

**Report 19-10  
June 2019**

# **Wisconsin Lottery**

## Fiscal Year 2017-18

STATE OF WISCONSIN



Legislative Audit Bureau ■



# **Wisconsin Lottery**

## Fiscal Year 2017-18

### **Joint Legislative Audit Committee Members**

Senate Members:

Robert Cowles, Co-chairperson  
Chris Kapenga  
Alberta Darling  
Janet Bewley  
Tim Carpenter

Assembly Members:

Samantha Kerkman, Co-chairperson  
John Macco  
John Nygren  
Melissa Sargent  
Katrina Shankland

**State Auditor**  
Joe Chrisman

**Financial Audit Director**  
Erin Scharlau

**Team Leader**  
Dominic Schuh

**Auditors**  
Tom Fornander  
Tenzin Kunsang  
Lauren Pawlowski  
Cristina Peterson  
Phillip Stapel

**Publications Designer and Editor**  
Susan Skowronski

The Legislative Audit Bureau supports the Legislature in its oversight of Wisconsin government and its promotion of efficient and effective state operations by providing nonpartisan, independent, accurate, and timely audits and evaluations of public finances and the management of public programs. Bureau reports typically contain reviews of financial transactions, analyses of agency performance or public policy issues, conclusions regarding the causes of problems found, and recommendations for improvement.

Reports are submitted to the Joint Legislative Audit Committee and made available to other committees of the Legislature and to the public. The Audit Committee may arrange public hearings on the issues identified in a report and may introduce legislation in response to the audit recommendations. However, the findings, conclusions, and recommendations in the report are those of the Legislative Audit Bureau.

---

The Bureau accepts confidential tips about fraud, waste, and mismanagement in any Wisconsin state agency or program through its hotline at 1-877-FRAUD-17.

For more information, visit *[www.legis.wisconsin.gov/lab](http://www.legis.wisconsin.gov/lab)*.



# CONTENTS

---

<b>Letter of Transmittal</b>	<b>1</b>
<b>Introduction</b>	<b>3</b>
Wisconsin Lottery Ticket Sales	3
Wisconsin Lottery Operating Expenses	4
Property Tax Relief	5
Statutory Requirements	6
<b>Audit Opinion</b>	<b>11</b>
<b>Management's Discussion and Analysis</b>	<b>17</b>
<b>Financial Statements</b>	<b>27</b>
Statement of Net Position as of June 30, 2018, and June 30, 2017	28
Statement of Revenues, Expenses, and Changes in Net Position for the Years Ended June 30, 2018, and June 30, 2017	29
Statement of Cash Flows for the Years Ended June 30, 2018, and June 30, 2017	30
<b>Notes to the Financial Statements</b>	<b>33</b>
<b>Supplementary Schedules</b>	<b>57</b>
Schedule 1—Statutorily Defined Lottery Administrative Expenses for the Years Ended June 30, 2018, June 30, 2017, and June 30, 2016	58
Schedule 2—Summary of Prize Expenses for the Years Ended June 30, 2014, through June 30, 2018	59
<b>Auditor's Report</b>	<b>61</b>





# STATE OF WISCONSIN | Legislative Audit Bureau

22 East Mifflin St., Suite 500 ■ Madison, WI 53703 ■ (608) 266-2818 ■ Hotline: 1-877-FRAUD-17 ■ [www.legis.wisconsin.gov/lab](http://www.legis.wisconsin.gov/lab)

Joe Chrisman  
State Auditor

June 21, 2019

Senator Robert Cowles and  
Representative Samantha Kerkman, Co-chairpersons  
Joint Legislative Audit Committee  
State Capitol  
Madison, Wisconsin 53702

Dear Senator Cowles and Representative Kerkman:

As required by s. 13.94 (1) (em), Wis. Stats., we have completed a financial audit of the Wisconsin Lottery, which is administered by the Wisconsin Department of Revenue (DOR). We have provided an unmodified opinion on the Wisconsin Lottery's fiscal year (FY) 2017-18 and FY 2016-17 financial statements.

Wisconsin Lottery ticket sales increased from \$602.8 million in FY 2016-17 to \$667.4 million in FY 2017-18, or by 10.7 percent. This increase is the result of increased instant ticket sales as well as increased sales in Powerball and Mega Millions resulting from three large jackpots in FY 2017-18. As ticket sales increase, Wisconsin Lottery expenses also increase. Operating expenses increased from \$440.3 million in FY 2016-17 to \$487.2 million in FY 2017-18, or by 10.7 percent.

2017 Wisconsin Act 59, the 2017-19 Biennial Budget Act, created a general purpose revenue appropriation to pay basic commission to retailers. Under Act 59, \$8.0 million was appropriated to pay retailer compensation for FY 2017-18 and \$40.0 million was appropriated for FY 2018-19.

The Wisconsin Constitution requires that net proceeds from the Wisconsin Lottery be used exclusively for property tax relief for Wisconsin residents. During FY 2017-18, lottery proceeds used for property tax relief totaled \$170.3 million. In September 2018, the Wisconsin Department of Administration and the Legislature's Joint Committee on Finance authorized the use of \$236.5 million in Wisconsin Lottery proceeds for property tax relief during FY 2018-19.

We appreciate the courtesy and cooperation extended to us by DOR staff in completing this audit.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'Joe Chrisman'.

Joe Chrisman  
State Auditor

JC/ES/ss





## Introduction ■

---

The Wisconsin Lottery began operations in September 1988 after Wisconsin voters adopted a constitutional amendment in 1987 that allowed the Legislature to create a state lottery with net proceeds to be distributed for property tax relief. Since 1995, the Department of Revenue has managed the Wisconsin Lottery. As required by s. 13.94 (1) (em), Wis. Stats., we have completed a financial audit of the Wisconsin Lottery and have provided an unmodified opinion on its financial statements for the years ended June 30, 2018, and June 30, 2017. We reviewed ticket sales, operating expenses, property tax relief funded by net proceeds available from the Wisconsin Lottery, and compliance with selected statutory provisions.

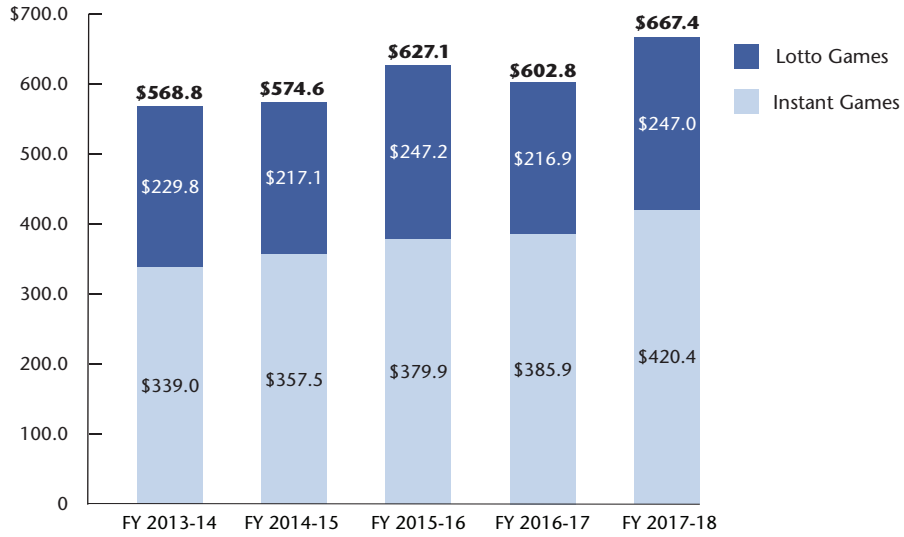
### Wisconsin Lottery Ticket Sales

***From FY 2016-17 to FY 2017-18, ticket sales increased by 10.7 percent and were \$667.4 million in FY 2017-18.***

As shown in Figure 1, the Wisconsin Lottery's ticket sales increased from \$602.8 million in fiscal year (FY) 2016-17 to \$667.4 million in FY 2017-18, or by 10.7 percent. Sales of instant tickets, which are scratch-off and pull-tab tickets, increased by \$34.5 million, or by 9.0 percent. Lotto sales increased \$30.1 million, or 13.9 percent, which is due to increased sales in Powerball and Mega Millions resulting from three large jackpots in FY 2017-18. No similar jackpots occurred during FY 2016-17.

Figure 1

**Wisconsin Lottery Ticket Sales**  
(in millions)



**Wisconsin Lottery Operating Expenses**

***From FY 2016-17 to FY 2017-18, the Wisconsin Lottery's operating expenses increased by 10.7 percent and were \$487.2 million in FY 2017-18.***

The Wisconsin Lottery's largest expenses are prizes and retailer compensation. Retailer compensation includes commissions and incentives that are paid to retailers to promote higher ticket sales. As shown in Table 1, the Wisconsin Lottery's operating expenses increased from \$440.3 million in FY 2016-17 to \$487.2 million in FY 2017-18, or by 10.7 percent, primarily because expenses for lotto prizes increased as lotto ticket sales increased.

Table 1

**Wisconsin Lottery Operating Expenses**  
(in millions)

Operating Expense Type	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
Prize Expenses	\$336.7	\$342.4	\$372.5	\$363.0	\$404.4
Retailer Compensation	38.4	39.6	43.5	41.3	46.5
Game Development and Production	18.0	17.8	19.4	18.9	19.7
Product Information	7.5	7.5	7.5	7.5	8.5
Other <sup>1</sup>	8.1	8.1	9.0	9.6	8.1
<b>Total</b>	<b>\$408.7</b>	<b>\$415.4</b>	<b>\$451.9</b>	<b>\$440.3</b>	<b>\$487.2</b>

<sup>1</sup> Includes staff salaries, fringe benefits, supplies and services, and depreciation.

Game development and production expenses include donated prize expense, instant game ticket printing and delivery costs, and payments to IGT Global Solutions Corporation, which provides an integrated gaming computer system to account for instant and lotto game activity and to network with retailer terminals. Game development and production expenses generally fluctuate based on changes in ticket sales. The Wisconsin Lottery paid IGT Global Solutions Corporation approximately \$13.9 million in FY 2016-17 and \$17.2 million in FY 2017-18.

***In FY 2017-18, the Wisconsin Lottery spent \$8.5 million to provide information about its products.***

The Wisconsin Constitution prohibits public funds or revenues derived from lottery operations from being spent for promotional advertising and requires that any advertising provide only information about the prize structures and chances of winning. The Wisconsin Lottery's annual product information budget, which is established through the State's biennial budget, was unchanged at \$7.5 million from FY 2007-08 to FY 2016-17. As a result of 2017 Wisconsin Act 59, the 2017-19 Biennial Budget Act, the annual product information budget was increased to \$8.5 million in FY 2017-18.

## Property Tax Relief

***From its inception in 1988 through FY 2017-18, the Wisconsin Lottery has provided \$4.4 billion in property tax relief.***

The Wisconsin Constitution requires that net proceeds from the Wisconsin Lottery be used exclusively for property tax relief. The proceeds are largely distributed to owners of primary residences in Wisconsin through the Lottery and Gaming Tax Credit. In FY 2017-18, \$170.3 million in lottery proceeds was used to fund the Lottery and Gaming Tax Credit, as shown in Table 2. In September 2018, the Department of Administration and the Legislature's Joint Committee on Finance authorized the use of

\$236.5 million in Wisconsin Lottery proceeds for the FY 2018-19 Lottery and Gaming Tax Credit. From its inception in 1988 through FY 2017-18, the Wisconsin Lottery has provided \$4.4 billion in property tax relief.

Table 2

**Property Tax Relief**<sup>1, 2</sup>  
(in millions)

Fiscal Year	Lottery and Gaming Tax Credit
2013-14	\$168.4
2014-15	166.4
2015-16	158.1
2016-17	183.3
2017-18	170.3
<b>Total</b>	<b>\$846.5</b>

<sup>1</sup> Property tax relief is funded by net proceeds from the Wisconsin Lottery and by transfers from other gaming-related appropriations, including racing and charitable bingo operations.

<sup>2</sup> Use of Wisconsin Lottery proceeds for the Farmland Tax Relief Credit program was discontinued after December 2009. Small payments continue as taxpayers amend or file late tax returns.

The total amount distributed for property tax relief is authorized early in the fiscal year and is based on an estimate of proceeds that will be available for distribution. Property tax relief is lower in years where fewer proceeds are anticipated to be available for distribution and is higher in years where more proceeds are anticipated to be available for distribution.

## Statutory Requirements

State statutes impose limitations on certain types of lottery expenses. For example, s. 25.75 (3) (a), Wis. Stats., requires that at least 50 percent of lottery sales be used as prize payments to players. As shown in Table 3, the Wisconsin Lottery's prize expenses exceeded 50 percent of ticket sales, in compliance with the statutory requirement, from FY 2013-14 through FY 2017-18. Prize expenses fluctuated because of changes in the types of games offered and played. Lotto game prize payments, which are dependent on jackpot amounts and the frequency of winners claiming prizes, tend to fluctuate more than payments for instant games.

Table 3

**Prize Expenses as a Percentage of Ticket Sales**  
(in millions)

Fiscal Year	Prize Expenses	Ticket Sales	Prize Expenses as a Percentage of Ticket Sales
2013-14	\$336.7	\$568.8	59.2%
2014-15	342.4	574.6	59.6
2015-16	372.5	627.1	59.4
2016-17	363.0	602.8	60.2
2017-18	404.4	667.4	60.6

***The Wisconsin Lottery's administrative expenses were below the statutory limit from FY 2013-14 through FY 2017-18.***

Section 25.75 (3) (b), Wis. Stats., provides that certain administrative expenses may not exceed 10 percent of gross lottery revenues. Gross lottery revenues for this calculation are statutorily defined to consist of instant and lotto ticket sales and retailer fees. Statutory administrative expenses include most expenses and transfers, except prize payments; retailer compensation; transfers to property tax relief; and transfers to the Wisconsin Department of Justice for lottery-related law enforcement activities. As shown in Table 4, the Wisconsin Lottery's administrative expenses remained below the statutory limit from FY 2013-14 through FY 2017-18.

