

State of Wisconsin Retiree Life Insurance Financial Report

Calendar Year 2021



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**Wisconsin Department of
Employee Trust Funds**

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STATE OF WISCONSIN

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

Senator Robert Cowles, Co-chairperson
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 Financial Statements

Opinions

We have audited the Statement of Fiduciary Net Position, Statement of Changes in Fiduciary Net Position, and the related notes for the State Retiree Life Insurance and the Local Retiree Life Insurance programs of the State of Wisconsin, administered by the Department of Employee Trust Funds (ETF), as of and for the year ended December 31, 2021.

In our opinion, the accompanying financial statements referred to above present fairly, in all material respects, the financial position of the State Retiree Life Insurance program and the Local Retiree Life Insurance program, as of December 31, 2021, and the changes in financial position for the year then ended 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*, 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 Financial Statements section of our report. 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.

Emphasis of Matter

As discussed in Note 1 to the financial statements, the financial statements referred to in the first paragraph present only the State Retiree Life Insurance program and the Local Retiree Life Insurance program and do not purport to, and do not, present fairly the financial position of the State of Wisconsin as of December 31, 2021, or the changes in financial position for the year then ended, in accordance with accounting principles generally accepted in the United State of America. Our opinions are not modified with respect to this matter.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements 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 financial statements that are free from material misstatement, whether due to fraud or error.

Auditor's Responsibility for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole 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 judgement made by a reasonable user based on the financial statements.

In performing an audit in accordance with auditing standards generally accepted in the United States of America and *Government Auditing Standards*, we exercised professional judgement and maintained professional skepticism throughout the audit. We also identified and assessed the risks of material misstatement of the financial statements, 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 financial statements.

In addition, we obtained an understanding of internal control relevant to the audit 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 financial statements.

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.

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis on pages 7 through 11, and the following information found on pages 26 through 30 be presented to supplement the financial statements: the State Retiree Life Insurance Schedules of Changes in Net OPEB Liability (Asset) and Related Ratios, the Local Retiree Life Insurance Schedules of Changes in Net OPEB Liability (Asset) and Related Ratios, and the State and Local Retiree Life Insurance Schedule of Investment Returns, which include the related notes. Such information is the responsibility of management and, although not a part of the financial statements, is required by the Governmental Accounting Standards Board (GASB) 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 September 26, 2022, and published in report 22-15, on our consideration of ETF's internal control over financial reporting; our testing 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 result 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 in considering ETF's internal control over financial reporting and compliance.

LEGISLATIVE AUDIT BUREAU

Legislative Audit Bureau

September 26, 2022

Management's Discussion and Analysis

Management of the Wisconsin Department of Employee Trust Funds (ETF) presents this discussion and analysis of the financial activities for the year ended December 31, 2021 for the State Retiree Life Insurance Fund (SRLIF) and Local Retiree Life Insurance Fund (LRLIF). These funds are collectively referred to as the "Retiree Life Insurance" funds. This narrative is intended to supplement the financial statements which follow and should be read in conjunction with the note disclosures, which are an integral part of the financial statements.

» *Financial Statements*

The following discussion and analysis is intended to serve as an introduction to the financial statements for the Retiree Life Insurance funds, which are both defined-benefit Other Post-Employment Benefit (OPEB) programs. The financial statements include:

- Statement of Fiduciary Net Position
- Statement of Changes in Fiduciary Net Position
- Notes to Financial Statements

The Retiree Life Insurance funds are reported as fiduciary funds. Fiduciary funds are used to account for resources held for the benefit of parties outside the government whose funds are restricted for purposes of the trust.

The Statement of Fiduciary Net Position provides a snapshot of account balances at a point in time. It reports the assets available for future payments to benefit recipients, along with any liabilities that are owed as of the statement date. The full accrual basis of accounting is used.

The difference between assets and liabilities represents the net value of assets held in trust for future benefit payments. These amounts are called "Net Position - Restricted for Other Post-Employment Benefits".

The Statement of Changes in Fiduciary Net Position displays the effect of financial transactions that occurred during the calendar year. Additions less deductions equals the net increase (decrease) in net position. This net increase (decrease) reflects the change in the value of net position that occurred between the current and prior year.

Notes to the Financial Statements are an integral part of the financial statements and provide additional information that is essential for a comprehensive understanding of the data reported in the financial statements. The notes describe the accounting and administrative policies under which ETF operates, significant account balances and activities, material risks, obligations, contingencies and subsequent events, if any.

The Required Supplementary Information (RSI) following the notes to the financial statements includes:

- Schedule of Changes in Net OPEB Liability (Asset) and Related Ratios
- Schedule of Investment Returns

The financial statements and related notes are prepared in accordance with Generally Accepted Accounting Principles (GAAP) established by the Governmental Accounting Standards Board (GASB).



