# Kentucky County Employees Retirement System

GASB No. 74 Accounting Valuation Report As of June 30, 2019





December 9, 2019

Board of Trustees Kentucky Retirement Systems Perimeter Park West 1260 Louisville Road Frankfort, KY 40601

Re: GASB 74 Reporting – Actuarial Information – County Employees' Retirement System

Dear Members of the Board:

This report provided herein contains certain information for the Kentucky County Employees' Retirement System (CERS) in connection with the Governmental Accounting Standards Board (GASB) Statement No. 74, "Financial Reporting for Postemployment Benefit Plans Other than Pension Plans" for the fiscal year ending June 30, 2019. A separate report will be provided at a later date with additional accounting information determined in accordance with GASB Statement No. 75, "Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions".

The liability calculations presented in this report were performed for the purpose of satisfying the requirements of GASB No. 74 and are not applicable for other purposes, such as determining the plans' funding requirements. The plan's liability for other purposes may produce significantly different results. This report may be provided to parties other than the Board of Trustees of the Kentucky Retirement Systems only in its entirety and only with the permission of the Board. GRS is not responsible for unauthorized use of this report.

The total OPEB liability, net OPEB liability, and sensitivity information shown in this report are based on an actuarial valuation date of June 30, 2018. The total OPEB liability was rolled-forward from the valuation date to the plan's fiscal year ending June 30, 2019, using generally accepted actuarial principles. GASB 74 requires Kentucky Retirement Systems to disclose a 10-year history of certain information in the Required Supplementary Information within their comprehensive annual financial report. The exhibits provided in this report include the applicable information for historical years that were calculated in accordance with this accounting standard. Information disclosed for years prior to June 30, 2017 were prepared by KRS's prior actuary.

There have been no plan provision changes since June 30, 2018. However, the Board of Trustees has adopted new actuarial assumptions since June 30, 2018. These assumptions are documented in the report titled "Kentucky Retirement Systems 2018 Actuarial Experience Study for the Period Ending June 30, 2018". The Total OPEB liability as of June 30, 2019 is determined using these updated assumptions. It is our opinion that this procedure is reasonable and appropriate, and complies with applicable requirements under GASB No. 74.

Board of Trustees December 9, 2019 Page 2

The fully-insured premiums KRS pays for the Kentucky Employees' Health Plan are blended rates based on the combined experience of active and retired members. Because the average cost of providing health care benefits to retirees under age 65 is higher than the average cost of providing health care benefits to active employees, there is an implicit employer subsidy for the non-Medicare eligible retirees. GASB 74 requires that the liability associated with this implicit subsidy be included in the calculation of the Total OPEB Liability.

This report is based upon information, furnished to us by the Retirement System, which includes benefit provisions, membership information, and financial data. We did not audit this data and information, but we did apply a number of tests and concluded that it was reasonable and consistent. GRS is not responsible for the accuracy or completeness of the information provided by the Retirement System. Please see the "Actuarial Valuation Report as of June 30, 2018" and the "2018 Actuarial Experience Study for the Period Ending June 30, 2018" for additional discussion of the nature of the actuarial calculations and more information related to participant data, economic and demographic assumptions, and benefit provisions. These reports should be considered together as a complete report for KRS's fiscal year ending June 30, 2019.

Single discount rates of 5.68% for the non-hazardous system and 5.69% for hazardous system were used to measure the total OPEB liability as of June 30, 2019. The single discount rates are based on the expected rate of return on OPEB plan investments of 6.25% and a municipal bond rate of 3.13%, as reported in Fidelity Index's "20-Year Municipal GO AA Index" as of June 28, 2019. Based on the stated assumptions and the projection of cash flows as of each fiscal year ending, the plan's fiduciary net position and future contributions were projected to be sufficient to finance the future benefit payments of the current plan members. Therefore, the long-term expected rate of return on insurance plan investments was applied to all periods of the projected benefit payments paid from the retirement system. However, the cost associated with the implicit employer subsidy is not currently being included in the calculation of the System's actuarial determined contributions, and it is our understanding that any cost associated with the implicit subsidy will not be paid out of the System's trust. Therefore, the municipal bond rate was applied to future expected benefit payments associated with the implicit subsidy. The projection of cash flows used to determine the single discount rate assumes that the funds receive the required employer contributions each future year, as determined by the current funding policy established in Statute as last amended by House Bill 362 (passed in 2018).