Table 4

**Administrative Expenses as a Percentage of Lottery Revenues<sup>1</sup>**  
(in millions)

Fiscal Year	Statutorily Defined Administrative Expenses	Lottery Revenues <sup>2</sup>	Percentage of Lottery Revenues
2013-14	\$34.3	\$568.9	6.0%
2014-15	34.1	574.7	5.9
2015-16	36.6	627.2	5.8
2016-17	36.7	602.8	6.1
2017-18	37.0	667.5	5.5

<sup>1</sup> Section 25.75 (3) (b), Wis. Stats., provides that certain administrative expenses may not exceed 10 percent of gross lottery revenues.

<sup>2</sup> Lottery revenues represent the total operating revenues net of allowances and discounts, which is an approximate but smaller amount than the amount to be used in this calculation as defined by s. 25.75 (3) (b), Wis. Stats.

Statutes establish maximum compensation rates for basic commissions and performance program payments to retailers who sell lottery tickets. Basic commission rates, as established in s. 565.10 (14) (b), Wis. Stats., are currently 5.5 percent of the retail price for lotto tickets and 6.25 percent for instant tickets. The Wisconsin Lottery spent \$39.8 million in basic commission in FY 2017-18. Of this amount, \$8.0 million was funded by a general purpose revenue appropriation that was created by 2017 Wisconsin Act 59. Wisconsin Lottery reports this amount as a transfer in from the General Fund on its financial statements. Under Act 59, the amount of general purpose revenue available for Wisconsin Lottery to spend on retailer compensation in FY 2018-19 is \$40.0 million.

***The Wisconsin Lottery spent \$6.5 million in Retailer Performance Program payments in FY 2017-18.***

In addition, s. 565.02 (4) (g), Wis. Stats., authorizes a performance program to provide incentives to retailers and requires that payments not exceed 1.0 percent of gross revenues from the sale of lottery tickets. Table 5 shows the Wisconsin Lottery's performance program payments from FY 2013-14 through FY 2017-18. The Wisconsin Lottery spent \$6.5 million in Retailer Performance Program payments in FY 2017-18.

Table 5

**Retailer Performance Program Payments as a Percentage of Ticket Sales<sup>1</sup>**  
(in millions)

Fiscal Year	Retailer Performance Program Payments	Ticket Sales <sup>2</sup>	Payments as a Percentage of Ticket Sales
2013-14	\$4.4	\$568.8	0.8%
2014-15	5.1	574.6	0.9
2015-16	6.0	627.1	1.0
2016-17	5.0	602.8	0.8
2017-18	6.5	667.4	1.0

<sup>1</sup> Section 565.02 (4) (g), Wis. Stats., authorizes a performance program to provide incentives to retailers and requires that payments not exceed 1.0 percent of gross revenues from the sale of lottery tickets.

<sup>2</sup> Ticket sales represent the total ticket sales net of allowances and discounts, which is an approximate but smaller amount than the amount to be used in this calculation as defined by s. 565.02 (4) (g), Wis. Stats.

The Retailer Performance Program includes a bonus for retailers that sell winning tickets, short-term incentives for retailers that increase ticket sales of certain games for specific time periods, and sales

incentives for retailers that increase ticket sales. During FY 2017-18, performance payments for the sales incentives accounted for 77.2 percent of the total incentive payments, followed by winning ticket bonuses and six short-term incentives accounting for 17.6 percent and 5.3 percent, respectively. Total payments for each of these short-term incentives ranged from \$1,724 to \$97,261, and the number of retailers who participated in each of these short-term incentives ranged from 486 retailers to all retailers, which total approximately 3,700.

In addition to limitations on certain types of lottery expenses, state statutes prescribe various transfers to and from the Wisconsin Lottery. Unencumbered balances and related interest for the following appropriations are to be transferred to the Wisconsin Lottery at the end of the fiscal year:

- the appropriation for the Department of Health Services' compulsive gambling awareness campaigns, under s. 20.435 (5) (kg), Wis. Stats.;
- the appropriation for the Department of Justice's gaming law enforcement, under s. 20.455 (2) (g), Wis. Stats.; and
- the appropriations for general operations of the Department of Administration's Division of Gaming related to racing and bingo, under s. 20.505 (8) (g) and (jm), Wis. Stats.

The Wisconsin Lottery received \$32,600 from these transfers in FY 2016-17 and \$8,886 from these transfers in FY 2017-18.

In addition, the Wisconsin Lottery is required to transfer amounts to the General Fund related to annual appropriation bonds issued by the State of Wisconsin to pay off certain unfunded liabilities in the pension and other employee benefit programs. The Wisconsin Lottery transferred \$151,526 in FY 2016-17 and \$126,588 in FY 2017-18 for this purpose.

■ ■ ■ ■





---

# Audit Opinion ■

---





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

Senator Robert Cowles and  
Representative Samantha Kerkman, Co-chairpersons  
Joint Legislative Audit Committee

Mr. Peter Barca, Secretary  
Ms. Cindy Polzin, Administrator  
Division of Lottery  
Department of Revenue

### Report on the Financial Statements

We have audited the accompanying financial statements and the related notes of the Wisconsin Lottery as of and for the years ended June 30, 2018, and June 30, 2017, as listed in the table of contents.

#### Management's Responsibility for the Financial Statements

Management of the Department of Revenue and the Wisconsin Lottery are 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.

#### Auditor's Responsibility

Our responsibility is to express an opinion on these financial statements based on our audits. We conducted our audits 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. 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 the 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 opinion on these financial statements.

### **Opinion**

In our opinion, the financial statements referred to in the first paragraph present fairly, in all material respects, the financial position of the Wisconsin Lottery as of June 30, 2018, and June 30, 2017, and the respective changes in its financial position and its cash flows thereof for the years then ended in accordance with accounting principles generally accepted in the United States of America.

### **Emphasis of Matter**

As discussed in Note 2A to the financial statements, the financial statements referred to in the first paragraph present only the Wisconsin Lottery and do not purport to, and do not, present fairly the financial position of the State of Wisconsin as of June 30, 2018, and June 30, 2017, the changes in its financial position, or where applicable, its cash flows for the years 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 Matters**

*Required Supplementary Information*—Accounting principles generally accepted in the United States of America require that the Management's Discussion and Analysis, which is on pages 17 through 26, 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, which considers it to be essential for placing the financial statements in an appropriate operational, economic, or historical context. In accordance with auditing standards generally accepted in the United States of America, we have applied certain limited procedures to the required supplementary information that included inquiries of management about the methods of preparing the information. We further compared 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.

*Accompanying Information*—Our audits for the years ended June 30, 2018, and June 30, 2017, were conducted for the purpose of forming an opinion on the financial statements of the Wisconsin Lottery. Schedules 1 and 2 on pages 58 through 59 are presented for purposes of additional analysis and are not a required part of the financial statements for the years ended June 30, 2018, and June 30, 2017. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the financial statements. The information has been subjected to the auditing procedures applied in the audits of the financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the financial statements or to the financial statements themselves, and

other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the information is fairly stated in all material respects in relation to the financial statements as a whole.

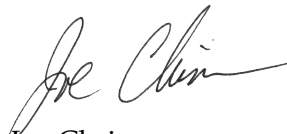
We also previously audited, in accordance with auditing standards generally accepted in the United States of America, the financial statements of the Wisconsin Lottery as of and for the years ended June 30, 2016, June 30, 2015, and June 30, 2014 (not presented herein), and issued reports thereon dated August 29, 2017 (report 17-15), July 20, 2016 (report 16-7), and July 7, 2015 (report 15-9), which contained unmodified opinions on the respective financial statements of the Wisconsin Lottery. In this report (report 19-10), Schedule 1, on page 58, for the year ended June 30, 2016, and Schedule 2, on page 59, for the years ended June 30, 2016, June 30, 2015, and June 30, 2014, are presented for purposes of additional analyses and are not a required part of the financial statements.

Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the financial statements for the years ended June 30, 2016, June 30, 2015, and June 30, 2014. The information has been subjected to the auditing procedures applied in the audits of those financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare those financial statements or to the financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the information is fairly stated in all material respects in relation to the financial statements as a whole for the years ended June 30, 2016, June 30, 2015, and June 30, 2014.

### **Other Reporting Required by *Government Auditing Standards***

In accordance with *Government Auditing Standards*, we have also issued a report dated June 14, 2019, on our consideration of the Department of Revenue's and Wisconsin Lottery's internal control over financial reporting; our tests of its compliance with certain provisions of laws, regulations, 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 the Department of Revenue's and Wisconsin Lottery'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 the Department of Revenue's and Wisconsin Lottery's internal control over financial reporting and compliance.

LEGISLATIVE AUDIT BUREAU



Joe Chrisman  
State Auditor

June 14, 2019



---

# Management's Discussion and Analysis ■

---

*Prepared by Wisconsin Lottery Management*

This section of the Wisconsin Lottery's financial statements presents the Wisconsin Lottery Management's Discussion and Analysis of the financial performance of the Wisconsin Lottery for the fiscal years ended June 30, 2018, and June 30, 2017, with comparative information from the fiscal year ended June 30, 2016. This discussion should be read in conjunction with the accompanying financial statements and notes. The financial statements, notes, and this discussion are the responsibility of the Department of Revenue and Wisconsin Lottery management.

## **Financial Highlights**

In fiscal year (FY) 2017-18, the Wisconsin Lottery, implemented GASB Statement Number 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*. This statement establishes standards of accounting and financial reporting for defined benefit other postemployment benefits (OPEB) and defined contribution OPEB that are provided to the employees of state and local governmental employers.

Operating revenues generated from ticket sales for the Wisconsin Lottery were \$667.4 million in FY 2017-18 versus \$602.8 million in FY 2016-17, an increase of 10.7 percent. Total FY 2017-18 ticket sales increased from FY 2016-17 due to increased jackpots in lotto games. In addition, in FY 2017-18, instant scratch tickets had their highest annual sales in Wisconsin Lottery history.

Program expenses for FY 2017-18 increased \$48.5 million, or by 11.3 percent, primarily as a result of increased prize expense and retailer commissions and incentives which rise with increased sales. Administrative expenses (salaries and fringe benefits, and supplies) decreased to \$8.1 million in FY 2017-18 from \$9.6 million in FY 2016-17. Salaries and fringe benefits decreased by \$1.6 million due to the elimination of 10 Tel-Sell and warehouse positions under the new IGT Global Solutions Corporation (IGT) contract. Net income before transfers was \$180.2 million for FY 2017-18, compared to \$161.8 million in FY 2016-17.

Administrative expenses, as defined in s. 25.75 (3) (b), Wis. Stats., were 5.5 percent of gross lottery revenues in FY 2017-18, well below the statutory maximum of 10.0 percent. Total statutory administrative expenses, which include administrative expenses reported in the financial statements, all program expenses except prizes and retailer compensation, and certain transfers out were \$37.0 million in FY 2017-18. This was an increase of \$0.3 million from the FY 2016-17 total of \$36.7 million.

## **Understanding the Financial Statements**

The Wisconsin Constitution requires that net proceeds from the operations of the Wisconsin Lottery be used to provide property tax relief. The Wisconsin Lottery is accounted for as an enterprise activity, a type of proprietary fund that reports on all of the activity's assets and liabilities using the accrual basis of accounting, much like a private business entity.

This report consists of a series of comparative financial statements, along with explanatory notes to the financial statements and supplemental schedules. The financial statements are comprised of three components:

- **Statement of Net Position**—provides detailed information on the nature and amount of the Wisconsin Lottery's assets, deferred outflows, liabilities, deferred inflows, and net position as of June 30, 2018, and June 30, 2017;
- **Statement of Revenues, Expenses, and Changes in Net Position**—reports the revenues and expenses incurred in relation to the sale of lottery products, as well as other non-gaming related activity for FY 2017-18 and FY 2016-17; and
- **Statement of Cash Flows**—outlines the cash inflows and outflows related to the sale of lottery products and other business-related activities for FY 2017-18 and FY 2016-17.

To assess the Wisconsin Lottery's financial position and financial health, the reader of these statements should pay particular attention to the changes in the components of assets and liabilities as set forth in the Statement of Net Position, and to changes in income and expenses as set forth in the Statement of Revenues, Expenses, and Changes in Net Position, as well as the Statement of Cash Flows.



## Overview of Financial Position

The Statement of Net Position provides detailed information on the nature and amount of the Wisconsin Lottery's assets, deferred outflows, liabilities, deferred inflows, and net position at the close of FY 2017-18 and FY 2016-17. Table A presents this data in a condensed form for the past three fiscal years. The relationship of assets and deferred outflows to liabilities and deferred inflows and the resulting net position is one indicator of the financial condition of the Wisconsin Lottery.