» *Financial Highlights*

Overall Net Position of the SRLIF decreased by \$14.1 million or 4.2% from \$333.8 million in 2020 to \$319.6 million in 2021. Overall Net Position of the LRLIF decreased by \$3.2 million or 1.3% from \$251.4 million in 2020 to \$248.2 million in 2021. The decrease was caused by benefit expense exceeding contributions and investment income. COVID-19 related claims accounted for approximately 6% and 9% of benefit expense in SRLIF and LRLIF respectively.

Condensed Financial Information

Summary Schedule of Fiduciary Net Position				
As of December 31				
(In Thousands)				
	<u>2021</u>	<u>2020</u>	<u>\$ Change</u>	<u>% Change</u>
State Retiree Life Insurance Fund				
Assets:				
Other Assets	\$ 106	\$ 106	\$ 0	0 %
Investment Contract	320,853	\$ 335,312	(14,459)	(4.3)
Total Assets	<u>320,959</u>	<u>335,418</u>	<u>-14,459</u>	<u>(4.3)</u>
Liabilities:				
Other Liabilities	1,353	1,666	(313)	(18.8)
Total Liabilities	<u>1,353</u>	<u>1,666</u>	<u>(313)</u>	<u>(18.8)</u>
Net Position Restricted for Other Post-Employment Benefits	<u>\$ 319,606</u>	<u>\$ 333,752</u>	<u>\$ (14,146)</u>	<u>(4.2)%</u>
Local Retiree Life Insurance Fund				
Assets:				
Other Assets	\$ 144	\$ 145	\$ (1)	(0.7) %
Investment Contract	249,053	252,153	(3,100)	(1.2)
Total Assets	<u>249,197</u>	<u>252,298</u>	<u>(3,101)</u>	<u>(1.2)</u>
Liabilities:				
Other Liabilities	1,007	941	66	7.0
Total Liabilities	<u>1,007</u>	<u>941</u>	<u>66</u>	<u>7.0</u>
Net Position Restricted for Other Post-Employment Benefits	<u>\$ 248,190</u>	<u>\$ 251,357</u>	<u>\$ (3,167)</u>	<u>(1.3)%</u>



**Summary Schedule of Changes in Fiduciary Net Position
As of December 31**

(In Thousands)

	<u>2021</u>	<u>2020</u>	<u>\$ Change</u>	<u>% Change</u>
State Retiree Life Insurance Fund				
Additions:				
Employer Contributions	\$ 1,670	\$ 1,535	\$ 135	8.8 %
Investment Income	8,706	9,727	(1,021)	(10.5)
Other Income	96	106	(10)	(9.4)
Total Additions	\$ 10,472	\$ 11,368	\$ (896)	(7.9)%
Deductions:				
Benefits Paid	23,746	24,730	\$ (984)	(4.0)%
Administrative Expenses	872	906	(34)	(3.8)
Total Deductions	\$ 24,618	\$ 25,636	\$ (1,018)	(4.0)%
Net Increase (Decrease) in Net Position	\$ (14,146)	\$ (14,268)	\$ 122	0.9 %
Net Position - Beginning of Year	\$ 333,752	\$ 348,020	\$ (14,268)	(4.1)%
Net Position - End of Year	\$ 319,606	\$ 333,752	\$ (14,146)	(4.2)%
Local Retiree Life Insurance Fund				
Additions:				
Employer Contributions	\$ 2,047	\$ 1,994	\$ 53	3 %
Investment Income	6,586	7,191	(605)	(8.4)
Other Income	131	145	(14)	(9.7)
Total Additions	\$ 8,764	\$ 9,330	\$ (566)	(6.1)%
Deductions:				
Benefits Paid	\$ 10,444	\$ 12,873	\$ (2,429)	(18.9)%
Administrative Expenses	1,487	1,503	(16)	(1.1)
Total Deductions	\$ 11,931	\$ 14,376	\$ (2,445)	(17.0)%
Net Increase (Decrease) in Net Position	\$ (3,167)	\$ (5,046)	\$ 1,879	(37.2)%
Net Position - Beginning of Year	\$ 251,357	\$ 256,403	\$ (5,046)	(2.0)%
Net Position - End of Year	\$ 248,190	\$ 251,357	\$ (3,167)	(1.3)%



» Analysis of Financial Activities

State Retiree Life Insurance Fund

The SRLIF provides fully paid-up life insurance benefits for post-age 64 retired employees of the State of Wisconsin and pre-age 65 annuitants who pay for their coverage.

During 2021, the SRLIF collected \$1.7 million in contributions compared to \$1.5 million during 2020. The current employer contribution schedule includes annual increases of 5% for nine years, as approved by the GIB in August 2019. The program incurred expenses of \$24.6 million in 2021 compared to \$25.6 million in 2020. This decrease was primarily caused by lower benefit expenses in 2021, which decreased 4.0% compared to 2020. COVID-19 related claims accounted for approximately 6% of benefit expense in 2021, compared to 8% in 2020. Contributions received for pre-age 65 annuitants are reported as a reduction to benefit expense, in accordance with GASB Statement No. 74.

