ATTESTATION ENGAGEMENT

Township of Whitemarsh Montgomery County, Pennsylvania 46-224 Liquid Fuels Tax Fund For the Period January 1, 2019 to December 31, 2021

May 2023



Commonwealth of Pennsylvania Department of the Auditor General

Timothy L. DeFoor • Auditor General



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

Michael Carroll Acting 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 Whitemarsh, Montgomery County, for the period January 1, 2019 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.

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

As discussed in the Finding And Recommendations section of this report, we recommended that the township reimburse \$667,153.90 to its Liquid Fuels Tax Fund for failure to timely submit Final Completion Reports, a duplicate payment of an invoice, and paving done subsequent to October 31.

Independent Auditor's Report (Continued)

In our opinion, except for the matters discussed in the previous 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 Whitemarsh, Montgomery County, for the period January 1, 2019 to December 31, 2021, in accordance with the criteria described in the Background section of this report and the Department of Transportation 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.

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 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. 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.

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 Whitemarsh, Montgomery County's compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of amounts on the Forms MS-965. However, providing an opinion on compliance with those provisions was not an objective of our engagement, and accordingly, we do not express such an opinion. The results of our tests disclosed the following instances of noncompliance that are required to be reported under *Government Auditing Standards*:

• Failure To Timely Submit Final Completion Reports/Duplicate Payment Of Invoice/Paving Done Subsequent To October 31.

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 Whitemarsh, Montgomery 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 19, 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:

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.

TOWNSHIP OF WHITEMARSH MONTGOMERY COUNTY LIQUID FUELS TAX FUND 2019 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	 Reported	Adju	stments	 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	-		-	-
Maintenance and repair of				
roads and bridges	-		-	-
Highway construction and				
rebuilding projects	540,000.00		-	540,000.00
Miscellaneous	 		-	
Total (To Section 2, Line 5)	\$ 540,000.00	\$	_	\$ 540,000.00

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

Fund Balance	Reported	Adjustments	Adjusted Amount
1. Balance, January 1, 2019	\$ 1,089,029.42	\$ -	\$ 1,089,029.42
Receipts:			
2. State allocation	545,126.78	-	545,126.78
2a. Turnback allocation	1,600.00	-	1,600.00
2b. Interest on investments	21,641.94	-	21,641.94
2c. Miscellaneous			
3. Total receipts	568,368.72		568,368.72
4. Total funds available	1,657,398.14		1,657,398.14
5. Expenditures (Section 1)	540,000.00		540,000.00
6. Balance, December 31, 2019	\$ 1,117,398.14	\$ -	\$ 1,117,398.14

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

Equipment Balance	 Reported	Adjus	stments	 Adjusted Amount
1. Prior year equipment balance	\$ 639,274.21	\$	-	\$ 639,274.21
 Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2) 	109,345.36		-	109,345.36
3. PENNDOT approved adjustments	 		-	
4. Total funds available for equipment acquisition	748,619.57		-	748,619.57
5. Less: Major equipment expenditures	 			
6. Remainder	 748,619.57		_	 748,619.57
 Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero) 	\$ 748,619.57	\$	_	\$ 748,619.57

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

Expenditure Summary	 Reported	Adjı	astments	 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	-		-	-
Maintenance and repair of				
roads and bridges	-		-	-
Highway construction and				
rebuilding projects	550,000.00		-	550,000.00
Miscellaneous	_		-	
Total (To Section 2, Line 5)	\$ 550,000.00	\$		\$ 550,000.00

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

Fund Balance	Reported	Adjustments	Adjusted Amount
1. Balance, January 1, 2020	\$ 1,117,398.14	\$-	\$ 1,117,398.14
Receipts:			
2. State allocation	530,552.13	-	530,552.13
2a. Turnback allocation	1,600.00	-	1,600.00
2b. Interest on investments	4,212.35	-	4,212.35
2c. Miscellaneous			
3. Total receipts	536,364.48		536,364.48
4. Total funds available	1,653,762.62		1,653,762.62
5. Expenditures (Section 1)	550,000.00		550,000.00
6. Balance, December 31, 2020	\$ 1,103,762.62	\$	\$ 1,103,762.62

