ATTESTATION ENGAGEMENT

Borough of White Oak

Allegheny County, Pennsylvania 02-477

Liquid Fuels Tax Fund
For the Period
January 1, 2022 to December 31, 2023

June 2025



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 Michael Carroll 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 White Oak, Allegheny County, for the period January 1, 2022 to December 31, 2023. 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 ethical requirements relating to the engagement.

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 White Oak, Allegheny County, for the period January 1, 2022 to December 31, 2023, 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; 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 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 would not necessarily identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our engagement we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

As part of obtaining reasonable assurance about whether the Forms MS-965 are free from material misstatement, we performed tests of the Borough of White Oak, Allegheny 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 is required to be reported under *Government Auditing Standards*:

• Late Receipt Of Allocations And 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 White Oak, Allegheny 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

Timothy L. Detoor

April 23, 2025

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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:

2020	2021	2022	2023
\$11,300.00	\$11,500.00	\$11,800.00	\$12,200.00

• 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:

2020	2021	2022	2023
\$11,300.00	\$11,500.00	\$11,800.00	\$12,200.00

• 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 Forms 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 WHITE OAK ALLEGHENY COUNTY LIQUID FUELS TAX FUND 2022 FORM MS-965 – SECTION 1 WITH ADJUSTMENTS

Expenditure Summary	Reported		Reported Adjustments		Adjusted Amount	
Minor equipment purchases	\$	-	\$	-	\$	-
Computer/Computer related training		-		-		-
Major equipment purchases		-		-		-
Agility projects		-		-		-
Cleaning streets and gutters		-		-		_
Winter maintenance services		120,667.03		-		120,667.03
Traffic control devices		9,016.66		-		9,016.66
Street lighting		99,080.71		-		99,080.71
Storm sewers and drains		_		-		-
Repairs of tools and machinery		-		-		-
Maintenance and repair of						
roads and bridges		_		-		-
Highway construction and						
rebuilding projects		_		-		-
Miscellaneous						
Total (To Section 2, Line 5)	\$ 2	228,764.40	\$		\$	228,764.40

BOROUGH OF WHITE OAK ALLEGHENY COUNTY LIQUID FUELS TAX FUND 2022 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported Adjustments		Adjusted Amount		
1. Balance, January 1, 2022	\$ 148,901.36	\$ -	\$ 148,901.36		
Receipts: 2. State allocation 2a. Turnback allocation 2b. Interest on investments 2c. Miscellaneous	241,057.17 - 15.88	- - -	241,057.17 - 15.88		
3. Total receipts	241,073.05		241,073.05		
4. Total funds available	389,974.41		389,974.41		
5. Expenditures (Section 1)	228,764.40		228,764.40		
6. Balance, December 31, 2022	\$ 161,210.01	\$ -	\$ 161,210.01		

BOROUGH OF WHITE OAK ALLEGHENY COUNTY LIQUID FUELS TAX FUND 2022 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Equipment Balance	Reported		Reported Adju		Adjus	djustments		Adjusted Amount
1. Prior year equipment balance	\$	89,839.40	\$	-	\$	89,839.40		
2. Add: Current year equipment allocation (20% of Lines 2 + 2a, Section 2)		48,211.43		-		48,211.43		
3. PENNDOT approved adjustments								
4. Total funds available for equipment acquisition		138,050.83		-		138,050.83		
5. Less: Major equipment expenditures						<u>-</u>		
6. Remainder		138,050.83				138,050.83		
7. Equipment balance available for subsequent year (Lesser of Line 6 or Section 2 balance, but not less than zero)	\$	138,050.83	\$		\$	138,050.83		
out not less than zero)	<u> </u>	130,030.03	Φ		Ψ	130,030.03		

BOROUGH OF WHITE OAK ALLEGHENY COUNTY LIQUID FUELS TAX FUND 2023 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		75,559.15		-		75,559.15
Traffic control devices		3,250.81		-		3,250.81
Street lighting	1	112,101.20		-		112,101.20
Storm sewers and drains		-		-		-
Repairs of tools and machinery		-		-		-
Maintenance and repair of						
roads and bridges		-		-		-
Highway construction and						
rebuilding projects		-		-		-
Miscellaneous						
Total (To Section 2, Line 5)	\$ 1	190,911.16	\$		\$	190,911.16

BOROUGH OF WHITE OAK ALLEGHENY COUNTY LIQUID FUELS TAX FUND 2023 FORM MS-965 – SECTION 2 WITH ADJUSTMENTS

Fund Balance	Reported Adjustments		Adjusted Amount		
1. Balance, January 1, 2023	\$ 161,210.01	\$ -	\$ 161,210.01		
Receipts: 2. State allocation	246,496.06	-	246,496.06		
2a. Turnback allocation2b. Interest on investments	16.09	-	16.09		
2c. Miscellaneous	152,039.94	·	152,039.94		
3. Total receipts4. Total funds available	398,552.09 559,762.10		398,552.09 559,762.10		
5. Expenditures (Section 1)	190,911.16	- -	190,911.16		
6. Balance, December 31, 2023	\$ 368,850.94	\$ -	\$ 368,850.94		

