



State of Wisconsin

Retiree Health Insurance Plan 2026 GASB 75 Employer Schedules

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STATE OF WISCONSIN

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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

Ms. Kathy Blumenfeld, Secretary
Department of Administration

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

Opinions

We have audited the Schedule of Employer Allocations of the State Retiree Health Insurance program of the State of Wisconsin as of and for the year ended June 30, 2025, and the related notes. We have also audited the totals for the columns titled Ending Total OPEB Liability, Total Deferred Outflows of Resources, Total Deferred Inflows of Resources, and Total Employer OPEB Expense included in the Schedule of OPEB Amounts by Participating Employer of the State Retiree Health Insurance program, as of and for the year ended June 30, 2025, and the related notes. The employer schedules were prepared by the Wisconsin Department of Administration (DOA).

In our opinion, the accompanying employer schedules referred to above present fairly, in all material respects, the employer allocations and the totals for the columns titled Ending Total OPEB Liability, Total Deferred Outflows of Resources, Total Deferred Inflows of Resources, and Total Employer OPEB Expense for the State Retiree Health Insurance program as of and for the year ended June 30, 2025, 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 Responsibilities for the Audit of the Employer Schedules section. We are required to be independent of DOA 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 employer 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 employer schedules that are free from material misstatement, whether due to fraud or error.

Auditor's Responsibilities for the Audit of the Employer Schedules

Our objectives are to obtain reasonable assurance about whether the employer schedules 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 employer 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 employer schedules, whether due to fraud or error, and designed and performed audit procedures responsive to those risks. Such procedures included examining, on a test basis, evidence regarding the amounts and disclosures in the employer schedules.

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 DOA'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 and related disclosures made by management, and evaluated the overall presentation of the employer schedules.

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.

Restriction on Use

Our report is intended solely for the information and use of the Legislature, DOA, the Department of Employee Trust Funds (ETF), the ETF Board, the Group Insurance Board, and State Retiree Health 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 August 17, 2026, and published in report 26-09, on our consideration of DOA'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 results of that testing, and not to provide an opinion on the effectiveness of DOA'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 DOA's internal control over financial reporting and compliance. Report 26-09 is available on our website at www.legis.wisconsin.gov/lab.

LEGISLATIVE AUDIT BUREAU



August 17, 2026

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State of Wisconsin Retiree Health Insurance
Schedule of Employer Allocations
As of and for the Year Ended June 30, 2025

Employer Name	Current Year Employer Active Contributions	Current Year Employer Allocation Percentage	Prior Year Employer Active Contributions	Prior Year Employer Allocation Percentage
State Agencies (without UW System)	\$ 594,735,200	42.8894 %	\$ 529,935,647	42.9594 %
University of Wisconsin System	608,810,093	43.9045 %	551,081,616	44.6736 %
UW Hospital	177,622,848	12.8093 %	147,507,203	11.9577 %
WHEDA	3,365,027	0.2427 %	3,252,672	0.2637 %
WEDC	2,137,361	0.1541 %	1,796,948	0.1457 %
Total	\$ 1,386,670,529	100.0000 %	\$ 1,233,574,086	100.0000 %

The accompanying notes are an integral part of this schedule.

State of Wisconsin
 Retiree Health Insurance
 Schedule of OPEB Amounts by Participating Employer
 As of and for the Year Ended June 30, 2025

Employer	Deferred Outflows of Resources						Deferred Inflows of Resources				OPEB Expense		
	Ending Total OPEB Liability	Difference Between Expected and Actual Experience	Changes of Assumptions	Changes in Proportion	Amounts Paid Subsequent to the Measurement Date*	Total Deferred Outflows of Resources	Difference Between Expected and Actual Experience	Changes of Assumptions	Changes in Proportion	Total Deferred Inflows of Resources	Employer's Proportionate Share	Changes in Proportion	Total Employer OPEB Expense
State Agencies (without UW System)	\$361,157,142	\$36,646,486	\$23,171,678	\$ 1,523,920	\$ 23,413,984	\$84,756,068	\$ 8,138,080	\$64,435,001	\$11,912,246	\$84,485,327	\$ 31,741,567	\$ (1,929,717)	\$ 29,811,850
University of Wisconsin System	369,704,219	37,513,755	23,720,054	6,246,374	23,968,094	91,448,277	8,330,674	65,959,908	10,776,103	85,066,685	32,492,755	(528,967)	31,963,788
UW Hospital	107,862,726	10,944,792	6,920,423	15,014,568	6,992,790	39,872,573	2,430,508	19,244,074	469,232	22,143,814	9,479,894	2,394,342	11,874,236
WHEDA	2,043,436	207,347	131,106	430,605	132,477	901,535	46,045	364,575	199,461	610,081	179,595	41,750	221,345
WEDC	1,297,928	131,700	83,274	181,141	84,145	480,260	29,247	231,567	39,566	300,380	114,073	22,592	136,665
Total	<u>\$842,065,451</u>	<u>\$85,444,080</u>	<u>\$54,026,535</u>	<u>\$23,396,608</u>	<u>\$ 54,591,490</u>	<u>\$217,458,713</u>	<u>\$18,974,554</u>	<u>\$150,235,125</u>	<u>\$23,396,608</u>	<u>\$192,606,287</u>	<u>\$ 74,007,884</u>	<u>\$ —</u>	<u>\$ 74,007,884</u>

