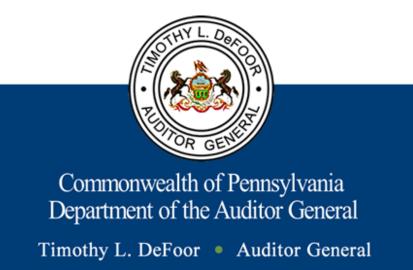
ATTESTATION ENGAGEMENT

Township of Elkland Sullivan County, Pennsylvania 56-204 Liquid Fuels Tax Fund For the Period January 1, 2019 to December 31, 2020

June 2022





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 Yassmin Gramian, P.E. 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 Elkland, Sullivan County, for the period January 1, 2019 to December 31, 2020. 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.

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 municipality did not maintain an invoice to support an expenditure of \$12,956.70 made on April 30, 2019.

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 Elkland, Sullivan County, for the period January 1, 2019 to December 31, 2020, 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 the internal control over reporting on the Forms MS-965 or on compliance and other matters; accordingly, we express no such opinions.

Our consideration of internal control 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 was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies in internal control that were not identified. However, as described below, we identified certain deficiencies in internal control that we consider to be material weaknesses and other deficiencies that we consider to be significant deficiencies.

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 a 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. We consider the deficiency below to be a material weakness:

• Documentation Supporting Expenditures Was Not Available For Examination.

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 Elkland, Sullivan 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 instance of noncompliance that, while not required to be included in this report by *Government Auditing Standards*, has been included in the finding below:

• Late Receipt Of Allocations.

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 Elkland, Sullivan 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 April 15, 2022

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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 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:

2017	2018	2019	2020
\$10,700.00	\$10,900.00	\$11,100.00	\$11,300.00

• 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:

2017	2018	2019	2020
\$10,700.00	\$10,900.00	\$11,100.00	\$11,300.00

• 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 ELKLAND SULLIVAN COUNTY LIQUID FUELS TAX FUND 2019 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		-		-		-
Traffic control devices		-		-		-
Street lighting		-		-		-
Storm sewers and drains		-		-		-
Repairs of tools and machinery		59,471.72		(4,586.67)		54,885.05
Maintenance and repair of						
roads and bridges		7,566.16		11,980.37		19,546.53
Highway construction and						
rebuilding projects		-		-		-
Miscellaneous		_				-
Total (To Section 2, Line 5)	\$	67,037.88	\$	7,393.70	\$	74,431.58

TOWNSHIP OF ELKLAND SULLIVAN COUNTY LIQUID FUELS TAX FUND 2019 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported	A	djustments	 Adjusted Amount
1. Balance, January 1, 2019	\$ 59,417.43	\$	-	\$ 59,417.43
Receipts:				
2. State allocation	121,260.15		-	121,260.15
2a. Turnback allocation	1,680.00		-	1,680.00
2b. Interest on investments	1,778.50		-	1,778.50
2c. Miscellaneous	 23,155.44		_	 23,155.44
3. Total receipts	 147,874.09			 147,874.09
4. Total funds available	 207,291.52		-	 207,291.52
5. Expenditures (Section 1)	 67,037.88		7,393.70	 74,431.58
6. Balance, December 31, 2019	\$ 140,253.64	\$	(7,393.70)	\$ 132,859.94

TOWNSHIP OF ELKLAND SULLIVAN COUNTY LIQUID FUELS TAX FUND 2019 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance]	Reported	Adjus	tments	. <u> </u>	Adjusted Amount
1. Prior year equipment balance	\$	24,148.87	\$	-	\$	24,148.87
 Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2) 		24,588.03		-		24,588.03
3. PENNDOT approved adjustments						
4. Total funds available for equipment acquisition		48,736.90		-		48,736.90
5. Less: Major equipment expenditures						
6. Remainder		48,736.90				48,736.90
 Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero) 	\$	48,736.90	\$	_	\$	48,736.90
but not less than zero)	\$	48,736.90	\$	-	\$	48,736.90