Based on guidance issued by GASB in connection with GASB Statement No. 74, the 1% of pay member contributions for Tier 2 and Tier 3 members to a 401(h) subaccount is considered as an OPEB asset. As a result, the reported fiduciary net position includes these 401(h) assets. Additionally, these member contributions and associated investment income are included in the reconciliation of the fiduciary net position.

Future actuarial measurements may differ significantly from the current measurements presented in this report due to such factors as the following: plan experience differing from that anticipated by the economic or demographic assumptions; changes in economic or demographic assumptions; increases or decreases expected as part of the natural operation of the methodology used for these measurements; and changes in plan provisions or applicable law.



Board of Trustees December 9, 2019 Page 3

To the best of our knowledge, this report is complete and accurate and is in accordance with generally recognized actuarial practices and methods. Mr. Newton, Mr. White, and Mr. Riazi are Enrolled Actuaries. All of the undersigned are independent actuaries and consultants and members of the American Academy of Actuaries and meet the Qualification Standards of the American Academy of Actuaries to render the actuarial opinion herein. They are also experienced in performing valuations for large public retirement systems. This communication shall not be construed to provide tax advice, legal advice or investment advice.

Sincerely,

Joseph P. Newton, FSA, EA, MAAA Pension Market Leader and Actuary

Janie Shaw, ASA, MAAA Consultant and Actuary Daniel J. White, FSA, EA, MAAA Senior Consultant and Actuary

Mehdi Riazi, FSA, EA, MAAA Consultant and Actuary



## **Table of Contents**

				Page
	COVER LETTER			
Section 1	SUPPORTING EXH	IIBITS		
	Ехнівіт 1	_	SCHEDULE OF EMPLOYERS' NET OPEB LIABILITY	2
	Ехнівіт 2	_	DEVELOPMENT OF THE SINGLE DISCOUNT RATE	4
	Ехнівіт 3	_	SCHEDULE OF CHANGES IN EMPLOYERS' NET OPEB LIABILITY	5
	Ехнівіт 4	_	SCHEDULE OF EMPLOYERS' CONTRIBUTIONS	7
	Ехнівіт 5	_	SENSITIVITY OF THE NET OPEB LIABILITY TO CHANGES IN THE DISCOUNT RATE AND HEALTHCARE TREND RATE	10

### APPENDIX 1 DEVELOPMENT OF BASELINE CLAIMS COST



## SECTION 1

**EXHIBIT 1a** 

# Schedule of the Employers' Net OPEB Liability – CERS Non-Hazardous Plan (\$ in thousands)

<u>Y</u> ear	Total OPEB Liability	an Fiduciary et Position	Lia	Net OPEB ability/(Asset)	Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability	Covered Employee Payroll <sup>1</sup>	Net OPEB Liability as a Percentage of Covered Employee Payroll
	(1)	(2)	(	(3) = (1) - (2)	(4) = (2) / (1)	(5)	(6) = (3) / (5)
2019	\$ 4,251,466	\$ 2,569,511	\$	1,681,955	60.44%	\$ 2,577,378	65.26%
2018	4,189,606	2,414,126		1,775,480	57.62%	2,570,156	69.08%
2017	4,222,878	2,212,536		2,010,342	52.39%	2,480,130	81.06%

### Note:



<sup>&</sup>lt;sup>1</sup> Based on derived compensation using the provided employer contribution information.

