

Wisconsin Department of Employee Trust Funds

GASB 75 Employer Schedules State Retiree Life Insurance Calendar Year 2022



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**Independent Auditor's Report on the Employer Schedules and
Other Reporting Required by *Government Auditing Standards***

Senator Eric Wimberger and
Representative Robert Wittke, Co-chairpersons
Joint Legislative Audit Committee

Members of the Employee Trust Funds Board and
Mr. A. John Voelker, Secretary
Department of Employee Trust Funds

Report on the Audit of the State Retiree Life Insurance Employer Schedules

Opinions

We have audited the Schedule of Employer Allocations and the related notes of the State Retiree Life Insurance program of the State of Wisconsin, administered by the Department of Employee Trust Funds (ETF), as of and for the year ended December 31, 2022. We have also audited the totals for the columns titled Net OPEB Liability (Asset), Total Deferred Outflows of Resources Excluding Employer Specific Amounts, Total Deferred Inflows of Resources Excluding Employer Specific Amounts, and Plan OPEB Expense included in the Schedule of Collective OPEB Amounts and the related notes of the State Retiree Life Insurance program as of and for the year ended December 31, 2022.

In our opinion, the accompanying schedules referred to above present fairly, in all material respects, the employer allocations and the totals for the columns titled Net OPEB Liability (Asset), Total Deferred Outflows of Resources Excluding Employer Specific Amounts, Total Deferred Inflows of Resources Excluding Employer Specific Amounts, and Plan OPEB Expense included in the Schedule of Collective OPEB Amounts of the State Retiree Life Insurance program as of and for the year ended December 31, 2022, in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinions

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*, which is issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the Auditor's Responsibility for the Audit of the Employer Schedules section. We are required to be independent of ETF and to meet our other ethical responsibilities in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Responsibilities of Management for the Employer Schedules

Management is responsible for the preparation and fair presentation of the schedules in accordance with accounting principles generally accepted in the United States of America, and for the design,

implementation, and maintenance of internal control relevant to the preparation and fair presentation of the schedules that are free from material misstatement, whether due to fraud or error.

Auditor's Responsibility for the Audit of the Employer Schedules

Our objectives are to obtain reasonable assurance about whether the Schedule of Employer Allocations and the specified column totals included in the Schedule of Collective OPEB Amounts are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance. Therefore, reasonable assurance is not a guarantee that an audit conducted in accordance with auditing standards generally accepted in the United States of America and *Government Auditing Standards* will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the schedules.

In performing an audit in accordance with auditing standards generally accepted in the United States of America and *Government Auditing Standards*, we exercised professional judgment and maintained professional skepticism throughout the audit. We also identified and assessed the risks of material misstatement of the Schedule of Employer Allocations and the specified column totals included in the Schedule of Collective OPEB Amounts, whether due to fraud or error, and designed and performed audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the Schedule of Employer Allocations and the specified column totals included in the Schedule of Collective OPEB Amounts.

In addition, we obtained an understanding of internal control relevant to ETF's preparation and fair presentation of the Schedule of Employer Allocations and the specified column totals included in the Schedule of Collective OPEB Amounts in order to design audit procedures that were appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of ETF's internal control. Accordingly, no such opinion is expressed. We also evaluated the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, and evaluated the overall presentation of the Schedule of Employer Allocations and the specified column totals included in the Schedule of Collective OPEB Amounts.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

Other Matter

We have audited the financial statements of the State Retiree Life Insurance program as of and for the year ended December 31, 2022, 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*. In our report thereon, dated September 12, 2023, we express an unmodified opinion on those financial statements, as detailed in report 23-16.

Restriction on Use

Our report is intended solely for the information and use of the Legislature, ETF, the ETF Board, the Group Insurance Board, and State Retiree Life Insurance program employers and their auditors, and is not intended to be and should not be used by anyone other than these specified parties.

Other Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we have also issued our report dated September 12, 2023, and published in report 23-17, on our consideration of ETF's internal control over financial reporting; our tests of its compliance with certain provisions of laws, regulations, and contracts; and other matters. The purpose of that report is solely 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 ETF's 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 used when considering ETF's internal control over financial reporting and compliance.