The SRLIF had a net position of \$319.6 million at December 31, 2021. This is a decrease of \$14.1 million from a \$333.8 million net position in 2020. Benefit expenses continue to exceed contributions and investment income.

An actuarial valuation, in accordance with GASB standards, shows a Net OPEB Liability of \$947.8 million as of December 31, 2021. The fund Fiduciary Net Position as a percentage of the Total OPEB Liability was 25%. Additional information on this valuation can be found in Note 3, Other Post-Employment Benefit Plans Administered by ETF.

There were 35,327 members participating in the State Retiree Life Insurance Fund in 2021 which was a 2.3% increase in participants from 2020.

Local Retiree Life Insurance Fund

The LRLIF provides fully paid-up life insurance benefits for post-age 64 retired employees of participating local governments in Wisconsin and pre-age 65 annuitants who pay for their coverage.

During 2021, the LRLIF collected \$2.0 million in contributions compared to \$2.0 million during 2020. The program incurred expenses of \$11.9 million in 2021 compared to \$14.4 million in 2020. This decrease was primarily caused by lower benefit expenses in 2021, which decreased 18.9% overall compared to 2020. COVID-19 related claims accounted for approximately 9% of benefit expense in 2021 compared to 8% in 2020. Contributions received from pre-age 65 annuitants are reported as a reduction to benefit expense, in accordance with GASB Statement No. 74.

The LRLIF had a net position of \$248.2 million at December 31, 2021. This is a decrease of \$3.2 million from a \$251.4 million net position in 2020. Benefit expenses continue to exceed contributions and investment income.

An actuarial valuation, in accordance with GASB standards, shows a Net OPEB Liability of \$591.0 million as of December 31, 2021. The fund Fiduciary Net Position as a percentage of the Total OPEB Liability was 30%. Additional information on this valuation can be found in Note 3.

There were 49,481 members participating in the Local Retiree Life Insurance Fund in 2021, which was a 2.7% increase in participants from 2020.



» *Financial Contact*

This financial report is designed to provide a general overview of the programs' finances. Questions concerning any of the information provided in this report should be addressed to ETF at P.O. Box 7931, Madison, Wisconsin, 53707-7931.



State of Wisconsin Retiree Life Insurance
Statement of Fiduciary Net Position
December 31, 2021

(In Thousands)

	Other Post-Employment Benefit Trust Fund	
	State Retiree Life Insurance	Local Retiree Life Insurance
Assets:		
Receivables:		
Due From Other Benefit Programs	\$ 10	\$ 13
Miscellaneous Receivables	96	131
Total Receivables	106	144
Investments at Fair Value:		
Investment Contract	320,853	249,053
Total Investments	320,853	249,053
Total Assets	320,959	249,197
Liabilities:		
Benefits Payable	915	710
Unearned Revenue	332	152
Miscellaneous Payables	106	145
Total Liabilities	1,353	1,007
Net Position - Restricted for Other Post-Employment Benefits	319,606	248,190

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



**State of Wisconsin Retiree Life Insurance
Statement of Changes in Fiduciary Net Position
For the Year Ended December 31, 2021**

(In Thousands)

	Other Post-Employment Benefit Trust Fund	
	State Retiree Life Insurance	Local Retiree Life Insurance
Additions:		
Contributions:		
Employer Contributions	\$ 1,670	\$ 2,047
Total Contributions	1,670	2,047
Investment Income:		
Other	8,706	6,586
Net Investment Income	8,706	6,586
Service Reimbursement Income	96	131
Total Additions	10,472	8,764
Deductions:		
Benefits and Refunds:		
Other Benefit Expense	23,746	10,444
Carrier Administrative Expenses	776	1,356
Administrative Expenses	96	131
Total Deductions	24,618	11,931
Net Increase (Decrease)	(14,146)	(3,167)
Net Position - Beginning of Year	333,752	251,357
Net Position - End of Year	\$ 319,606	\$ 248,190

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

NOTES TO FINANCIAL STATEMENTS

1 SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

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

» *Presentation Basis*

The financial statements of the SRLIF and LRLIF have been prepared in conformity with Generally Accepted Accounting Principles (GAAP) for government units as prescribed by the Governmental Accounting Standards Boards (GASB).

The assets and operations of the Retiree Life Insurance funds are accounted for as fiduciary, Other Post-Employment Benefit Trust Funds. These funds are used to account for the accumulation of assets and the payment of life insurance benefits for retired employees of the State of Wisconsin and participating local governments in Wisconsin.