**EXHIBIT 1b** 

## Schedule of the Employers' Net OPEB Liability – CERS Hazardous Plan

(\$ in thousands)

Year	Total OPEB Liability (1)	n Fiduciary et Position (2)	Net OPEB ability/(Asset) (3) = (1) - (2)	Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability (4) = (2) / (1)	Covered Employee Payroll <sup>1</sup> (5)	Net OPEB Liability as a Percentage of Covered Employee Payroll (6) = (3) / (5)
2019	\$ 2,080,574	\$ 1,340,714	\$ 739,860	64.44%	\$ 583,632	126.77%
2018	1,993,941	1,280,982	712,959	64.24%	588,526	121.14%
2017	2,015,673	1,189,001	826,672	58.99%	542,710	152.32%

### Note:



<sup>&</sup>lt;sup>1</sup> Based on derived compensation using the provided employer contribution information.

### **EXHIBIT 2**

## **Development of Single Discount Rate**

	CERS Non-Hazardous	CERS Hazardous
Single Discount Rate	5.68%	5.69%
Long-Term Expected Rate of Return	6.25%	6.25%
Long-Term Municipal Bond Rate <sup>1</sup>	3.13%	3.13%



<sup>&</sup>lt;sup>1</sup> Fixed-income municipal bonds with 20 years to maturity that include only federally tax-exempt municipal bonds as reported in Fidelity Index's "20-Year Municipal GO AA Index" as of June 28, 2019.

### **EXHIBIT 3a**

## Schedule of the Employers' Net OPEB Liability – CERS Non-Hazardous Plan

(\$ in thousands)

Change in the Net OPEB Liability		2019		2018	2017		
				_			
Total OPEB liability							
Service Cost	\$	119,011	\$	122,244	\$	85,468	
Interest on the total OPEB liability		240,352		242,048		240,854	
Benefit Changes		0		4,306		0	
Difference between actual and expected experience		(404,301)		(240,568)		(6,641)	
Assumption Changes		268,842		(4,876)		520,286	
Benefit Payments <sup>1</sup>		(162,044)		(156,426)		(140,120)	
Net Change in Total OPEB Liability		61,860		(33,272)		699,847	
Total OPEB Liability - Beginning	\$	4,189,606	\$	4,222,878	\$	3,523,031	
Total OPEB Liability - Ending (a)	\$	4,251,466	\$	4,189,606	\$	4,222,878	
Plan Fiduciary Net Position							
Contributions - Employer <sup>2</sup>	\$	168,905	\$	145,809	\$	133,326	
Contributions - Member		11,801		10,825		9,158	
Benefit Payments <sup>1</sup>		(162,044)		(156,426)		(140,120)	
OPEB Plan Net Investment Income		137,591		202,068		264,782	
OPEB Plan Administrative Expense		(877)		(761)		(789)	
Other		9 4		75 <sup>4</sup>		0	
Net Change in Plan Fiduciary Net Position		155,385		201,590		266,357	
Plan Fiduciary Net Position - Beginning	\$	2,414,126	\$	2,212,536	\$	1,946,179	
Plan Fiduciary Net Position - Ending (b)	\$	2,569,511	\$	2,414,126	\$	2,212,536	
Net OPEB Liability - Ending (a) - (b)		1,681,955		1,775,480		2,010,342	
Plan Fiduciary Net Position as a Percentage		1,001,955		1,775,460		2,010,342	
of the Total OPEB Liability		60.44%		57.62%		52.39%	
Covered Employee Payroll <sup>3</sup>	\$	2,577,378	\$	2,570,156	\$	2,480,130	
Net OPEB Liability as a Percentage of	Ş	2,311,316	Ş	2,370,130	Ş	2,400,130	
Covered Employee Payroll		65.26%		69.08%		81.06%	
Covered Lilipioyee rayioli		03.20/0		03.00/0		61.00%	



<sup>&</sup>lt;sup>1</sup> Includes expected benefits due to the implicit subsidy for members under age 65.

<sup>&</sup>lt;sup>1</sup> Benefit payments are also offset by insurance premiums received from retirees, Medicare Drug Reimbursements, and Humana Gain Share Payments.

 $<sup>^{2}</sup>$  Includes expected benefits due to the implicit subsidy for members under age 65.

<sup>&</sup>lt;sup>3</sup> Based on derived compensation using the provided employer contribution information.

