



# MICHIGAN

OFFICE OF THE AUDITOR GENERAL

## AUDIT REPORT



THOMAS H. MCTAVISH, C.P.A.  
AUDITOR GENERAL

The auditor general shall conduct post audits of financial transactions and accounts of the state and of all branches, departments, offices, boards, commissions, agencies, authorities and institutions of the state established by this constitution or by law, and performance post audits thereof.

– Article IV, Section 53 of the Michigan Constitution

Audit report information can be accessed at:

*<http://audgen.michigan.gov>*



Michigan  
Office of the Auditor General  
**REPORT SUMMARY**

*Financial Audit*

Report Number:  
271-0265-12

*Emergency 9-1-1 Fund*

*Michigan Department of State Police and  
Department of Treasury*

*October 1, 2009 through September 30, 2011*

Released:  
August 2012

*A financial audit determines if the financial schedules are fairly presented; considers internal control over financial reporting; and determines compliance with requirements material to the financial schedules. This financial audit of the Emergency 9-1-1 Fund was required by Act 32, P.A. 1986, as amended.*

**Financial Schedules:**

**Auditor's Report Issued**

We issued an unqualified opinion on the Emergency 9-1-1 Fund's financial schedules.

~ ~ ~ ~ ~

**Internal Control Over Financial Reporting**

We did not report any findings related to internal control over financial reporting.

~ ~ ~ ~ ~

**Noncompliance and Other Matters  
Material to the Financial Schedules**

We did not identify any instances of noncompliance or other matters applicable to the financial schedules that are required to be reported under *Government Auditing Standards*.

~ ~ ~ ~ ~

**Background:**

The Fund was created in 1999 to provide funding to implement Act 32, P.A. 1986, as amended, known as the Emergency 9-1-1 Service Enabling Act, and to implement the Federal Communications Commission's (FCC's) wireless emergency service order. The wireless emergency service order provides for enhanced 9-1-1 service to identify the location and telephone number of a mobile telephone caller. All Michigan counties have been in compliance with the FCC's wireless emergency service order since May 2008. The Act was subsequently amended to provide for the ongoing costs of operating, maintaining, and upgrading Michigan's 9-1-1 system. These costs are supported by 9-1-1 service charges collected by service suppliers from service users and remitted to the Emergency 9-1-1 Fund and directly to counties.

~ ~ ~ ~ ~

A copy of the full report can be  
obtained by calling 517.334.8050  
or by visiting our Web site at:  
<http://audgen.michigan.gov>



Michigan Office of the Auditor General  
201 N. Washington Square  
Lansing, Michigan 48913

**Thomas H. McTavish, C.P.A.**  
Auditor General

**Scott M. Strong, C.P.A., C.I.A.**  
Deputy Auditor General



STATE OF MICHIGAN  
OFFICE OF THE AUDITOR GENERAL  
201 N. WASHINGTON SQUARE  
LANSING, MICHIGAN 48913  
(517) 334-8050  
FAX (517) 334-8079

THOMAS H. MCTAVISH, C.P.A.  
AUDITOR GENERAL

August 28, 2012

Sheriff Dale R. Gribler, Chair  
Emergency 9-1-1 Service Committee  
and  
Colonel Kriste Kibbey Etue, Director  
Michigan Department of State Police  
333 South Grand Avenue  
Lansing, Michigan

Mr. Andy Dillon, State Treasurer  
Richard H. Austin Building  
Lansing, Michigan

Dear Sheriff Gribler, Colonel Etue, and Mr. Dillon:

This is our report on the financial audit of the Emergency 9-1-1 Fund, Michigan Department of State Police and Department of Treasury, for the period October 1, 2009 through September 30, 2011. This financial audit was required by Act 32, P.A. 1986, as amended.

This report contains our report summary, our independent auditor's report on the financial schedules, and the Emergency 9-1-1 Fund's financial schedules. This report also contains our independent auditor's report on internal control over financial reporting and on compliance and other matters and a glossary of acronyms and terms.