Table A

### Statement of Net Position (in millions)

	June 30, 2018	Change	Restated June 30, 2017	Change	June 30, 2016
<b>Assets</b>					
Investments	\$ 19.0	\$ (5.5)	\$24.5	\$ (6.3)	\$ 30.8
Capital Assets (net of accumulated depreciation)	0.2	0.0	0.2	0.0	0.2
Other Assets	87.1	19.9	67.2	(19.2)	86.4
<b>Total Assets</b>	<b>106.3</b>	<b>14.4</b>	<b>91.9</b>	<b>(25.5)</b>	<b>117.4</b>
<b>Total Deferred Outflows of Resources</b>	<b>1.6</b>	<b>(0.2)</b>	<b>1.8</b>	<b>(0.9)</b>	<b>2.7</b>
<b>Liabilities</b>					
Current Liabilities	46.1	(0.4)	46.5	0.2	46.3
Noncurrent Liabilities	15.2	(3.4)	18.6	(3.7)	22.3
<b>Total Liabilities</b>	<b>61.3</b>	<b>(3.8)</b>	<b>65.1</b>	<b>(3.5)</b>	<b>68.6</b>
<b>Total Deferred Inflows of Resources</b>	<b>1.9</b>	<b>1.1</b>	<b>0.8</b>	<b>(0.3)</b>	<b>1.1</b>
<b>Net Position</b>					
Invested in Capital Assets	0.2	0.0	0.2	0.0	0.2
Restricted for Pensions	0.9	0.9	0.0	0.0	0.0
Restricted for MUSL Reserves	5.8	0.6	5.2	0.0	5.2
Restricted for Investment Fair Value Adjustment	1.5	(1.2)	2.7	(1.7)	4.4
Restricted for Property Tax Relief	36.3	16.6	19.7	(20.9)	40.6
<b>Total Net Position</b>	<b><u>\$ 44.7</u></b>	<b><u>\$16.9</u></b>	<b><u>\$27.8</u></b>	<b><u>\$(22.6)</u></b>	<b><u>\$ 50.4</u></b>

## Assets

The Wisconsin Lottery's assets consist primarily of cash and cash equivalents, investments for prize annuities, accounts receivable, Multi-State Lottery Association (MUSL) reserve accounts, and instant ticket inventory. As shown in Table A, total assets were \$106.3 million at the end of FY 2017-18, compared to \$91.9 million at the end of FY 2016-17, and \$117.4 million at the end of FY 2015-16. Cash increased by \$19.3 million in FY 2017-18. Noncurrent assets primarily consist of investments for prize annuities expected to mature more than a year beyond the date of the Statement of Net Position. Since 2007, no winners have chosen to receive their winnings in the form of an annuity, and therefore no new investments are being added. The investment balance continues to decrease each year as investments mature and annuitants receive their annual payments.

## Liabilities

At the end of FY 2017-18, the Wisconsin Lottery had total liabilities of \$61.3 million, compared with total liabilities of \$65.1 million at the end of FY 2016-17 and \$68.6 million at the end of FY 2015-16. Current liabilities consist primarily of accrued prizes payable, annuity prizes payable and accounts payable due to suppliers. Noncurrent liabilities consist primarily of annuity prizes payable more than a year beyond the date of the Statement of Net Position. Since 2007, no winners have chosen to receive their winnings in the form of an annuity. As a result, total annuity prizes payable continues to decrease each year as existing annuitants receive their annual payments.

## Net Position

The Wisconsin Lottery's total net position was \$44.7 million at the end of FY 2017-18, a \$16.9 million increase from the prior year's amount, as restated. Net position as of June 30, 2018, increased due to an \$8.0 million transfer in from the General Fund applied toward the Retailer Commissions and Incentives account and the \$13.0 million decrease of property tax relief in FY 2017-18 from FY 2016-17. The total net position at the end of FY 2016-17 was \$27.8 million, a \$22.6 million decrease from FY 2015-16. Total net position was \$50.4 million at the end of FY 2015-16.

The Wisconsin Lottery's net position is generally available for property tax relief unless restricted for other uses. There are currently five uses of the Wisconsin Lottery's net position. Amounts invested in capital assets cannot be used to provide property tax relief. Reserve accounts held by MUSL are not currently available for property tax relief. Unrealized gains or losses related to the change in the fair value of investments are not available for property tax relief because investments have been purchased for the payment of annuity prizes payable and are generally held to maturity. Restricted for pensions are amounts reserved for adjustments required by governmental accounting standards for Wisconsin Retirement System (WRS) and OPEB activity. All remaining net position is available for property tax relief.

The Statement of Revenues, Expenses, and Changes in Net Position provides detailed information on the nature and financial impact of the Wisconsin Lottery's operations for FY 2017-18 and FY 2016-17. Table B presents data for the past three fiscal years in a condensed form.

Table B  
**Statement of Revenues, Expenses, and Changes in Net Position**  
(in millions)

	FY 2017-18	Change	Restated FY 2016-17	Change	FY 2015-16
<b>Revenues</b>					
Operating Revenues:					
Ticket sales	\$667.4	\$64.6	\$602.8	\$(24.3)	\$627.1
Retailer fees and miscellaneous revenue	0.2	(0.2)	0.4	0.3	0.1
Nonoperating Revenues:					
Gain (loss) on disposal of fixed assets	0.0	(0.1)	0.1	0.1	0.0
Investment income (loss)	(0.2)	1.1	(1.3)	(1.1)	(0.2)
<b>Total Revenues</b>	<b>667.4</b>	<b>65.4</b>	<b>602.0</b>	<b>(25.0)</b>	<b>627.0</b>
<b>Expenses</b>					
Program Expenses:					
Prize expenses	404.4	41.4	363.0	(9.5)	372.5
Retailer commissions and incentives	46.5	5.2	41.3	(2.2)	43.5
Instant and lotto vendor services	17.2	3.3	13.9	(0.6)	14.5
Other game-related expenses	11.0	(1.4)	12.4	0.0	12.4
Administrative Expenses	8.1	(1.5)	9.6	0.6	9.0
<b>Total Expenses</b>	<b>487.2</b>	<b>47.0</b>	<b>440.2</b>	<b>(11.7)</b>	<b>451.9</b>
<b>Net Income Before Transfers</b>	<b>180.2</b>	<b>18.4</b>	<b>161.8</b>	<b>(13.3)</b>	<b>175.1</b>
<b>Transfers</b>					
Transfers for Property Tax Relief	(170.3)	13.0	(183.3)	(25.2)	(158.1)
Transfer In from General Fund	8.0	8.0	0.0	0.0	0.0
Transfer for Compulsive Gambling Programs	(0.4)	0.0	(0.4)	0.0	(0.4)
Transfer for Law Enforcement	(0.3)	0.1	(0.4)	(0.1)	(0.3)
Transfer for Lottery Credit Administration	(0.2)	0.0	(0.2)	0.0	(0.2)
Transfers Out to General Fund	(0.1)	0.0	(0.1)	0.1	(0.2)
<b>Change in Net Position</b>	<b><u>\$ 16.9</u></b>	<b><u>\$39.5</u></b>	<b><u>\$ (22.6)</u></b>	<b><u>\$(38.5)</u></b>	<b><u>\$ 15.9</u></b>

## Revenues

Operating revenues are generated almost entirely from ticket sales. Ticket sales for the Wisconsin Lottery were \$667.4 million in FY 2017-18, \$602.8 million in FY 2016-17, and \$627.1 million in FY 2015-16. Table C compares ticket sales for each game category for FY 2017-18, FY 2016-17, and FY 2015-16.

Table C

### Wisconsin Lottery Ticket Sales (in millions)

	FY 2017-18	Change	FY 2016-17	Change	FY 2015-16
<b>Instant</b>					
Scratch-off	\$419.4	\$34.6	\$384.8	\$ 6.0	\$378.8
Pull-tab	1.0	(0.1)	1.1	0.0	1.1
Total Instant Ticket Sales	420.4	34.5	385.9	6.0	379.9
<b>Lotto</b>					
SuperCash!	25.8	0.2	25.6	0.8	24.8
Powerball	98.2	16.2	82.0	(30.5)	112.5
Wisconsin's Megabucks	11.4	(0.7)	12.1	(1.1)	13.2
Wisconsin's Megabucks EZ match	1.6	0.0	1.6	(0.1)	1.7
Daily Pick 3	23.9	(0.2)	24.1	0.1	24.0
Daily Pick 4	14.0	1.0	13.0	0.2	12.8
Badger 5	25.6	(0.1)	25.7	0.2	25.5
Mega Millions	39.4	13.5	25.9	0.5	25.4
5 Card Cash	6.3	0.2	6.1	(0.4)	6.5
Raffle	0.8	0.0	0.8	0.0	0.8
Total Lotto Ticket Sales	247.0	30.1	216.9	(30.3)	247.2
<b>Total Sales</b>	<b><u>\$667.4</u></b>	<b><u>\$64.6</u></b>	<b><u>\$602.8</u></b>	<b><u>\$(24.3)</u></b>	<b><u>\$627.1</u></b>

Total Lottery ticket sales increased 10.7 percent in FY 2017-18 compared to FY 2016-17. Instant scratch ticket sales increased by \$34.5 million from FY 2016-17 to FY 2017-18. Lotto game sales increased by \$30.1 million from FY 2016-17 to FY 2017-18, primarily due to increased sales in Powerball and Mega Millions resulting from three large jackpots in FY 2017-18. Pull-tab sales remained consistent in FY 2015-16 through FY 2017-18.

## Expenses

Expenses consist of amounts paid in prizes, retailer commissions and incentives, fees paid to the Wisconsin Lottery's gaming system vendor (instant and lotto vendor services), other game-related expenses, and administrative expenses. In FY 2017-18, total operating expenses were \$487.2 million, an increase of \$47.0 million from the restated FY 2016-17 expenses of \$440.2 million, which had decreased from FY 2015-16 expenses of \$451.9 million. The fluctuation in expenses is primarily a result of changes in prize expense, which tend to follow the changes in sales.

Prizes are the Wisconsin Lottery's largest expense. Table D compares ticket prize awards for each lottery game category for the last three fiscal years.

Table D

### Wisconsin Lottery Ticket Prize Awards (in millions)

	FY 2017-18	Change	FY 2016-17	Change	FY 2015-16
<b>Instant</b>					
Scratch-off	\$281.2	\$26.4	\$254.8	\$ 5.8	\$249.0
Pull-tab	0.6	(0.1)	0.7	0.0	0.7
Super 2nd Chance <sup>1</sup>	0.3	0.0	0.3	0.0	0.3
Total Instant Prize Awards	282.1	26.3	255.8	5.8	250.0
<b>Lotto</b>					
SuperCash!	13.5	(0.9)	14.4	0.7	13.7
Powerball	47.6	9.5	38.1	(16.0)	54.1
Wisconsin's Megabucks	6.2	(0.1)	6.3	(1.2)	7.5
Wisconsin's Megabucks EZ Match	1.0	0.0	1.0	0.0	1.0
Daily Pick 3	11.1	(0.7)	11.8	0.4	11.4
Daily Pick 4	6.7	0.3	6.4	0.7	5.7
Badger 5	12.4	0.2	12.2	(0.3)	12.5
Mega Millions	19.4	6.7	12.7	0.3	12.4
5 Card Cash	3.7	0.1	3.6	0.1	3.5
Raffle	0.4	0.0	0.4	0.0	0.4
Super 2nd Chance <sup>1</sup>	0.3	0.0	0.3	0.0	0.3
Total Lotto Prize Awards	122.3	15.1	107.2	(15.3)	122.5
<b>Total</b>	<b>\$404.4</b>	<b>\$41.4</b>	<b>\$363.0</b>	<b>\$ (9.5)</b>	<b>\$372.5</b>

<sup>1</sup> Super 2nd Chance prizes are awarded through drawings to players who send in non-winning scratch-off and lotto tickets. The prizes are funded from the sale of the scratch-off and lotto tickets.

Generally, prizes awarded are a function of ticket sales: higher ticket sales will result in greater prize expense, while lower sales will result in lower prize expense. The change in prize expense, however, is not always perfectly proportional to sales. Each individual game has a unique prize structure so as sales shift between the different games being offered, prize expenses can fluctuate more or less than would be expected based on the change in sales. In FY 2017-18, ticket sales across all games increased \$64.6 million, while prize expense increased \$41.4 million. In FY 2016-17, ticket sales decreased \$24.3 million, while prize expense decreased \$9.5 million. Schedule 2, which follows the Notes to the Financial Statements, shows a multi-year summary of ticket sales and their related prize expenses.

Since expenses for retailer commissions and incentives are a function of sales, they typically rise and fall with sales. In FY 2017-18, retailers were paid \$46.5 million in commissions and incentives, up \$5.2 million from the \$41.3 million paid in FY 2016-17. In FY 2015-16, retailer commissions and incentives were \$43.5 million.

The Wisconsin Lottery contracted with IGT Global Solutions Corporation (formerly known as GTECH Corporation) for an integrated gaming computer system and services (instant and lotto vendor services). Initially, the Wisconsin Lottery paid IGT 2.54 percent of total net ticket sales. In July 2009, the Wisconsin Lottery extended its contract with IGT through June 2013. In consideration for that extension, IGT reduced the cost of the contract by \$1.0 million per year. Therefore, beginning with FY 2009-10, the Wisconsin Lottery paid IGT 2.54 percent of net sales, less \$1.0 million. In addition, IGT provides, at no additional cost, a remote, hot-site backup of the system and a data feed that can be used for business analytics.

The Wisconsin Lottery further extended its contract with IGT through June 25, 2016. IGT Global Solutions Corporation fulfilled the remaining term of the contract, which was subsequently extended to May 13, 2017. The payment terms through this contract included the hot-site backup and 2.54 percent of the total net sales, less \$1,750,000.

The Wisconsin Lottery entered into a new contract with IGT Global Solutions Corporation for an integrated gaming computer system and services (instant and lottery vendor services) that was implemented on May 14, 2017. The initial terms of this contract will be for seven years from the operational start date. The new contract will require the Wisconsin Lottery to pay IGT Global Solutions Corporation 2.57 percent of weekly net sales. This new contract includes the lottery gaming system, 70 percent of instant scratch-off ticket printing, warehousing, distribution and telemarketing services. In FY 2017-18, payments to IGT Global Solutions Corporation were \$17.2 million. In FY 2016-17, payments to IGT Global Solutions Corporation were \$13.9 million.

