ATTESTATION ENGAGEMENT

Borough of Waynesboro

Franklin County, Pennsylvania 28-406

Liquid Fuels Tax Fund
For the Period
January 1, 2020 to December 31, 2021

September 2022



Commonwealth of Pennsylvania Department of the Auditor General

Timothy L. DeFoor • Auditor General



Commonwealth of Pennsylvania
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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 Borough of Waynesboro, Franklin County, for the period January 1, 2020 to December 31, 2021. 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.

In our opinion, 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 Borough of Waynesboro, Franklin County, for the period January 1, 2020 to December 31, 2021, in accordance with the criteria described in the Background section of this report and the Department of Transportation's *Publication 9*.

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

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 may exist 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:

• Inadequate Internal Control Over The Facsimile Signature Stamp.

As part of obtaining reasonable assurance about whether the Forms MS-965 are free from material misstatement, we performed tests of the Borough of Waynesboro, Franklin 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 no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*. However, we did note a matter that, while not required to be included in this report by *Government Auditing Standards*, has been included in the finding below:

• Turnback Allocation Deposited Into The General Fund - Recurring.

<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 Borough of Waynesboro, Franklin 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

Timothy L. Detoor

Auditor General

August 30, 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 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:

2018	2019	2020	2021
\$10,900.00	\$11,100.00	\$11,300.00	\$11,500.00

• 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:

2018	2019	2020	2021
\$10,900.00	\$11,100.00	\$11,300.00	\$11,500.00

• 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.

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND 2020 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Adjustments		Adjusted Amount	
Minor equipment purchases	\$	-	\$	_	\$	-
Computer/Computer related training		-		-		-
Major equipment purchases		24,113.48		-		24,113.48
Agility projects		-		-		-
Cleaning streets and gutters		18,107.13		-		18,107.13
Winter maintenance services		34,695.97		-		34,695.97
Traffic control devices		58,024.78		421.83		58,446.61
Street lighting		421.83		(421.83)		_
Storm sewers and drains		1,339.85		-		1,339.85
Repairs of tools and machinery		421.67		-		421.67
Maintenance and repair of						
roads and bridges		15,707.56		-		15,707.56
Highway construction and						
rebuilding projects		23,544.80		-		23,544.80
Miscellaneous						
Total (To Section 2, Line 5)	\$	176,377.07	\$		\$	176,377.07

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND 2020 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported		Reported Adjustments		Adjusted Amount	
1. Balance, January 1, 2020	\$ 228,329.97		\$	-	\$	228,329.97
Receipts:						
2. State allocation		305,629.95		-		305,629.95
2a. Turnback allocation		5,600.00		-		5,600.00
2b. Interest on investments		881.40		-		881.40
2c. Miscellaneous		2,043.31				2,043.31
3. Total receipts		314,154.66				314,154.66
4. Total funds available		542,484.63				542,484.63
5. Expenditures (Section 1)		176,377.07				176,377.07
6. Balance, December 31, 2020	\$	366,107.56	\$		\$	366,107.56

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND 2020 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported	Adjustments	Adjusted Amount
1. Prior year equipment balance	\$ 228,329.97	\$ -	\$ 228,329.97
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)	62,245.99	-	62,245.99
3. PENNDOT approved adjustments			-
4. Total funds available for equipment acquisition	290,575.96	-	290,575.96
5. Less: Major equipment expenditures	24,113.48		24,113.48
6. Remainder	266,462.48		266,462.48
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$ 266,462.48	\$ -	\$ 266,462.48

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND 2021 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Adjustments		Adjusted Amount	
Minor equipment purchases	\$	_	\$	-	\$	-
Computer/Computer related training		-		-		-
Major equipment purchases		-		-		-
Agility projects		-		-		_
Cleaning streets and gutters		23,193.46		-		23,193.46
Winter maintenance services		51,137.26		-		51,137.26
Traffic control devices		72,073.55		-		72,073.55
Street lighting		-		-		-
Storm sewers and drains		5,898.62		-		5,898.62
Repairs of tools and machinery		3,248.51		-		3,248.51
Maintenance and repair of						
roads and bridges		21,437.86		-		21,437.86
Highway construction and						
rebuilding projects		-		-		-
Miscellaneous						
Total (To Section 2, Line 5)	\$	176,989.26	\$	_	\$	176,989.26

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND 2021 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported Adjustments		Adjusted Amount
1. Balance, January 1, 2021	\$ 366,107.56	\$ -	\$ 366,107.56
Receipts:			
2. State allocation	283,757.08	-	283,757.08
2a. Turnback allocation	5,600.00	-	5,600.00
2b. Interest on investments	350.19	-	350.19
2c. Miscellaneous	6,913.42		6,913.42
3. Total receipts	296,620.69		296,620.69
4. Total funds available	662,728.25		662,728.25
5. Expenditures (Section 1)	176,989.26		176,989.26
6. Balance, December 31, 2021	\$ 485,738.99	\$ -	\$ 485,738.99

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND 2021 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance		Reported	Ad	justments		Adjusted Amount
1. Prior year equipment balance	\$	266,462.48	\$	-	\$	266,462.48
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)		57,871.42		-		57,871.42
3. PENNDOT approved adjustments						
4. Total funds available for equipment acquisition		324,333.90		-		324,333.90
5. Less: Major equipment expenditures		<u>-</u>				
6. Remainder		324,333.90				324,333.90
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	324,333.90	\$		\$	324,333.90
out not less than zero)	Ψ	344,333.30	Φ		<u>Ф</u>	544,555.90

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND AUDITOR DESCRIPTION OF SELECT TRANSACTIONS FOR THE PERIOD JANUARY 1, 2020 TO DECEMBER 31, 2021

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

Adjustments

2020 - Section 1

Adjustments were made to "Traffic control devices" and "Street lighting" because an expenditure of \$421.83 was misclassified.