BOROUGH OF WHITE OAK ALLEGHENY COUNTY LIQUID FUELS TAX FUND 2023 FORM MS-965 – SECTION 3 WITH ADJUSTMENTS

Reported		Reported		Reported		Reported		Reported		Reported		Reported		Reported		Reported		Reported		Reported		Reported		Reported		Reported		Reported		Reported		Reported		ported Adjustments			Adjusted Amount
\$	138,050.83	\$	-	\$	138,050.83																																
	49,299.21		-		49,299.21																																
					<u>-</u>																																
	187,350.04		-		187,350.04																																
					-																																
	187,350.04				187,350.04																																
\$	187.350.04	\$	_	\$	187,350.04																																
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BOROUGH OF WHITE OAK ALLEGHENY COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2022 TO DECEMBER 31, 2023

<u>Finding - Late Receipt Of Allocations And Allocation Deposited Into The Geneal Fund - Recurring</u>

In our prior report we noted that the municipality received its Liquid Fuels Tax Fund allocations late and deposited an allocation into the General Fund. Our current examination disclosed that the 2022 and 2023 Liquid Fuels Tax Fund allocations of \$241,057.17 and \$246,496.06, 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 May 25, 2022, and August 2, 2023, 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.

This condition occurred because the municipality failed to file their 2022 Form MS-965 until April 29, 2022, and their 2023 Form MS-965 until April 10, 2023,

Because of the late receipt of allocations, the municipality did not have use of the 2022 allocation for more than two months and the 2023 allocation for five 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.

BOROUGH OF WHITE OAK ALLEGHENY COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2022 TO DECEMBER 31, 2023

<u>Finding - Late Receipt Of Allocations And Allocation Deposited Into The Geneal Fund - Recurring (Continued)</u>

We also noted that the 2024 allocation, for the period subsequent to our audit period, was not received timely because the Form MS-965 was not filed until June 12, 2024.

Additionally, our current examination disclosed that the municipality deposited its 2023 Liquid Fuels Tax Fund allocation of \$246,496.06 into the General Fund on May 4, 2023, which is in noncompliance with the Liquid Fuels Tax Municipal Allocation Law.

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

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

The borough manager stated that the 2023 allocation was deposited into the General Fund due to a clerical error.

The risk that Liquid Fuels Tax Fund money may be used for unauthorized purposes increases when liquid fuels money is commingled with other funds.

On August 2, 2023, the municipality reimbursed \$246,496.06 to the Liquid Fuels Tax Fund.

Recommendations

We again recommend that the municipality 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.

We further recommend that the municipality deposit all liquid fuels tax money promptly into the Liquid Fuels Tax Fund.

BOROUGH OF WHITE OAK ALLEGHENY COUNTY LIQUID FUELS TAX FUND FINDING AND RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2022 TO DECEMBER 31, 2023

<u>Finding - Late Receipt Of Allocations And Allocation Deposited Into The Geneal Fund - Recurring (Continued)</u>

Management's Response

The borough manager stated:

Late receipt of allocations is due to late filing of the annual report by the January 31 deadline because staff limitations makes for a challenging time to meet the filing deadline.

The allocation was inadvertently deposited into the General Fund rather than the Liquid Fuels. This was a clerical mistake in processing of the deposit. Once noticed it was corrected immediately. Applied some additional staff training to prevent this in the future.

Auditor's Conclusion

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

BOROUGH OF WHITE OAK ALLEGHENY COUNTY LIQUID FUELS TAX FUND SUMMARY OF PRIOR EXAMINATION RECOMMENDATIONS FOR THE PERIOD JANUARY 1, 2022 TO DECEMBER 31, 2023

Summary Of Prior Examination Recommendations

In our prior report, we recommended that the Department of Transportation review our examination findings to determine if the municipality should reimburse \$152,039.94 to its Liquid Fuels Tax Fund. This amount consists of \$143,906.36 for reimbursement of Liquid Fuels Tax Fund expenditures that were erroneously deposited into the Capitol Projects account and \$8,133.58 for retroactive expenditures.

During our current examination, we reviewed a letter dated May 16, 2023, from the Department of Transportation directing the municipality to reimburse \$152,039.94 to its Liquid Fuels Tax Fund. We noted that the municipality reimbursed this total amount to its Liquid Fuels Tax Fund with two deposits in December 2023.

In our prior report, we also recommended that the municipality:

- Comply with the Department of Transportation's *Publication 9* to ensure that Liquid Fuels Tax Fund allocations are received during the first week in March.
- Ensure all liquid fuels allocations are deposited promptly into the Liquid Fuels Tax Fund account.
- Comply with the Department of Transportation's *Publication 9* to ensure that Liquid Fuels Tax Fund money is not used for retroactive expenditures.

During our current examination, we determined that the municipality complied with the third bulleted recommendation above. We also determined that the municipality failed to comply with the first two bulleted recommendations above (see Finding).

BOROUGH OF WHITE OAK ALLEGHENY COUNTY LIQUID FUELS TAX FUND SUMMARY OF ONSITE CLOSEOUT MEETING FOR THE PERIOD JANUARY 1, 2022 TO DECEMBER 31, 2023

An onsite closeout meeting was held February 20, 2025. Those participating were:

BOROUGH OF WHITE OAK

Mr. John Palyo, Borough Manager

DEPARTMENT OF THE AUDITOR GENERAL

Ms. Lizann Tokarski, Auditor

This report was initially distributed to:

The Honorable Michael Carroll

Secretary Department of Transportation

Borough of White Oak

Allegheny County 2280 Lincoln Way White Oak, PA 15131

The Honorable Charles Davis

President of Council

The Honorable Joelle Harbert

Vice-President of Council

Mr. John Palyo

Borough Manager

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.