Letter Report

# Financial Examination of Wisconsin Partnership Program

August 2009



Legislative Audit Bureau

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> Janice Mueller State Auditor

August 31, 2009

Senator Kathleen Vinehout and Representative Peter Barca, Co-chairpersons Joint Legislative Audit Committee State Capitol Madison, Wisconsin 53702

Dear Senator Vinehout and Representative Barca:

We have completed an examination of the Wisconsin Partnership Program, as requested by the University of Wisconsin (UW) School of Medicine and Public Health. This examination partially fulfills the financial audit requirements of the March 28, 2000 order issued by the Commissioner of Insurance related to funds received from the conversion of Blue Cross and Blue Shield United of Wisconsin to a for-profit organization. We have issued an unqualified opinion on the program's Schedule of Receipts and Disbursements for the five-year period from calendar year 2004 through calendar year 2008.

As a result of the Blue Cross and Blue Shield conversion, \$296.6 million was provided to the UW School of Medicine and Public Health in March 2004, as well as an additional \$15.2 million in December 2007. Of the \$296.6 million, \$30.0 million was made immediately available. These funds are managed and invested by the UW Foundation. The investment income is made available to the UW School of Medicine and Public Health's Wisconsin Partnership Program for reimbursement of programmatic and administrative costs.

As of December 31, 2008, the Wisconsin Partnership Program had awarded 180 grants totaling \$69.8 million to UW faculty for medical education and research, and to community organizations and state and local government agencies for public health initiatives. During the period examined, the program disbursed \$41.2 million and lapsed \$518,000 in unspent grant commitments. As of December 31, 2008, the program had outstanding grant commitments for the remaining \$28.1 million.

In the second half of calendar year 2008 and continuing into 2009, investment markets experienced significant adverse events, which affected the value of the program's share of the UW Foundation's permanent endowment. In response, the program reduced previously awarded grants by \$2.2 million and curtailed new grant commitments.

Later this year, we will issue our program evaluation of the Wisconsin Partnership Program and the Advancing a Healthier Wisconsin Program at the Medical College of Wisconsin to fulfill additional requirements of the order issued by the Commissioner of Insurance.

We appreciate the courtesy and cooperation extended to us by Wisconsin Partnership Program staff during the examination.

Sincerely,

Janice Mueller State Auditor

JM/BN/ss

## Opinion =

# Independent Accountant's Report on the Financial Schedule of the Wisconsin Partnership Program

We have examined the accompanying Schedule of Receipts and Disbursements of the Wisconsin Partnership Program for calendar years 2008, 2007, 2006, 2005, and 2004. The financial schedule, which is prepared on the cash basis of accounting, is the responsibility of the management of the Wisconsin Partnership Program. Our responsibility is to express an opinion based on our examination.

We conducted our examination in accordance with attestation standards established by the American Institute of Certified Public Accountants. Accordingly, we examined, on a test basis, evidence supporting the amounts and disclosures in the financial schedule and performed such other procedures as we considered necessary in the circumstances. We believe that our examination provides a reasonable basis for our opinion.

In our opinion, the financial schedule referred to in the first paragraph presents, in all material respects, the receipts and disbursements of the Wisconsin Partnership Program for calendar years 2008, 2007, 2006, 2005, and 2004, on the cash basis of accounting.

Our examination was conducted for the purpose of forming an opinion on the financial schedule of the Wisconsin Partnership Program. The supplementary information included as Management's Discussion and Analysis on pages 5 through 9 is presented for purposes of additional analysis and is not a required part of the financial schedule referred to in the first paragraph. We have applied certain limited procedures, which consisted principally of inquiries of management

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regarding the methods of measurement and presentation of the supplementary information. However, we did not perform an audit or examination of this information and express no opinion on it.

LEGISLATIVE AUDIT BUREAU

August 19, 2009

by

Bryan Naab

Deputy State Auditor for Financial Audit

# Management's Discussion and Analysis

#### Prepared by Wisconsin Partnership Program Management

This section of the Wisconsin Partnership Program's (WPP's) financial report presents management's discussion and analysis of the financial performance of the WPP during calendar years 2008, 2007, 2006, 2005, and 2004. This discussion should be read in conjunction with the accompanying financial schedule and notes. The financial schedule, notes, and this discussion are the responsibility of WPP management.

