the General Fund.

During the current examination period, the municipality paid principal of \$40,298.05 and interest of \$634.51 from the General Fund. The loan balance was paid-in-full on May 5, 2021.

#### Finding No. 1 - Noncompliance With Advertising And Bidding Requirements

Our examination disclosed that the township expended \$21,948.26 during 2021 from the Liquid Fuels Tax Fund for the purchase of crack sealer without advertising for bids. These expenditures were as follows:

Invoice	Invoice	Check	Check	
<u>Number</u>	Date	<u>Number</u>	Date	Amount
44476	06/10/21	1021	07/29/21	\$ 113.80
44590	06/15/21	1021	07/29/21	2,184.00
44633	06/16/21	1021	07/29/21	2,184.00
44670	06/17/21	1021	07/29/21	2,184.00
44696	06/18/21	1021	07/29/21	4,368.00
45046	07/02/21	1021	07/29/21	451.96
47918	10/14/21	1026	11/01/21	10,462.50
Total				\$21,948.26

The above expenditures were not made in compliance with the advertising, bidding, and contract requirements of *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 requires that purchases over \$18,500.00 during 2012 must be advertised, bid, and awarded by contract. The bidding threshold increased to purchases over \$21,300.00 for 2021, \$21,900.00 for 2022, \$22,500.00 for 2023, and \$23,200.00 for 2024. *The Second Class Township Code*, 53 P.S. § 68104(a), (also found at § 3104(a) of *The Second Class Township Code* as published by the Local Government Commission) further states that advertising, bidding and contract requirements should not be evaded through piecemeal purchases.

We were unable to determine the cause of this condition.

The failure to comply with *The Second Class Township Code* could result in the township having to reimburse \$21,948.26 to its Liquid Fuels Tax Fund.

#### Recommendations

We recommend that the township reimburse \$21,948.26 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

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

# Finding No. 1 - Noncompliance With Advertising And Bidding Requirements (Continued)

#### Management's Response

The township officials offered no formal response at this time.

#### Auditor's Conclusion

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

# Finding No. 2 - Late Receipt Of Allocation

Our examination disclosed that the 2022 Liquid Fuels Tax Fund allocation of \$299,192.97, which should have been distributed from the Department of Transportation to the municipality during the first week of March of that year, was not received until June 29, 2022, 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 31<sup>st</sup> and the Survey of Financial Condition by March 15<sup>th</sup>.
- Ensure resolution of all Contractor Responsibility Program (CRP) holds and blocks imposed by the Department of Revenue and the Department of Labor and Industry.
- 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.

Because the municipality failed to file documents and information timely as noted above, the municipality did not have use of the 2022 allocation for almost four 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.

## Recommendation

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

# Finding No. 2 - Late Receipt Of Allocation (Continued)

#### Management's Response

The municipal officials offered no formal response at this time.

#### Auditor's Conclusion

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

## TOWNSHIP OF SHENANGO LAWRENCE COUNTY LIQUID FUELS TAX FUND SUMMARY OF PRIOR EXAMINATION RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2021 TO DECEMBER 31, 2022

#### Summary Of Prior Examination Recommendations

In our prior report, we recommended that the Department of Transportation review our examination finding to determine if the municipality should reimburse \$44,057.06 to its Liquid Fuels Tax Fund for liquid fuels money over expended on a project.

During our current examination, we reviewed a letter dated July 14, 2022, from the Department of Transportation directing the municipality to reimburse \$44,057.06 to its Liquid Fuels Tax Fund. We noted that the municipality reimbursed this amount to its Liquid Fuels Tax Fund on July 25, 2022.

In our prior report, we also recommended that the municipality expend only the approved amount of Liquid Fuels Tax Fund money on road construction projects.

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

## TOWNSHIP OF SHENANGO LAWRENCE COUNTY LIQUID FUELS TAX FUND SUMMARY OF ONSITE CLOSEOUT MEETING FOR THE PERIOD JANUARY 1, 2021 TO DECEMBER 31, 2022

An onsite closeout meeting was held January 4, 2024. Those participating were:

## TOWNSHIP OF SHENANGO

The Honorable Albert D. Burick, III, Supervisor/Secretary/Treasurer

## DEPARTMENT OF THE AUDITOR GENERAL

Mr. Paul Palombo, Auditor

This report was initially distributed to:

#### The Honorable Michael Carroll

Secretary Department of Transportation

#### **Township of Shenango**

Lawrence County 1000 Willowbrook Road New Castle, PA 16101

#### The Honorable Frank Augustine

Chairman of the Board of Supervisors

#### The Honorable Albert D. Burick, III

Supervisor/Secretary/Treasurer

This report is a matter of public record and is available online at <u>www.PaAuditor.gov</u>. 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: <u>news@PaAuditor.gov</u>.