We appreciate the courtesy and cooperation extended to us during this audit.

Sincerely,

  
Thomas H. McTavish, C.P.A.  
Auditor General



## TABLE OF CONTENTS

### EMERGENCY 9-1-1 FUND

### MICHIGAN DEPARTMENT OF STATE POLICE AND DEPARTMENT OF TREASURY

	<u>Page</u>
INTRODUCTION	
Report Summary	1
Report Letter	3
INDEPENDENT AUDITOR'S REPORT AND FINANCIAL SCHEDULES	
Independent Auditor's Report on the Financial Schedules	8
Emergency 9-1-1 Fund's Financial Schedules	
Schedule of Revenues	10
Schedule of Sources and Disposition of Authorizations	11
Notes to the Financial Schedules	12
INDEPENDENT AUDITOR'S REPORT ON INTERNAL CONTROL AND COMPLIANCE	
Independent Auditor's Report on Internal Control Over Financial Reporting and on Compliance and Other Matters	18
GLOSSARY	
Glossary of Acronyms and Terms	21



INDEPENDENT AUDITOR'S REPORT AND  
FINANCIAL SCHEDULES



STATE OF MICHIGAN  
OFFICE OF THE AUDITOR GENERAL  
201 N. WASHINGTON SQUARE  
LANSING, MICHIGAN 48913  
(517) 334-8050  
FAX (517) 334-8079

THOMAS H. MCTAVISH, C.P.A.  
AUDITOR GENERAL

## Independent Auditor's Report on the Financial Schedules

Sheriff Dale R. Gribler, Chair  
Emergency 9-1-1 Service Committee  
and  
Colonel Kriste Kibbey Etue, Director  
Michigan Department of State Police  
333 South Grand Avenue  
Lansing, Michigan

Mr. Andy Dillon, State Treasurer  
Richard H. Austin Building  
Lansing, Michigan

Dear Sheriff Gribler, Colonel Etue, and Mr. Dillon:

We have audited the accompanying financial schedules of the Emergency 9-1-1 Fund, Michigan Department of State Police and Department of Treasury, for the fiscal years ended September 30, 2011 and September 30, 2010, as identified in the table of contents. These financial schedules are the responsibility of the Fund's management and the Departments' management. Our responsibility is to express an opinion on these financial schedules based on our audit.

We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial schedules are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial schedules. An audit also includes assessing the accounting principles used and the significant estimates made by management, as well as evaluating the overall financial schedule presentation. We believe that our audit provides a reasonable basis for our opinion.

As described in Note 1, the financial schedules present only the revenues and the sources and disposition of authorizations for the Emergency 9-1-1 Fund's accounts, presented using the current financial resources measurement focus and the modified accrual basis of accounting. Accordingly, these financial schedules do not purport to, and do not, constitute a complete financial presentation of either the Fund or the State's General Fund in conformity with accounting principles generally accepted in the United States of America.

In our opinion, the financial schedules referred to in the first paragraph present fairly, in all material respects, the revenues and the sources and disposition of authorizations of the Emergency 9-1-1 Fund for the fiscal years ended September 30, 2011 and September 30, 2010 on the basis of accounting described in Note 1.

In accordance with *Government Auditing Standards*, we have also issued our report dated August 6, 2012 on our consideration of the Fund's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing and not to provide an opinion on the internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* and should be considered in assessing the results of our audit.

Sincerely,

  
Thomas H. McTavish, C.P.A.  
Auditor General  
August 6, 2012

EMERGENCY 9-1-1 FUND  
Michigan Department of State Police and Department of Treasury  
Schedule of Revenues  
Fiscal Years Ended September 30

	2011	2010
REVENUES		
Tax revenue (Note 2):		
9-1-1 service charge	\$ 28,058,338	\$ 27,697,093
Miscellaneous revenues:		
Common cash earnings - Nonoperating	46,105	75,541
Refund of prior year expenditure	45,966	22,069
Total revenues	\$ 28,150,409	\$ 27,794,703

The accompanying notes are an integral part of the financial schedules.