### **Net Income and Transfer for Property Tax Relief**

Net income before transfers was \$180.2 million in FY 2017-18, up from the restated amount of \$161.8 million in FY 2016-17. Net income before transfers was \$175.1 million in FY 2015-16.

As shown in Table B, the amount transferred out for property tax relief differs from net income. This is because the transfers occur before the end of the fiscal year and are based on an estimate of the total funds that will be available for distribution. The transfers out for property tax relief decreased by \$13.0 million, or by 7.1 percent, during FY 2017-18, after increasing by \$25.2 million, or by 16.0 percent, during FY 2016-17.

### **Factors Impacting Future Results**

The Wisconsin Lottery's success is dependent upon its ability to effectively gauge the market for its products. The Wisconsin Lottery regularly changes its product offerings in response to consumer preferences. The Wisconsin Lottery is engaged in a long-term growth strategy for instant scratch sales by meeting consumer demand for more games at higher price points. Sales continue to build for tickets priced \$10 and higher. While the Wisconsin Lottery makes every effort to ensure the success of its products, overall sales will be adversely affected if the Wisconsin Lottery misjudges the market.

Approximately 20.6 percent of all ticket sales in FY 2017-18 came from two MUSL jackpot games, Powerball and Mega Millions. The sales of these games can be volatile as they are driven by the size and frequency of large jackpots, which occur randomly. For example, Powerball sales significantly decreased during FY 2016-17 by 27.1 percent only to see an increase in FY 2017-18 of 19.8 percent. The volatility of jackpot games makes forecasting ticket sales difficult. The Wisconsin Lottery has established a range to forecast future performance based upon past performance, but that range is broad and jackpot game sales can vary from year to year by tens of millions of dollars from estimates.

Lottery tickets are a discretionary purchase. Consequently, the Lottery's performance is subject to economic conditions and their impact on consumer spending. Some factors influencing consumer spending include unemployment, fuel costs, the cost of essential goods such as food, clothing, and shelter, and consumer confidence in the economy. Consumer purchases of discretionary items, such as lottery tickets, generally decline during periods when disposable income is adversely affected or when there is a lack of consumer confidence in the economy.

In September 2015, the Wisconsin Lottery asked the Wisconsin Department of Justice to review the December 29, 2007 Wisconsin's Megabucks drawing to determine if any illegal activity may have occurred in Wisconsin. The Wisconsin Lottery made this request because an individual previously employed by MUSL had access to Wisconsin's random number generators (RNGs) and was convicted of fraud in Iowa. Suspected fraud related to this individual was also being investigated in Colorado, Kansas, and Oklahoma. The Wisconsin Department of Justice's investigation resulted in two individuals pleading guilty to fraud related charges. One individual was convicted of a felony, Computer Crime as Party to a Crime. On August 28, 2017, this individual's sentence was withheld and the individual was placed on probation for one year. That probation period can be

served in Texas. As conditions of the probation, this individual is required to serve six months of confinement and make restitution to the Wisconsin Lottery. The confinement time may be served on electronic monitoring. This sentence is concurrent to this individual's sentence in Iowa. Another individual pled guilty to two felony charges, one of which was Computer Crime and the other was Theft—False Representation >\$10,000. On September 15, 2017, this individual was sentenced to four years of initial confinement and five years of extended supervision. Additionally, this individual was ordered to pay restitution to the Wisconsin Lottery. This individual is serving his sentence concurrently with an Iowa conviction in a prison in Polk County, Iowa.

The Wisconsin Lottery purchased new RNGs from a third party independent of MUSL and had them forensically examined by security experts prior to implementation. Since then, a strict protocol has been implemented that requires all updates to the RNGs go through this forensic examination process prior to being implemented. Additional security measures have also been implemented to insure and protect the integrity of the Wisconsin Lottery.

### **Contacting the Wisconsin Lottery's Financial Management**

These financial statements are designed to provide the Legislature and the executive branch of government, the public, and other interested parties with an overview of the financial results of the Wisconsin Lottery's activities and to show the Wisconsin Lottery's accountability for the money it receives.

If you have questions about these financial statements, or need additional financial information, please contact:

Wisconsin Department of Revenue  
Attention: Director, Bureau of Financial Management Services  
Mailstop 6-261  
Post Office Box 8931  
Madison, Wisconsin 53708-8931  
Telephone (608) 266-8469

If you have questions concerning general program information relating to the Wisconsin Lottery, please contact:

Wisconsin Department of Revenue  
Attention: Director of the Wisconsin Lottery  
Post Office Box 8941  
Madison, Wisconsin 53708-8941  
Telephone (608) 261-8800



---

## **Financial Statements ■**

---

## Statement of Net Position

### June 30, 2018, and June 30, 2017

	June 30, 2018	Restated June 30, 2017
<b>ASSETS</b>		
Current Assets:		
Cash and Cash Equivalents (Note 3)	\$ 50,402,545	\$ 31,149,658
Investments for Prize Annuities (Note 3)	4,520,223	5,497,157
Accounts Receivable (Note 4)	28,550,942	29,013,233
Due from Other State Programs (Note 4)	8,944	68,340
Ticket Inventory	816,228	1,161,921
MUSL Reserve Accounts (Note 5)	310,975	287,027
Prepaid Expenses	365,447	404,857
Total Current Assets	<u>84,975,304</u>	<u>67,582,193</u>
Noncurrent Assets:		
Investments for Prize Annuities (Note 3)	14,463,027	18,998,198
MUSL Reserve Accounts (Note 5)	5,774,081	5,186,578
Net Pension Asset	908,718	0
Capital Assets:		
Equipment	431,463	417,751
Leasehold Improvements	90,288	90,288
Accumulated Depreciation	(372,831)	(343,607)
Total Noncurrent Assets	<u>21,294,746</u>	<u>24,349,208</u>
<b>TOTAL ASSETS</b>	<b><u>106,270,050</u></b>	<b><u>91,931,401</u></b>
<b>DEFERRED OUTFLOWS OF RESOURCES (Notes 6 and 7)</b>	<b>1,628,205</b>	<b>1,804,085</b>
<b>LIABILITIES</b>		
Current Liabilities:		
Annuity Prizes Payable (Note 8)	4,447,435	5,419,264
Prizes Payable	37,047,090	35,706,731
Accounts Payable	3,070,528	3,472,656
Due to Other State Programs	123,394	538,382
MUSL Payable	750,895	436,253
Unearned Revenue	408,886	685,609
Due to Other Governments	117,232	70,427
Compensated Absences	176,137	167,021
Total Current Liabilities	<u>46,141,597</u>	<u>46,496,343</u>
Noncurrent Liabilities:		
Annuity Prizes Payable (Note 8)	13,237,710	16,620,742
Compensated Absences	470,865	485,056
Other Postemployment Benefits	1,451,887	1,305,467
Net Pension Liability	0	258,138
Total Noncurrent Liabilities	<u>15,160,462</u>	<u>18,669,403</u>
<b>TOTAL LIABILITIES</b>	<b><u>61,302,059</u></b>	<b><u>65,165,746</u></b>
<b>DEFERRED INFLOWS OF RESOURCES (Notes 6 and 7)</b>	<b>1,936,891</b>	<b>827,107</b>
<b>NET POSITION</b>		
Net Position: (Note 12)		
Invested in Capital Assets	148,920	164,431
Restricted for Pensions	908,718	0
Restricted for MUSL Reserves	5,774,081	5,186,578
Restricted for Investment Fair Value Adjustment	1,494,105	2,696,349
Restricted for Property Tax Relief	36,333,481	19,695,275
<b>TOTAL NET POSITION</b>	<b><u>\$ 44,659,305</u></b>	<b><u>\$ 27,742,633</u></b>

## Statement of Revenues, Expenses, and Changes in Net Position for the Years Ended June 30, 2018, and June 30, 2017

	Year Ended June 30, 2018	Restated Year Ended June 30, 2017
<b>OPERATING REVENUES</b>		
Instant Ticket Sales (Net of Allowances of \$8,265,160 and \$8,823,378, respectively) (Note 9)	\$ 420,434,815	\$ 385,866,619
Lotto Ticket Sales (Net of Ticket Discounts of \$0 and \$269,002, respectively) (Note 9)	246,957,605	216,906,158
Retailer Fees	60,490	37,895
Miscellaneous Revenue	158,572	419,473
<b>Total Operating Revenues</b>	<b>667,611,482</b>	<b>603,230,145</b>
<b>OPERATING EXPENSES</b>		
Program Expenses:		
Instant Prize Expense (Note 10)	282,121,683	255,812,830
Lotto Prize Expense (Note 10)	122,325,292	107,152,950
Retailer Commissions and Incentives	46,486,279	41,289,050
Instant and Lotto Vendor Services	17,196,328	13,869,095
Product Information Costs	8,484,215	7,496,736
Instant Ticket Printing Costs	2,527,750	4,252,627
Donated Prize Expense	4,359	3,295
Instant Ticket Delivery Costs	0	784,499
Total Program Expenses	<u>479,145,906</u>	<u>430,661,082</u>
Administrative Expenses:		
Salaries and Fringe Benefits	5,466,208	7,074,319
Supplies and Services	2,568,434	2,505,689
Depreciation Expense	29,224	27,458
Total Administrative Expenses	<u>8,063,866</u>	<u>9,607,466</u>
<b>Total Operating Expenses</b>	<b>487,209,772</b>	<b>440,268,548</b>
<b>NET OPERATING INCOME</b>	<b>180,401,710</b>	<b>162,961,597</b>
<b>NONOPERATING REVENUES (EXPENSES) AND TRANSFERS</b>		
Investment Income (Loss)	(144,178)	(1,253,134)
Gain (Loss) on Disposal of Fixed Assets	0	51,921
Miscellaneous Revenue (Expense)	(367)	(1,196)
Net Income Before Transfers	180,257,165	161,759,188
Transfers:		
Transfers of Lottery Proceeds for Property Tax Relief (Note 13)	(170,255,138)	(183,351,734)
Transfers In from General Fund	8,008,886	32,600
Transfer to Department of Health Services for Compulsive Gambling Programs	(396,000)	(396,000)
Transfer to Department of Justice for Law Enforcement	(345,588)	(376,931)
Transfer to Department of Revenue for Lottery Credit Administration	(226,065)	(179,664)
Transfers Out to General Fund	(126,588)	(151,526)
<b>CHANGE IN NET POSITION</b>	<b>16,916,672</b>	<b>(22,664,067)</b>
<b>NET POSITION</b>		
Net Position—Beginning of the Year	27,742,633	50,406,700
Net Position—End of the Year	<u>\$ 44,659,305</u>	<u>\$ 27,742,633</u>

## Statement of Cash Flows for the Years Ended June 30, 2018, and June 30, 2017

	Year Ended June 30, 2018	Restated Year Ended June 30, 2017
<b>CASH FLOWS FROM OPERATING ACTIVITIES</b>		
Cash Received from Retailers	\$ 665,044,848	\$ 601,719,349
Cash Paid for Prizes	(407,598,120)	(371,476,047)
Cash Paid for Retailer Commissions and Incentives	(44,869,629)	(42,247,183)
Cash Paid/Received for MUSL Reserve Accounts	(607,522)	120,503
Cash Paid to Employees	(5,211,756)	(6,084,332)
Cash Paid to Suppliers	(30,794,106)	(26,912,569)
<b>Net Cash Provided by Operating Activities</b>	<b>175,963,715</b>	<b>155,119,721</b>
<b>CASH FLOWS FROM NONCAPITAL FINANCING ACTIVITIES</b>		
Transfers of Proceeds for Property Tax Credit	(170,255,138)	(183,351,734)
Transfer of Proceeds for Law Enforcement	(349,263)	(387,041)
Transfer of Proceeds for Lottery Credit Administration	(225,547)	(178,467)
Transfer of Proceeds for Compulsive Gambling Programs	(396,000)	(396,000)
Transfers to the General Fund	(126,588)	(151,526)
Transfers from the General Fund	8,000,000	32,600
<b>Net Cash Used by Noncapital Financing Activities</b>	<b>(163,352,536)</b>	<b>(184,432,168)</b>
<b>CASH FLOWS FROM CAPITAL AND RELATED FINANCING ACTIVITIES</b>		
Cash Paid for Purchase of Equipment	(13,712)	(38,386)
Cash Received from Sale of Equipment	68,340	0
<b>Net Cash Used by Capital and Related Financing Activities</b>	<b>54,628</b>	<b>(38,386)</b>
<b>CASH FLOWS FROM INVESTING ACTIVITIES</b>		
Interest Received	1,054,080	430,672
Cash Received for Redemption of Bonds	5,533,000	6,160,000
<b>Net Cash Provided by Investing Activities</b>	<b>6,587,080</b>	<b>6,590,672</b>
<b>NET INCREASE (DECREASE) IN CASH AND CASH EQUIVALENTS</b>	<b>19,252,887</b>	<b>(22,760,161)</b>
Cash and Cash Equivalents—Beginning of the Year	31,149,658	53,909,819
Cash and Cash Equivalents—End of the Year	<b>\$ 50,402,545</b>	<b>\$ 31,149,658</b>