*This is calculated from 6/30/25 to 6/30/26. In accordance with GASB standards, employers with a reporting date after the measurement date need to report a deferred outflow for the subsequent amount paid.
 The accompanying notes are an integral part of this schedule.

Notes to the Employer Schedules

Plan Description

The State of Wisconsin's Health Insurance Plan, defined as a single employer plan under Governmental Accounting Standards Boards Statement No. 75 *Accounting and Financial Reporting for Postemployment Benefits other than Pensions*, is an employer-sponsored program (not administered as a trust) offering group medical coverage to eligible employees and retirees of State and component unit employers. Created under Chapter 40 of the Wisconsin Statutes, the State Department of Employee Trust Funds and the Group Insurance Board have program administration and oversight responsibilities under Wis. Stat. Sections 15.165(2) and 40.03(6). As of January 2025, the most recent actuarial valuation date, there were 66,288 active and 6,704 retirees and beneficiaries participating in the plan. There were also 1,239 vested terminated members that are entitled to receive benefits but are not currently participating.

Under this plan, retired employees of the State and participating component units pay the same healthcare premium as active employees, creating an implicit rate subsidy. The total amount by which the premiums are higher for active employees when they are pooled with inactive employees than when the active employees are separately rated, is referred to as an implicit rate subsidy in relation to the benefits for the inactive employees. The actuarially-determined implicit rate subsidy for pre-age 65 retirees is treated as an other postemployment benefit (OPEB). At age 65, when eligible, retirees are required to enroll in Medicare.

Retiree health insurance OPEB benefits are paid on a "pay-as-you-go" basis. There is no trust and no assets have accumulated for the plan. In fiscal year 2025 participating employers made actuarially-determined contributions of \$54,621,317 for the implicit rate subsidy. That is, the actuary determined that employer paid health insurance contributions for active employees were \$54.6 million higher than they would have been if they were rated separately from retired participants.

Measurement Focus and Basis of Accounting

The Plan is accounted for using the flow of economic resources measurement focus and the accrual basis of accounting. Premiums paid by retirees and benefit expenses are recognized in the accounting period in which the benefits are provided.

Actuarial Assumptions

The total OPEB liability was determined using the following actuarial assumptions:

Actuarial Valuation Date	January 1, 2025
Measurement Date of Total OPEB Liability	June 30, 2025
Reporting Date	June 30, 2026
Actuarial Cost Method	Entry Age Normal
Asset Valuation Method	N/A
Inflation	2.40%
Salary Increases	Separate merit and longevity increase rates by employer and service, plus 3%
Discount Rate	Discount rate was changed to 5.20% for the June 30, 2025 measurement from 3.93% for the June 30, 2024 measurement
Healthcare Cost Trend Rates	
Medical	5.72%, then 6.75% grading down 0.25% per year to 4.5%
Prescription Drug	8.45%, then 9.50% grading down 0.50% per year to 4.5%
Dental	3.79%, then 3.0% every year after
Administrative Costs	0.39% then 3.0% every year after
Mortality Rates	Separate rates for actives, healthy retirees and disabled retirees, based on the 2021-2023 WRS experience study performed by GRS. Mortality improvement is projected with scale MP 2021 from 2020.
Benefit Changes	None
Participation Rates	Active: 70% are assumed to elect coverage at retirement, and 3.33% of the 30% that defer are assumed to be covered over the next 5 years (1.0% per year), so 75% assumed to be covered after 5 years Deferred: 54% of participants deferring benefits are assumed to be covered over the next 8 years (i.e., 10% for the first year, 9% for the second year, 8% for the third year, 7% for the fourth year, then 5% for the following 4 years).
Assumed Claims	Per capita claims costs were based on premium equivalent rates for plan year 2025. Actuarial factors were then applied to weighted average premium rates to estimate individual retiree and spouse costs by age and gender.
Termination Rates	Rates for General, University, Protective, Executive and Elected employees matched the 2021-2023 experience study for the pension valuation
Disability Rates	Rates for General, University, Protective, Executive and Elected employees matched the 2021-2023 experience study for the pension valuation
Normal Retirement Rates	Rates for General, University, Protective, Executive and Elected employees matched the 2021-2023 experience study for the pension valuation
Lapse Rate	5% per year after the later of assumed commencement or the valuation date
Retiree Contribution Increase Rate	Retiree Contributions are expected to increase by 7.50% in the first year to reflect known premium rates for 2026, and with average benefit trend thereafter.
Benefit End Date	Benefits end when participants turn 65 years old

