

Audited Financial Statements

State of Michigan
Department of Labor and Economic Opportunity
Unemployment Insurance Agency –
Contingent Fund

*Year Ended September 30, 2020
with Report of Independent Auditors*



ANDREWS HOOPER PAVLIK PLC

State of Michigan
Department of Labor and Economic Opportunity
Unemployment Insurance Agency –
Contingent Fund

Audited Financial Statements

Year Ended September 30, 2020

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Report of Independent Auditors

State of Michigan
Office of the Auditor General,
Office of Financial Management, and
Department of Labor and Economic Opportunity,
Unemployment Insurance Agency

Report on the Financial Statements

We have audited the accompanying financial statements of the Contingent Fund of the State of Michigan Department of Labor and Economic Opportunity, Unemployment Insurance Agency (Fund) as of and for the year ended September 30, 2020, and the related notes to the financial statements, as listed in the table of contents.

Management's Responsibility for the Financial Statements

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

Auditors' Responsibility

Our responsibility is to express an opinion on these financial statements 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 statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Opinion

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the Contingent Fund as of September 30, 2020, and the changes in financial position and cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Emphasis of Matter

As discussed in Note 1, the financial statements present only the Contingent Fund of the State of Michigan Department of Labor and Economic Opportunity, Unemployment Insurance Agency and do not purport to, and do not, present fairly the financial position of the State of Michigan or the State of Michigan Department of Labor and Economic Opportunity, Unemployment Insurance Agency in its entirety as of September 30, 2020, the changes in its financial position, or, where applicable, cash flows for the year then ended in accordance with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

Other Matter

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that management's discussion and analysis be presented to supplement the financial statements. Such information, although not a part of the financial statements, is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting for placing the financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the financial statements, and other knowledge we obtained during our audit of the financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Other Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we have also issued our report dated March 10, 2021, on our consideration of the Contingent Fund of the State of Michigan Department of Labor and Economic Opportunity, Unemployment Insurance Agency'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 effectiveness of internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Contingent Fund of the State of Michigan Department of Labor and Economic Opportunity, Unemployment Insurance Agency's internal control over financial reporting and compliance.

Andrews Hooper Paulik PLC

Auburn Hills, Michigan
March 10, 2021

State of Michigan
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Management's Discussion and Analysis

September 30, 2020

A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. The Contingent Fund (Fund) was established under the provisions of the Michigan Employment Security Act of 1936 to account for collections of interest and penalties on delinquent unemployment contributions from employers, misrepresentation penalties on wrongfully collected unemployment benefits from claimants, and a special unemployment tax surcharge imposed on certain employers known as Solvency Tax. The Fund, like other state and local governmental funds, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

The accompanying financial statements present the results of operation for the Fund only. Accordingly, these financial statements do not present fairly the financial position or results of operation of the State of Michigan or the Department of Labor and Economic Opportunity.

This annual report includes management's discussion and analysis report, the independent auditor's report, and the financial statements of the Fund. The financial statements also include notes that explain in more detail some of the information in the financial statements. The notes are essential to a full understanding of the data provided in the financial statements.

Financial Highlights

- The Fund's net position increased by \$1.4 million over the last year. Factors contributing to the increase include a lower volume of transfers to the Administrative Fund compared to prior years, coupled with relatively flat revenue.
- Operating revenues for employers continue to decline due to State of Michigan Department of Labor and Economic Opportunity, Unemployment Insurance Agency (Agency) outreach efforts to assist employers in understanding their reporting and payment obligations in order to avoid penalization.
- As a result of the Coronavirus pandemic, Agency field audits of employers ceased in March of 2020. It is reasonable to assume that the cessation of audit activity contributed to a decline in employer assessments. Additionally, during the fiscal year, tax office staff were re-tasked with aiding in benefits-related work to help address the unprecedented spike in claims filing. While some automated collection tools remained in effect, others were ceased, and tax office collection activity generally was reduced in an effort to prioritize response to claimants.
- Operating expenses were flat; however, transfers out to the Administrative fund fell significantly based on less spending on talent programs.