## Statement of Cash Flows for the Years Ended June 30, 2018, and June 30, 2017 (continued)

	Year Ended June 30, 2018	Restated Year Ended June 30, 2017
<b>RECONCILIATION OF NET OPERATING INCOME TO NET CASH PROVIDED BY OPERATING ACTIVITIES</b>		
Net Operating Income	\$ 180,401,710	\$ 162,961,597
Adjustments to Reconcile Net Operating Income to Net Cash Provided by Operating Activities:		
Depreciation Expense	29,224	27,458
Cancelled Draft Nonoperating Revenue	(4,726)	(4,492)
Noncash Donated Prize Expense	4,358	3,295
Changes in Assets, Liabilities, and Deferreds:		
Decrease (Increase) in Accounts Receivable	462,291	(4,793,867)
Decrease (Increase) in MUSL Reserve Accounts	(607,522)	120,503
Decrease (Increase) in Ticket Inventory	345,693	667,297
Decrease (Increase) in Prepaid Expenses	39,409	402,108
Decrease (Increase) in Net Pension Asset and Related Deferred Outflows	(732,838)	867,312
Decrease (Increase) in Due from Other State Programs	0	38,418
Increase (Decrease) in Prizes Payable	(4,237,640)	(6,518,840)
Increase (Decrease) in Unearned Revenue	(276,724)	(212,466)
Increase (Decrease) in Due to Other State Programs	(414,395)	(83,099)
Increase (Decrease) in Accounts Payable	(395,858)	1,623,693
Increase (Decrease) in MUSL Payable	314,643	(107,583)
Increase (Decrease) in Due to Other Governments	43,098	29,772
Increase (Decrease) in Accrued Payroll	0	(111,907)
Increase (Decrease) in Compensated Absences	(5,074)	2,803
Increase (Decrease) in Other Postemployment Benefits	146,420	716,783
Increase (Decrease) in Net Pension Liability and Related Deferred Inflows	851,646	(509,064)
Total Adjustments	(4,437,995)	(7,841,876)
<b>Net Cash Provided by Operating Activities</b>	<b>\$ 175,963,715</b>	<b>\$ 155,119,721</b>
Noncash Activities:		
Increase (Decrease) in Fair Value of Investments	\$ (1,202,244)	\$ (156,629)
Amortization of Long-Term Annuity Prize Liability	1,223,138	1,528,858



---

# Notes to the Financial Statements ■

---

## 1. DESCRIPTION OF THE WISCONSIN LOTTERY

Wisconsin voters authorized the creation of a lottery by the passage of a constitutional amendment, by a 65 percent to 35 percent margin, on April 7, 1987. The Wisconsin Constitution requires that the net proceeds from Wisconsin Lottery operations be used to provide local property tax relief. The Wisconsin Lottery was created in December 1987 and sold its first ticket on September 14, 1988. The Lottery is administered by the Lottery Division within the Department of Revenue. During fiscal year (FY) 2017-18 and FY 2016-17, the Wisconsin Lottery sold instant games, including scratch-off and pull-tab tickets, and lotto games. Lotto games have drawings to determine winning tickets, which include raffle tickets and tickets produced from a terminal located at a retailer's place of business (e.g., Powerball, Badger 5).

Since June 1989, the Wisconsin Lottery has been a member of the Multi-State Lottery Association (MUSL). In FY 2017-18 and FY 2016-17, as a member of MUSL, the Wisconsin Lottery participated in two national lotto games: Powerball (start date April 19, 1992) and Mega Millions (start date January 31, 2010). See Note 5 for information about MUSL.

During FY 2017-18 and FY 2016-17, the Wisconsin Lottery also sold tickets for six Wisconsin lotto games: SuperCash! (start date February 4, 1991), Wisconsin's Megabucks (start date June 20, 1992), Daily Pick 3 (start date September 21, 1992), Daily Pick 4 (start date September 15, 1997), Badger 5 (start date February 17, 2003), and 5 Card Cash (start date April 6, 2014). The EZ Match feature for Megabucks was added on April 3, 2011.

## 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

### A. Financial Reporting Entity and Basis of Presentation

The financial statements of the Wisconsin Lottery have been prepared in conformance with generally accepted accounting principles (GAAP) for proprietary funds as prescribed by Governmental Accounting Standards Board (GASB). These statements present the financial position and results of operations of only the activity of the Wisconsin Lottery and are not intended to present the financial activity for the State of Wisconsin as a whole. The Wisconsin Lottery is accounted for within the Lottery Fund, which is part of the State of Wisconsin financial reporting entity. The Wisconsin Lottery's stand-alone financial statements do not include the Lottery Fund appropriations from which the property tax credit disbursements are made. However, funding for these appropriations is reported on the Statement of Revenues, Expenses, and Changes in Net Position as "Transfers Out."

### B. Measurement Focus, Basis of Accounting, and Financial Statement Presentation

The accompanying financial statements were prepared based upon the flow of economic resources and full accrual basis of accounting. With this measurement focus, all assets, deferred outflows of resources, liabilities, and deferred inflows of resources associated with the operation of the Wisconsin Lottery are included on the Statement of Net Position. Under the accrual basis of accounting, revenues are recognized when earned and expenses are recognized when incurred.

The Statement of Revenues, Expenses, and Changes in Net Position classifies the Wisconsin Lottery's activities as either operating or nonoperating. Because the Lottery Fund is an enterprise fund, which is a type of proprietary fund, it accounts for operations in a manner similar to private businesses in which operating revenues are derived from exchange transactions, such as sales. Operating expenses include the costs of sales, administrative expenses, and depreciation on capital assets. Certain revenues and expenses that are not related to the Wisconsin Lottery's primary purpose, such as investment income, are reported as nonoperating revenues and expenses.

In FY 2017-18, the Wisconsin Lottery implemented GASB Statement Number 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions*. This statement changed the presentation and disclosure requirements for employers that offer governmental other postemployment benefits (OPEB) plans.

### C. Cash and Cash Equivalents

Cash and cash equivalents reported on the Statement of Net Position and on the Statement of Cash Flows include cash deposited in the



State's bank and the Wisconsin Lottery's pro rata share of the State Investment Fund, which is a short-term pool of state and local funds managed by the State of Wisconsin Investment Board. Balances pooled in the State Investment Fund are restricted to legally stipulated investments valued consistent with GASB Statement Number 72, *Fair Value Measurement and Application*.

**D. Investments for Prize Annuities**

Investments for prize annuities consist entirely of securities backed by the full faith and credit of the United States government or its agencies. The securities finance jackpot prizes that are payable as annuities over a 20-year, 25-year or 30-year period and are scheduled to mature near the time prize payments become payable to winners. Investments of the Wisconsin Lottery are reported at fair value consistent with the provisions of GASB Statement Number 72, *Fair Value Measurement and Application*. Increases or decreases in fair value are recognized as investment income (loss).

**E. Accounts Receivable**

Accounts receivable balances primarily represent amounts due from Wisconsin Lottery retailers. Receivables are recorded when instant tickets are sold to retailers. The receivable balance is shown net of amounts due to retailers. These amounts include commissions, performance incentives, winning ticket incentives, and ticket redemption amounts. Payments for instant ticket orders are due 21 days after activation, except for nonprofit organizations that have payments due on delivery. Receivables are recorded for lotto games when retailers sell lotto tickets and have payments due within a week. The Wisconsin Lottery collects receivables weekly from retailer deposit accounts.

In order to receive a refund, retailers must return unsold instant scratch-off tickets to the Wisconsin Lottery at any time prior to the game end date. Therefore, receivables and cash collected in advance of these tickets being sold represent a contingent liability of the Wisconsin Lottery. A sales allowance estimate is made for the portion of the tickets that may be returned based on historical information on unsold tickets returned by the retailers and is reported as a reduction of the receivable balance. For additional information about accounts receivable, see Note 4.

**F. Ticket Inventory**

A portion of the scratch-off ticket printing services has been included in the new lottery gaming system contract with IGT Global Solutions Corporation (IGT), which became effective on May 14, 2017. Under the new contract, IGT accepts ownership of tickets printed after May 14, 2017, by both IGT and Pollard Banknote. The Wisconsin

Lottery maintains ownership of tickets printed by any other vendor as well as all tickets printed prior to May 14, 2017. Only the tickets owned by the Wisconsin Lottery are included in the ticket inventory balance. Ticket inventory consists of ticket printing costs and related royalty fees for instant tickets of games in progress that have not yet been sold or shipped, and tickets for new games. The tickets are valued at cost using the first in, first out method. The cost of tickets sold is charged to operations. Unused tickets are charged to operations in the fiscal year the game ends or at the end of ticket distribution for a given game, whichever occurs first.

**G. Capital Assets**

Tangible assets purchased for \$5,000 or more and intangible assets that have a cost or value greater than \$1,000,000 are capitalized and recorded at historic cost. As applicable, assets are depreciated using the straight-line method according to the following schedule:

	<u>Estimated Life</u>
Leasehold Improvements	10 Years
Office Furniture and Security Equipment	10 Years
Printing and Microfilming Equipment	7 Years
Office, Computer, and Data Processing Equipment	5 Years

**H. Employee Retirement Benefits/Pensions**

For purposes of measuring the net pension liability (asset), deferred outflows of resources and deferred inflows of resources related to pensions, and pension expense, information about the fiduciary net position of the Wisconsin Retirement System (WRS) and additions to or deductions from the fiduciary net position of the WRS have been determined on the same basis as they are reported by the WRS. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value. For additional information on deferred outflows and inflows of resources related to employee retirement benefits/pensions, see Note 6.

**I. Other Post-Employment Benefits (OPEB)**

The fiduciary net position of the State Retiree Life Insurance Fund (SRLIF) has been determined using the flow of economic resources measurement focus and the accrual basis of accounting. This includes for purposes of measuring the net OPEB liability, deferred outflows of resources and deferred inflows of resources related to other post-employment benefits, OPEB expense, and information about the fiduciary net position of the SRLIF and additions to/deductions from SRLIFs fiduciary net position, which have been determined on the same basis as they are reported by SRLIF. For this purpose, benefit

payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value. For additional information on deferred outflows and inflows of resources related to OPEB, see Note 7.

**J. Prizes Payable and Annuity Prizes Payable**

For lotto games, a liability is recognized at the time the drawing is held. For instant ticket games, a liability is recognized at the time tickets are sold to retailers. For additional information on annuity prizes payable, see Note 8.

**K. Unearned Revenue**

Depending on the game, lotto tickets may be sold for up to eight future drawings. Lotto ticket revenue is recognized at the time the related drawings are held. All ticket sales for future drawings are reported as unearned revenue.

**L. Compensated Absences**

The Wisconsin Lottery's compensated absence liability consists of accumulated unpaid leave, compensatory time, personal holiday hours, and Saturday/legal holiday hours earned and vested as of June 30.

**M. Ticket Sales Revenue**

Ticket sales are made to the public through licensed retail sales agents.

Instant scratch-off ticket revenues are recognized when tickets are sold to the retailers. Retail sales agents have the right to return unsold instant scratch-off tickets for a full refund. Consequently, instant scratch-off ticket sales are reduced through a sales allowance estimate, based on historical information of unsold tickets returned by the retailers.

Revenues for pull-tab games are recognized upon sale of the tickets to the retail sales agents. Retail sales agents must return full packs of unsold tickets for a full refund. However, pull-tab ticket sales are not reduced using a sales allowance estimate as historically the amounts are insignificant.

Ticket revenues for lotto games are recognized at the time the related drawings are held. The Wisconsin Lottery occasionally features lotto game promotions that offer bonus tickets, such as six tickets for the price of five. Revenue is recognized for all tickets sold, and a sales discount is used to record the value of the bonus tickets.

**N. Prize Expenses**

In accordance with s. 25.75 (3) (a), Wis. Stats., at least 50 percent of Wisconsin Lottery sales must be returned in the form of prizes. Prizes may be claimed for a period of 180 days after the drawing for lotto games, or 180 days from the declaration of the end of a game for instant games. A summary of prize expenses is shown in Schedule 2.

**O. Retailer Commissions and Incentives**

Retailer commissions, which are classified as program expenses, are set by statute and are 5.5 percent for lotto ticket sales and 6.25 percent for instant scratch-off and instant pull-tab tickets. Nonprofit organizations receive higher commissions.

In addition to the retailer commissions, the Wisconsin Lottery administers an incentive program for retailers that meet certain performance goals identified by the Wisconsin Lottery. This program began on January 1, 2000. Retailers must be in good standing and sell instant tickets to participate in the program, which has a winning ticket component, a short-term incentive component, and a sales goals incentive component. The total compensation provided to all retailers under the components of the program may not exceed 1.0 percent of gross revenues from the sale of lotto and instant tickets.

Under the winning ticket component, participating retailers that sell a winning scratch-off or lotto game ticket of \$600 or more receive a 2.0 percent commission of the prize award, up to a maximum of \$100,000 per winning ticket. In the event of a pari-mutuel drawing with a large jackpot shared by multiple winning tickets, retailers can earn total compensation up to a maximum of \$300,000. Winning ticket incentive payments are made weekly.

Short-term incentives are offered throughout the year for predefined periods. They focus on supporting one product or category of ticket products. Each incentive has a predetermined goal, which lottery retailers must achieve to receive additional compensation. The aggregate amount of payments to retailers for a short-term incentive is limited to \$300,000 per incentive.

The sales goals incentive allows participating retailers to earn additional commissions based on increased sales. Subject to certain restrictions and allowances, retailers earn up to 2.0 percent of the increase in quarterly sales compared to sales of the previous quarter for instant tickets and certain non-jackpot lotto games (SuperCash!, Daily Pick 3, Daily Pick 4, Badger 5, and 5 Card Cash). These payments are made quarterly. Retailers also earn up to 10.0 percent of the increase in annual sales over the previous year. Due to variability of sales of jackpot lotto games (Wisconsin's Megabucks, Mega Millions, and Powerball) and raffle games, sales goals incentive payments for these

games are made annually. The annual payments may be limited to ensure that total payments do not exceed the statutory cap of 1.0 percent of gross instant and lotto ticket sales.