Miscellaneous Receipts

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

Source	Description	2020	2021
Washington Township	Reimbursement for traffic signal electric	\$ 449.66	\$ 316.76
Local Business	Sale of traffic signs	258.39	-
Waynesboro School District	Sale of traffic signs	1,065.26	-
General Fund	Reimbursement for materials	270.00	698.04
Storm Water Fund	Reimbursement for materials		5,898.62
Totals		\$2,043.31	\$6,913.42

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND AUDITOR DESCRIPTION OF SELECT TRANSACTIONS FOR THE PERIOD JANUARY 1, 2020 TO DECEMBER 31, 2021

Lease-Purchase Agreement

On May 20, 2015, the municipality purchased a 2014 Elgin Pelican street sweeper for \$176,445.00. The municipality made down payments of \$30,000.00 from the Liquid Fuels Tax Fund, \$30,000.00 from the Mount Vernon Special Projects Fund, and \$16,445.00 from the Capital Reserve Fund. The municipality borrowed the remaining \$100,000.00 from F&M Trust. The agreement was for a term of five years at an interest rate of 2.74 percent. Principal and interest payments of \$21,161.85 are due annually. Prior years' principal and interest payments from the Liquid Fuels Tax Fund were \$76,532.65 and \$8,114.75, respectively.

During the current examination period, the municipality paid principal of \$23,467.35 and interest of \$646.13 from the Liquid Fuels Tax Fund. These amounts are reflected in major equipment purchases on the 2020 Form MS-965 - Section 1. The lease-purchase agreement was paid-in-full on July 14, 2020.

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND FINDINGS AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2020 TO DECEMBER 31, 2021

Finding No. 1 - Inadequate Internal Control Over The Facsimile Signature Stamp

Our examination disclosed a significant weakness in the municipality's internal control over a facsimile signature stamp. This control was circumvented each time that the office manager applied a facsimile signature stamp that included the signature of the borough manager.

Good internal controls require that if a facsimile signature stamp represents any of the authorized signatures, then the municipal official whose signature is represented on each stamp and only that municipal official should apply the stamp and safeguard it to prevent unauthorized use. Facsimile signature stamps should not contain multiple signatures. Without this control, the risk that errors or misappropriations may occur and remain undetected increases significantly.

This condition occurred due to the auditee having insufficient knowledge of internal controls over facsimile signature stamps.

Recommendations

We recommend that the municipality establish and implement an adequate system of internal controls over the facsimile signature stamp. This includes ensuring that there are at least two authorized signatures on checks, and that if the facsimile signature stamp of the municipal officials is used, each municipal official have their own stamp and the stamp should be maintained and applied by the municipal official whose name is represented on the stamp.

Management's Response

The municipal officials stated:

The borough manager will sign all Highway Aid Fund checks.

Auditor's Conclusion

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

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND FINDINGS AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2020 TO DECEMBER 31, 2021

Finding No. 2 - Turnback Allocation Deposited Into The General Fund - Recurring

We cited the municipality for depositing its Turnback allocation into the General Fund in our prior two reports with the most recent being for the period January 1, 2019 to December 31, 2019. Our current examination disclosed that the municipality's 2020 Turnback allocation of \$5,600.00 was deposited into its General Fund March 2, 2020. This is in noncompliance with the Liquid Fuels Tax Municipal Allocation Law. The municipality transferred \$5,600.00 from its General Fund to its Liquid Fuels Tax Fund on July 23, 2020.

This turnback allocation was made to the municipality in accordance with the *Vehicle Code*, 75 Pa. C.S.A. § 9511(4), which requires that "Annual maintenance payments . . . shall be deposited into the municipality's liquid fuels tax account. . . ."

If the turnback allocation was deposited into the Liquid Fuels Tax Fund, money may have been available for investment purposes, potentially earning interest income which could have been used for road maintenance and repairs. In addition, the risk that Liquid Fuels Tax Fund money may be used for unauthorized purposes increases when liquid fuels money is commingled with other funds.

This condition occurred because the municipality did not have the correct account number on file with the Department of Transportation.

We noted that the municipality's 2021 Turnback allocation was deposited directly into its Liquid Fuels Tax Fund.

Recommendation

We recommend that, in the future, the municipality continues to deposit all Turnback allocations promptly into the Liquid Fuels Tax Fund.

Management's Response

The municipal officials stated:

We have updated the PEPP form and do not believe this will be an issue moving forward. The funds were deposited correctly in 2022.

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND FINDINGS AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2020 TO DECEMBER 31, 2021

Finding No. 2 - Turnback Allocation Deposited Into The General Fund - Recurring (Continued)

Auditor's Conclusion

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

BOROUGH OF WAYNESBORO FRANKLIN COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE PERIOD JANUARY 1, 2020 TO DECEMBER 31, 2021

An exit conference was held August 3, 2022. Those participating were:

BOROUGH OF WAYNESBORO

Ms. Melinda Knott, Office Manager/Secretary

Mr. Jason Stains, Borough Manager/Treasurer

DEPARTMENT OF THE AUDITOR GENERAL

Mr. Ryan W. Shrauder, Audit Supervisor

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

Borough of Waynesboro

Franklin County 55 East Main Street Waynesboro, PA 17268

The Honorable C. Harold Mumma

President of Council

Ms. Melinda Knott

Office Manager/Secretary

Mr. Jason Stains

Borough Manager/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.