## **Overview of the Financial Report**

The financial report consists of a financial schedule, along with explanatory notes to the financial schedule. While the finances of the WPP are housed in both the UW School of Medicine and Public Health and the UW Foundation, this financial report reflects only receipts and disbursements of the WPP as recorded by the Medical School. A separate financial report reflects the assets managed and invested by the UW Foundation.

In 2004, funds were provided to the UW Foundation from the Wisconsin United for Health Foundation, Inc., as a result of the conversion of Blue Cross and Blue Shield United of Wisconsin to a for-profit corporation. The UW Foundation manages and invests the funds in a common endowment on behalf of the WPP of the UW School of Medicine and Public Health. The WPP's share of the endowment's net investment income is made available to the UW School of Medicine and Public Health upon request by WPP staff as reimbursement for administrative and programmatic costs of the WPP. The Schedule of Receipts and Disbursements

reflect these receipts and disbursements of the WPP on the cash basis of accounting for the periods indicated, with the ending balance representing the amount receivable from the UW Foundation for unreimbursed costs.

## Schedule of Receipts and Disbursements

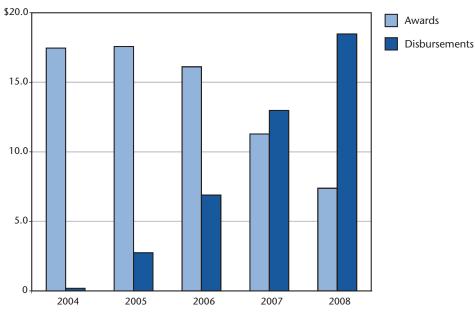
As shown in the Schedule of Receipts and Disbursements and depicted below in Figure 1, grant disbursements in 2008 were the highest level in the program's history and 42.4 percent higher than in 2007, reflecting the maturing of the program from its early start-up years. Many awards are for three-year periods, and 2008 reflects the first year when three full years of awards were in place. 2008 also reflects the decision made by the Oversight and Advisory Committee and the Medical Education and Research Committee to award at a level higher than the anticipated endowment income distribution in order to spend earnings from earlier years that had accumulated in the WPP's account at the UW Foundation. This was an effort to be more responsive to the growing public health challenges in Wisconsin.

Figure 1

Wisconsin Partnership Program

Annual Awards and Disbursements<sup>1</sup>

(in millions)



<sup>1</sup> Excludes program administration.

The following accomplishments of the WPP highlight the comprehensiveness and achievements of the program from its inception through December 31, 2008. The WPP:

- awarded 180 grants totaling approximately \$69.8 million to community organizations, state and local government agencies, and faculty for investments in community partnerships, education, and research to improve the health of the public in Wisconsin and to reduce health disparities;
- provided support for and promotion of the transformation of the UW School of Medicine to the UW School of Medicine and Public Health, integrating the practices and principles of public health with those of traditional medicine:
- funded the Master of Public Health Program as a necessary component of the transformed school;
- provided support for reform of the medical education curriculum, resulting in the integration of public health throughout all four years of study;
- provided start-up funding for the Wisconsin Academy of Rural Medicine to address the challenge of increasing the number of physicians practicing in rural areas;
- supported development of innovative faculty collaborations within and outside of the UW School of Medicine and Public Health to address Wisconsin's critical public health challenges;
- created more than 100 community-academic partnerships statewide to provide critical financial resources to build healthier communities:
- bolstered community-faculty ties with support for communitybased research and interventions;
- supported public health workforce development through investments in public health fellowships and leadership training to respond to needs for a sufficient and competent public health workforce statewide;
- developed an evaluation plan that measures the progress and impact of the WPP during the first five-year expenditure plan and that provides recommendations for the future direction of the program; and
- embraced the Wisconsin Idea through the enhancement of the UW School of Medicine and Public Health as a statewide resource.

