ATTESTATION ENGAGEMENT

Township of Jackson

Lycoming County, Pennsylvania 41-215

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

December 2023



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 were engaged to examine the accompanying Forms MS-965 With Adjustments for the Liquid Fuels Tax Fund of the Township of Jackson, Lycoming County, for the period January 1, 2021 to December 31, 2022. The municipality's management is responsible for presenting the Forms MS-965, which were required to be prepared in accordance with the criteria described in the Background section of this report and the Department of Transportation's *Publication 9*. The Township'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 conducting the examination in accordance with attestation standards established by the AICPA and *Government Auditing Standards* issued by the Comptroller General of the United States.

We are required to be independent and to meet our other ethical responsibilities in accordance with ethical requirements relating to the engagement.

The attestation standards require that we request written representations from management to confirm certain matters and to support other audit evidence. Because the three township supervisors' terms started during 2022, they did not feel comfortable signing a management representation letter for the period January 1 2021 to December 31, 2022.

Because of the limitations on the scope of our examination discussed in the preceding paragraph, the scope of our work was not sufficient to enable us to express, and we do not express, an opinion on whether the Forms MS-965 With Adjustments are in accordance with the information required by the Pennsylvania Department of Transportation for the Liquid Fuels Tax Fund of the Township of Jackson, Lycoming 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*.

Independent Auditor's Report (Continued)

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 were engaged to perform 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 was not designed to 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.

In connection with our engagement, we performed tests of the Township of Jackson, Lycoming 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. The results of our tests disclosed the instance of noncompliance listed below that is required to be reported under *Government Auditing Standards*. Additionally, if the scope of our work had been sufficient to enable us to express an opinion on the Forms MS-965, additional instances of noncompliance or other matters may have been identified and reported herein.

• Nonpermissible Expenditures.

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

This report is intended solely for the information and use of the Department of Transportation and the Township of Jackson, Lycoming County, and is not intended to be and should not be used by anyone other than the specified parties.

We appreciate the courtesy extended by the Township of Jackson, Lycoming 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

November 14, 2023

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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
44.400.00	444 200 00	44.5 00.00	** **********************************
\$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 should be 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 required to be 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 required to be 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 JACKSON LYCOMING COUNTY LIQUID FUELS TAX FUND 2021 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	R	eported	Adju	istments	 Adjusted Amount
Minor equipment purchases	\$	-	\$	-	\$ -
Computer/Computer related training		-		-	-
Major equipment purchases		-		-	-
Agility projects		-		-	-
Cleaning streets and gutters		-		-	-
Winter maintenance services		50,535.00		-	50,535.00
Traffic control devices		-		-	-
Street lighting		-		-	-
Storm sewers and drains		-		-	-
Repairs of tools and machinery		-		-	-
Maintenance and repair of					
roads and bridges	1	14,079.91		_	114,079.91
Highway construction and					
rebuilding projects		-		_	-
Miscellaneous					
Total (To Section 2, Line 5)	\$ 1	164,614.91	\$	_	\$ 164,614.91

TOWNSHIP OF JACKSON LYCOMING 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	\$	85,809.24	\$	-	\$	85,809.24		
Receipts:								
2. State allocation		62,024.48		-		62,024.48		
2a. Turnback allocation		47,480.00		-		47,480.00		
2b. Interest on investments		156.86		-		156.86		
2c. Miscellaneous								
3. Total receipts		109,661.34				109,661.34		
4. Total funds available		195,470.58				195,470.58		
5. Expenditures (Section 1)		164,614.91		-		164,614.91		
6. Balance, December 31, 2021	\$	30,855.67	\$		\$	30,855.67		

TOWNSHIP OF JACKSON LYCOMING COUNTY LIQUID FUELS TAX FUND 2021 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported	Adju	stments	 Adjusted Amount
1. Prior year equipment balance	\$ 85,809.24	\$	-	\$ 85,809.24
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	21,900.90		-	21,900.90
3. PENNDOT approved adjustments			-	
4. Total funds available for equipment acquisition	107,710.14		-	107,710.14
5. Less: Major equipment expenditures	 			-
6. Remainder	 107,710.14			 107,710.14
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$ 30,855.67	\$	_	\$ 30,855.67