LEGISLATIVE AUDIT BUREAU

Legislative Audit Bureau

September 12, 2023

**Wisconsin State Retiree Life Insurance
Schedule of Employer Allocations
As of and for the year ended December 31, 2022**

Employer Name	Employer Number	2022 Employer Contributions	2022 Employer Allocation Percentage
STATE OF WISCONSIN	0001101 - 0001200	\$ 828,199.75	46.614071 %
UNIVERSITY OF WISCONSIN SYSTEM	0001131	747,217.00	42.056069 %
UW HOSPITAL AUTHORITY	0001183	193,065.79	10.866439 %
HOUSING & ECON DEVELOP AUTH	0001153	5,619.95	0.316311 %
WISCONSIN ECON DEVELOP CORP	0001196	2,613.72	0.147110 %
Totals		<u>\$ 1,776,716.21</u>	<u>100.000000 %</u>

The accompanying notes are an integral part of this schedule.

**Wisconsin State Retiree Life Insurance
Schedule of Collective OPEB Amounts
As of and for the year ended December 31, 2022**

<u>Deferred Outflows of Resources</u>				<u>Deferred Inflows of Resources</u>				
<u>Net OPEB Liability (Asset)</u>	<u>Difference Between Expected and Actual Experience</u>	<u>Net Difference Between Projected and Actual Investment Earnings on OPEB Plan Investments</u>	<u>Changes of Assumptions</u>	<u>Total Deferred Outflows of Resources Excluding Employer Specific Amounts*</u>	<u>Difference Between Expected and Actual Experience</u>	<u>Changes of Assumptions</u>	<u>Total Deferred Inflows of Resources Excluding Employer Specific Amounts*</u>	<u>Plan OPEB Expense</u>
\$ 659,749,837	\$ 2,235,489	\$ 9,322,692	\$ 184,376,177	\$ 195,934,358	\$ (18,133,560)	\$ (321,268,641)	\$ (339,402,201)	\$ 58,705,840

*Employer specific amounts that are excluded from this schedule are the changes in proportion and differences between employer contributions and proportionate share of contributions as defined in paragraphs 63-64 of GASB Statement No. 75, Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions.

The accompanying notes are an integral part of this schedule.

Notes to the Employer Schedules

Plan Description - The State Retiree Life Insurance Fund (SRLIF) is a single-employer, defined-benefit Other Post-Employment Benefit (OPEB) plan. The plan provides post-employment life insurance benefits for all eligible employees of the State of Wisconsin. The Department of Employee Trust Funds and the Group Insurance Board have statutory authority for program administration and oversight under Wis. Stats. § 40.70.

Basis of Presentation - The Schedule of Employer Allocations and Schedule of Collective OPEB Amounts (collectively, "the Schedules") present amounts that are elements of the financial statements of the plan or of its participating employers. Accordingly, they do not purport to be a complete presentation of the financial position or changes in financial position of the plan or its participating employers. The accompanying Schedules were prepared in accordance with accounting principles generally accepted in the United States of America. Governmental Accounting Standards Board (GASB) Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other than Pensions*, requires participating employers in the plan to recognize their proportionate share of the collective Net OPEB Liability (Asset), collective Deferred Outflows of Resources, collective Deferred Inflows of Resources, and collective Plan OPEB Expense.

Schedule of Employer Allocations - The employer allocation percentage is based on the employer's contributions for the most recent calendar year compared to the total contributions for all employers for the period. The employer allocation percentage is rounded to six decimal places.

Schedule of Collective OPEB Amounts - This schedule presents the Net OPEB Liability (Asset), Deferred Outflows of Resources, Deferred Inflows of Resources, and Plan OPEB Expense for the SRLIF. The employer specific amounts that are not included in the Total Deferred Outflows and Total Deferred Inflows are the changes in proportion and differences between employer contributions and proportionate share of contributions, as defined in paragraphs 63-64 of GASB Statement No. 75. Employers need to calculate these amounts each year.