ETF is not a general-purpose government and does not present government-wide statements. The Retiree Life Insurance funds administered by ETF are presented in the State's Annual Comprehensive Financial Report, as they are a part of the State of Wisconsin financial reporting entity.

» *Measurement Focus and Basis of Accounting*

The Retiree Life Insurance funds financial statements have been prepared in accordance with GAAP. The Retiree Life Insurance Funds are accounted for using the flow of economic resources measurement focus and the accrual basis of accounting. Under the accrual basis of accounting, contributions are recognized based on coverage month, which is when they become both measurable and available to finance expenditures of the fiscal period. Benefits and refunds are recognized when due and payable in accordance with the terms of each fund.

» *Administrative Expenses*

ETF administrative costs are financed by a separate appropriation and are allocated to each benefit plan administered by ETF in accordance with Wis. Stat. § 40.04. The sources of funds for this appropriation are investment earnings and third-party reimbursements received from the programs administered by ETF. Administrative expenses allocated to the SRLIF and LRLIF as of December 31, 2021 were \$96 thousand and \$131 thousand, respectively. Costs incurred by the SRLIF and LRLIF for the third-party administrator were \$0.78 million and \$1.4 million, respectively, and are reported as "Carrier Administrative Expenses".



» *Amounts Due To/From Other Benefit Programs*

As of December 31, 2021, State Retiree Life Insurance had a \$10 thousand balance due from the Wisconsin Retirement System, and Local Retiree Life Insurance had a \$13 thousand balance due from the Wisconsin Retirement System. The outstanding balances between benefit programs result from the time lag between when actual receipts and disbursements are made and when those amounts are allocated between benefit programs. All liabilities are expected to be paid within one year of the balance sheet date.

» *Use of Estimates*

The preparation of financial statements in accordance with GAAP requires management to make estimates that affect amounts reported herein. Due to the inherent uncertainty involved, actual results could differ from those estimates.



2 ACCOUNTING CHANGES

No accounting changes occurred during CY 2021.

3 RETIREE LIFE INSURANCE FUNDS OVERVIEW

Governance Board

The Group Insurance Board (GIB) sets policy for the life insurance program for state employees and for those local employers who chose to offer the program. Membership of the GIB is comprised of the following positions as required by Wisconsin Statutes:

- Appointed by the Governor (no membership requirement);
- Ex officio, Administrator in Department of Administration, Division of Personnel Management (or their designee);
- Appointed by the Governor (insured participant in the Wisconsin Retirement System (WRS) who is a teacher);
- Appointed by the Governor (insured participant in the WRS who is a retiree);
- Ex officio, Secretary of the Department of Administration (or their designee);
- Appointed by the Governor (insured participant in the WRS who is an employee of a local government unit);
- Appointed by the Governor (insured participant in the WRS who is not a teacher);
- Ex officio, Attorney General (or their designee);
- Appointed by the Governor (chief executive or member of the governing body of a local government that is a participating employer);
- Ex officio, Commissioner of Insurance (or their designee); and
- Ex officio, Governor (or their designee).

Plan Description

» *Retiree Life Insurance Plans*

The SRLIF includes the State of Wisconsin (State), the University of Wisconsin, and other component units of the State, and is considered a single-employer defined benefit OPEB plan. The LRLIF includes participating employees of 724 local government employers as of December 31, 2021, and is considered a cost-sharing multiple-employer defined benefit OPEB plan. The plans are reported as Other Post-Employment Benefits Trust Funds. The plans provide post-employment life insurance coverage to all eligible employees of participating employers. The plans are established by Wis. Stats. § 40.70. ETF, under the direction of the GIB, is responsible for the administration of the life insurance programs. ETF contracts with Securian Financial Group, Inc (Securian) as a third-party administrator for the Retiree Life Insurance plans. Benefit terms may be modified by the GIB, subject to state and federal legislative constraints.

Membership

Enrollment Eligibility: Generally, members may enroll during a 30-day enrollment period after their date of hire. Members may also enroll after the initial 30-day enrollment period with evidence of insurability. Members under evidence of insurability enrollment must enroll in group life insurance coverage before age 55 to be eligible for Basic or Supplemental coverage.



Membership as of December 31, 2021, included:

	<u>State</u>	<u>Local</u>	<u>Total</u>
Active*	50,355	75,179	125,534
Inactive:			
Pre-Age 65 Annuitants	6,360	9,848	16,208
Post-Age 64 Annuitants	<u>28,967</u>	<u>39,633</u>	<u>68,600</u>
Totals	<u>85,682</u>	<u>124,660</u>	<u>210,342</u>

*Active members include disabled

Contributions

The GIB approves contribution rates annually, based on recommendations from the insurance carrier. Recommended rates are based on an annual valuation, taking into consideration an estimate of the present value of future benefits and the present value of future contributions. A portion of employer contributions made during a member’s working lifetime funds a post-retirement benefit.