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Management’s Discussion and Analysis

September 30, 2020

Financial Analysis of the Fund

Our analysis provides an overview of the financial performance of the State of Michigan, Department of Labor and Economic Opportunity Unemployment Insurance Agency, Contingent Fund.

The statement of net position presents information on all of the Fund’s assets and liabilities, with the difference between the two reported as net position. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of the Fund is improving or deteriorating. However, one will need to consider other nonfinancial factors such as changes in economic conditions and new or changed government legislation.

The net position of the Fund is restricted for certain costs of administration of unemployment compensation programs and employment services.

Exhibit A provides the comparative summary of the Fund’s net position as of September 30, 2020 and 2019:

Exhibit A

	2020	2019
	(In Thousands)	(In Thousands)
Assets		
Total assets (all current)	<u>\$ 172,042</u>	<u>\$ 170,595</u>
Liabilities		
Total liabilities (all current)	<u>-</u>	<u>-</u>
Net position		
Total net position (all restricted)	<u>\$ 172,042</u>	<u>\$ 170,595</u>

The statement of revenues, expenses, and changes in net position present information showing how the Fund’s net position changed during the most recent fiscal year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, regardless of the timing of related cash flows. Thus, revenues and expenses are reported in this statement for some items that will only result in cash flows in future fiscal periods.

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Management’s Discussion and Analysis

September 30, 2020

Exhibit B provides a comparative summary of the changes in net position for the years ended September 30, 2020 and 2019, as reported in the statement of revenues, expenses, and changes in net position.

Exhibit B

	2020 (In Thousands)	2019 (In Thousands)
Revenues		
Operating	\$ 20,108	\$ 20,253
Nonoperating	1,688	4,045
Total revenues	21,796	24,298
Expenses		
Operating	4,639	4,642
Income before transfers	17,157	19,656
Transfers out	(15,710)	(50,283)
Change in net position	\$ 1,447	\$ (30,627)

Factors Expected to Have an Effect on Future Operations

Employer collections, which historically have generated most of the Fund’s revenue, are expected to continue to decline. As noted, during fiscal year 2020, the Agency ceased in-person field audits of employers in response to the pandemic. Although the Agency recently started electronic employer auditing in January of 2021, it is not yet clear whether this will be as effective as in-person audits. During fiscal year 2021, the Agency plans to resume in-person audits while continuing to explore the benefits of electronic employer audits. By utilizing electronic audits to supplement our in-person process, the Agency hopes to improve employer compliance.

Historically, employer collections have correlated with the overall employer tax assessments. As a result of employer non-charging provisions (in response to the pandemic), despite historically high benefit payments, it is likely that tax rates will continue to decline. While employer tax rates for calendar year 2021 are forecast to be essentially flat, in the medium term, declining tax rates would be expected to result in less penalty and interest assessment.

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On the claimant side, efforts to slow the spread of the Coronavirus during fiscal year 2020 resulted in an unprecedented rise in unemployment benefit payments. This could be expected to result in comparatively higher rates of claimant penalty and interest, which may result in increased future collections. However, as of the end of fiscal year 2020, the Agency did not yet observe an increase in assessment, and so the impact of this is not yet estimable.

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Statement of Net Position

September 30, 2020

Assets

Current assets:

Equity in State of Michigan Treasurer's common cash	\$ 147,562,702
Receivables from contributing employers	9,330,880
Receivables from claimants	8,650,000
Due from State of Michigan funds	<u>6,497,985</u>
Total current assets	172,041,567

Liabilities

Current liabilities:

Due to State of Michigan funds	<u>-</u>
Total current liabilities	-

Net Position

Restricted	<u>172,041,567</u>
Total net position	<u><u>\$ 172,041,567</u></u>

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Statement of Revenues, Expenses, and Changes in Net Position