TOWNSHIP OF ELKLAND SULLIVAN COUNTY LIQUID FUELS TAX FUND 2020 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Adjustments		Adjusted Amount	
Minor equipment purchases	\$	640.90	\$	-	\$	640.90
Computer/Computer related training		-		-		-
Major equipment purchases		20,000.00		-		20,000.00
Agility projects		-		-		-
Cleaning streets and gutters		-		-		-
Winter maintenance services		-		-		-
Traffic control devices		-		-		-
Street lighting		-		-		-
Storm sewers and drains		-		-		-
Repairs of tools and machinery		77,740.43		(54,244.21)		23,496.22
Maintenance and repair of						
roads and bridges		11,906.28		53,705.44		65,611.72
Highway construction and						
rebuilding projects		-		-		-
Miscellaneous		-		-		-
Total (To Section 2, Line 5)	\$	110,287.61	\$	(538.77)	\$	109,748.84

TOWNSHIP OF ELKLAND SULLIVAN COUNTY LIQUID FUELS TAX FUND 2020 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	 Reported	A	djustments	 Adjusted Amount
1. Balance, January 1, 2020	\$ 140,253.64	\$	(7,393.70)	\$ 132,859.94
Receipts: 2. State allocation 2a. Turnback allocation 2b. Interest on investments 2c. Miscellaneous	 118,077.45 1,680.00 539.74		- - -	118,077.45 1,680.00 539.74
3. Total receipts	 120,297.19		-	 120,297.19
4. Total funds available	 260,550.83		(7,393.70)	 253,157.13
5. Expenditures (Section 1)	 110,287.61		(538.77)	 109,748.84
6. Balance, December 31, 2020	\$ 150,263.22	\$	(6,854.93)	\$ 143,408.29

TOWNSHIP OF ELKLAND SULLIVAN COUNTY LIQUID FUELS TAX FUND 2020 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance]	Reported	Adjus	stments	 Adjusted Amount
1. Prior year equipment balance	\$	48,736.90	\$	-	\$ 48,736.90
 Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2) 		23,951.49		-	23,951.49
3. PENNDOT approved adjustments					
4. Total funds available for equipment acquisition		72,688.39		-	72,688.39
5. Less: Major equipment expenditures		20,000.00			 20,000.00
6. Remainder		52,688.39		-	 52,688.39
 Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero) 	\$	52,688.39	\$		\$ 52,688.39

TOWNSHIP OF ELKLAND SULLIVAN COUNTY LIQUID FUELS TAX FUND AUDITOR DESCRIPTION OF SELECT TRANSACTIONS FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2020

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>

2019 - Section 1

A net adjustment of \$(4,586.67) was made to "Repairs of tools and machinery" because the following checks issued in 2018 were incorrectly reported in 2019:

Check No.		Amount	
2639		\$ (958.00)	
2640		(3,960.00)	
2641		(198.75)	
2642		(942.91)	
2643	_	(39.00)	_
	Subtotal		\$ (6,098.66)

The following checks issued in 2019 were not reported as expenditures:

Check No.	Amount	
2726 2727	\$12,235.61 7.50	
Subtotal		\$ 12,243.11
Maintenance and repair of roads and bridges were		<i>(10.501.10</i>)
misclassified		(10,731.12)
Total		\$ (4,586.67)

A net adjustment of \$11,980.37 was made to "Maintenance and repair of roads and bridges" because check No. 2728 for \$1,249.25 was not reported and expenditures of \$10,731.12 were misclassified as repairs of tools and machinery.

TOWNSHIP OF ELKLAND SULLIVAN COUNTY LIQUID FUELS TAX FUND AUDITOR DESCRIPTION OF SELECT TRANSACTIONS FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2020

Adjustments (Continued)

2020 - Section 1

An adjustment of \$(54,244.21) was made to "Repairs of tools and machinery" because expenditures of \$54,293.07 were misclassified as maintenance and repair of roads and bridges and check No. 2779 was reported as \$301.14 but was issued for \$350.00.

An adjustment of \$53,705.44 was made to "Maintenance and repair of roads and bridges" because expenditures of \$54,293.07 were misclassified as repairs of tools and machinery. Additionally, check No. 2751 was reported as \$84.40, but was issued for \$84.80 and check No. 2739 for \$588.03 was voided but included as an expenditure.

2020 - Section 2

An adjustment of (7,393.70) was made to "Balance, January 1, 2020" to reflect the adjustment made to the fund balance in 2019 - Section 2.

Miscellaneous Receipts

On July 26, 2019, the municipality deposited \$23,155.44 into its Liquid Fuels Tax Fund that was received from FEMA for the reimbursement of 2016 flood damages.