Total OPEB Liability - The Total OPEB Liability is measured as of December 31, 2022, based on a January 1, 2022 actuarial valuation rolled forward to December 31, 2022 using standard roll-forward techniques as shown in the following table:

Total OPEB Liability - December 31, 2021	\$	1,267,361,689
Service cost		48,989,977
Interest on Total OPEB Liability		28,023,324
Effect of economic/demographic gains or losses		(5,251,680)
Effect of assumptions changes or inputs*		(350,106,543)
Benefit payments		(26,020,876)
Total OPEB Liability - December 31, 2022	\$	<u>962,995,891</u>

*Primarily caused by changes to the municipal bond rate.

Collective Net OPEB Liability (Asset) - The components of the collective Net OPEB Liability (Asset) as of December 31, 2022 are as follows:

Total OPEB Liability	\$	962,995,891
Less Fiduciary Net Position		<u>303,246,054</u>
Net OPEB Liability (Asset)	\$	<u>659,749,837</u>

The Fiduciary Net Position is 31.49% of the Total OPEB Liability.

Actuarial Assumptions - The Total OPEB liability was determined using the following actuarial assumptions:

Actuarial Valuation Date:	January 1, 2022
Measurement Date of Net OPEB Liability (Asset):	December 31, 2022
Experience Study:	January 1, 2018 - December 31, 2020 Published November 19, 2021
Actuarial Cost Method:	Entry Age Normal
20 Year Tax-Exempt Municipal Bond Yield*	3.72%
Long-Term Expected Rate of Return:	4.25%
Discount Rate:	3.75%
Salary Increases:	
Wage Inflation	3.00%
Senior/Merit	0.1% - 5.6%
Mortality:	2020 WRS Experience Mortality Table

* Based on the Bond Buyers GO index.

Some actuarial assumptions used in this valuation, including the wage inflation, mortality, and separation rates, are based upon an experience study conducted in 2021 that covered a three-year period from January 1, 2018 to December 31, 2020.

Long-term Expected Rate of Return - The long-term expected rate of return remained unchanged from the prior year at 4.25%. The long-term expected rate of return is determined by adding expected inflation to expected long-term real returns and reflecting expected volatility and correlation. Investments for the SRLIF are held with Securian, the insurance carrier. Interest is calculated and credited to the SRLIF based on the rate of return for a segment of the insurance carrier's general fund, specifically 10-year A- Bonds (as a proxy, and not tied to any specific investments). The overall aggregate interest rate is calculated using a tiered approach based on the year the funds were originally invested and the rate of return for that year. Investment interest is credited based on the aggregate rate of return and assets are not adjusted to fair market value. Furthermore, the insurance carrier guarantees the principal amounts of the reserves, including all interest previously credited thereto.

**Wisconsin State Retiree Life Insurance
Asset Allocation Targets and Expected Returns
As of December 31, 2022**

<u>Asset Class</u>	<u>Index</u>	<u>Target Allocation</u>	<u>Long-Term Expected Geometric Real Rate of Return</u>
U.S. Intermediate Credit Bonds	Bloomberg US Intern Credit	50.00%	2.45%
U.S. Mortgages	Bloomberg US MBS	50.00%	2.83%
Inflation			2.30%
Long-Term Expected Rate of Return			4.25%

Discount Rate - A discount rate of 3.75% was used to measure the Total OPEB Liability for the current year, as opposed to a discount rate of 2.15% for the prior year. The change in the discount rate was primarily caused by the increase in the municipal bond rate from 2.06% as of December 31, 2021 to 3.72% as of December 31, 2022. The projection of cash flows used to determine the single discount rate assumed that employer contributions will be made according to the current employer contribution schedule and that contributions are made by plan members retiring prior to age 65. The current employer contribution schedule includes an annual increase of 5.0% for nine years, as approved by the GIB in August 2019.

Based on these assumptions, the plan's fiduciary net position was projected to be insufficient to make all projected future benefit payments of current active and inactive employees. Therefore, the discount rate for calculating the Total OPEB Liability was applied to benefit payments, to the extent that the plan's

fiduciary net position is projected to be sufficient to make projected benefit payments, and the municipal bond rate applied to benefit payments to the extent that the plan's fiduciary net position is projected to be insufficient. The plan's fiduciary net position was projected to be available to make projected future benefit payments of current plan members through December 31, 2033.