EMERGENCY 9-1-1 FUND  
Michigan Department of State Police and Department of Treasury  
Schedule of Sources and Disposition of Authorizations  
Fiscal Years Ended September 30

	<u>2011</u>	<u>2010</u>
<b>SOURCES OF AUTHORIZATIONS (Note 3)</b>		
Balances carried forward	\$ 20,209,862	\$ 24,122,525
Restricted financing sources	<u>28,150,409</u>	<u>27,794,703</u>
 Total	 <u><u>\$ 48,360,271</u></u>	 <u><u>\$ 51,917,228</u></u>
 <b>DISPOSITION OF AUTHORIZATIONS (Note 3)</b>		
Expenditures:		
Local exchange providers and communications system	\$ 9,730,057	\$ 6,031,407
Counties - Equal distributions	9,262,977	9,145,957
Counties - Per capita distributions	13,894,553	13,719,020
Public safety answering points - Training	1,695,949	1,676,467
State police administration operations	514,265	392,796
State police administration of the 9-1-1 office and feasibility study	515,597	741,720
Total expenditures	<u>\$ 35,613,398</u>	<u>\$ 31,707,366</u>
Balances carried forward:		
Restricted revenues - Authorized		
Local exchange providers and communications system	\$ 9,365,237	\$ 16,889,472
Public safety answering points - Training	1,705,818	1,692,052
Restricted revenues - Not authorized or used		
State police administration operations	891,928	877,226
State police administration of the 9-1-1 office and feasibility study	783,890	751,112
Total balances carried forward	<u>\$ 12,746,873</u>	<u>\$ 20,209,862</u>
 Total	 <u><u>\$ 48,360,271</u></u>	 <u><u>\$ 51,917,228</u></u>

The accompanying notes are an integral part of the financial schedules.

## Notes to the Financial Schedules

### Note 1 Significant Accounting Policies

#### a. Reporting Entity

The accompanying financial schedules report the results of the financial transactions of the Emergency 9-1-1 Fund, administered by the Michigan Department of State Police (MSP) and the Department of Treasury, for the fiscal years ended September 30, 2011 and September 30, 2010. The financial transactions of the Fund are accounted for as a restricted subfund within the State's General Fund and are reported on in the *State of Michigan Comprehensive Annual Financial Report (SOMCAFR)*.

The notes accompanying these financial schedules relate directly to the Emergency 9-1-1 Fund. The *SOMCAFR* provides more extensive disclosures regarding the State's significant accounting policies; budgeting, budgetary control, and legal compliance; pension benefits; and other postemployment benefits.

The Fund was created in 1999 to provide funding to implement Act 32, P.A. 1986, as amended, known as the Emergency 9-1-1 Service Enabling Act, and to implement the Federal Communications Commission's (FCC's) wireless emergency service order. The wireless emergency service order provides for enhanced 9-1-1 service to identify the location and telephone number of a mobile telephone caller. All Michigan counties have been in compliance with the FCC's wireless emergency service order since May 2008. The Act was subsequently amended to provide for the ongoing costs of operating, maintaining, and upgrading Michigan's 9-1-1 system\*.

The Act requires 9-1-1 service charges to be collected by service suppliers\* from service users\* and remitted to the Emergency 9-1-1 Fund. The Act was revised in fiscal year 2007-08 to expand the 9-1-1 service charges to service users of all communication devices, which generally include local telephone, cellular telephone, wireless communication, and

\* See glossary at end of report for definition.

interconnected voice over Internet devices that can access emergency services by dialing 9-1-1.