<sup>&</sup>lt;sup>4</sup> Northern Trust Settlement

## **EXHIBIT 3b**

## Schedule of the Employers' Net OPEB Liability – CERS Hazardous Plan

(\$ in thousands)

Change in the Net OPEB Liability		2019		2018		2017
Takal Open Pakilla						
Total OPEB liability Service Cost	\$	32,623	\$	33,948	\$	20,493
Interest on the total OPEB liability	Ş	116,768	Ş	118,009	Ş	113,166
Benefit Changes		110,708		484		113,100
Difference between actual and expected experience		(103,317)		(100,348)		(2,470)
Assumption Changes		116,618		(2,500)		391,061
Benefit Payments <sup>1</sup>		(76,059)		(71,325)		(63,656)
Net Change in Total OPEB Liability		86,633		(21,732)		458,594
Total OPEB Liability - Beginning	Ś	1,993,941	\$	2,015,673	Ś	1,557,079
Total OPEB Liability - Ending (a)	\$	2,080,574	\$	1,993,941	\$ \$	2,015,673
,					-	
Plan Fiduciary Net Position						
Contributions - Employer <sup>2</sup>	\$	60,445	\$	51,615	\$	44,325
Contributions - Member		2,458		2,173		1,708
Benefit Payments <sup>1</sup>		(76,059)		(71,325)		(63,656)
OPEB Plan Net Investment Income		73,317		109,854		143,892
OPEB Plan Administrative Expense		(434)		(376)		(381)
Other		5 4		40 4		0
Net Change in Plan Fiduciary Net Position		59,732		91,981		125,888
Plan Fiduciary Net Position - Beginning	\$	1,280,982	\$	1,189,001	\$	1,063,113
Plan Fiduciary Net Position - Ending (b)	\$	1,340,714	\$	1,280,982	\$	1,189,001
Net OPEB Liability - Ending (a) - (b)		739,860		712,959		826,672
Plan Fiduciary Net Position as a Percentage		700,000		7		0_0,07_
of the Total OPEB Liability		64.44%		64.24%		58.99%
Covered Employee Payroll <sup>3</sup>	\$	583,632	\$	588,526	\$	542,710
Net OPEB Liability as a Percentage of						
Covered Employee Payroll		126.77%		121.14%		152.32%



<sup>&</sup>lt;sup>1</sup> Includes expected benefits due to the implicit subsidy for members under age 65.

<sup>&</sup>lt;sup>1</sup> Benefit payments are also offset by insurance premiums received from retirees, Medicare Drug Reimbursements, and Humana Gain Share Payments.

<sup>&</sup>lt;sup>2</sup> Includes expected benefits due to the implicit subsidy for members under age 65.

<sup>&</sup>lt;sup>3</sup> Based on derived compensation using the provided employer contribution information.

<sup>&</sup>lt;sup>4</sup> Northern Trust Settlement

## **EXHIBIT 4a**

## Schedule of Employers' Contributions – CERS Non-Hazardous Plan

(\$ in thousands)

Fiscal Year Ending <sup>1</sup>	Actuarially Determined Contribution <sup>2</sup>	Total Employer Contributions <sup>3</sup>	Contribution Deficiency (Excess)	Covered Employee Payroll <sup>4</sup>	Actual Contributions as a Percentage of Covered Payroll
2019	\$ 160,055	\$ 139,655	\$ 20,400 \$	2,577,378	5.42%
2018	120,797	124,619	(3,822)	2,570,156	4.85%
2017	122,270	120,712	1,558	2,480,130	4.87%
2016	110,987	111,836	(849)	2,352,762	4.75%
2015	119,511	119,444	67	2,296,716	5.20%
2014	130,652	123,278	7,374	2,272,270	5.43%
2013	195,561	159,993	35,568	2,236,277	7.15%
2012	214,421	171,925	42,496	2,236,546	7.69%
2011	213,429	186,886	26,543	2,276,596	8.21%
2010	266,331	175,764	90,567	2,236,855	7.86%



Data for years prior to 2018 is based on contribution data provided in the 2017 CAFR, based on calculations provided by the prior actuary.

