# ATTESTATION ENGAGEMENT

## Township of Clifton Lackawanna County, Pennsylvania 35-204 Liquid Fuels Tax Fund For the Period January 1, 2016 to December 31, 2016

July 2017



Commonwealth of Pennsylvania Department of the Auditor General

Eugene A. DePasquale • Auditor General



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

EUGENE A. DEPASQUALE AUDITOR GENERAL

## Independent Auditor's Report

The Honorable Leslie Richards Secretary Department of Transportation Harrisburg, PA 17120

We examined the accompanying Form MS-965 With Adjustments for the Liquid Fuels Tax Fund of the Township of Clifton, Lackawanna County, for the period January 1, 2016 to December 31, 2016. The municipality's management is responsible for presenting the Form MS-965 in accordance with the criteria set forth in Note 1. Our responsibility is to express an opinion on the Form 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 Form MS-965 is fairly stated based on the criteria, in all material respects. An examination involves performing procedures to obtain evidence about the Form 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 Form 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*.

As described in Note 4, the adjustments included on the Form MS-965 With Adjustments are made by the Department of the Auditor General.

#### Independent Auditor's Report (Continued)

As discussed in Finding No. 1, the municipality's 2016 Liquid Fuels Tax Fund allocation of \$39,956.01 was electronically deposited into the General Fund on November 4, 2016. The municipality transferred the \$39,956.01 to its Liquid Fuels Tax Fund on March 2, 2017, which was subsequent to our examination period. Additionally, as discussed in Finding No. 2, the municipality expended \$7,152.24 in excess of the amount available for the purchase of equipment.

Although management of the municipality provided us with a management representation letter on the date of our exit conference of April 19, 2017, held at the municipality, they did not respond to our request for an updated management representation letter including the disclosure of any subsequent events that affected the Form MS-965 through the date of this report.

In our opinion, except for the effects of the allocation being deposited to the General Fund on November 4, 2016 and remaining in the General Fund until March 2, 2017, the municipality expending liquid fuels money in excess of the amount available for equipment purchase, and the possible effects of the municipality's failure to provide an updated management representation letter, the Form MS-965 With Adjustments presents, in all material respects, the information required by the Pennsylvania Department of Transportation for the Liquid Fuels Tax Fund of the Township of Clifton, Lackawanna County, for the period January 1, 2016 to December 31, 2016, in conformity with the criteria set forth in Note 1.

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 Form 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 Form 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 Form MS-965 is presented in accordance with the criteria described above and not for the purpose of expressing an opinion on internal control over reporting on the Form 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 Form 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.

#### Independent Auditor's Report (Continued)

Our consideration of internal control over reporting on the Form MS-965 was for the limited purpose of expressing an opinion on whether the Form MS-965 is 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 Form MS-965 is free from material misstatement, we performed tests of the Township of Clifton, Lackawanna 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 Form 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 are required to be reported under *Government Auditing Standards*:

- Late Receipt Of Allocation And Allocation Deposited Into The General Fund Recurring.
- Over Expended Equipment Purchased Tally.

We are concerned that the municipality failed to correct a previously reported finding regarding late receipt of allocation. During our current examination we noted that the municipality received its Liquid Fuels Tax Fund allocation late and deposited it into the General Fund and over expended its equipment purchase tally. Because the municipality failed to file documents and information timely and deposited the allocation into the General Fund, the municipality did not have use of the 2016 allocation for one year. Additionally, the failure to follow *Publication 9* by over expending its equipment purchase tally could result in the municipality having to reimburse \$7,152.24 to its Liquid Fuels Tax Fund. The township should strive to implement the recommendations and corrective actions noted in this report.

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 Clifton, Lackawanna County, to us during the course of our examination. If you have any questions, please feel free to contact Michael B. Kashishian, CPA, CGAP, CFE, Director, Bureau of County Audits, at 717-787-1363.

Eugn f. O-Pasper

July 11, 2017

Eugene A. DePasquale Auditor General

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## TOWNSHIP OF CLIFTON LACKAWANNA COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE PERIOD JANUARY 1, 2016 TO DECEMBER 31, 2016

#### 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.

## TOWNSHIP OF CLIFTON LACKAWANNA COUNTY LIQUID FUELS TAX FUND BACKGROUND FOR THE PERIOD JANUARY 1, 2016 TO DECEMBER 31, 2016

#### 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.

## TOWNSHIP OF CLIFTON LACKAWANNA COUNTY LIQUID FUELS TAX FUND 2016 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Adjustments (Note 4)		Adjusted Amount	
Major equipment purchases	\$	63,500.00	\$	-	\$	63,500.00
Minor equipment purchases		-		-		-
Computer/Computer related training		-	-			-
Agility projects		-		-		-
Cleaning streets and gutters		-		-		-
Winter maintenance services		1,764.65		-		1,764.65
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		-		-		-
Miscellaneous (Note 5)		40,169.78		(39,956.01)		213.77
Total (To Section 2, Line 5)	\$	105,434.43	\$	(39,956.01)	\$	65,478.42

Notes to Form MS-965 With Adjustments are an integral part of this report.