For the five-year period ending December 31, 2008, the WPP has disbursed a total of \$44,077,876. The UW Foundation provided reimbursement to the WPP of \$40,307,897, which is \$3,769,979 less than the WPP disbursed during the five years. The WPP requests reimbursement from the UW Foundation for costs it has incurred since the last request. The \$3,769,979 represents the pending requests the WPP made to the UW Foundation for reimbursement of the WPP disbursements made during November and December 2008. The reimbursements from the UW Foundation were received in January and February 2009, respectively. Balances due from the UW Foundation at the end of each of the other calendar years were as follows:

- December 31, 2007: \$4,156,788;
- December 31, 2006: \$651,457;
- December 31, 2005: \$3,274,448; and
- December 31, 2004: \$483,049.

#### **Other Known Facts**

During 2008, due to the significant decline in the financial markets, the underlying investments of the program held by the UW Foundation incurred significant losses following four prior years of gains. The value of the WPP's share of the UW Foundation's permanent endowment decreased 25 percent during calendar year 2008. The WPP's permanent endowment dropped below its original level, or "floor," of \$281.8 million, which is defined as the value of the funds at the time of transfer from the Wisconsin United for Health Foundation, Inc. Consequently, the WPP will not have new income available for distribution until the value of the endowment returns above the floor. To maintain the fiscal integrity of the WPP's resources, existing awards were reduced and the number and amount of new awards were adjusted downward. The investment losses in 2008, along with the reductions in existing awards and the decrease in the number of grants being approved, will cause disbursements to decline in future years.

## **Contacting the Wisconsin Partnership Program**

The financial report is designed to provide the Legislature, the Office of the Commissioner of Insurance, the Oversight and Advisory Committee, the UW System Board of Regents, the Wisconsin United for Health Foundation, Inc., the public, and other interested parties with an overview of the receipts and disbursements of the WPP. If you have questions about the financial schedule or need additional information, please contact:

Wisconsin Partnership Program UW School of Medicine and Public Health Attention: Eileen M. Smith, Assistant Dean and Director Health Sciences Learning Center, Room 4221 750 Highland Avenue Madison, WI 53705 Telephone (608) 262-2698

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# Financial Schedule

### Schedule of Receipts and Disbursements For Calendar Years 2008, 2007, 2006, 2005, and 2004

	2008	2007	2006	2005	2004
BALANCE, JANUARY 1	\$ (4,156,788)	\$ (651,457)	\$ (3,274,448)	\$ (483,049)	\$ 0
RECEIPTS					
Payments Received From the UW Foundation (Note 5)	19,701,094	10,068,585	10,039,196	499,022	0
Total Receipts	19,701,094	10,068,585	10,039,196	499,022	0
DISBURSEMENTS					
Public Health Initiatives:					
Salaries	971,852	845,581	637,384	344,736	21,032
Fringe benefits	312,907	262,818	191,307	100,909	5,905
Travel	33,675	29,893	35,736	10,443	203
Supplies and services	82,085	44,031	36,997	10,099	0
Consultants and contracts	14,452	92,800	96,800	250	0
Other disbursements	7,579	4,399	1,155	273	0
Payments to community partners (Note 2C)  Total Public Health Initiatives	4,038,428 5,460,978	3,200,767 4,480,289	2,222,788 3,222,167	837,719 1,304,429	27,140
Medical Education and Research Initiatives:	3,100,270	1, 100,207	3,222,107	1,301,129	27,110
Salaries	5,667,157	3,812,028	2,119,706	820,499	43,655
Fringe benefits	2,073,618	1,348,687	700,760	269,479	14,321
Travel	164,118	98,875	67,610	25,089	45
Supplies and services	1,919,710	1,124,355	356,432	148,619	1,071
Consultants and contracts	1,601,084	572,084	115,511	154,284	625
Other disbursements	326,413	207,927	66,613	21,998	309
Equipment	1,262,344	1,333,350	245,860	0	0
Total Medical Education and Research Initiatives	13,014,444	8,497,306	3,672,492	1,439,968	60,026
Program Administration:					
Salaries	419,706	349,616	308,894	333,368	255,097
Fringe benefits	172,239	140,607	119,712	122,627	88,125
Travel	26,986	11,613	10,048	9,191	2,849
Supplies and services	116,426	36,387	30,866	56,590	28,511
Consultants and contracts	103,506	57,898	52,026	24,248	20,949
Other disbursements	0	200	0	0	352
Total Program Administration (Note 3)	838,863	596,321	521,546	546,024	395,883
Total Disbursements	19,314,285	13,573,916	7,416,205	3,290,421	483,049
INCREASE (DECREASE) IN BALANCE	386,809	(3,505,331)	2,622,991	(2,791,399)	(483,049)
BALANCE, DECEMBER 31 (Note 2B)	\$ (3,769,979)	\$ (4,156,788)	\$ (651,457)	\$ (3,274,448)	\$ (483,049)

