ATTESTATION ENGAGEMENT

Township of Washington

Armstrong County, Pennsylvania 03-226

Liquid Fuels Tax Fund
For the Period
January 1, 2021 to December 31, 2022

June 2024



Commonwealth of Pennsylvania Department of the Auditor General

Timothy L. DeFoor • Auditor General



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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 Washington, Armstrong 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. Those standards require that we plan and preform 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 qualified 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 the Finding and Recommendations section of this report, the municipality expended \$3,460.36 in 2021 for stone without advertising for bids and \$11,390.20 in 2022 for stone without obtaining price quotations.

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

In our opinion, except for the matter discussed in the preceding paragraph, the Forms MS-965 With Adjustments present, in all material respects, the information required by the Pennsylvania Department of Transportation for the Liquid Fuels Tax Fund of the Township of Washington, Armstrong 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.

As part of obtaining reasonable assurance about whether the Forms MS-965 are free from material misstatement, we performed tests of the Township of Washington, Armstrong 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*:

• Township Purchased Material That Was Not Bid.

<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 Washington, Armstrong 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. 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 these funds to municipalities is based upon: (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.

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 31st and the Survey of Financial Condition By March 15th.
- 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 WASHINGTON ARMSTRONG COUNTY LIQUID FUELS TAX FUND 2021 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Reported Adjustments		Adjusted Amount
Minor equipment purchases	\$	- \$	-	\$	-
Computer/Computer related training	1,000	.00	-		1,000.00
Major equipment purchases	35,105	.00	-		35,105.00
Agility projects			-		-
Cleaning streets and gutters		-	-		-
Winter maintenance services	8,338	.87	-		8,338.87
Traffic control devices	562	.90	1,200.00		1,762.90
Street lighting		-	-		-
Storm sewers and drains	1,026	.00	-		1,026.00
Repairs of tools and machinery	14,684	.46	-		14,684.46
Maintenance and repair of					
roads and bridges	95,684	.52	-		95,684.52
Highway construction and					
rebuilding projects		-	-		-
Miscellaneous	1,200	.00	(1,200.00)		
Total (To Section 2, Line 5)	\$ 157,601	.75 \$	-	\$	157,601.75

TOWNSHIP OF WASHINGTON ARMSTRONG 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	\$	\$ 63,293.23		-	\$	63,293.23	
Receipts:							
2. State allocation		132,360.12		-		132,360.12	
2a. Turnback allocation		21,720.00		-		21,720.00	
2b. Interest on investments		63.55		-		63.55	
2c. Miscellaneous							
3. Total receipts		154,143.67				154,143.67	
4. Total funds available		217,436.90				217,436.90	
5. Expenditures (Section 1)		157,601.75				157,601.75	
6. Balance, December 31, 2021	\$	59,835.15	\$	_	\$	59,835.15	

TOWNSHIP OF WASHINGTON ARMSTRONG 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	\$	63,293.23	\$ -	\$	63,293.23		
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)		30,816.02	-		30,816.02		
3. PENNDOT approved adjustments		-	 				
4. Total funds available for equipment acquisition		94,109.25	-		94,109.25		
5. Less: Major equipment expenditures		35,105.00			35,105.00		
6. Remainder		59,004.25	 		59,004.25		
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	59,004.25	\$ 	\$	59,004.25		

TOWNSHIP OF WASHINGTON ARMSTRONG 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		1,000.00		_		1,000.00
Major equipment purchases		25,000.00		_		25,000.00
Agility projects		-		-		-
Cleaning streets and gutters		-		-		-
Winter maintenance services		17,112.79		-		17,112.79
Traffic control devices		644.14		-		644.14
Street lighting		_		-		_
Storm sewers and drains		-		-		-
Repairs of tools and machinery		9,133.34		-		9,133.34
Maintenance and repair of						
roads and bridges		26,992.53		-		26,992.53
Highway construction and						
rebuilding projects		-		-		-
Miscellaneous						
Total (To Section 2, Line 5)	\$	79,882.80	\$		\$	79,882.80

TOWNSHIP OF WASHINGTON ARMSTRONG COUNTY LIQUID FUELS TAX FUND 2022 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Reported Adjustments		Adjusted Amount		
1. Balance, January 1, 2022	\$	59,835.15	\$	-	\$	59,835.15	
Receipts:							
2. State allocation		132,339.37		-		132,339.37	
2a. Turnback allocation		21,720.00		-		21,720.00	
2b. Interest on investments		71.39		-		71.39	
2c. Miscellaneous							
3. Total receipts		154,130.76				154,130.76	
4. Total funds available		213,965.91				213,965.91	
5. Expenditures (Section 1)		79,882.80				79,882.80	
6. Balance, December 31, 2022	\$	134,083.11	\$		\$	134,083.11	

TOWNSHIP OF WASHINGTON ARMSTRONG COUNTY LIQUID FUELS TAX FUND 2022 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Reported		Reported		Reported Adjustments		stments	Adjusted Amount		
1. Prior year equipment balance	\$	59,004.25	\$	-	\$	59,004.25						
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)		30,811.87		-		30,811.87						
3. PENNDOT approved adjustments												
4. Total funds available for equipment acquisition		89,816.12		-		89,816.12						
5. Less: Major equipment expenditures		25,000.00				25,000.00						
6. Remainder		64,816.12		-		64,816.12						
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	64,816.12	\$	<u>-</u>	\$	64,816.12						

TOWNSHIP OF WASHINGTON ARMSTRONG 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.