## TOWNSHIP OF CLIFTON LACKAWANNA COUNTY LIQUID FUELS TAX FUND 2016 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Adjustments (Note 4)		Adjusted Amount	
1. Balance, January 1, 2016	\$	143,501.85	\$	-	\$	143,501.85
Receipts: 2. State allocation 2a. Turnback allocation 2b. Interest on investments (Note 3) 2c. Miscellaneous		39,956.01 - 329.93 -		(39,956.01) - - -		- - 329.93 -
3. Total receipts		40,285.94		(39,956.01)		329.93
4. Total funds available		183,787.79		(39,956.01)		143,831.78
5. Expenditures (Section 1)		105,434.43		(39,956.01)		65,478.42
6. Balance, December 31, 2016	\$	78,353.36	\$		\$	78,353.36

Notes to Form MS-965 With Adjustments are an integral part of this report.

## TOWNSHIP OF CLIFTON LACKAWANNA COUNTY LIQUID FUELS TAX FUND 2016 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Adjustments (Note 4)		Adjusted Amount	
1. Prior year equipment balance	\$	56,347.76	\$	-	\$	56,347.76
<ol> <li>Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)</li> </ol>		7,991.20		(7,991.20)		-
3. PENNDOT approved adjustments				-		-
4. Total funds available for equipment acquisition		64,338.96		(7,991.20)		56,347.76
5. Less: Major equipment expenditures		63,500.00				63,500.00
6. Remainder		838.96		(7,991.20)		(7,152.24)
<ul><li>7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)</li></ul>	\$	838.96	\$	(838.96)	\$	

Notes to Form MS-965 With Adjustments are an integral part of this report.

#### 1. <u>Criteria</u>

#### Section 1

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

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

2012	2013	2014	2015/2016
\$10,000.00	\$10,200.00	\$10,300.00	\$10,500.00

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

2012	2013	2014	2015/2016
\$10,000.00	\$10,200.00	\$10,300.00	\$10,500.00

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

## Section 2

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

- The state allocation was received from the Department of Transportation in March of each year beginning in 2014. The amount the municipality receives is based half on its population and half on its road mileage.
- The turnback allocation was received from the Department of Transportation in March of each year beginning in 2014. A municipality receives a yearly turnback allocation based on road mileage for all roads that were transferred to the municipality from the Commonwealth of Pennsylvania through the Highway Transfer Program.

## 1. <u>Criteria (Continued)</u>

#### Section 2 (Continued)

• Expenditures include the total transferred from Section 1.

#### Section 3

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

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

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

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

#### **Basis Of Presentation**

The financial activities of the municipality are accounted for in separate funds. The Liquid Fuels Tax Fund is used to account for state aid revenues from the Pennsylvania Department of Transportation used primarily for building and improving local roads and bridges. The 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.

#### 1. <u>Criteria (Continued)</u>

#### **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.

2. Deposits

*The Second Class Township Code*, Title 53 P.S. § 68204, authorizes the township to deposit its funds in the following:

- Deposits in savings accounts or time deposits, other than certificates of deposit or share accounts, of institutions having their principal place of business in the Commonwealth of Pennsylvania and insured by the Federal Deposit Insurance Corporation (FDIC) or other like insurance. For any amount above the insured maximum, the depository shall pledge approved collateral.
- Certificates of deposit purchased from institutions insured by the FDIC or other like insurance to the extent that such accounts are so insured. For any amounts in excess of the insured maximum, such deposits shall be collateralized by a pledge or assignment of assets. Certificates of deposit may not exceed 20 percent of a bank's total capital surplus or 20 percent of a savings and loan or savings bank's assets minus liabilities.

Deposits consist of receipts and deposits in a financial institution. Pennsylvania statutes require all deposits to be insured and, for any amount above the insured maximum, to be secured with approved collateral as defined.

#### 2. <u>Deposits (Continued)</u>

There were no deposits exposed to custodial credit risk as of December 31, 2016. Custodial credit risk, as defined by GASB No. 40, as amended, includes deposits that are not covered by depository insurance and the deposits are uncollateralized, collateralized with securities held by the pledging financial institution, or collateralized with securities held by the pledging financial institution's trust department or agent but not in the municipality's name.

#### Fund Balance

The fund balance as of December 31, 2016, consists of the following:

Cash

\$78,353.36

#### 3. Interest On Investments

Our examination disclosed that the municipality deposited idle liquid fuels tax money in an interest-bearing account which earned \$329.93 during 2016, thus providing additional funds for road maintenance and repairs.

4. Adjustments

Section 1

An adjustment of \$(39,956.01) was made to "Miscellaneous" because these expenditures were overstated.

#### Section 2

An adjustment of \$(39,956.01) was made to "State allocation" because the allocation was deposited to the General Fund (see Finding No. 1).