TOWNSHIP OF JACKSON LYCOMING COUNTY LIQUID FUELS TAX FUND 2022 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary]	Reported	Adjı	ustments	 Adjusted Amount
Minor equipment purchases	\$	-	\$	-	\$ _
Computer/Computer related training		-		-	-
Major equipment purchases		-		-	-
Agility projects		-		-	-
Cleaning streets and gutters		_		-	-
Winter maintenance services		26,486.50		-	26,486.50
Traffic control devices		-		-	-
Street lighting		-		-	-
Storm sewers and drains		-		-	-
Repairs of tools and machinery		-		-	-
Maintenance and repair of					
roads and bridges		5,240.00		-	5,240.00
Highway construction and					
rebuilding projects		_		-	-
Miscellaneous					
Total (To Section 2, Line 5)	\$	31,726.50	\$		\$ 31,726.50

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

Fund Balance	Reported		Adjustments		Adjusted Amount	
1. Balance, January 1, 2022	\$	30,855.67	\$	-	\$	30,855.67
Receipts:						
2. State allocation		62,259.46		-		62,259.46
2a. Turnback allocation		47,480.00		-		47,480.00
2b. Interest on investments		60.60		-		60.60
2c. Miscellaneous		3,394.00				3,394.00
3. Total receipts		113,194.06				113,194.06
4. Total funds available		144,049.73				144,049.73
5. Expenditures (Section 1)		31,726.50				31,726.50
6. Balance, December 31, 2022	\$	112,323.23	\$		\$	112,323.23

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

Reported	Adju	stments		Adjusted Amount
\$ 30,855.67	\$	-	\$	30,855.67
21,947.89		-		21,947.89
 				-
52,803.56		-		52,803.56
 -				
52,803.56				52,803.56
\$ 52,803,56	\$	_	\$	52,803.56
	21,947.89 - 52,803.56 - 52,803.56	\$ 30,855.67 \$ 21,947.89 52,803.56	\$ 30,855.67 \$ - 21,947.89 - 52,803.56 - 52,803.56 -	\$ 30,855.67 \$ - \$ 21,947.89 - 52,803.56 - 52,803.56 -

TOWNSHIP OF JACKSON LYCOMING 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.

Miscellaneous Receipts

The following miscellaneous receipts were deposited into the Liquid Fuels Tax Fund during the examination period:

Source	Description	2022
General Fund	Reimbursement (Summary Of Prior Examination Recommendations)	\$1,697.00
General Fund	Reimbursement (Finding No. 2)	1,697.00
Total		\$3,394.00

Finding No. 1 - Nonpermissible Expenditures

Our examination disclosed that the municipality expended \$2,500.00 during 2021 and \$3,500.00 during 2022 for retainers from the Liquid Fuels Tax Fund, which are nonpermissible 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 retainers, dues, and other prepayments, are outside the scope of permissible expenditures.

This condition occurred because the municipality was unaware that these expenditures were nonpermissible.

The failure to follow the Liquid Fuels Tax Municipal Allocation Law and the Department of Transportation's Regulations as noted above could result in the municipality having to reimburse \$6,000.00 to its Liquid Fuels Tax Fund.

Recommendations

We recommend that the municipality reimburse \$6,000.00 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

We further recommend that the municipality comply with the Liquid Fuels Tax Municipal Allocation Law and the Department of Transportation's Regulations regarding permissible expenditures.

Finding No. 1 - Nonpermissible Expenditures (Continued)

Management's Response

The Chairman of the Board of Supervisors stated:

Management wishes to point out that the Township experienced a complete turnover of Supervisors and staff in 2022. The identified findings are in the period before current management assumed duties.

Management wishes to note that in regard to Finding No. 1, the identified expenditures are related to an equipment contract that was initially bid in October 2019. This contract and similar expenditures were reviewed in the 2019-2020 audit with no finding. Management will implement changes to source the identified contract expenditures with General Funds.