<sup>&</sup>lt;sup>2</sup> Actuarially determined contribution for fiscal year ending 2019 is based on the contribution rate calculated with the June 30, 2017 actuarial valuation.

 $<sup>^{3}</sup>$  Employer contributions do not include the expected implicit subsidy included in exhibit 3.

 $<sup>^{\</sup>rm 4}\,$  Based on derived compensation using the provided employer contribution information.

**EXHIBIT 4b** 

## Schedule of Employers' Contributions – CERS Hazardous Plan

(\$ in thousands)

_	Fiscal Year Ending <sup>1</sup>	Actuarially Determined Contribution <sup>2</sup>	Total Employer Contributions <sup>3</sup>	Contribution Deficiency (Excess)	Covered Employee Payroll <sup>4</sup>	Actual Contributions as a Percentage of Covered Payroll
	2019	\$ 71,028	\$ 62,272	\$ 8,756	\$ 583,632	10.67%
	2018	55,027	56,002	(975)	588,526	9.52%
	2017	53,131	51,537	1,594	542,710	9.50%
	2016	64,253	67,619	(3,366)	492,851	13.72%
	2015	69,103	71,778	(2,675)	483,641	14.84%
	2014	74,360	74,792	(432)	479,164	15.61%
	2013	102,011	85,319	16,692	461,673	18.48%
	2012	110,763	92,564	18,199	464,229	19.94%
	2011	109,227	98,592	10,635	466,964	21.11%
	2010	129,227	84,536	44,691	466,549	18.12%



Data for years prior to 2018 is based on contribution data provided in the 2017 CAFR, based on calculations provided by the prior actuary.

<sup>&</sup>lt;sup>2</sup> Actuarially determined contribution for fiscal year ending 2019 is based on the contribution rate calculated with the June 30, 2017 actuarial valuation.

 $<sup>^{3}</sup>$  Employer contributions do not include the expected implicit subsidy included in exhibit 3.

 $<sup>^{\</sup>rm 4}\,$  Based on derived compensation using the provided employer contribution information.

## Notes to Schedule of Employers' Contributions for FYE 2019

The actuarially determined contribution rates effective for fiscal year ending 2019 that are documented in the schedule on the previous pages were calculated as of June 30, 2017. Based on the June 30, 2017 actuarial valuation report, the actuarial methods and assumptions used to calculate these contribution rates are below:

Item	CERS Non-Hazardous	CERS Hazardous
Determine by the Actuarial Valuation as of:	June 30, 2017	June 30, 2017
Actuarial Cost Method:	Entry Age Normal	Entry Age Normal
Asset Valuation Method:	20% of the difference between the market value of assets and the expected actuarial value of assets is recognized	20% of the difference between the market value of assets and the expected actuarial value of assets is recognized
Amortization Method:	Level Percent of Pay	Level Percent of Pay
Amortization Period:	26 Years, Closed	26 Years, Closed
Payroll Growth Rate:	2.00%	2.00%
Investment Return:	6.25%	6.25%
Inflation:	2.30%	2.30%
Salary Increases:	3.30% to 11.55%, varies by service	3.05% to 18.55%, varies by service
Mortality:	RP-2000 Combined Mortality Table, projected to 2013 with Scale BB (set back 1 year for females)	RP-2000 Combined Mortality Table, projected to 2013 with Scale BB (set back 1 year for females)
Healthcare Trend Rates: Pre-65	Initial trend starting at 7.25% at January 1, 2019 and gradually decreasing to an ultimate trend rate of 4.05% over a period of 13 years.	Initial trend starting at 7.25% at January 1, 2019 and gradually decreasing to an ultimate trend rate of 4.05% over a period of 13 years.
Post-65	Initial trend starting at 5.10% at January 1, 2019 and gradually decreasing to an ultimate trend rate of 4.05% over a period of 11 years.	Initial trend starting at 5.10% at January 1, 2019 and gradually decreasing to an ultimate trend rate of 4.05% over a period of 11 years.
Phase-In provision	Board certified rate is phased into the actuarially determined rate in accordance with HB 362 enacted in 2018.	Board certified rate is phased into the actuarially determined rate in accordance with HB 362 enacted in 2018.