Employers are required to pay the following contributions based on active member contributions to provide them with Basic Coverage after age 65. There are no employer contributions required for pre-age 65 annuitant coverage. If a member retires prior to age 65, premium payments must continue until age 65 for the member to be eligible for the benefit after age 65.

State and Local Retiree Life Insurance Employer Contribution Rates For the year ended December 31, 2021		
<u>Coverage Type</u>	<u>State</u>	<u>Local</u>
50% Post Retirement Coverage	28% of member contribution	40% of member contribution
25% Post Retirement Coverage	N/A	20% of member contribution



Member contributions are based upon nine age bands through age 69 and an additional eight age bands for those age 70 and over. Participating employees must pay monthly contribution rates per \$1,000 of coverage until the age of 65 (age 70 if active). The member contribution rates in effect for the year ended December 31, 2021 are as listed below:

Life Insurance Member Contribution Rates For the year ended December 31, 2021					
Attained Age	State *		Local *		
	Basic	Supplemental	Basic	Supplemental	
Under 30	\$ 0.0463	\$ 0.0463	\$ 0.0500	\$ 0.0500	
30-34	0.0463	0.0463	0.0600	0.0600	
35-39	0.0463	0.0463	0.0700	0.0700	
40-44	0.0695	0.0695	0.0800	0.0800	
45-49	0.1158	0.1158	0.1200	0.1200	
50-54	0.1852	0.1852	0.2200	0.2200	
55-59	0.2547	0.2547	0.3900	0.3900	
60-64	0.3473	0.3473	0.4900	0.4900	
65-69	0.4515	0.4515	0.5700	0.5700	

* Disabled members under age 70 receive a waiver-of-premium benefit.

The subsequent table provides the total contributions earned during 2021 by employers and pre-age 65 annuitants to fund post-retirement benefits.

State and Local Retiree Life Insurance Contributions Earned For the year ended December 31, 2021		
Contribution Type	State	Local
Employer	\$ 1,669,854	\$ 2,046,761
Pre-age 65 Annuitants*	4,058,688	6,174,382
Total	\$ 5,728,542	\$ 8,221,143

*Contributions for pre-age 65 annuitants are recorded as a reduction of benefit expense on the Statement of Changes in Fiduciary Net Position.

Description of Benefits

Retirement Eligibility: At retirement, the member must have active group life insurance coverage and satisfy the following:

- WRS coverage prior to January 1, 1990, or
- At least one month of group life insurance coverage in each of five calendar years after 1989

and one of the following:

- Eligible for an immediate WRS benefit, or
- At least 20 years from their WRS creditable service as of January 1, 1990, plus their years of



- group life insurance coverage after 1989, or
- At least 20 years on the payroll of their last employer.

In addition, terminating members and retirees must continue to pay the member contributions until age 65 (age 70 if active).

Basic Coverage Benefits: After retirement, basic coverage is continued for life in these amounts of the insurance in force before retirement:

% of Basic Coverage Continuing		
Age	State	Local
Before age 65	100%	100%
While age 65	75%	75%
While age 66	50%	50%
After age 66	50%	50%/25% Employer Election

Supplemental Coverage Benefits: After retirement, supplemental coverage may be continued until age 65 at 100% of the amount of the insurance in force before retirement at the employee’s expense.

Additional Coverage Benefits: After retirement, additional coverage may be continued until age 65 at 100% of the amount of the insurance in force before retirement at the employee’s expense.

Spouse and Dependent Coverage Benefits: After retirement, the coverage is terminated.

Program Investments

Investment Contract with Insurance Carrier

Investments for the Retiree Life Insurance funds are held with the insurance carrier, Securian, and are classified as “Investment Contract” on the Statement of Fiduciary Net Position. In accordance with the administrative agreement between the GIB and Securian, interest is calculated and credited to the Retiree Life Insurance funds 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 funds invested during the year earn interest based on that year’s rate of return for 10 Year A- Bonds. The overall aggregate interest rate is calculated using a tiered approach based on the year the funds were 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. No significant contract changes occurred during the year.



The targeted asset allocation and expected rates of return are presented in the following table:

State and Local Retiree Life Insurance Asset Allocation Targets and Expected Returns As of December 31, 2021			
Asset Class	Index	Target Allocation	Long-Term Expected Geometric Real Rate of Return
U.S. Intermediate Credit Bonds	Bloomberg US Interm Credit	45%	1.68%
U.S. Long Credit Bonds	Bloomberg US Long Credit	5%	1.82%
U.S. Mortgages	Bloomberg US MSB	50%	1.94%
Inflation			2.30%
Long-Term Expected Rate of Return			4.25%

The annual money-weighted rate of return on plan investments is shown in the below table. The money-weighted rate of return expresses investment performance, net of OPEB plan investment expense, adjusted for the changing amounts actually invested.