Auditor's Conclusion

The Department of Transportation will determine if the municipality is required to reimburse \$6,000.00 to its Liquid Fuels Tax Fund. During our next examination, we will determine if the municipality complied with our recommendations.

Finding No. 2 - Liquid Fuels Money Over Expended On Project - Recurring

Our examination disclosed that during 2021 the municipality expended \$100,000.00 of Liquid Fuels Tax Fund money on construction project No. 21-41215-01. However, the amount of Liquid Fuels Tax Fund money approved by the Department of Transportation to be expended from the Liquid Fuels Tax Fund for this project was \$98,303.00. The difference of \$1,697.00 should have been paid directly from the General Fund.

The Department of Transportation's Regulations do not permit a municipality to expend Liquid Fuels Tax Fund money in excess of the amount approved on Municipal Services Completion Report Form MS-999.

We were unable to determine the cause of this condition because current management did not start with the municipality until 2022.

On September 22, 2022, the municipality reimbursed \$1,697.00 to the Liquid Fuels Tax Fund.

A similar finding was also written in our prior report. However, the municipality corrected this condition during 2022.

Recommendation

We recommend that the municipality continues to expend only the approved amount of Liquid Fuels Tax Fund money on road construction projects.

Management's Response

The Chairman of the Board of Supervisors stated:

Management wishes to point out that the Township experienced a complete turnover of Supervisors and staff in 2022. The identified findings are in the period before current management assumed duties.

About Findings No. 2 and No. 3, both items were identified and rectified by Management. The over extension of liquid fuels money occurred in 2021 and the county aid funds at issue were transferred to the State Fund Account as soon as the issue was identified by incoming management.

Finding No. 2 - Liquid Fuels Money Over Expended On Project - Recurring

Auditor's Conclusion

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

Finding No. 3 - Late Receipt Of Allocation - Recurring

Our examination disclosed that the 2022 Liquid Fuels Tax Fund allocation of \$62,259.46, 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 October 6, 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 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.

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

A similar finding was also written in our prior report. However, the municipality received its 2023 allocation on time.

Finding No. 3 - Late Receipt Of Allocation - Recurring (Continued)

Recommendation

We recommend that the municipality continue to 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.

Management's Response

The Chairman of the Board of Supervisors stated:

Management wishes to point out that the Township experienced a complete turnover of Supervisors and staff in 2022. The identified findings are in the period before current management assumed duties.

About Findings No. 2 and No. 3, both items were identified and rectified by Management. The over extension of liquid fuels money occurred in 2021 and the county aid funds at issue were transferred to the State Fund Account as soon as the issue was identified by incoming management.

Auditor's Conclusion

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

TOWNSHIP OF JACKSON LYCOMING 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 \$1,697.00 to its Liquid Fuels Tax Fund for liquid fuels money over expended on a project.

During our current examination, we reviewed a letter dated June 11, 2021, from the Department of Transportation directing the municipality to reimburse \$1,697.00 to its Liquid Fuels Tax Fund. We noted that the municipality reimbursed this amount to its Liquid Fuels Tax Fund on September 21, 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.
- Comply with the Department of Transportation's *Publication 9* to ensure that allocations are received during the first week in March.

During our current examination, we noted that the municipality did not comply with our first bulleted recommendation until 2022 (see Finding No. 2) and our second bulleted recommendation until 2023 (see Finding No. 3).

TOWNSHIP OF JACKSON LYCOMING 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 May 8, 2023. Those participating were:

TOWNSHIP OF JACKSON

The Honorable Scott Brion, Chairman of the Board of Supervisors/Treasurer

DEPARTMENT OF THE AUDITOR GENERAL

Mr. Joel Long, Auditor

This report was initially distributed to:

The Honorable Michael Carroll

Secretary
Department of Transportation

Township of Jackson Lycoming County 824 Blockhouse Road Trout Run, PA 17771

The Honorable Scott Brion
Chairman of the Board of Supervisors/Treasurer

The Honorable Jason Jackson Supervisor/Secretary

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.