The Act established the Emergency 9-1-1 Service Committee within MSP to provide oversight, including developing Statewide standards, determining county and public safety answering point\* (PSAP) eligibility for funding, notifying service suppliers of 9-1-1 service charges, recommending changes in 9-1-1 service charges and distribution percentages, and collecting and reporting data to the Legislature. The Department of Treasury collects the 9-1-1 service charges and expends the funds as required in the Act.

b. Measurement Focus, Basis of Accounting, and Presentation

The financial schedules contained in this report are presented using the current financial resources measurement focus and the modified accrual basis of accounting, as provided by accounting principles generally accepted in the United States of America. Under the modified accrual basis of accounting, revenues are recognized as they become susceptible to accrual, generally when they are both measurable and available. Revenues are considered to be available when they are collected within the current period or soon enough thereafter to pay liabilities of the current period. Expenditures generally are recorded when a liability is incurred; however, certain expenditures related to long-term obligations are recorded only when payment is due and payable.

The accompanying financial schedules present only the revenues and the sources and disposition of authorizations for the Emergency 9-1-1 Fund's accounts. Accordingly, these financial schedules do not purport to, and do not, constitute a complete financial presentation of either the Fund or the State's General Fund in conformity with accounting principles generally accepted in the United States of America.

Note 2 Schedule of Revenues

Act 32, P.A. 1986, as amended, provides for a \$0.19 monthly 9-1-1 service charge on all communication devices, including local telephone, contractual

\* See glossary at end of report for definition.

and prepaid cellular telephones, wireless communication, and interconnected voice over Internet devices. The monthly 9-1-1 service charges are collected from service users by service suppliers and remitted to the Emergency 9-1-1 Fund. In addition, the Act allows counties to assess a county 9-1-1 service charge collected by the service suppliers and paid directly to the counties, except for prepaid cellular telephone customers, whose weighted county 9-1-1 service charge is paid to the Emergency 9-1-1 Fund. The 9-1-1 service charges remitted to the Emergency 9-1-1 Fund are distributed to the entities identified in Note 3c.

Note 3 Schedule of Sources and Disposition of Authorizations

The various elements of the schedule of sources and disposition of authorizations are defined as follows:

- a. Balances carried forward: Authorizations for restricted revenues - authorized and restricted revenues - not authorized or used that were not spent as of the end of the prior fiscal year. These authorizations are available for expenditure in the current fiscal year for the purpose of the carry-forward without additional legislative authorization, except for the restricted revenues - not authorized or used.
- b. Restricted financing sources: Collections of restricted revenues used to finance programs as detailed in Act 32, P.A. 1986, as amended. In general, these financing sources are authorized for expenditure up to the amount of revenue recorded. Any amounts not expended at year-end are carried forward to the next fiscal year as restricted revenues - authorized and restricted revenues - not authorized or used.
- c. Expenditures: Act 32, P.A. 1986, as amended, provides for the revenue collected in the Emergency 9-1-1 Fund to be distributed to local exchange providers\* (LEPs) (7.75%), MSP for the Michigan Public Safety Communications System (up to \$7.0 million in fiscal year 2010-11 and up to \$5.0 million in fiscal year 2009-10), MSP for an integrated 9-1-1 mapping system\* (up to \$1.7 million in fiscal year 2010-11), counties on an equal basis (40% of 82.5%), counties on a per capita basis (60% of

\* See glossary at end of report for definition.

82.5%), PSAPs (6.0%), MSP for a regional dispatch center (1.88%), and MSP for administration and the 9-1-1 coordinator (1.87%):