## Notes to the Financial Schedule =

 Description of the University of Wisconsin School of Medicine and Public Health—Wisconsin Partnership Program

In 2001, the University of Wisconsin (UW) School of Medicine and Public Health began planning for the establishment of the Wisconsin Partnership Program (WPP) with the objective of providing adequate administrative support for use of the funds anticipated to be provided to the Medical School from the conversion of Blue Cross and Blue Shield United of Wisconsin to a forprofit corporation. The conversion of Blue Cross and Blue Shield United of Wisconsin was approved by the State of Wisconsin Office of the Commissioner of Insurance in the Findings of Fact, Conclusions of Law, and Order issued March 28, 2000, which included the following major provisions:

- established the Wisconsin United for Health Foundation, Inc., the purpose of which was to sell the Blue Cross and Blue Shield stock, transfer the net proceeds from the sale equally to the UW School of Medicine and Public Health and to the Medical College of Wisconsin, and approve both schools' initial five-year expenditure plans;
- designated 35 percent of the net proceeds to be used to improve public health in Wisconsin, and the remaining 65 percent for medical education and research;
- required each school to create a public and community health oversight and advisory committee to direct and approve the use of the public health funds and to comment on the medical education and research funds; and

 required the UW System Board of Regents and the Medical College of Wisconsin Board of Trustees to appoint members of the committees, to approve the schools' five-year expenditure plans, and to provide general oversight of disbursements.

To fulfill its responsibilities, on August 6, 2002, the UW System Board of Regents established and made its initial appointments to the Oversight and Advisory Committee (OAC). The OAC is a nine-member panel including representatives of urban and rural areas, the Office of the Commissioner of Insurance, and the UW School of Medicine and Public Health. The OAC directs and approves the use of the 35 percent share of conversion funds allocated to community-academic partnerships for health promotion, disease prevention, and public health workforce development. On June 2, 2004, the Medical Education and Research Committee (MERC) was established by the UW School of Medicine and Public Health to direct and approve the use of the remaining 65 percent share of conversion funds to UW faculty and staff for medical education and research initiatives that advance population health through the transfer of knowledge and research to communities. The MERC is a 13-member panel composed of UW School of Medicine and Public Health leadership, faculty, and OAC representatives. The WPP provides administrative support to the OAC and the MERC and exercises overall responsibility for operations in accordance with programmatic and financial requirements. The UW School of Medicine and Public Health also provides in-kind administrative support by the offices of the Vice Dean, Fiscal Affairs, and Human Resources. In addition, the UW-Madison provides in-kind administrative support by the offices of Business and Administrative Legal Services.

On April 11, 2003, the UW System Board of Regents gave its approval for the Wisconsin Partnership Fund for a Healthy Future, the UW School of Medicine and Public Health's and the OAC's 2003-2008 five-year expenditure plan. The five-year expenditure plan provided a strategic framework and identified specific initiatives that were funded by the funds received as the result of the conversion of Blue Cross and Blue Shield to a for-profit entity. The five-year expenditure plan was designed to focus on Wisconsin's unique health needs to ensure that the vision of making Wisconsin a healthier state for all could become a reality through investments in research, education, and community partnerships spanning the state.

The OAC and the MERC receive, review, and approve applications for funding that are in accordance with the priorities summarized in the five-year expenditure plan. Additionally, both committees, through the support of WPP staff, monitor the progress of grantees, ensure compliance with the various programmatic requirements, and evaluate outcomes of the concluded grants.