### **EXHIBIT 5a**

# Sensitivity of the Net OPEB Liability to Changes in the Discount Rate and Healthcare Trend Rate CERS Non-Hazardous Plan

(\$ in thousands)

Table 1. Sensitivity of the Net OPEB Liability to Changes in the Discount Rate

1.00%		Current	1.00%			
Decrease,		Discount Rate,		Increase,		
4.68%		5.68%		6.68%		
\$	2,253,128	\$ 1,681,955	\$	1,211,347		

Table 2. Sensitivity of the Net OPEB Liability to Changes in the Healthcare Cost Trend Rate

	1.00%	Curre	nt Healthcare	1.00%
Decrease		Cos	t Trend Rate	Increase
				_
\$	1,250,878	\$	1,681,955	\$ 2,204,686



### **EXHIBIT 5b**

# Sensitivity of the Net OPEB Liability to Changes in the Discount Rate and Healthcare Trend Rate CERS Hazardous Plan

(\$ in thousands)

Table 1. Sensitivity of the Net OPEB Liability to Changes in the Discount Rate

1.00%			Current	1.00%			
Decrease,		1	Discount Rate,	Increase,			
4.69%			5.69%		6.69%		
\$	1,032,253	\$	739,860	\$	502,521		

Table 2. Sensitivity of the Net OPEB Liability to Changes in the Healthcare Cost Trend Rate

	1.00%	Curre	nt Healthcare		1.00%
Decrease		<b>Cost Trend Rate</b>		Increase	
\$	514,806	\$	739,860	\$	1,014,414





## **Appendix 1**

### **Development of Baseline Claims Cost**

For non-Medicare retirees, the initial per capita costs were developed using retiree claims experience for calendar years 2016 through 2018. It is our understanding that no plan changes occurred over this time period; therefore, no adjustments were applied to the claims for plan changes. The claims were projected on an incurred claim basis, adjusted for prescription drug rebates, and loaded for administrative expense. The per capita costs shown in the table below also include HRA contributions for retirees on the CDHP plans. An inherent assumption in this methodology is that the projected future retirees will have a similar distribution by plan type as the current retirees. The fully-insured premiums KRS pays the Kentucky Employees' Health Plan are blended rates based on the combined experience of active and retired members. Because the average cost of providing health care benefits to retirees under age 65 is higher than the average cost of providing health care benefits to active employees, there is an implicit employer subsidy for the non-Medicare eligible retirees.

For Medicare retirees, the initial per capita costs were estimated based on the plan premiums effective January 1, 2019, and are used for both current and future retirees. An inherent assumption in this methodology is that the projected future retirees will have a similar distribution by plan type as the current retirees.

Age graded and sex distinct premiums are utilized by this valuation. These costs are appropriate for the unique age and sex distribution currently existing. Over the future years covered by this valuation, the age and sex distribution will most likely change. Therefore, our process "distributes" the average premium over all age/sex combinations and assigns a unique premium for each combination. The age/sex specific costs more accurately reflect the health care utilization and cost at that age.

FOR THOSE NOT ELIGIBLE FOR MEDICARE					
Age	Male	FEMALE			
40	\$316.85	\$514.85			
50	513.61	632.71			
60	872.89	859.50			
64	1,061.46	1,001.73			

FOR THOSE ELIGIBLE FOR MEDICARE						
AGE	Male	FEMALE				
65	\$183.50	\$173.08				
75	214.69	209.49				
85	227.02	229.70				



## **Appendix 1**

Mehdi Riazi is a Member of the American Academy of Actuaries (MAAA) and meets the Qualification Standards of the American Academy of Actuaries to render the actuarial opinions contained herein.

Mehdi Riazi, FSA, EA, MAAA

Mehdi Ricyi