Year Ended September 30, 2020

Operating revenues:	
Interest and penalties on delinquent unemployment contributions	\$ 11,157,411
Interest and penalties on claimant overpayments	8,944,504
Solvency collections	5,908
Total operating revenues	<u>20,107,823</u>
Operating expenses:	
Other fees	4,639,100
Total operating expenses	<u>4,639,100</u>
Operating income	<u>15,468,723</u>
Nonoperating revenues and expenses:	
Interest earned	<u>1,688,231</u>
Income before transfers	17,156,954
Transfers out	<u>(15,710,319)</u>
Change in net position	1,446,635
Total net position at beginning of year	<u>170,594,932</u>
Total net position at end of year	<u><u>\$ 172,041,567</u></u>

State of Michigan
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Statement of Cash Flows

Year Ended September 30, 2020

Cash flows from operating activities:	
Cash received from interest and penalties on delinquent unemployment contributions	\$ 20,000,000
Cash received from interest and penalties on claimant overpayments	6,000,000
Payments of other fees	<u>(4,639,100)</u>
Net cash provided by operating activities	21,360,900
Cash flows from noncapital financing activities:	
Transfers out	<u>(15,710,319)</u>
Net cash used in noncapital financing activities	(15,710,319)
Cash flows from investing activities:	
Interest earned	<u>1,688,231</u>
Net cash provided by investing activities	<u>1,688,231</u>
Net change in cash	7,338,812
Cash at beginning of the year	<u>140,223,890</u>
Cash at end of the year	<u><u>\$ 147,562,702</u></u>
Reconciliation of operating income to net cash provided by operating activities:	
Operating income	\$ 15,468,723
Net changes in assets and liabilities:	
Receivables from contributing employers	10,162,675
Receivables from claimants	(1,141,000)
Due from State of Michigan funds	<u>(3,129,498)</u>
Net cash provided by operating activities	<u><u>\$ 21,360,900</u></u>

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Notes to Financial Statements

September 30, 2020

1. General Activities and Significant Accounting Policies

The Contingent Fund of the State of Michigan Department of Labor and Economic Opportunity, Unemployment Insurance Agency (Fund) was established under the provisions of the Michigan Employment Security Act of 1936. The financial statements of the Fund have been prepared in accordance with accounting principles generally accepted in the United States of America (GAAP) as applied to governmental units. The Governmental Accounting Standards Board (GASB) is the standard-setting body for governmental accounting and financial reporting.

The Fund accounts for collections of interest and penalties on delinquent unemployment contributions from employers, misrepresentation penalties and interest on wrongfully collected unemployment benefits from claimants, and a special unemployment tax surcharge imposed on certain employers known as Solvency Tax.

The Fund's financial statement amounts are included in the combined financial statements contained in the State of Michigan (State) Comprehensive Annual Financial Report.

Basis of Accounting

The financial statements are prepared using the economic resources measurement focus and the accrual basis of accounting. Under this measurement focus, revenues are recognized when they are earned and expenses are recognized when incurred, regardless of the timing of related cash flows.

Cash

For the purposes of the statement of cash flows, the amount reported as cash and cash equivalents is equal to the amount on the statement of net position classified as equity in State of Michigan Treasurer's common cash. The State common cash pool consists of highly liquid investments and functions as both a cash management pool and demand deposit account.

Receivables from Contributing Employers

Receivables from contributing employers represent the amount of interest and penalties and solvency tax owed from employers that management has deemed collectible as of September 30, 2020.

Receivables from Claimants

Receivables from claimants represent the amount of misrepresentation penalties and interest owed on wrongfully collected unemployment benefits that management has deemed collectible as of September 30, 2020.

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September 30, 2020

1. General Activities and Significant Accounting Policies (continued)

Restricted Net Position

Net position is restricted for administration of unemployment insurance provided by State of Michigan Department of Labor and Economic Opportunity, Unemployment Insurance Agency funds and for the career development of unemployed individuals that need assistance.

Operating Revenues and Expenses

Operating revenues primarily result from the collection of interest and penalties on delinquent unemployment contributions and misrepresentation penalties and interest on wrongfully collected unemployment benefits. Operating expenses are specifically appropriated by the legislature. Revenues and expenses not meeting these definitions are reported as nonoperating revenues and transfers.