Discount Rate

The discount rate is equal to the yield or index rate of 20-year, tax exempt general obligation municipal bonds with an average rating of AA/Aa or higher in accordance with GASB Codification Section P52.123 pertaining to nontrusted OPEB plans. The information was obtained by the actuary through a copyrighted Bond Buyer subscription.

Schedule of Employer Allocations

The allocation of the employers' proportionate shares of the OPEB amounts for fiscal year 2026 are based on the percentage of actual employer contributions during fiscal year 2025 to correspond with the measurement date.

Schedule of OPEB Amounts by Participating Employer

The amount assigned to each employer in the Schedule of OPEB Amounts by Participating Employer is each employer's proportionate share of the Total OPEB Liability, Deferred Outflows of Resources, Deferred Inflows of Resources and OPEB Expense determined in accordance with GASB 75.

The Total OPEB Liability was measured as of June 30, 2025 with an actuarial valuation as of January 1, 2025, adjusted for expected changes from the census date to the measurement date.

Total OPEB Liability – June 30, 2024	\$	838,476,868
Service Cost		62,643,525
Interest		34,351,066
Difference between expected and actual experience		5,300,307
Change of Assumptions		(44,084,998)
Benefit Payments		(54,621,317)
Total OPEB Liability – June 30, 2025	\$	<u>842,065,451</u>

The Total Deferred Inflows and Outflows of Resources are amortized over the average active participants service life of 10 years. Total Deferred Inflows and Outflows 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	\$ 15,846,840	\$ (4,016,186)	\$ 11,830,654
Assumption Changes	9,877,745	(44,695,106)	(34,817,361)
Total	<u>\$ 25,724,585</u>	<u>\$ (48,711,292)</u>	<u>\$ (22,986,707)</u>

Total Deferred Inflows and Outflows 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	\$ 85,444,080	\$ (18,974,554)	\$ 66,469,526
Assumption Changes	54,026,535	(150,235,125)	(96,208,590)
Total	<u>\$ 139,470,615</u>	<u>\$ (169,209,679)</u>	<u>\$ (29,739,064)</u>

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

Year Ending June 30	Net Deferred Outflows (Inflows) of Resources
2027	\$ (22,986,706)
2028	(22,986,706)
2029	9,710,163
2030	9,710,163
2031	(1,357,238)
2032-2035	(1,828,740)
Total	\$ (29,739,064)

The total OPEB expense is determined as follows:

Service Cost	\$ 62,643,525
Interest	34,351,066
Recognition of Current Year Deferred Outflows	530,028
Recognition of Current Year Deferred Inflows	(4,408,498)
Recognition of Prior Year Deferred Outflows	25,194,557
Recognition of Prior Year Deferred Inflows	(44,302,794)
Total OPEB Expense	\$ 74,007,884

Sensitivity to Changes

GASB Codification Section P52.136 requires showing the total OPEB liability calculated if the discount rate and healthcare cost trend rates were 1-percentage-point lower or 1-percentage-point higher than the current rates.

The following presents the total OPEB liability as well as what the total OPEB liability would be if it were calculated using a discount rate that is 1-percentage-point lower (4.20%) or 1-percentage-point higher (6.20%) than the current rate.

	1% Decrease in Discount Rate (4.20)%	Current Discount Rate (5.20)%	1% Increase in Discount Rate (6.20)%
Total OPEB Liability	\$908,708,395	\$842,065,451	\$780,518,323

The table below shows the total OPEB liability calculated if the healthcare cost trend rates were 1-percentage-point lower or 1-percentage-point higher than the current healthcare trend rates. The various healthcare trend rates can be found in the Actuarial Assumptions section of this report.

	1% Decrease in Trend Rates	Current Trend Rates	1% Increase in Trend Rates
Total OPEB Liability	\$752,965,257	\$842,065,451	\$947,126,138