- (1) Local exchange providers and communications system: These expenditures include payments to LEPs for reimbursement of costs related to wireless emergency service. Also, these expenditures include \$7.0 million in fiscal year 2010-11 and \$5.0 million in fiscal year 2009-10, from balances carried forward from the Commercial Mobile Radio Service\* Emergency Telephone Fund, that was distributed to MSP to fund a portion of the cost for the Michigan Public Safety Communications System, as authorized in Act 206, P.A. 2010. In addition, these expenditures include \$1.7 million in fiscal year 2010-11, from balances carried forward, that was distributed to MSP to fund an integrated 9-1-1 mapping system in the State as authorized in Act 284, P.A. 2010.
- (2) Counties - Equal distributions: These expenditures are each county's share of the 9-1-1 service charges collected by the Department of Treasury and distributed on an equal basis to all counties that had a final 9-1-1 plan\* in place. The counties then distribute the funds to the PSAPs within their service district to operate Michigan's 9-1-1 system.
- (3) Counties - Per capita distributions: These expenditures are each county's share of the 9-1-1 service charges collected by the Department of Treasury and distributed based on the county populations to all counties that have a final 9-1-1 plan in place. The counties then distribute the funds to the PSAPs within their service district to operate Michigan's 9-1-1 system.
- (4) Public safety answering points - Training: These expenditures are payments to PSAPs for training personnel assigned to 9-1-1 centers. The submission of a request for funds and approval by the Emergency 9-1-1 Service Committee are required before funds can be distributed to the PSAPs.

\* See glossary at end of report for definition.

- (5) State police administration: These expenditures are costs incurred by MSP to administer the Act, maintain the office of the State 9-1-1 coordinator, operate a regional dispatch center, and contract a feasibility study for a next generation 9-1-1 system\*.
  
- d. Restricted revenues - authorized: Revenues that, by statute (Act 32, P.A. 1986, as amended), are restricted and authorized for use to a particular program or activity. Generally, these revenues may be expended upon receipt without additional legislative authorization.
  
- e. Restricted revenues - not authorized or used: Revenues that, by statute (Act 32, P.A. 1986, as amended), are restricted for use to a particular program or activity. Generally, the expenditure of the restricted revenues is subject to annual legislative appropriation.

Note 4 Subsequent Event

On June 26, 2012, Act 260, P.A. 2012, amended existing emergency 9-1-1 legislation:

- a. The Act will change how prepaid wireless telecommunication surcharges are collected, effective January 1, 2013. Under the new legislation, a surcharge of 1.92% per retail transaction will be collected by the seller at the time of the transaction. The seller may retain 2% of these collections prior to remitting them to the State. The legislative changes are not expected to significantly impact the amount of revenue collected.
  
- b. The Act extended the sunset of the emergency 9-1-1 legislation to December 31, 2021.

\* See glossary at end of report for definition.

INDEPENDENT AUDITOR'S REPORT ON  
INTERNAL CONTROL AND COMPLIANCE



STATE OF MICHIGAN  
OFFICE OF THE AUDITOR GENERAL  
201 N. WASHINGTON SQUARE  
LANSING, MICHIGAN 48913  
(517) 334-8050  
FAX (517) 334-8079

THOMAS H. MCTAVISH, C.P.A.  
AUDITOR GENERAL

## Independent Auditor's Report on Internal Control Over Financial Reporting and on Compliance and Other Matters

Sheriff Dale R. Gribler, Chair  
Emergency 9-1-1 Service Committee  
and  
Colonel Kriste Kibbey Etue, Director  
Michigan Department of State Police  
333 South Grand Avenue  
Lansing, Michigan

Mr. Andy Dillon, State Treasurer  
Richard H. Austin Building  
Lansing, Michigan

Dear Sheriff Gribler, Colonel Etue, and Mr. Dillon:

We have audited the financial schedules of the Emergency 9-1-1 Fund, Michigan Department of State Police and Department of Treasury, for the fiscal years ended September 30, 2011 and September 30, 2010, as identified in the table of contents, and have issued our report thereon dated August 6, 2012. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States.

### Internal Control Over Financial Reporting

Management of the Fund is responsible for establishing and maintaining effective internal control over financial reporting. In planning and performing our audit, we considered the Fund's internal control over financial reporting as a basis for designing our auditing procedures for the purpose of expressing our opinion on the financial schedules, but not for the purpose of expressing an opinion on the effectiveness of the Fund's internal control over financial reporting. Accordingly, we do not express an opinion on the effectiveness of the Fund's internal control over financial reporting.