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

Equipment Balance	Reported	Adjustments	Adjusted Amount
1. Prior year equipment balance	\$ 748,619.57	\$-	\$ 748,619.57
 Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2) 	106,430.43	-	106,430.43
3. PENNDOT approved adjustments			<u>-</u>
4. Total funds available for equipment acquisition	855,050.00	-	855,050.00
5. Less: Major equipment expenditures			
6. Remainder	855,050.00		855,050.00
 Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero) 	\$ 855,050.00	<u>\$ </u>	<u>\$ 855,050.00</u>

TOWNSHIP OF WHITEMARSH MONTGOMERY COUNTY LIQUID FUELS TAX FUND 2021 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	 Reported	Adju	stments	 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	-		-	-
Maintenance and repair of				
roads and bridges	-		-	-
Highway construction and				
rebuilding projects	667,153.90		-	667,153.90
Miscellaneous	 -		-	 -
Total (To Section 2, Line 5)	\$ 667,153.90	\$		\$ 667,153.90

TOWNSHIP OF WHITEMARSH MONTGOMERY COUNTY LIQUID FUELS TAX FUND 2021 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported	Adjustments	Adjusted Amount
1. Balance, January 1, 2021	\$ 1,103,762.62	\$ -	\$ 1,103,762.62
Receipts:			
2. State allocation	492,569.39	-	492,569.39
2a. Turnback allocation	1,600.00	-	1,600.00
2b. Interest on investments	477.59	-	477.59
2c. Miscellaneous			
3. Total receipts	494,646.98		494,646.98
4. Total funds available	1,598,409.60		1,598,409.60
5. Expenditures (Section 1)	667,153.90		667,153.90
6. Balance, December 31, 2021	\$ 931,255.70	\$	\$ 931,255.70

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

Equipment Balance	Reported	Adjustments	Adjusted Amount
1. Prior year equipment balance	\$ 855,050.00	\$ -	\$ 855,050.00
 Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2) 	98,833.88	-	98,833.88
3. PENNDOT approved adjustments			
4. Total funds available for equipment acquisition	953,883.88	-	953,883.88
5. Less: Major equipment expenditures			
6. Remainder	953,883.88		953,883.88
 Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero) 	\$ 931,255.70	<u>\$ </u>	<u>\$ 931,255.70</u>

TOWNSHIP OF WHITEMARSH MONTGOMERY COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2021

<u>Finding - Failure To Timely Submit Final Completion Reports/Duplicate Payment Of</u> <u>Invoice/Paying Done Subsequent To October 31</u>

Our examination disclosed that during 2021 the municipality expended \$400,000.00 for project No. 20-46224-001 and \$267,153.90 for project No. 21-46224-001. Final payments for these projects were made on June 16, 2021, and December 29, 2021, respectively, but Final Completion Report Forms MS-999 were not filed with the Department of Transportation as of the exit conference date of this examination of October 5, 2022.

The Department of Transportation's *Publication 9* outlines the policies and procedures for the administration of the Liquid Fuels Tax Fund. *Publication 9*, Chapter Two, Section 2.8, states, in relevant part:

9. Upon completion of the project, local officials shall complete Form MS-999, Project Completion Report, and submit this form to the Municipal Services Representatives...The MS-999 must reflect actual quantities used and the total cost of the project. It shall also indicate the distribution of costs to the approved funding sources for the project.

Because the municipality failed to file Final Completion Reports, we were unable to determine if the projects were completed to the satisfaction of the Department of Transportation. Additionally, we were unable to determine if the municipality expended the approved amount of Liquid Fuels Tax Fund money on the projects.