#### Section 3

An adjustment of \$(7,991.20) was made to "Current year equipment allocation" because the state allocation of \$39,956.01 from 2016 - Section 2, which is used to calculate this figure, was deposited to the General Fund (see Finding No. 1).

## 5. <u>Payment In Error</u>

On August 2, 2016, the municipality paid Pennsylvania State Association of Township Supervisor fees \$213.77 from its Liquid Fuels Tax Fund in error. The municipality transferred \$213.77 from its General Fund to its Liquid Fuels Tax Fund to correct the payment in error on March 2, 2017, which was subsequent to our examination period.

## <u>Finding No. 1 - Late Receipt Of Allocation And Allocation Deposited Into The General Fund</u> <u>- Recurring</u>

We cited the municipality for late receipt of allocation in our prior two reports with the most recent being for the period January 1, 2015 to December 31, 2015. Our current examination disclosed that the 2016 Liquid Fuels Tax Fund allocation of \$39,956.01, 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 November 4, 2016 because the municipality failed to comply with the Department of Transportation 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.

Additionally, the Commonwealth of Pennsylvania electronically deposited the allocation into the General Fund on November 4, 2016. The municipality should have discovered the error by reconciling bank statements monthly. However, the municipality did not transfer the allocation to the Liquid Fuels Tax Fund until March 2, 2017, which was subsequent to the examination period.

## <u>Finding No. 1 - Late Receipt Of Allocation And Allocation Deposited Into The General Fund</u> <u>- Recurring (Continued)</u>

The practice of depositing liquid fuels money into any account other than the Liquid Fuels Tax Fund account is contrary to the Act of June 1, 1956, P.L. (1955) 1944, 72 P.S. § 2615.5, known as the Liquid Fuels Tax Municipal Allocation Law, which states:

...each city, borough, town and township, shall ... Establish and maintain a special fund into which the moneys [liquid fuels tax funds] ... shall be deposited and into which no other moneys may be deposited or commingled ...

Because the municipality failed to file documents and information timely and deposited the allocation into the General Fund as noted above, the municipality did not have use of the 2016 allocation for one year. Furthermore, had the allocation been received and deposited into the Liquid Fuels Tax Fund timely, money may have been available for investment purposes, potentially earning interest income which could have been used for road maintenance and repairs. Also, the risk that Liquid Fuels Tax Fund money may be used for unauthorized purposes increases when liquid fuels money is comingled with other funds.

#### Recommendations

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

Additionally, the municipality should ensure that the bank statements are reconciled monthly to reduce the risk of errors occurring and remaining undetected.

#### Management's Response

The municipal officials offered no formal response at this time.

## <u>Finding No. 1 - Late Receipt Of Allocation And Allocation Deposited Into The General Fund</u> <u>- Recurring (Continued)</u>

Auditor's Conclusion

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

## Finding No. 2 - Over Expended Equipment Purchase Tally

Our examination disclosed that the municipality expended \$7,152.24 in excess of the amount available for the purchase of equipment for the 2016 as follows:

<u>2016</u>		Actual
1.	Prior year equipment balance	\$56,347.76
2.	Current year equipment allocation (20% of Lines 2 + 2A, Section 2)	-
3.	PENNDOT approved adjustments	
4.	Total funds available for equipment acquisition	56,347.76
5.	Less: Major equipment purchases	(63,500.00)
6.	Amount Over Expended for equipment - 2016	\$ (7,152.24)

The Department of Transportation's, *Publication 9*, Appendix D, Section 449.11, 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, 20 percent of the current year's Liquid Fuels Tax Fund allocations, and any approved adjustments.

The failure to follow *Publication 9* could result in the municipality having to reimburse \$7,152.24 to its Liquid Fuels Tax Fund.

#### Recommendations

We recommend that the municipality reimburse \$7,152.24 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that the municipality only expend up to the approved amount on equipment expenditures in accordance with the Department of Transportation's *Publication 9*.

## Finding No. 2 - Over Expended Equipment Purchase Tally (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 recommendations.

## TOWNSHIP OF CLIFTON LACKAWANNA COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE PERIOD JANUARY 1, 2016 TO DECEMBER 31, 2016

An exit conference was held April 19, 2017. Those participating were:

## TOWNSHIP OF CLIFTON

Ms. Donna Stefanski, Secretary/Treasurer

## DEPARTMENT OF THE AUDITOR GENERAL

Mr. Raymond J. Insalaco, Auditor

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

## TOWNSHIP OF CLIFTON LACKAWANNA COUNTY LIQUID FUELS TAX FUND REPORT DISTRIBUTION FOR THE PERIOD JANUARY 1, 2016 TO DECEMBER 31, 2016

This report was initially distributed to:

#### The Honorable Leslie Richards

Secretary Department of Transportation

#### **Township of Clifton**

Lackawanna County 361 State Route 435 Clifton Township, PA 18424

## The Honorable Theodore F. Stout

Chairman of the Board of Supervisors

## Ms. Donna Stefanski 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>.