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 entity's financial schedules will not be prevented, or detected and corrected, on a timely basis.

Our consideration of internal control over financial reporting was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control over financial reporting that might be deficiencies, significant deficiencies, or material weaknesses. We did not identify any deficiencies in internal control over financial reporting that we consider to be material weaknesses, as defined in the preceding paragraph.

#### Compliance and Other Matters

As part of obtaining reasonable assurance about whether the Fund's financial schedules are free of material misstatement, we performed tests of its 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 financial schedule amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, 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*.

This report is intended solely for the information and use of the Governor, the Legislature, the Emergency 9-1-1 Service Committee, the Michigan Public Service Commission, the Michigan Department of State Police and the Department of Treasury, and others within the Fund's management and is not intended to be and should not be used by anyone other than these specified parties. However, this report is a matter of public record and its distribution is not limited.

Sincerely,



Thomas H. McTavish, C.P.A.  
Auditor General  
August 6, 2012

# GLOSSARY

## Glossary of Acronyms and Terms

9-1-1 system	A system for providing a 9-1-1 service, which allows service users to reach a PSAP by dialing 9-1-1.
commercial mobile radio service	Certain communications services and equipment regulated by the FCC. This service includes wireless two-way communications devices, including cellular telephones, radio telecommunications lines used in providing cellular telephone services, and network radio access lines.
deficiency in internal control over financial reporting	The design or operation of a control that 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.
FCC	Federal Communications Commission.
final 9-1-1 plan	A plan prepared by one or more counties for implementing a 9-1-1 system in a specified 9-1-1 service district with final modifications, if necessary, from the tentative 9-1-1 plan.
financial audit	An audit that is designed to provide reasonable assurance about whether the financial schedules of an audited entity are presented fairly in all material respects in conformity with the disclosed basis of accounting.
integrated 9-1-1 mapping system	A system that will include an integrated Statewide 9-1-1 geographical information system mapping platform that enables Michigan 9-1-1 centers to share 9-1-1 location information and will serve as the initial shared location database for calls when the 9-1-1 centers in Michigan move to an Internet protocol-based system.

internal control	A process, effected by those charged with governance, management, and other personnel, designed to provide reasonable assurance about the achievement of the entity's objectives with regard to the reliability of financial reporting, effectiveness and efficiency of operations, and compliance with applicable laws and regulations.
local exchange provider (LEP)	A provider of basic local exchange service, which means the provision of an access line and usage within a local calling area for the transmission of high quality two-way interactive switched voice or data communication.
material misstatement	A misstatement in the financial schedules that causes the schedules to not present fairly the financial position or the changes in financial position or cash flows in conformity with the disclosed basis of accounting.
material weakness in internal control over financial reporting	A deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the financial schedules will not be prevented, or detected and corrected, on a timely basis.
MSP	Michigan Department of State Police.
next generation 9-1-1 system	An interconnected Internet protocol-based system of systems that will allow the public to use any device to request help or send information to the appropriate public safety agency.
public safety answering point (PSAP)	A communications facility operated on a 24-hour basis assigned the responsibility by a public agency or county to receive 9-1-1 calls and to dispatch public safety response services.
service supplier	An individual, a corporation, a partnership, an association, a governmental entity, or any other legal entity providing a communications service to a service user in the State.

service user	An individual, a corporation, a partnership, an association, a governmental entity, or any other legal entity receiving a communications service (such as local telephone service or cellular telephone service).
significant deficiency in internal control over financial reporting	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.
<i>SOMCAFR</i>	<i>State of Michigan Comprehensive Annual Financial Report.</i>
unqualified opinion	An auditor's opinion in which the auditor states that the financial schedules presenting the basic financial information of the audited entity are fairly presented in conformity with the disclosed basis of accounting.