**P. Administrative Expenses**

Section 25.75 (3) (b), Wis. Stats., limits the Wisconsin Lottery's statutory administrative expenses to 10.0 percent of gross lottery revenues. A summary of statutory administrative expenses and related calculations of the administrative expense limit is included in Schedule 1.

**Q. Disbursement of Lottery Proceeds for Property Tax Relief**

The Department of Revenue disburses net lottery proceeds through two statutory credits: the Lottery and Gaming Tax Credit and the Farmland Tax Relief Credit. The Department of Administration, with the approval of the Legislature's Joint Committee on Finance, determines the annual amount available for distribution as the Lottery and Gaming Tax Credit in a given fiscal year. However, the amount to be disbursed is determined by November, well before the end of the fiscal year. The credit is based on the prior year's balance carryover and estimated proceeds for the current year.

The Farmland Tax Relief Credit is distributed to eligible individual and corporate taxpayers by the Department of Revenue. Payments are disbursed throughout the year. The Farmland Tax Relief Credit was discontinued for taxable years after December 31, 2009, as per s. 20.835 (2) (q), Wis. Stats. However, claims are still being processed on amended returns and late returns.

**R. Use of Estimates**

The preparation of financial statements in accordance with accounting principles generally accepted in the United States of America requires management to make estimates and assumptions that affect the reported amount of assets and liabilities and disclosure of contingent assets and liabilities as of the dates of the financial statements and the reported amounts of revenues and expenses during the reporting periods. Accordingly, actual results could differ from those estimates.

**3. CASH AND INVESTMENTS**

The Wisconsin Lottery's cash and cash equivalents balance consists of cash deposited in the State's bank and shares in the State Investment Fund, which is a short-term pool of state and local funds managed by the State of Wisconsin Investment Board with oversight by its Board of Trustees. The State Investment Fund is not registered with the Securities and Exchange Commission. The carrying amount of shares in the State Investment Fund, which approximates fair value, was \$50.5 million as of June 30, 2018, and \$32.0 million as of June 30, 2017.

The types of securities in which the State Investment Fund may invest are enumerated in s. 25.17 (3) (b), (ba), (bd), and (dg), Wis. Stats., and include direct obligations of the United States or its agencies, corporations wholly owned by the United States or chartered by an act of Congress, securities guaranteed by the United States, unsecured notes of financial and industrial issuers, direct obligations of or guaranteed by the government of Canada, certificates of deposit issued by banks in the United States and solvent financial institutions in Wisconsin, and bankers acceptances. The Investment Board's trustees may specifically approve other prudent legal investments.

The Wisconsin Lottery manages its investments for prize annuities separately from the cash and investment activities of the State Investment Fund. The investments held by the Wisconsin Lottery have been purchased to finance jackpot prizes that are payable as annuities over a 20-year, 25-year, or 30-year period and consist entirely of securities backed by the full faith and credit of the United States government or its agencies. These investments are held by the Wisconsin Lottery and are scheduled to mature near the time prize payments become payable to winners.

*Credit Risk*—Credit risk is the risk that an issuer or other counterparty to an investment will not fulfill its obligations. While the Wisconsin Lottery does not have a formal policy regarding its investments for prize annuities, it has chosen to follow MUSL's policy that requires all investments for prize annuities to be in the form of securities backed by the full faith and credit of the United States government or its agencies, which are not considered to have credit risk. All of the Wisconsin Lottery's total investments for prize annuities balance as of June 30, 2018, and June 30, 2017, consist of these types of securities.

The shares of the State Investment Fund classified as cash and cash equivalents are unrated. However, the State Investment Fund's investment guidelines establish specific maximum exposure limits by security type based on the minimum credit ratings as issued by nationally recognized statistical rating organizations.

*Interest Rate Risk*—Interest rate risk is the risk that changes in interest rates will adversely affect the fair value of an investment or a deposit. Typically, this risk is higher in debt securities with longer maturities. The Wisconsin Lottery manages this risk by holding investments for prize annuities to maturity, at which time the fair value of the investment is equal to its stated maturity value. If an annuitant requests premature termination of an annuity that would necessitate an investment be redeemed prior to maturity, any loss or gain due to market fluctuations is passed through to the redeeming annuitant. Therefore, the Wisconsin Lottery has minimal interest rate risk exposure related to these investments, which consisted of U.S. Treasury and agency investments with the following maturities as of June 30, 2018, and June 30, 2017:

<u>Maturity</u>	<u>Fair Value as of June 30, 2018</u>	<u>Fair Value as of June 30, 2017</u>
Less than 1 Year	\$ 4,520,223	\$ 5,497,157
1 to 5 Years	12,279,830	14,258,353
6 to 10 Years	1,606,153	3,881,136
More than 10 Years	<u>577,044</u>	<u>858,709</u>
Total	<u>\$18,983,250</u>	<u>\$24,495,355</u>

The State Investment Fund uses the weighted average maturity method to analyze interest rate risk. Its investment guidelines mandate that the weighted average maturity for the entire portfolio not exceed one year. The weighted average maturity of the State Investment Fund was 20 days as of June 30, 2018, and 29 days as of June 30, 2017.

*Fair Value Measurements*—Investments of the Wisconsin Lottery are reported at fair value as defined by GASB Statement Number 72—*Fair Value Measurement and Application* and are categorized based on the investment valuation hierarchy established by GASB. The hierarchy is based on the valuation inputs used to measure the fair value of the assets. Level 1 inputs are quoted prices in active markets for identical assets. Level 2 inputs are significant other observable inputs. Level 3 inputs are significant unobservable inputs.

The Wisconsin Lottery had the following recurring fair value measurements as of June 30, 2018:

<u>Investments</u>	<u>Level 1</u>	<u>Level 2</u>	<u>Level 3</u>	<u>NAV</u>
U.S. Government and Agency Securities	\$ 0	\$18,983,250	\$ 0	\$ 0
State Investment Fund	<u>0</u>	<u>0</u>	<u>0</u>	<u>50,451,000</u>
Total Investments at Fair Value	<u>\$ 0</u>	<u>\$18,983,250</u>	<u>\$ 0</u>	<u>\$50,451,000</u>

The Wisconsin Lottery had the following recurring fair value measurements as of June 30, 2017:

<u>Investments</u>	<u>Level 1</u>	<u>Level 2</u>	<u>Level 3</u>	<u>NAV</u>
U.S. Government and Agency Securities	\$ 0	\$24,495,355	\$ 0	\$ 0
State Investment Fund	<u>0</u>	<u>0</u>	<u>0</u>	<u>31,958,000</u>
Total Investments at Fair Value	<u>\$ 0</u>	<u>\$24,495,355</u>	<u>\$ 0</u>	<u>\$31,958,000</u>

Debt securities are categorized as Level 2 and are valued by third-party pricing services using the matrix-pricing technique that values securities

based on their relationship to quoted market prices for securities with similar interest rates, maturities, and credit ratings.

The fair value of the investment in the State Investment Fund is based on net asset value (NAV) per share (or its equivalent) as of June 30, 2018. This is a commingled fund with the investment objective of safety of principal and liquidity while earning a competitive money market rate of return. The valuation of the underlying investments of the State Investment Fund depends on asset class and maturity date. Repurchase agreements and non-negotiable certificates of deposit are valued at cost. All other short-term debt investments with remaining maturities of up to ninety days are valued at amortized cost. Finally, all other short-term investments with remaining maturities of over ninety days are valued at fair value by third-party pricing services using a matrix-pricing technique. There are no unfunded commitments relating to the State Investment Fund, and shares of the State Investment Fund can be fully redeemed at any time with no notice or other restrictions. Further information about the investments in the State Investment Fund can be obtained from the separately issued *State Investment Fund Annual Financial Report* for the fiscal year ended June 30, 2018. The annual *State Investment Fund Annual Financial Report* can be found at <https://www.swib.state.wi.us/publications>.

#### 4. ACCOUNTS RECEIVABLE

Accounts receivable balances are disaggregated as follows:

	<u>June 30, 2018</u>	<u>June 30, 2017</u>
Accounts Receivable:		
Retailers—Ticket Sales and Contract Fees	\$45,478,947	\$42,996,873
Retailers—Commissions and Incentives	(7,240,163)	(5,565,364)
Retailers—Ticket Redemptions	(5,811,152)	(4,660,380)
Allowance for Returns	(3,970,576)	(3,854,223)
Miscellaneous	<u>93,886</u>	<u>96,327</u>
Total Accounts Receivable	<u>\$28,550,942</u>	<u>\$29,013,233</u>
Due from Other State Programs:		
Transfers for Gaming	\$ 8,944	\$ 0
Miscellaneous	<u>0</u>	<u>68,340</u>
Total Due from Other State Programs	<u>\$ 8,944</u>	<u>\$ 68,340</u>



5. MULTI-STATE LOTTERY ASSOCIATION

A. Joint Venture Association

The Wisconsin Lottery is a member of MUSL, a nonprofit, government-benefit voluntary association. As of June 30, 2018, MUSL had 36 member lotteries from 33 states, the District of Columbia, the U.S. Virgin Islands, and Puerto Rico. MUSL is owned and operated by the member lotteries, which sell one or more games administered by MUSL. MUSL is controlled by its Board of Directors, consisting of the director or chief executive officer of each member lottery. Each MUSL member sells tickets through its licensed retailers and makes weekly wire transfers to MUSL in an amount equivalent to the member lottery’s share of the weekly prize liability less the actual low-tier prize liability for tickets sold by the respective lottery. The Wisconsin Lottery participates in two multi-state games: Powerball and Mega Millions.

B. MUSL Financial Position and Activity

The following schedule presents the summarized audited financial position and activity of MUSL as of June 30, 2018, and June 30, 2017, as audited by other auditors.

	<u>June 30, 2018</u>	<u>June 30, 2017</u>
Total Assets	<u>\$486,935,976</u>	<u>\$561,369,336</u>
Total Liabilities	\$477,887,537	\$556,225,199
Total Unrestricted Net Assets	<u>9,048,439</u>	<u>5,144,137</u>
Total Liabilities and Net Assets	<u>\$486,935,976</u>	<u>\$561,369,336</u>
Total Revenues	\$ 10,421,784	\$ 4,345,405
Total Expenses	<u>(6,517,482)</u>	<u>(6,143,671)</u>
Increase (Decrease) in Unrestricted Net Assets	<u>\$ 3,904,302</u>	<u>\$ (1,798,266)</u>

Complete separate financial statements for MUSL may be obtained from:

Multi-State Lottery Association  
 Attention: Bret Toyne  
 4400 NW Urbandale Drive  
 Urbandale, Iowa 50322

C. Wisconsin Lottery’s MUSL Balances

Lotteries participating in Powerball and Mega Millions transfer 50.0 percent of ticket sales, less actual low-tier prizes, to MUSL for prize pools and reserve accounts for each game.

Participating lotteries do not have rights to balances in the prize pool. Therefore, these funds are not reported as assets on the Wisconsin

Lottery’s financial statements. However, member lotteries have the right to a refund of their share of Prize Reserve Account balances if they withdraw from MUSL. The Wisconsin Lottery reports the total of its MUSL Prize Reserve Accounts as a restricted noncurrent asset (MUSL Reserve Accounts—Noncurrent).

In addition, each member lottery has an Unreserved Account, which accumulates interest earned on MUSL Prize Reserve Accounts and the Unreserved Account in excess of MUSL’s administrative expenses. Unreserved Accounts may be withdrawn by member lotteries at any time, and the Wisconsin Lottery records its share of the balance of this account as an unrestricted current asset (MUSL Reserve Accounts—Current).

The total MUSL Reserve and Unreserved Account balances are made up of the following:

	<u>June 30, 2018</u>	<u>June 30, 2017</u>
Powerball Set Prize Reserve Account	\$1,175,095	\$1,266,932
Powerball Prize Reserve Account	2,763,145	2,624,813
Mega Millions Prize Reserve Account	1,735,023	1,134,949
Designated for Patent Acquisition	100,818	159,884
Unreserved Account	<u>310,975</u>	<u>287,027</u>
Total MUSL Accounts	<u>\$6,085,056</u>	<u>\$5,473,605</u>

In FY 2012-13, the Wisconsin Lottery designated \$396,313 of its Unreserved Account balance to pay MUSL for its allocated share of acquisitions costs related to a patent obtained by MUSL. Because these funds are reserved for a specific purpose, the Wisconsin Lottery records this amount as a restricted noncurrent asset (MUSL Reserve Accounts—Noncurrent). At the end of FY 2017-18, the Wisconsin Lottery’s remaining share of the cost was \$100,818.

**6. EMPLOYEE RETIREMENT PLAN**

Permanent employees of the Wisconsin Lottery are participants in the WRS, which is administered by the Department of Employee Trust Funds (ETF), under the direction of the ETF Board. The WRS is a cost-sharing multiple-employer defined benefit pension plan administered through a trust. WRS benefits, required contributions, and other plan provisions are established by chapter 40 of the Wisconsin Statutes. Eligible state and local government public employees are entitled to a retirement benefit based on the higher calculation of a formula benefit or a money purchase benefit. The formula benefit is calculated based on a formula factor, the employee’s final average earnings, and creditable service. The money purchase benefit is based

on the employee's contributions plus matching employer's contributions, with interest.

Additional information about the WRS is included in the State of Wisconsin Comprehensive Annual Financial Report (CAFR). That report is publicly available at <https://doa.wi.gov/Pages/home.aspx>.