Bank Loan

On March 26, 2020, the municipality purchased a 2012 John Deere grader for \$160,000.00. The municipality made a down payment of \$20,000.00 from the Liquid Fuels Tax Fund and \$40,000.00 from the Impact Fund. The municipality borrowed the remaining \$100,000.00 from The Muncy Bank and Trust Company. The term of the loan was for three years at an interest rate of 3.39 percent. Principal and interest payments of \$8,756.02 are due monthly.

During the current examination period, the municipality paid principal of \$100,000.00 and interest of \$1,145.38 from the Impact Fund. The loan was paid-in-full on July 21, 2020.

<u>Finding No. 1 - Documentation Supporting Expenditures Was Not Available For</u> <u>Examination</u>

Our examination disclosed that the municipality did not maintain an invoice to support the expenditure of \$12,956.70 for check No. 2674 issued on April 30, 2019.

Good internal control procedures ensure that there is documentation to support all expenditures.

The Liquid Fuels Tax Municipal Allocation Law, 72 P.S. § 2615.4, provides, in part, that monies herein allocated may be used only for construction, reconstruction, maintenance and repairs of such public roads or streets, including bridges, culverts and drainage structures, for which they are legally responsible. Also permitted are expenditures involving acquisition, maintenance, repairs and operation of street signs, traffic signs, traffic signal control systems, road equipment, and snow fences.

The Department of Transportation has been statutorily authorized to promulgate regulations concerning the administration of Liquid Fuels Tax Fund money and has determined that certain items, including expenditures made without supporting documentation, are outside the scope of permissible expenditures.

Without adequate documentation, we could not determine if the expenditure was permissible according to the Liquid Fuels Tax Municipal Allocation Law and the Department of Transportation's Regulations.

The current secretary/treasurer was not working at the municipality during our examination period and stated that the prior secretary/treasurer did not adequately maintain documentation.

The failure to maintain documentation to support the expenditure could result in the municipality having to reimburse \$12,956.70 to its Liquid Fuels Tax Fund.

<u>Finding No. 1 - Documentation Supporting Expenditures Was Not Available For</u> <u>Examination (Continued)</u>

Recommendations

We recommend that the municipality reimburse \$12,956.70 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that the municipality ensure good internal control over expenditures by maintaining adequate documentation to support all expenditures.

Management's Response

The secretary/treasurer stated:

I am working to clear up missing receipts. I am also working to find other missing documents. I was not working the years being audited but am working to do what I can, learning what is expected moving forward.

Auditor's Conclusion

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

Finding No. 2 - Late Receipt Of Allocations

Our examination disclosed that the 2019 and 2020 Liquid Fuels Tax Fund allocations of 121,260.15 and 118,077.45, respectively, which should have been distributed from the Department of Transportation to the municipality during the first week of March of each year, were not received until July 11, 2019, and September 10, 2020, respectively, 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 31st and the Survey of Financial Condition by March 15th.
- 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.

The current secretary/treasurer was not working for the township during our examination period. It is not known why the prior secretary/treasurer did not file the required paperwork on time. In 2020, the Report of Elected Officials was not filed until May 28, and the Survey of Financial Conditions was not filed until August 26.

Finding No. 2 - Late Receipt Of Allocations (Continued)

Because the municipality failed to file documents and information timely as noted above, the municipality did not have use of the 2019 allocation for more than four months and the 2020 allocation for more than six months. Furthermore, had the allocations 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, 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.

Management's Response

The secretary/treasurer stated:

I was not working the years being audited but am working to do what I can, learning what is expected moving forward.

Auditor's Conclusion

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

TOWNSHIP OF ELKLAND SULLIVAN COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2020

An exit conference was held February 8, 2022. Those participating were:

TOWNSHIP OF ELKLAND

Ms. Darby Fiester, Secretary/Treasurer

DEPARTMENT OF THE AUDITOR GENERAL

Ms. Eileen Rosen, Auditor

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

This report was initially distributed to:

The Honorable Yassmin Gramian, P.E.

Secretary Department of Transportation

Township of Elkland

Sullivan County 909 Kobbe Road Forksville, PA 18616

The Honorable Eric Swift Chairman of the Board of Supervisors

Ms. Darby Fiester

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>.