The long-term expected rate of return remained unchanged from the prior year at 4.25%. The expected inflation rate increased slightly from 2.20% in the prior year to 2.30% in the current year. 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.

State and Local Retiree Life Insurance Schedule of Investment Returns Annual Money-Weighted Rate of Return	
	2021
State Retiree Life Insurance	2.67%
Local Retiree Life Insurance	2.65%

State Retiree Life Insurance Net OPEB Liability (Asset) of Participating Employers

The components of the Net OPEB Liability (Asset) of the participating State employers at December 31, 2021, were as follows (In Millions):

Total OPEB Liability	\$ 1,267.36
Plan Fiduciary Net Position*	319.61
Participating Employer's Net OPEB Liability (Asset)	\$ 947.75
Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability	25.22%

*An immaterial difference may exist between the Plan Fiduciary Net Position used in the actuarial valuation and that reported in the Statement of Fiduciary Net Position, due to the timing of the actuarial valuation.



Additional information as of the latest actuarial valuation follows:

Actuarial Valuation Date:	January 1, 2021
Measurement Date of Net OPEB Liability (Asset):	December 31, 2021
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*	2.06%
Long-Term Expected Rate of Return:	4.25%
Discount Rate:	2.15%
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 are based upon an experience study conducted in 2021 that covered a three-year period from January 1, 2018 to December 31, 2020. Based on this experience study, actuarial assumptions used to measure the Total OPEB Liability changed from the prior year, including the price inflation, mortality and separation rates. The Total OPEB Liability for December 31, 2021, is based upon a roll-forward of the liability calculated from the January 1, 2021, actuarial valuation.

A discount rate of 2.15% was used to measure the Total OPEB Liability for the current year, as opposed to a discount rate of 2.22% for the prior year. The change in the discount rate was primarily caused by the decrease in the municipal bond rate from 2.12% as of December 31, 2020 to 2.06% as of December 31, 2021. 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. At their August 2019 meeting, the GIB approved an annual premium rate increase of 5% for nine years, effective April 1, 2020.

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 payment 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. Therefore, the long-term expected rate of return on plan investments was applied through 2033 and the municipal bond index rate was applied for all remaining periods of projected benefit payments to determine the Total OPEB Liability.



Sensitivity of the State Retiree Life Insurance Net OPEB Liability (Asset) to Changes in the Discount Rate

The following presents the plan's Net OPEB Liability (Asset) 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 (In Millions):

	Discount Rate		
	1% Decrease (1.15%)	Current Rate (2.15%)	1% Increase (3.15%)
Total OPEB Liability	\$ 1,566.3	\$ 1,267.4	\$ 1,039.6
Plan Fiduciary Net Position	319.6	319.6	319.6
Net OPEB Liability (Asset)	<u>\$ 1,246.7</u>	<u>\$ 947.8</u>	<u>\$ 720.0</u>

Local Retiree Life Insurance Net OPEB Liability (Asset) of Participating Employers

The components of the Net OPEB Liability (Asset) of the participating local employers at December 31, 2021, were as follows (In Millions):

Total OPEB Liability	\$ 839.23
Plan Fiduciary Net Position*	<u>248.19</u>
Participating Employer's Net OPEB Liability (Asset)	<u>\$ 591.04</u>
Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability	29.57%

*An immaterial difference may exist between the Plan Fiduciary Net Position used in the actuarial valuation and that reported in the Statement of Fiduciary Net Position, due to the timing of the actuarial valuation.



Additional information as of the latest actuarial valuations follows:

Actuarial Valuation Date:	January 1, 2021
Measurement Date of Net OPEB Liability (Asset):	December 31, 2021
Experience Study:	January 1, 2018 - December 31, 2020, Published November 19, 2021
Actual Cost Method:	Entry Age Normal
20 Year Tax-Exempt Municipal Bond Yield*	2.06%
Long-Term Expected Rate of Return:	4.25%
Discount Rate:	2.17%
Salary Increases:	
Wage Inflation	3.00%
Senior/Merit	0.1% - 5.6%
Mortality:	Wisconsin 2020 Mortality Table

* Based on the Bond Buyers GO index.

Some actuarial assumptions are based upon an experience study conducted in 2021 that covered a three-year period from January 1, 2018, to December 31, 2020. Based on this experience study, actuarial assumptions used to measure the Total OPEB Liability changed from the prior year, including the price inflation, mortality and separation rates. The Total OPEB Liability for December 31, 2021, is based upon a roll-forward of the liability calculated from the January 1, 2021, actuarial valuation.

A discount rate of 2.17% was used to measure the Total OPEB Liability for the current year, as opposed to discount rate of 2.25% for the prior year. The change in the discount rate was primarily caused by the decrease in the municipal bond rate from 2.12% as of December 31, 2020 to 2.06% as of December 31, 2021. 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.