ETF also issues a standalone CAFR, which can be found at <http://etf.wi.gov/publications/cafr.htm>.

Required contributions are determined by an annual actuarial valuation. The employee required contribution is one-half of the actuarially determined contribution rate for general category employees. Employers are required to contribute the remainder of the actuarially determined contribution rate. The employer may not pay the employee required contribution unless provided for by an existing collective bargaining agreement. The WRS recognized employer contributions from the Wisconsin Lottery of \$270,687 for calendar year 2016 and \$273,921 for calendar year 2017.

As of June 30, 2018, the Lottery reported a net pension asset of \$908,718 for its proportionate share of the net pension asset, compared to the net pension liability of \$258,138 as of June 30, 2017. The net pension asset as of June 30, 2018 was measured as of December 31, 2017, and the total pension liability used to calculate the net pension liability (asset) was determined by an actuarial valuation as of December 31, 2016, rolled forward to December 31, 2017. No material changes in assumptions or benefit terms occurred between the actuarial valuation date and the measurement date. The Wisconsin Lottery's proportion of the net pension liability (asset) was based on the Wisconsin Lottery's share of contributions to the pension plan relative to the contributions of all participating employers. As of December 31, 2017, the Lottery's proportion was 0.03 percent, no change from the previous year.

The Wisconsin Lottery recognized pension expense reported in the Salaries and Fringe Benefits account of \$322,055 and \$288,050 for the fiscal years ended June 30, 2017, and June 30, 2018, respectively.

As of June 30, 2018, the Wisconsin Lottery reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

<b>Deferred Outflows and Deferred Inflows of Resources Related to Pensions</b>		
<b>Fiscal Year 2018</b>	Deferred Outflows of <u>Resources</u>	Deferred Inflows of <u>Resources</u>
Differences Between Expected and Actual Pension Experience	\$1,150,784	\$ (553,564)
Change of Pension Assumptions	184,034	-
Net Differences Between Projected and Actual Earnings on Pension Plan Investments	-	(1,248,948)
Changes in Proportion and Differences Between Actual and Proportionate Share of Contributions	19,335	(13,883)
Pension Contributions Subsequent to the Measurement Date	<u>148,904</u>	<u>-</u>
Total	<u>\$1,503,057</u>	<u>\$(1,816,395)</u>
<b>Fiscal Year 2017</b>	Deferred Outflows of <u>Resources</u>	Deferred Inflows of <u>Resources</u>
Differences Between Expected and Actual Pension Experience	\$ 92,760	\$(809,633)
Change of Pension Assumptions	269,166	-
Net Differences Between Projected and Actual Earnings on Pension Plan Investments	1,259,148	-
Changes in Proportion and Differences Between Actual and Proportionate Share of Contributions	24,178	(17,474)
Pension Contributions Subsequent to the Measurement Date	<u>120,544</u>	<u>-</u>
Total	<u>\$1,765,796</u>	<u>\$(827,107)</u>

## 7. POSTEMPLOYMENT BENEFITS OTHER THAN PENSIONS

Other postemployment benefits are benefits other than pensions that state and local governments provide to their retired employees. Under chapter 40 of Wisconsin Statutes, ETF and the Group Insurance Board (GIB) have statutory authority for program administration and oversight of postemployment benefits. ETF administers postemployment benefit plans other than pension plans for State employees, which includes the Retiree Life

Insurance program and Retiree Health Insurance program (for retired state employees). Lottery employees are employees of the State.

Additional information about other postemployment benefits provided to State employees is included in the State of Wisconsin CAFR. That report is publicly available at <https://doa.wi.gov/Pages/home.aspx>.

ETF also issues a standalone CAFR, which can be found at <http://etf.wi.gov/publications/cafr.htm>.

### *State Retiree Life Insurance Program*

The State Retiree Life Insurance program provides postemployment life insurance coverage to all eligible retired employees of the Wisconsin Lottery. 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. During the reporting period, the State Retiree Life Insurance program recognized \$6,041 in contributions from the Wisconsin Lottery.

As of June 30, 2018, the Wisconsin Lottery reported a liability of \$687,305 for its proportionate share of the net OPEB liability. The net OPEB liability was measured as of December 31, 2017, and the total OPEB liability used to calculate the net OPEB liability was determined by an actuarial valuation as of January 1, 2017, rolled forward to December 31, 2017. No material changes in assumptions or benefit terms occurred between the actuarial valuation date and the measurement date. The Wisconsin Lottery's proportion of the net OPEB liability was based on the Wisconsin Lottery's share of contributions to the OPEB plan relative to the contributions of all participating employers. As of December 31, 2017, the Wisconsin Lottery's proportion was .29 percent, which was an increase of 0.01 percent from its proportion measured as of December 31, 2016.

For the year ended June 30, 2018, the Wisconsin Lottery recognized OPEB expense for the Retiree Life Insurance program reported in the Salaries and Fringe Benefits account of \$119,774.

As of June 30, 2018, the Wisconsin Lottery reported deferred outflows of resources and deferred inflows of resources related to OPEBs from the following sources:

<b>Deferred Outflows and Deferred Inflows of Resources Related to State Retiree Life Insurance</b>		
<b>Fiscal Year 2018</b>	Deferred Outflows of <u>Resources</u>	Deferred Inflows of <u>Resources</u>
Differences Between Expected and Actual Experience	\$ –	\$(6,288)
Changes of Assumptions	58,526	–
Net Difference Between Projected and Actual Earnings on OPEB Plan Investments	6,598	–
Change in Proportion Share	14,055	–
Employer's Contribution Subsequent to the Measurement Date	<u>–</u>	<u>–</u>
Total	<u>\$79,179</u>	<u>\$(6,288)</u>

#### *State Retiree Health Insurance Program*

The State Retiree Health Insurance program provides postemployment health insurance coverage to all eligible retired employees of the Wisconsin Lottery. Contribution requirements are established and may be amended by the GIB. Premiums for non-Medicare retirees are based on an effective rate structure for the health care service provider selected. Monthly rates range from \$543 to \$1,400 for single coverage and \$1,331 to \$3,495 for family coverage. The employers do not directly pay any portion of the premium for participating retirees.

To determine the total OPEB liability for the program, the actuary performed an actuarial valuation as of January 1, 2017, and adjusted for changes such as interest earned, contributions paid, and benefits paid through June 30, 2017. The actuarial valuation was based on the plan of retiree benefits and was made for purposes of fulfilling GASB accounting standards, which require recognition of the employer cost of postemployment benefits over an employee's career. The total cost of providing postemployment benefits is projected, considering relevant assumptions, then discounted to determine the total OPEB liability. As of June 30, 2018, the Wisconsin Lottery reported a liability of \$764,582 for its proportionate share of the total OPEB liability.

For the year ended June 30, 2018, the Wisconsin Lottery recognized health OPEB expense reported in the Salaries and Fringe Benefits account of \$106,252.

As of June 30, 2018, the Wisconsin Lottery reported deferred outflows of resources and deferred inflows of resources related to OPEBs from the following sources:

**Deferred Outflows and Deferred Inflows of Resources  
Related to State Retiree Health Insurance**

<b>Fiscal Year 2018</b>	<u>Deferred Outflows of Resources</u>	<u>Deferred Inflows of Resources</u>
Differences Between Expected and Actual Experience	\$ -	\$ (3,920)
Changes of Assumptions	-	(105,573)
Net Difference Between Projected and Actual Earnings on OPEB Plan Investments	-	-
Change in Proportion Share	-	(4,715)
Employer's Contribution Subsequent to the Measurement Date	<u>45,968</u>	<u>-</u>
<b>Total</b>	<b><u>\$45,968</u></b>	<b><u>\$(114,208)</u></b>

**8. ANNUITY PRIZES PAYABLE**

The Wisconsin Lottery has an unconditional obligation to pay all prize winners the future value of their prizes. The present value of future jackpot prize payment obligations is included in the financial statements as "Annuity Prizes Payable." To finance the annuity prize payments, the Wisconsin Lottery purchases, or has acquired from MUSL, investments scheduled to mature near the time prize payments become payable to the winners. See Note 3 for information related to the investments for prize annuities. Each year, an adjustment to the annuity prizes payable account is made using the effective interest method. The amortization of annuity adjustment was \$1,223,138 for FY 2017-18 and \$1,528,858 for FY 2016-17.

Future prize payments and the present value of those payments are as follows:

<u>Fiscal Year Ended June 30</u>	<u>Future Payments as of June 30, 2018</u>
2019	\$ 4,566,071
2020	4,116,098
2021	3,735,771
2022	2,739,037
2023	2,387,660
Subsequent Years	<u>3,278,882</u>
Total Future Prize Payments	20,823,519
Less: Present Value Adjustment	<u>(3,138,374)</u>
Present Value of Future Prize Payments	<b><u>\$17,685,145</u></b>

Annuity prizes payable activity for the fiscal years ended June 30, 2018, and June 30, 2017, was as follows:

<u>Fiscal Year</u>	<u>Beginning Balance</u>	<u>Increases</u>	<u>Decreases</u>	<u>Ending Balance</u>	<u>Due within One Year</u>
2017-18	\$22,040,006	\$1,223,138	\$(5,577,999)	\$17,685,145	\$4,447,435
2016-17	26,823,759	1,528,858	(6,312,611)	22,040,006	5,419,264

## 9. INSTANT AND LOTTO TICKET SALES

Instant and lotto ticket sales shown on the financial statements consist of the following:

	<u>FY 2017-18</u>	<u>FY 2016-17</u>
Instant Ticket Sales:		
Scratch-off	\$419,398,240	\$384,817,222
Pull-tab	<u>1,036,575</u>	<u>1,049,397</u>
Total Instant Ticket Sales	<u>\$420,434,815</u>	<u>\$385,866,619</u>
Lotto Ticket Sales:		
SuperCash!	\$ 25,770,982	\$ 25,607,657
Powerball	98,231,031	81,985,803
Wisconsin's Megabucks	11,385,835	12,105,063
Wisconsin's Megabucks EZ Match	1,628,876	1,620,744
Daily Pick 3	23,867,808	24,115,531
Daily Pick 4	13,910,214	13,012,646
Badger 5	25,636,170	25,653,976
Mega Millions	39,472,858	25,950,253
5 Card Cash	6,295,616	6,099,462
Raffle Games	765,210	764,510
General Sales and Discounts	<u>(6,995)</u>	<u>(9,487)</u>
Total Lotto Ticket Sales	<u>\$246,957,605</u>	<u>\$216,906,158</u>



**10. INSTANT AND LOTTO PRIZE EXPENSE**

Instant and lotto prize expenses shown on the financial statements consist of the following:

	<u>FY 2017-18</u>	<u>FY 2016-17</u>
Instant Prize Expense:		
Scratch-off	\$281,212,167	\$254,894,540
Pull-tab	650,016	658,790
Super 2nd Chance <sup>1</sup>	<u>259,500</u>	<u>259,500</u>
Total Instant Prize Expense	<u>\$282,121,683</u>	<u>\$255,812,830</u>
Lotto Prize Expense:		
SuperCash!	\$ 13,534,696	\$ 14,446,681
Powerball	47,575,988	38,110,497
Wisconsin’s Megabucks	6,187,768	6,286,154
Wisconsin’s Megabucks EZ Match	980,362	980,411
Daily Pick 3	11,180,800	11,797,620
Daily Pick 4	6,670,600	6,387,900
Badger 5	12,451,126	12,183,993
Mega Millions	19,427,601	12,752,735
5 Card Cash	3,685,851	3,571,104
Raffle Games	371,000	376,355
Super 2nd Chance <sup>1</sup>	<u>259,500</u>	<u>259,500</u>
Total Lotto Prize Expense	<u>\$122,325,292</u>	<u>\$107,152,950</u>

<sup>1</sup> There are no sales for the Super 2nd Chance drawing. Players enter the drawing by submitting non-winning tickets. Prizes are funded from the original sale of tickets.

**11. CONTRACTUAL OBLIGATIONS**

**A. Scratch-off Tickets**

In October 2009, the Wisconsin Lottery signed contracts for scratch-off ticket printing services with three vendors: Scientific Games International, Inc.; GTECH Printing Corporation; and Pollard Banknote Ltd. These three contracts were for the period November 1, 2009, through October 31, 2011, with three one-year renewal options for each contract. Each of these contracts had been renewed through October 31, 2015.

In November 2015, the Wisconsin Lottery obtained sole source purchasing approval to extend the contracts with IGT (formally known as GTECH Printing) and Pollard Banknote until the new lottery gaming system is in place. These contracts were extended through May 13, 2017, and were included in the new lottery gaming system

contract thereafter. The Wisconsin Lottery completed a request for bid and awarded a contract for scratch-off ticket printing services to Scientific Games for the period November 1, 2015, through October 31, 2020. The Wisconsin Lottery purchased ticket printing services of approximately \$1.8 million in FY 2017-18 and approximately \$3.3 million in FY 2016-17.

**B. Pull-tab Tickets**

In October 2009, the Wisconsin Lottery signed contracts for pull-tab ticket printing services with International Gamco, Inc. and Pollard Banknote Ltd. to print pull-tab tickets. These two contracts were for the period November 1, 2009, through October 31, 2011, with three one-year renewal options for each contract. Both contracts were renewed (or extended) through October 31, 2014.

The Wisconsin Lottery subsequently entered into a new two-year contract with Pollard Banknote Ltd. that expired on February 28, 2017, but includes four one-year renewal options. The Wisconsin Lottery exercised its right to renew this contract, which now has an expiration date of February 28, 2019. This is the second of the four one-year renewals. The Wisconsin Lottery purchased approximately \$50,043 in ticket printing services for pull-tabs in FY 2017-18 compared to \$28,290 in FY 2016-17.