Adjustments

2021 - Section 1

Adjustments were made to "Traffic control devices" and "Miscellaneous" because expenditures of \$1,200.00 were misclassified.

Lease-Purchase Agreement

On January 13, 2022, the municipality purchased a 2021 JCB 4CX-14 backhoe loader for \$139,976.61 less \$40,000.00 trade-in. The municipality entered into a lease-purchase agreement for the remaining \$99,976.61 plus documentation fees of \$400.00 with JCB Finance. The agreement was for a term of 3 years at an interest rate of 3.66 percent. Principal and interest payments of \$18,036.11 are due yearly.

During the current examination period the municipality paid principal of \$25,000.00 from the Liquid Fuels Tax Fund. This amount is reflected in major equipment purchases on the 2022 Form MS-965 - Section 1. Additionally, the municipality paid principal of \$25,000.00 from the General Fund. The outstanding balance of the lease-purchase agreement as of December 31, 2022, was \$50,376.61, plus interest.

TOWNSHIP OF WASHINGTON ARMSTRONG COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2021 TO DECEMBER 31, 2022

Finding - Township Purchased Material That Was Not Bid

Our examination disclosed that the township advertised for stone bids and on May 3, 2021, received and awarded bids for screenings, 1B, and 2B (#57). However, during 2021 the municipality expended \$3,460.36 for the purchase of 2A stone. The township did not advertise for bids for 2A stone. In addition, the township advertised for stone bids and on June 6, 2022, received and awarded bids for 2A and 1B (#8). However, during 2022 the municipality expended a total of \$11,390.20, \$3,476.61 for 2A stone purchased before June 6, 2022, \$4,194.92 for the purchase of 2B (#57) stone purchased after May 3, 2022, and \$3,718.67 for the purchase of 2RC that was not advertised for bids during our examination period.

Because the township purchased stone that was not bid in 2021, 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.

Because the township purchased stone without getting price quotations or bids in 2022, the above expenditures in were not made in compliance with the contract requirements of *The Second Class Township Code*, 53 P.S. § 68102(b), (also found at § 3102(b) of *The Second Class Township Code* as published by the Local Government Commission), which states, in part:

Written or telephonic price quotations from at least three qualified and responsible contractors shall be requested for all contracts [during 2012] that exceed ten thousand dollars (\$10,000.00) but are less than the amount [in excess of \$18,500.00] requiring advertisement and competitive bidding or, in lieu of price quotations, a memorandum shall be kept on file showing that fewer than three qualified contractors exist in the market area within which it is practicable to obtain quotations. A written record of telephonic price quotations shall be made and shall contain at least the date of the quotation, the name of the contractor and the contractor's representative, the construction, reconstruction, repair, maintenance or work which was the subject of the quotation and the price. Written price quotations, written records of telephonic price quotations and memoranda shall be retained for a period of three years.

TOWNSHIP OF WASHINGTON ARMSTRONG COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2021 TO DECEMBER 31, 2022

Finding - Township Purchased Material That Was Not Bid (Continued)

The thresholds for obtaining price quotations increased to purchases between \$11,500.00 and \$21,300.00 for 2021, \$11,800.00 and \$21,900.00 for 2022, \$12,200.00 and \$22,500.00 for 2023, and \$12,600.00 and \$23,200.00 for 2024.

In addition, the above purchases were not made in compliance with the Department of Transportation's *Publication 9*, Appendix D, Section 449.7(d), which states, in part:

Each municipality shall make an annual estimate of its requirements of road construction and maintenance materials, and shall advertise for bids on all items and groups of like items ordinarily supplied by a single supplier . . . which are estimated to exceed \$10,000 for the year If the cost during the year of an unadvertised item or group of like items ordinarily supplied by a single supplier exceeds \$10,000 . . . the entire cost shall be ineligible for payment from the Liquid Fuels Tax Fund unless it can be shown to the satisfaction of the Secretary [of the Department of Transportation] that it was reasonably believed that the cost of the year's requirements of that item or group of like items would not exceed \$10,000.

The condition occurred due to a change in roadmaster for the municipality and the failure to include all stone usually bid in the past in the current bid.

The failure to comply with *The Second Class Township Code* and *Publication 9* could result in the township having to reimburse \$14,850.56 to its Liquid Fuels Tax Fund.

Recommendations

We recommend that the township reimburse \$14,850.56 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* and *Publication* 9 as noted in this finding.

TOWNSHIP OF WASHINGTON ARMSTRONG COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2021 TO DECEMBER 31, 2022

Finding - Township Purchased Material That Was Not Bid (Continued)

Management's Response

The township secretary/treasurer offered no formal response at this time.

Auditor's Conclusion

The contractor used a material that was not bid. The township should ensure that its contractors use the materials that were bid. During our next examination, we will determine if the municipality complied with our recommendations.

TOWNSHIP OF WASHINGTON ARMSTRONG 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 10, 2024. Those participating were:

TOWNSHIP OF WASHINGTON

Mrs. Brenda Nickel, Secretary/Treasurer

DEPARTMENT OF THE AUDITOR GENERAL

Ms. Penelope Fjellanger, Auditor

This report was initially distributed to:

The Honorable Michael Carroll

Secretary
Department of Transportation

Township of Washington

Armstrong County 357 Sherrett Road Adrian, PA 16210

The Honorable Bryan J. Ploski Chairman of the Board of Supervisors

Mrs. Brenda Nickel Secretary/Treasurer

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