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 payment 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, 2036. Therefore, the long-term expected rate of return on plan investments was applied through 2036 and the municipal bond index rate was applied for all remaining periods of projected benefit payments to determine the Total OPEB Liability.



Sensitivity of the Local Retiree Life Insurance Net OPEB Liability (Asset) to Changes in the Discount Rate

The following presents the plan's Net OPEB Liability (Asset) 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 (In Millions):

	Discount Rate		
	1% Decrease (1.17%)	Current Rate (2.17%)	1% Increase (3.17%)
Total OPEB Liability	\$ 1,050.0	\$ 839.2	\$ 680.6
Plan Fiduciary Net Position	248.2	248.2	248.2
Net OPEB Liability (Asset)	\$ 801.8	\$ 591.0	\$ 432.4

4 CONTINGENCIES, RELATED PARTIES, UNUSUAL EVENTS, & SUBSEQUENT EVENTS

No loss contingencies, related party transactions, unusual events, or subsequent events occurred related to CY 2021.

REQUIRED SUPPLEMENTARY INFORMATION

Generally accepted accounting principles require that schedules of changes in net OPEB liabilities and related ratios and the schedules of investment returns be presented to supplement the basic financial statements. This supplemental information is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting.



State Retiree Life Insurance
Schedules of Changes in Net OPEB Liability (Asset) and Related Ratios
 (In Millions)

Calendar Year Ended, December 31	2021	2020	2019	2018	2017
Total OPEB Liability					
Service Cost	\$ 46.3	\$ 36.3	\$ 25.4	\$ 30.7	\$ 26.1
Interest on the Total OPEB Liability	27.4	30.0	33.2	31.2	30.7
Difference between Expected and Actual Experience	3.3	(10.5)	(6.2)	(17.5)	(5.3)
Assumption Changes	13.4	138.5	223.0	(94.9)	49.0
Benefit Payments	(23.7)	(24.7)	(19.8)	(19.5)	(17.7)
Net Change in Total OPEB Liability	66.7	169.6	255.6	(70.0)	82.8
Total OPEB Liability - Beginning	1,200.7	1,031.1	775.5	845.5	762.6
Total OPEB Liability - Ending (a)	<u>\$ 1,267.4</u>	<u>\$ 1,200.7</u>	<u>\$ 1,031.1</u>	<u>\$ 775.5</u>	<u>\$ 845.5</u>
Plan Fiduciary Net Position					
Employer Contributions	1.7	1.5	1.1	1.4	1.4
Net Investment Income	8.8	9.8	10.4	10.9	11.5
Benefit Payments	(23.7)	(24.7)	(19.8)	(19.5)	(17.7)
OPEB Plan Administrative Expense	(0.9)	(0.9)	(0.8)	(0.7)	(0.6)
Other*	0.0	0.0	13.1 *	0.0	0.0
Net Change in Plan Fiduciary Net Position	(14.1)	(14.3)	4.0	(7.9)	(5.4)
Plan Fiduciary Net Position - Beginning	333.7	348.0	344.0	352.0	357.4
Plan Fiduciary Net Position - Ending (b)	<u>\$ 319.6</u>	<u>\$ 333.7</u>	<u>\$ 348.0</u>	<u>\$ 344.0</u>	<u>\$ 352.0</u>
Net OPEB Liability(Asset) - Ending (a) - (b)	\$ 947.8	\$ 867.0	\$ 683.1	\$ 431.5	\$ 493.5
Plan Fiduciary Net Position as a Percentage of Total OPEB Liability	25.22%	27.80%	33.75%	44.36%	41.63%
Covered Employee Payroll	\$ 3,529.3	\$ 3,456.5	\$ 3,299.5	\$ 3,182.5	\$ 3,184.0
Net OPEB Liability (Asset) as a Percentage of Covered Employee Payroll	26.85%	25.08%	20.70%	13.56%	15.50%
Key Assumptions					
Discount Rate	2.15 %	2.22 %	2.84 %	4.20 %	3.60 %
Long-Term Expected Rate of Return	4.25 %	4.25 %	4.25 %	5.00 %	5.00 %
20 Year Tax-Exempt Municipal Bond Yield	2.06 %	2.12 %	2.74 %	4.10 %	3.44 %

*Transfer from Active Life Insurance Program

Immaterial differences may exist between the amounts in this schedule and those reported in the Statement of Changes in Fiduciary Net Position

Values may not add due to rounding.