**C. Gaming System Vendor**

The Wisconsin Lottery originally signed a contract with IGT Global Solutions Corporation (formerly known as GTECH Corporation) that supported a network of approximately 4,000 locations where lottery games are sold. The expiration date in the original contract was June 25, 2011, and the Wisconsin Lottery exercised its option to renew the contract for two one-year periods through June 25, 2013. Subsequently, the Wisconsin Lottery amended and extended the current contract through May 13, 2017.

During FY 2015-16, IGT received 2.54 percent of the price of each ticket sold, less \$1,750,000, offset by liquidated damages due to the Wisconsin Lottery. The Wisconsin Lottery may assess liquidated damages for various processing complications (such as computer failures or “downtime” for the Wisconsin Lottery or its retailers, failure to install new games in a timely manner, and computer system reports not being available in a timely manner). IGT Corporation gives the Wisconsin Lottery credit on the next month’s invoice for any liquidated damages of the previous month.

On February 16, 2016, the Wisconsin Lottery entered into a new contract with IGT Global Solutions Corporation for an integrated gaming computer system, which was implemented on May 14, 2017. The initial terms of this contract will be for seven years from the operational start date. The new contract will require the Wisconsin

Lottery to pay IGT Global Solutions Corporation 2.57 percent of weekly net sales. This new contract includes the lottery gaming system, 70 percent of instant scratch-off ticket printing, warehousing, distribution and telemarketing services. Net payments to IGT were approximately \$17.2 million in FY 2017-18 and approximately \$13.9 million in FY 2016-17.

**D. Product Information Costs**

The Wisconsin Lottery primarily contracts with HY Connect to provide informational advertising services. The Wisconsin Lottery signed a two-year contract with HY Connect starting July 12, 2010, with an option to renew for three additional one-year periods. This contract was renewed through July 11, 2015. The Wisconsin Lottery has signed another two-year contract with HY Connect that will run from July 12, 2015, through June 30, 2017, with four one-year options for renewal. Payments to HY Connect were approximately \$8.3 million during FY 2017-18 and \$7.3 million FY 2016-17, while total spending on product information costs was approximately \$8.5 million during FY 2017-18 and \$7.5 million FY 2016-17.

**12. RESTRICTED NET POSITION**

The Wisconsin Lottery had a restricted net position related to capital assets of \$148,920 as of June 30, 2018, and \$164,431 as of June 30, 2017.

The Wisconsin Lottery had a restricted net position for pensions of \$908,718 as of June 30, 2018, and \$0 as of June 30, 2017. Restricted for pensions can be primarily attributed to adjustments required by governmental accounting standards for WRS.

The Wisconsin Lottery also had a restricted net position related to the MUSL reserves as described in Note 5. The restricted net position related to the MUSL reserves was \$5,774,081 as of June 30, 2018, and \$5,186,578 as of June 30, 2017.

In addition, the Wisconsin Lottery had a restricted net position for fair value adjustments of investments of \$1,494,105 as of June 30, 2018, and \$2,696,349 as of June 30, 2017. The Wisconsin Lottery does not realize gains or losses from the change in fair value of its annuity investments because it holds the investments until maturity to pay the annual annuity prize payments. Therefore, fair value adjustments recognized as investment income and any cash held for annuity prize payments, are restricted and are not available for distribution as property tax credits.

Finally, the Wisconsin Constitution requires net proceeds from the operations of the Wisconsin Lottery to be used to provide local property tax relief. In addition, balances from other gaming-related appropriations, including racing and charitable bingo operations, are transferred to the Lottery Fund

for distribution in the form of property tax relief. The net proceeds and gaming-related transfers available for property tax relief make up the remainder of the restricted net position and were \$36,333,481 as of June 30, 2018, and \$19,695,275 restated as of June 30, 2017.

**13. DISTRIBUTION OF NET PROCEEDS**

Wisconsin Lottery net proceeds and other gaming-related proceeds were used for the following purposes, as discussed in Note 2Q:

	<u>FY 2017-18</u>	<u>FY 2016-17</u>
Lottery and Gaming Tax Credit	\$170,255,138	\$183,350,240
Farmland Tax Relief Credit	<u>0</u>	<u>1,494</u>
Total Property Tax Relief Credits	<u>\$170,255,138</u>	<u>\$183,351,734</u>

**14. TRANSFERS IN FROM GENERAL FUND**

2017 Wisconsin Act 59 enacted an \$8.0 million transfer from general purpose revenue in the General Fund into the Lottery Fund to be applied towards the Retailer Commissions and Incentives account for FY 2017-18.

**15. RESTATED JUNE 30, 2017 STATEMENTS**

As a result of implementing GASB Statement Number 75, the Lottery is reporting a net OPEB liability and deferred inflows/outflows of resources related to OPEB on the accrual basis of accounting. This implementation also had the effect of restating net position as of June 30, 2017, from \$28,367,436 to \$27,742,633.

GASB Statement Number 75 established standards for measuring and recognizing OPEB liabilities, deferred outflows of resources, deferred inflows of resources and expense/expenditure. The implementation of this pronouncement had the following effect on net position as of June 30, 2017:

Net Position as of June 30, 2017	\$(28,367,436)
Adjustments:	
Net OPEB Liability—Retiree Life OPEB	532,930
Net OPEB Liability—Retiree Health OPEB	130,162
Deferred Outflow—Health OPEB	
Payments Subsequent to the	
Measurement Date	<u>(38,289)</u>
Restated Net Position June 30, 2017	<u>\$(27,742,633)</u>

**16. SUBSEQUENT EVENTS**

On December 27, 2018, an amendment to the gaming system contract was signed by IGT Global Solutions Corporation and the Wisconsin Lottery. This amendment clarifies that the Wisconsin Lottery shall use its best efforts to align its fiscal year instant game launch schedule with a 70 percent primary/30 percent secondary allocation for instant ticket printing. After the third full fiscal year (i.e., June 30, 2020), and then for every two fiscal years thereafter, the Wisconsin Lottery shall determine whether the primary allocation within the allowable range has been met. In the event the primary allocation does not meet the contract amendment, then IGT and the Wisconsin Lottery will determine an adjustment in accordance to the signed amendment for the allocation measurement period.

The contract amendment acknowledges there were instant tickets at the start of the contract for which the Wisconsin Lottery had already paid. In order to satisfy its 70 percent primary obligation, IGT credited the Wisconsin Lottery the amount of \$813,400 on the December 2018 invoice for the pre-contract ticket inventory.

■ ■ ■ ■



---

## **Supplementary Schedules ■**

---

## Statutorily Defined Lottery Administrative Expenses for the Years Ended June 30, 2018, June 30, 2017, and June 30, 2016

	Year Ended June 30, 2018	Restated Year Ended June 30, 2017	Year Ended June 30, 2016
<b>ADMINISTRATIVE EXPENSES</b>			
Instant and Lotto Vendor Services	\$ 17,196,328	\$ 13,869,095	\$ 14,462,323
Product Information Costs	8,484,215	7,496,736	7,484,216
Instant Ticket Printing Costs	2,527,750	4,252,627	3,995,818
Instant Ticket Delivery Costs	0	784,499	941,898
Salaries and Fringe Benefits	5,466,208	7,074,319	6,138,848
Supplies and Services	2,568,554	2,505,689	2,816,720
Depreciation Expense	29,224	27,458	16,065
Transfer to Department of Health Services for Compulsive Gambling Programs	396,000	396,000	357,582
Transfer to Department of Revenue for Lottery Credit Administration	226,065	179,664	185,847
Transfers Out to General Fund	126,588	151,526	216,849
Total Administrative Expenses as Determined in Accordance with s. 25.75 (3) (b), Wis. Stats.	<u>\$ 37,020,932</u>	<u>\$ 36,737,613</u>	<u>\$ 36,616,166</u>
Gross Lottery Revenues per s. 25.75 (1) (b), Wis. Stats.	\$ 667,452,910	\$ 602,810,672	\$ 627,226,192
<b>Administrative Expenses as a Percentage of Gross Lottery Revenues</b>	<b>5.55%</b>	<b>6.09%</b>	<b>5.84%</b>

Section 25.75 (3) (b), Wis. Stats., limits the Wisconsin Lottery's administrative expenses to 10 percent of gross lottery revenues. Gross lottery revenues, as defined in s. 25.75 (1) (b), Wis. Stats., include lottery ticket sales and retailer fees. Administrative expenses, as defined in s. 25.75 (3) (b), Wis. Stats., do not include retailer commissions and incentives and transfers to the Department of Justice for law enforcement.

NOTE: The above amounts are based on the accrual basis of accounting.



## Summary of Prize Expenses for the Years Ended June 30, 2014, through June 30, 2018

Section 25.75 (3) (a), Wis. Stats., requires that at least 50 percent of each year's revenues from the sale of lottery tickets be returned as prizes to the holders of winning lottery tickets. The amounts expensed for winning lottery tickets for the past five years, for both instant and online games, are summarized below.

	<b>Fiscal Year 2017-18</b>		
	Prize Expense	Ticket Sales	Prize Expense as a Percentage of Sales
Instant Games	\$ 282,121,683	\$ 420,434,815	67.1%
Lotto Games	122,325,292	246,957,605	49.5
Total for Fiscal Year	\$ 404,446,975	\$ 667,392,420	60.6

	<b>Fiscal Year 2016-17</b>		
	Prize Expense	Ticket Sales	Prize Expense as a Percentage of Sales
Instant Games	\$ 255,812,830	\$ 385,866,619	66.3%
Lotto Games	107,152,950	216,906,158	49.4
Total for Fiscal Year	\$ 362,965,780	\$ 602,772,777	60.2

	<b>Fiscal Year 2015-16</b>		
	Prize Expense	Ticket Sales	Prize Expense as a Percentage of Sales
Instant Games	\$ 249,991,398	\$ 379,930,973	65.8%
Lotto Games	122,567,099	247,233,964	49.6
Total for Fiscal Year	\$ 372,558,497	\$ 627,164,937	59.4

	<b>Fiscal Year 2014-15</b>		
	Prize Expense	Ticket Sales	Prize Expense as a Percentage of Sales
Instant Games	\$ 236,549,274	\$ 357,463,506	66.2%
Lotto Games	105,892,045	217,167,877	48.8
Total for Fiscal Year	\$ 342,441,319	\$ 574,631,383	59.6

	<b>Fiscal Year 2013-14</b>		
	Prize Expense	Ticket Sales	Prize Expense as a Percentage of Sales
Instant Games	\$ 221,635,297	\$ 338,960,811	65.4%
Lotto Games	115,059,226	229,876,604	50.1
Total for Fiscal Year	\$ 336,694,523	\$ 568,837,415	59.2

NOTE: The above amounts are based on the accrual basis of accounting, with adjustments made to prize expense for unclaimed winning tickets and reserve accounts. For each game, the prize structure represents the number, value, and odds of winning for each prize and is used to estimate the expected amounts to be paid to lottery winners. The games' actual prizes (prize expense) may be less than the games' structure because of unclaimed winning tickets and deposits in reserve accounts.



---

## **Auditor's Report ■**

---





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

Senator Robert Cowles and  
Representative Samantha Kerkman, Co-chairpersons  
Joint Legislative Audit Committee

Mr. Peter Barca, Secretary  
Ms. Cindy Polzin, Administrator  
Division of Lottery  
Department of Revenue

We have audited the financial statements and the related notes of the Wisconsin Lottery as of and for the years ended June 30, 2018, and June 30, 2017, and have issued our report thereon dated June 14, 2019. We conducted our audits 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.

### Internal Control over Financial Reporting

Management of the Department of Revenue and the Wisconsin Lottery are responsible for establishing and maintaining effective internal control over financial reporting (internal control). In planning and performing our audits of the financial statements, we considered the Department of Revenue's and Wisconsin Lottery's internal control to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the Department of Revenue's and Wisconsin Lottery's internal control. Accordingly, we do not express an opinion on the effectiveness of the Department of Revenue's and Wisconsin Lottery's internal control.

*A deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent misstatements, or to detect and correct misstatements on a timely basis. A *material weakness* is a deficiency or a combination of deficiencies in internal control such that there is a reasonable possibility that a material misstatement of the Wisconsin Lottery financial statements will not be prevented, or that a material misstatement will not be detected and corrected on a timely basis. A *significant deficiency* is a deficiency or a combination of

deficiencies in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and, therefore, material weaknesses or significant deficiencies may exist that were not identified. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

In our fiscal year 2016-17 Independent Auditor's Report on Internal Control over Financial Reporting and on Compliance and Other Matters, dated August 3, 2018 (report 18-7), we described a significant deficiency with Department of Revenue controls over access to STAR Finance, which is the component of the State of Wisconsin's enterprise resource planning system that provides accounting functions. Because the Wisconsin Lottery is part of the Department of Revenue, this significant deficiency was reported to the users of the Wisconsin Lottery financial statements. The Department of Revenue took corrective action to address the significant deficiency.

### Compliance and Other Matters

As part of obtaining reasonable assurance about whether the Wisconsin Lottery financial statements are free from material misstatement, we performed tests of compliance with certain provisions of laws, regulations, and contracts, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

### Purpose of This Report

This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Department of Revenue's and the Wisconsin Lottery's internal control and compliance. The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the result of that testing, and not to provide an opinion on the effectiveness of the Department of Revenue's and the Wisconsin Lottery's internal control or on compliance. Accordingly, this report is not suitable for any other purpose.

LEGISLATIVE AUDIT BUREAU



Joe Chrisman  
State Auditor

June 14, 2019