Sensitivity to Changes in Discount Rate - The following presents the collective Net OPEB Liability (Asset), calculated using a single discount rate of 3.75%, and shows what the plan's Net OPEB Liability (Asset) would be if it were calculated using a single discount rate that is one percentage point lower or one percentage point higher:

	Discount Rate		
	1% Decrease 2.75%	Current Rate 3.75%	1% Increase 4.75%
Total OPEB Liability	\$ 1,164,214,971	\$ 962,995,891	\$ 807,076,058
Plan Fiduciary Net Position	303,246,054	303,246,054	303,246,054
Net OPEB Liability (Asset)	<u>\$ 860,968,917</u>	<u>\$ 659,749,837</u>	<u>\$ 503,830,004</u>

Collective Deferred Outflows of Resources and Deferred Inflows of Resources - The collective Deferred Outflows and Inflows of Resources due to liabilities are amortized over the Average Expected Service Lives of all members. The average of the expected service lives for purposes of recognizing the applicable deferred outflows and inflows of resources established in the current measurement period is 6.49 years. The collective Deferred Outflows and Inflows of Resources due to the net difference between projected and actual earnings on OPEB plan investments are amortized over 5 years.

Collective Deferred Outflows and Inflows of Resources to be recognized in the Current OPEB Expense are as follows:

	Outflows of Resources	Inflows of Resources	Net Outflows (Inflows) of Resources
Difference between expected and actual experience	\$ 483,872	\$ (6,584,603)	\$ (6,100,731)
Assumption changes	62,534,318	(67,894,224)	(5,359,906)
Net difference between projected and actual investment earnings	5,213,800	0	5,213,800
Total	<u>\$ 68,231,990</u>	<u>\$ (74,478,827)</u>	<u>\$ (6,246,837)</u>

Collective Deferred Outflows and Inflows of Resources to be recognized in the Future OPEB Expense are as follows:

	Outflows of Resources	Inflows of Resources	Net Outflows (Inflows) of Resources
Difference between expected and actual experience	\$ 2,235,489	\$ (18,133,560)	\$ (15,898,071)
Assumption changes	184,376,177	(321,268,641)	(136,892,464)
Net difference between projected and actual investment earnings	9,322,692	0	9,322,692
Total	<u>\$ 195,934,358</u>	<u>\$ (339,402,201)</u>	<u>\$ (143,467,843)</u>

Deferred Outflows and Inflows of Resources will be recognized in future OPEB expense as follows:

Year Ending December 31	Net Deferred Outflows (Inflows) of Resources
2023	\$ (7,493,981)
2024	(11,556,440)
2025	(7,382,838)
2026	(37,007,716)
2027	(53,197,049)
Thereafter	(26,829,819)
Total	<u>\$ (143,467,843)</u>

Employers may also need to recognize a Deferred Outflow of Resources or Deferred Inflow of Resources related to any subsequent contributions made after December 31, 2022 and prior to the employer's fiscal year end, and for changes in proportion.

Collective OPEB Expense - The components of allocable OPEB expense for the year ended December 31, 2022 (excluding employer specific OPEB expense for changes in proportion) are as follows:

Service Cost	\$ 48,989,977
Interest on the Total OPEB Liability	28,023,324
Administrative expenses	991,963
Expected investment return net of investment expenses	(13,052,587)
Recognition of outflow (inflow) of resources due to economic/demographic gains or losses	(6,100,731)
Recognition of outflow (inflow) of resources due to assumption changes or inputs	(5,359,906)
Recognition of investment gains or losses	5,213,800
Total OPEB expense	<u>\$ 58,705,840</u>

Additional Financial Information for the State Retiree Life Insurance Plan - For additional information regarding the State Retiree Life Plan financial statements and audit report, please visit the Department of Employee Trust Fund's website: <https://etf.wi.gov/about-etf/reports-and-studies/financial-reports-and-statements>.