Our examination also disclosed that the municipality paid invoice No. 4 from project No. 20-46224-001 in the amount of \$16,938.31 twice with check No. 22071 on May 19, 2021, and with check No. 22112 on June 4, 2021.

Although the duplicate payment should be reimbursed to the Liquid Fuels Tax Fund, the primary concern is the inadequate internal controls that enabled the duplicate payment of \$16,938.31 to remain undetected.

Good internal controls ensure that all invoices are reviewed timely to avoid duplicate payments. The failure to follow this procedure increases the possibility that duplicate payments can be made on vendor invoices and go undetected for long periods of time.

TOWNSHIP OF WHITEMARSH MONTGOMERY COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2021

<u>Finding - Failure To Timely Submit Final Completion Reports/Duplicate Payment Of</u> <u>Invoice/Paving Done Subsequent To October 31 (Continued)</u>

Our examination further disclosed that the township expended \$29,050.50 on project No. 20-46224-001 for paving done on December 10, 2021. The Department of Transportation's *Publication 408*, Section 413.3(a), does not permit the placement of asphalt paving mixtures outside of April 1 to October 31 unless permission is granted in writing by the District Engineer. The township did not obtain permission from the District Engineer to extend the paving season.

The finance director stated that the failure to timely submit final completion reports occurred because the engineering firm representing the municipality did not file the appropriate paperwork with the Department of Transportation. The finance director also stated they did not have the proper internal controls to prevent duplicate payments of invoices. The finance director also stated the engineering firm hired for the paving project proceeded with the work subsequent to the November 1 deadline without obtaining approval from the Department of Transportation.

The failure to comply with the Department of Transportation's *Publication 9* could result in the township having to repay \$667,153.90 to its Liquid Fuels Tax Fund.

Recommendations

We recommend that the municipality reimburse \$667,153.90 to its Liquid Fuels Tax Fund upon official notification by the Department of Transportation.

Additionally, we recommend that the municipality submit completed Forms MS-999 to the Department of Transportation for each project. We further recommend that in the future, the municipality complies with the Department of Transportation's *Publication 9* by submitting a Final Completion Report Form MS-999 for completed projects in a timely manner.

We further recommend that the municipality establish and implement internal controls to ensure vendor invoices are reviewed timely to avoid duplicate payments. Additionally, we recommend that the municipal officials contact the vendor as soon as possible to obtain reimbursement for the duplicate payment of \$16,938.31.

Lastly, we recommend that the municipality complies with the Department of Transportation's regulations regarding weather limitations for paving described in *Publication 408* as cited above.

TOWNSHIP OF WHITEMARSH MONTGOMERY COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2021

<u>Finding - Failure To Timely Submit Final Completion Reports/Duplicate Payment Of</u> <u>Invoice/Paying Done Subsequent To October 31 (Continued)</u>

Management's Response

The finance director stated:

The engineering firm that handles the road program didn't follow liquid fuels policy. Things have been discussed and this will not happen in the future. Invoice was submitted twice and accounts payable paid the invoice. The next invoice was corrected and paid properly. PennDOT didn't give permission to pave after November 1, but our engineering company proceeded to finish the job after that date.

Auditor's Conclusion

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

TOWNSHIP OF WHITEMARSH MONTGOMERY COUNTY LIQUID FUELS TAX FUND SUMMARY OF EXIT CONFERENCE FOR THE PERIOD JANUARY 1, 2019 TO DECEMBER 31, 2021

An exit conference was held October 5, 2022. Those participating were:

TOWNSHIP OF WHITEMARSH

Mr. Kevin Barron, Finance Director

DEPARTMENT OF THE AUDITOR GENERAL

Mr. Vince Gillen, Auditor

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

This report was initially distributed to:

Michael Carroll

Acting Secretary Department of Transportation

Township of Whitemarsh

Montgomery County 616 Germantown Pike Lafayette Hill, PA 19444

The Honorable Fran McCusker

Chairman of the Board of Supervisors

Mr. Kevin Barron Finance Director

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>.