Local Retiree Life Insurance
Schedules of Changes in Net OPEB Liability (Asset) and Related Ratios
(In Millions)

Calendar Year Ended, December 31	2021	2020	2019	2018	2017
Total OPEB Liability					
Service Cost	\$ 33.9	\$ 26.7	\$ 17.0	\$ 21.1	\$ 18.1
Interest on the Total OPEB Liability	\$ 18.7	\$ 20.2	\$ 21.7	\$ 20.4	\$ 19.8
Difference between Expected and Actual Experience	\$ (10.7)	\$ (12.5)	\$ (9.5)	\$ (11.0)	\$ (4.9)
Assumption Changes	\$ 6.3	\$ 97.7	\$ 159.4	\$ (65.1)	\$ 33.5
Benefit Payments	\$ (10.4)	\$ (12.8)	\$ (9.3)	\$ (7.6)	\$ (7.3)
Net Change in Total OPEB Liability	\$ 37.8	\$ 119.2	\$ 179.3	\$ (42.2)	\$ 59.2
Total OPEB Liability - Beginning	\$ 801.4	\$ 682.2	\$ 502.9	\$ 545.1	\$ 485.9
Total OPEB Liability - Ending (a)	\$ 839.2	\$ 801.4	\$ 682.2	\$ 502.9	\$ 545.1
Plan Fiduciary Net Position					
Employer Contributions	\$ 2.0	\$ 2.0	\$ 1.8	\$ 1.9	\$ 2.1
Net Investment Income	\$ 6.7	\$ 7.3	\$ 7.5	\$ 7.6	\$ 7.6
Benefit Payments	\$ (10.4)	\$ (12.8)	\$ (9.3)	\$ (7.6)	\$ (7.3)
OPEB Plan Administrative Expense	\$ (1.5)	\$ (1.5)	\$ (1.4)	\$ (1.2)	\$ (1.2)
Other*	\$ 0.0	\$ 0.0	\$ 12.9	\$ 0.0	\$ 0.0
Net Change in Plan Fiduciary Net Position	\$ (3.2)	\$ (5.0)	\$ 11.5	\$ 0.7	\$ 1.2
Plan Fiduciary Net Position - Beginning	\$ 251.4	\$ 256.4	\$ 244.9	\$ 244.2	\$ 243.1
Plan Fiduciary Net Position - Ending (b)	\$ 248.2	\$ 251.4	\$ 256.4	\$ 244.9	\$ 244.2
Net OPEB Liability (Asset) - Ending (a) - (b)	\$ 591.0	\$ 550.0	\$ 425.8	\$ 258.0	\$ 300.9
Plan Fiduciary Net Position as a Percentage of Total OPEB Liability	29.57 %	31.36 %	37.58 %	48.69 %	44.81 %
Covered Employee Payroll	\$ 4,418.5	\$ 4,307.4	\$ 4,228.2	\$ 4,115.0	\$ 4,205.3
Net OPEB Liability (Asset) as a Percentage of Covered Employee Payroll	13.38 %	12.77 %	10.07 %	6.27 %	7.15 %
Key Assumptions					
Discount Rate	2.17 %	2.25 %	2.87 %	4.22 %	3.63 %
Long-term expected rate of return	4.25 %	4.25 %	4.25 %	5.00 %	5.00 %
20 Year Tax-Exempt Municipal Bond Yield	2.06 %	2.12 %	2.74 %	4.10 %	3.44 %

*Transfer from Active Life Insurance Program

Immaterial differences may exist between the amounts in this schedule and those reported in the Statement of Changes in Fiduciary Net Position

Values may not add due to rounding.



**State and Local Retiree Life Insurance
Schedule of Investment Returns
Annual Money-Weighted Rate of Return, Net of Investment Expenses**

	2021	2020	2019	2018	2017
State Retiree Life Insurance	2.67%	2.86%	3.09%	3.16%	3.19%
Local Retiree Life Insurance	2.65%	2.84%	3.05%	3.10%	3.13%

NOTES TO REQUIRED SUPPLEMENTARY INFORMATION

Changes in Benefit Terms and Assumptions related to SRLIF and LRLIF OPEB Liabilities (Assets)

Benefit Terms: There were no recent changes in benefit terms.

Assumptions: In addition to the rate changes detailed in the tables above, the State of Wisconsin Employee Trust Fund Board adopted economic and demographic assumption changes based on a three year experience study performed for the Wisconsin Retirement System. These assumptions are used in the actuarial valuations of OPEB liabilities (assets) for the retiree life insurance programs and are summarized below.

The assumption changes that were used to measure the December 31, 2021 total OPEB liabilities, including the following:

- Lowering the price inflation rate from 2.5% to 2.4%
- Mortality assumptions were changed to reflect updated trends by transitioning from the Wisconsin 2018 Mortality Table to the 2020 WRS Experience Mortality Table.

The assumption changes that were used to measure the December 31, 2018 total OPEB liabilities, including the following:

- Lowering the long-term expected rate of return from 5.00% to 4.25%
- Lowering the wage inflation rate from 3.2% to 3.0%
- Lowering the price inflation rate from 2.7% to 2.5%
- Mortality assumptions were changed to reflect updated trends by transitioning from the Wisconsin 2012 Mortality Table to the Wisconsin 2018 Mortality Table.