Use of Estimates

The preparation of the financial statements in conformity with GAAP requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosure of contingent assets and liabilities at the date of the financial statements. Actual results could differ from those estimates.

Deferred Outflows and Inflows of Resources

In addition to assets, the statement of net position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element, deferred outflows of resources, represents a consumption of fund balance that applies to a future period(s) and thus, will not be recognized as an outflow of resources (expense/expenditure) until then. The Fund has no items that qualify for reporting in this category.

In addition to liabilities, the statement of net position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element, deferred inflows of resources, represents an acquisition of fund balance that applies to a future period(s) and thus, will not be recognized as an inflow of resources (revenue) until that time. The Fund has no items that qualify for reporting in this category.

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2. Equity in State of Michigan Treasurer’s Common Cash

Equity in State of Michigan Treasurer’s common cash pool represents the Fund’s interest, at fair market value, in an investment pool managed by the Treasurer of the State of Michigan. The Fund is credited quarterly with investment earnings and interest based upon average daily balances.

The investment authority for the common cash pool is found in Public Act 105 of 1855, as amended. The State Treasurer may invest surplus funds belonging to the State in the bonds, notes, and other evidences of indebtedness of the United States Government and its agencies; and in prime commercial paper. Certificates of deposit are permitted in financial institutions whose principal office is located in the State of Michigan.

The Fund’s pro-rata share of the State Treasurer’s common cash pool was \$147,562,702 as of September 30, 2020. For the total amount of deposits and investments in the State Treasurer’s common cash pool and their specific risks, please refer to the State of Michigan Comprehensive Annual Financial Report.

Common Cash Deposits

Custodial Credit Risk

The custodial credit risk for deposits is the risk that, in the event of failure of a depository financial institution, the Fund’s deposits may not be recovered.

Deposits are exposed to custodial credit risk if they are not covered by depository insurance and the deposits are:

- a. Uncollateralized,
- b. Collateralized with securities held by the pledging financial institution, or
- c. Collateralized with securities held by the pledging financial institution’s trust department or agent but not in the depositor-government’s name.

The State Treasurer’s common cash pool policy requires the following criteria to lessen the custodial credit risk: all financial institutions holding the State’s deposits must pledge collateral equal to the amount of the account balance for all demand and time deposits to secure the State’s funds. A bank, savings and loan association, or credit union holding the State’s deposits must be organized under the laws of the State or federal law and maintain a principal office or branch office in the State. No deposit in any financial organization may be in excess of 50% of the net worth of the organization.

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2. Equity in State of Michigan Treasurer’s Common Cash (continued)

Common Cash Deposits (continued)

Foreign Currency Risk

Foreign currency risk is the risk that changes in exchange rates will adversely affect the fair value of deposits.

Public Act 35 of 1997 requires State deposits be held in a financial institution which maintains a principal office or branch office located in the State. The State had no common cash pooled deposits subject to foreign currency risk as of September 30, 2020.

Common Cash Investments

Types of Investments

State Treasurer’s common cash pool investments include prime commercial paper, corporate notes, and emergency municipal notes.

Risk

In accordance with GASB Statement No. 40, *Deposit and Investment Risk Disclosures*, investments also require certain disclosures regarding policies and practices with respect to the risks associated with them.

The custodial credit risk, credit risk, interest rate risk, concentration of credit risk, and foreign currency risk are discussed in the following paragraphs.

Custodial Credit Risk

Custodial credit risk for investments is the risk that, in the event of a failure by a counterparty, the Fund will not be able to recover the value of the investment or collateral securities that are in the possession of an outside party.

Investment securities are exposed to custodial credit risk if the securities are uninsured, are not registered in the name of the government, and are held by either:

The counterparty, or

The counterparty’s trust department or agent but not in the government’s name.