On March 25, 2004, the Wisconsin United for Health Foundation, Inc. approved the UW School of Medicine and Public Health's and the OAC's 2003-2008 five-year expenditure plan and executed the Agreement Between the Wisconsin United for Health Foundation, Inc., the UW Foundation, and the UW System Board of Regents. As a result of that agreement, a total of \$296,598,534

was released from the Wisconsin United for Health Foundation, Inc., to the UW Foundation. The UW Foundation manages and invests these funds in accordance with its endowment policies and disburses funds to the WPP upon request as reimbursement for costs incurred in accordance with the Commissioner of Insurance's Order and the five-year expenditure plan. The agreement allowed the WPP to have immediate access to \$30,000,000 for disbursements. The remaining \$266,598,534 was to be invested as a permanent endowment with only income available for WPP disbursements. However, the agreement placed certain restrictions on the availability of the income generated from \$166,598,534 of the permanent endowment for the first three years. Upon review and acceptance of the WPP 2006 annual report by the Wisconsin United for Health Foundation, Inc., all restrictions were lifted.

The Wisconsin United for Health Foundation, Inc., retained certain of the assets from the conversion of Blue Cross and Blue Shield United of Wisconsin. In accordance with the Commissioner of Insurance's Order and the Agreement Between the Wisconsin United for Health Foundation, Inc., the UW Foundation, and the UW System Board of Regents, \$15,229,208 of these remaining assets was distributed to the UW Foundation to be added on behalf of the WPP to the permanent endowment in December 2007.

The WPP's books and records are accounted for separately from those of the UW School of Medicine and Public Health, UW-Madison, UW System, and the UW Foundation. The Schedule of Receipts and Disbursements presented is only for the WPP and is not intended to present the financial position or activities of the UW School of Medicine and Public Health, UW-Madison, UW System, or the UW Foundation. A separate financial report is prepared for the WPP's share of endowment assets managed and invested by the UW Foundation. That report includes the examined Schedule of Additions, Disbursements, and Program Assets for the WPP assets invested and managed by the UW Foundation.

#### 2. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

#### A. **Basis of Presentation**

The financial schedule of the WPP has been prepared using the cash basis of accounting. Under the cash basis of accounting, receipts are not recognized until cash is received and disbursements are recognized only when the cash is paid.

Payments received from the UW Foundation are recognized when the checks have been acquired by the WPP. Any check received by the WPP on or before December 31 is recorded in the same calendar year. See Note 5 for further details.

The OAC and the MERC receive, review, and approve applications for funding that are in accordance with the priorities summarized in the five-year expenditure plan. The WPP funds authorized grants on a reimbursement basis. The WPP reports disbursements when the

requests for reimbursement for authorized grants are received and paid. Outstanding commitments for authorized grants as of December 31, 2008, are summarized in Note 4.

#### B. Balance

Every month, the WPP requests reimbursement from the UW Foundation for costs incurred in accordance with the Commissioner of Insurance's Order and the five-year expenditure plan. The difference between cumulative receipts and cumulative disbursements at the end of each calendar year is referred to as the balance on the Schedule of Receipts and Disbursements of the WPP. Since the WPP requests reimbursement from the UW Foundation monthly, a negative balance is expected. This balance represents the amount of funds that have yet to be reimbursed as of the end of the calendar year to the WPP by the UW Foundation.

#### C. Payments to Community Partners

To request reimbursement for expenditures, community partners provide invoices summarizing the disbursements made under the following major budget categories: salaries, fringe benefits, travel, supplies and services, consultants and contracts, and other. The disbursements presented on the schedule represent the payments made to these community partners for their submitted and paid invoices.

#### 3. CALENDAR YEAR 2003 PROGRAM ADMINISTRATION DISBURSEMENTS

The Commissioner of Insurance's Order requires that the OAC and the MERC be provided adequate staffing and budget for their operations. Upon its establishment in 2001, the WPP began preparing to implement the Commissioner of Insurance's Order by establishing the administrative infrastructure, developing the initial five-year expenditure plan, and supporting the OAC in carrying out its responsibilities and activities. While the costs incurred by the WPP from 2001 through December 2002 were absorbed by the UW School of Medicine and Public Health, the costs for the period of January 1 through December 31, 2003, were not because the OAC became fully functional as of October 2002. Rather, the UW School of Medicine and Public Health requested reimbursement for these costs from the UW Foundation. Total program administration disbursements shown on the Schedule of Receipts and Disbursements in calendar years 2005 and 2004 include \$76,815 and \$82,183, respectively, in costs originally paid for by the UW School of Medicine and Public Health between January 1, 2003, and December 31, 2003. These costs include:

Program Administration	<u>2005</u>	<u>2004</u>	<u>Totals</u>
Salaries	\$47,367	\$61,613	\$108,980
Fringe Benefits	15,394	20,333	35,727
Travel	4,605	0	4,605
Supplies and Services	9,449	<u>237</u>	9,686
Total	<u>\$76,815</u>	<u>\$82,183</u>	<u>\$158,998</u>

After taking these costs into consideration, the actual program administrative disbursements for calendar year 2005 were \$469,209 and the actual program administrative disbursements for calendar year 2004 were \$313,700.

#### 4. **GRANT AWARD COMMITMENTS**

Since inception of the WPP, the OAC and the MERC have approved and authorized the WPP to fund the following amounts of grant award commitments as of December 31, 2008:

	Inception-to-Date Grants Awards	Inception-to-Date <u>Lapsed Awards</u>	Inception-to-Date Net Grant Awards	Inception-to-Date <u>Disbursements</u>	Outstanding Grant Commitments
Public Health Initiatives (OAC)	\$26,176,138	\$(321,619)	\$25,854,519	\$(14,495,003)	\$11,359,516
Medical Education and Research Initiatives (MERC)	43,635,245	(195,989)	43,439,256	(26,684,236)	16,755,020
medatives (mence)	13,033,213	(173/707)	13, 137,230	(20,00 1,230)	. 0,, 33,020
Total	\$69,811,383	\$(517,608)	\$69,293,775	\$(41,179,239)	\$28,114,536

As discussed in Note 2A, the costs for these grant commitments will be recognized when the requests for reimbursement are received and paid.

#### 5. PAYMENTS RECEIVED FROM THE UW FOUNDATION

Every month, the WPP requests reimbursement from the UW Foundation for costs incurred in accordance with the Commissioner of Insurance's Order and the five-year expenditure plan, as noted under Note 2B. Any check received by the WPP on or before December 31 is recorded in the same calendar year, as noted under Note 2A. Since the UW Foundation records the check in the calendar year written, as noted in the separate report of the UW Foundation's Schedule of Additions, Disbursements, and Program Assets, there are timing differences between when the payments are made and reported by the UW Foundation and when those payments are received and reported by the WPP. The following is a summary of these timing differences:

<u>Year</u>	Payments Received from the UW Foundation	Payments to WPP (as Shown in a Separate Report)	<u>Difference</u>
2008	\$19,701,094	\$19,061,276	\$ 639,818
2007	10,068,585	12,742,207	(2,673,622)
2006	10,039,196	7,694,558	2,344,638
2005	499,022	2,344,638	(1,845,616)
2004	0	<u>499,022</u>	(499,022)
Cumulative	<u>\$40,307,897</u>	<u>\$42,341,701</u>	<u>\$(2,033,804)</u>

The \$2,033,804 represents the request the WPP made to the UW Foundation for reimbursement of the WPP disbursements made during November 2008. The reimbursement from the UW Foundation was received in January 2009, while the UW Foundation wrote the check in December 2008.

#### 6. SUBSEQUENT EVENTS

Following four years of positive investment returns, investment declines during calendar year 2008 have reduced the value of the permanent endowment to \$260,777,417 as of December 31, 2008, which is below the original investment in the endowment. As a result of this precipitous drop in the permanent endowment and applying prudent fiscal management to preserve the asset, the OAC and the MERC, upon recommendation of the WPP staff and the Associate Dean for Fiscal Affairs, with the concurrence of the Dean of the UW School of Medicine and Public Health, agreed in accordance with state law at that time that the WPP would not draw additional income from the permanent endowment until the value of the permanent endowment is above the original investment of \$281,827,742. Consequently, the WPP, with the approval of both committees, reduced existing OAC and MERC authorized grants by approximately \$2.2 million and curtailed new grant commitments. Unspent income that was earned prior to the decline of the permanent endowment, and that totaled \$42.4 million as of December 31, 2008, remains available to support the outstanding commitments identified under Note 4 and new commitments in calendar year 2009.

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