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2. Equity in State of Michigan Treasurer’s Common Cash (continued)

Common Cash Investments (continued)

Custodial Credit Risk (continued)

The State Treasurer’s common cash pool does not have an investment policy for managing custodial credit risk. As of September 30, 2020, the State Treasurer’s common cash pool investments were not exposed to custodial credit risk.

Credit Risk

Credit risk is the risk that an issuer or another counterparty to an investment will not fulfill its obligations.

The State Treasurer’s common cash pool requires prime commercial paper investments be rated A-1 or P-1 at the time of purchase as rated by the two major rating services: Standard and Poor’s (A-1) and Moody’s (P-1). Borrowers must also have at least \$400 million in commercial paper outstanding and the State Treasurer may not invest in more than 10% of a borrower’s outstanding debt. The State Treasurer’s common cash pool investments are further limited to \$200 million in any borrower, unless the borrower has an A-1+ rating, in which case the investment is not to exceed \$300 million.

The State Treasurer’s investment in emergency municipal loans are evidenced by unrated notes held by the State in the State’s name. In addition, as of September 30, 2020, prime commercial paper investments were rated at A-1, P-1, or above.

Interest Rate Risk

Interest rate risk is the risk that changes in interest rates will adversely affect the fair value of an investment.

The State Treasurer’s common cash pool policy states that cash equivalents are to be invested in short-term fixed income securities with an average weighted maturity of less than one year to provide liquidity and safety of principal from capital market and default risk.

The State Treasurer does not have a policy for controlling interest rate risk regarding the State Treasurer’s common cash pool investments in special loan programs (Emergency Financial Assistance Loan Program, Michigan Marina Dredging Loan Program, and Agriculture Disaster Relief Program). These loan programs are investments created through legislation. Although some interest rate risk exposure exists, interest rate risk is not a consideration when entering into the special loan programs.

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2. Equity in State of Michigan Treasurer’s Common Cash (continued)

Common Cash Investments (continued)

Concentration of Credit Risk

Concentration of credit risk is the risk of loss attributable to the magnitude of a government’s investments with a single issuer.

The Fund is invested in pooled investments in the State Treasurer’s common cash pool, which is excluded from the concentration of credit risk disclosure requirements.

Foreign Currency Risk

Foreign currency risk is the risk that changes in exchange rates will adversely affect the fair value of investments.

The State Treasurer’s common cash pool investment policy does not allow for investment in foreign investments or currency; therefore, the Fund is not exposed to foreign currency risk.

3. Transfers

The Fund records expenses to other State agencies for services received as transfers, in accordance with accounting policies established by the State.

4. Risk Management

The State of Michigan has elected not to purchase commercial insurance for many of the risks of losses to which it is exposed. The State of Michigan is self-insured for most general liability and property losses, portions of its employee insurance benefit and employee bonding programs, automobile liability, and workers’ compensation and unemployment compensation claims. Areas of risk where some level of insurance coverage is purchased include: aircraft liability, property and loss rental insurance that may be required by bond or lease agreements, portions of the State employee insurance benefits program, certain State artifacts, builder's risk coverage, boiler and machinery coverage, and employee bonding. Settled claims have not exceeded commercial coverage in any of the past 10 fiscal years.

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4. Risk Management (continued)

The State of Michigan has established two internal service funds to account for certain aspects of the risk management program. Fund expenditures (expenses) are recognized in the paying funds in a manner similar to purchased commercial insurance. For other uninsured losses not covered by an internal service fund program, such as general liability and property losses, the Fund recognizes liabilities and records expenditures when a loss is due and payable.

5. Contingencies, Risks, and Uncertainties

The Fund is currently involved in litigation where there is the potential for a contingent liability. Although it is not possible to predict the outcome of these proceedings, if unfavorably resolved it could have a material effect on the financial position of the Fund.

The current Coronavirus pandemic has had an economic impact on the United States and the international community. The extent of the ultimate impact of the pandemic on the Fund's operational and financial performance will depend on various developments, including duration and spread of the outbreak and its impact on contributing employers and claimants, all of which cannot be reasonably predicted at this time.