

**CITY OF WASHINGTON**

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**MEMORANDUM**

TO: Mayor Manier and City Council  
FROM: Joanie Baxter, Controller *JB*  
DATE: May 1, 2019  
SUBJECT: Retiree Health Insurance Actuarial Valuation Report

The City began funding our Retiree Health Insurance liability on an annual basis in 2008. This funding was done pursuant to GASB 45 in which the potential liability was recorded in the footnotes of the financial statements and only the difference in the liability was recorded within the financial statements. With GASB 75, the full amount of the potential liability is required to be reflected in the financial statements, both the potential liability resulting from those retirees meeting eligibility for our Retiree Insurance under the same conditions as an active employee (explicit benefit), and those electing the IMRF or Police Pension continuation privilege (implicit benefit).

The funding the City has done in past years has been considered "pay as you go" since the funds are not part of a trust. City staff intends to research this further to see if establishing a trust would be feasible and cost effective for managing the assets and liabilities related to retiree health insurance.

Attached is the GASB 75 Report as prepared by Foster & Foster for the fiscal year ending April 30, 2019. An Annual Required Contribution (ARC) is no longer required by GASB 75 and thus the report does not indicate one. Instead, the retiree account will be funded in accordance with the annual premiums for retiree insurance approximating \$177,900. This compares to funding of \$175,380 in the prior year.

The acceptance of this report and placement on file is an item on the Consent Agenda for the May 6, 2019 City Council meeting. Please contact me prior to the meeting if you have questions.

C: Ray Forsythe, City Administrator  
Ellen Dingledine, City Treasurer

CITY OF WASHINGTON  
OTHER POSTEMPLOYMENT BENEFITS PROGRAM

GASB 75 DISCLOSURE INFORMATION FOR THE  
FISCAL YEAR ENDING APRIL 30, 2019



**FOSTER & FOSTER**  
ACTUARIES AND CONSULTANTS



April 17, 2019

City of Washington  
c/o Joan Baxter, Controller  
City of Washington  
301 Walnut St.  
Washington, IL 61571

Re: City of Washington – FYE April 30, 2019 GASB 75 Report

Dear Ms. Baxter:

We are pleased to present to the City this report of the annual actuarial valuation of the City of Washington's Other Postemployment Benefits (OPEB) Program. This valuation was performed to determine annual expenses associated with providing OPEB benefits, the current funded status of the Plan, and to provide all necessary schedules required to comply with the Governmental Accounting Standards Board No. 75. This valuation has been performed utilizing the Alternative Measurement Method for small plans as permitted under the Governmental Accounting Standards No. 75. **A summary of results by Division can be found in Appendix A.**

The measurements shown in this actuarial valuation may not be applicable for other purposes. Future actuarial measurements may differ significantly from the current measurements presented in this report due to factors such 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 (such as the end of an amortization period); and changes in plan provisions or applicable law. Due to the limited scope of this report, we did not provide an analysis of these potential differences.

The valuation has been conducted in accordance with generally accepted actuarial principles and practices, including the applicable Actuarial Standards of Practice as issued by the Actuarial Standards Board, and reflects all applicable federal laws and regulations. In our opinion, the assumptions used in this valuation, as adopted by the City, represent reasonable expectations of anticipated plan experience.

In conducting the valuation, we have relied on personnel and plan design information supplied by City personnel, and the actuarial assumptions and methods described in the Actuarial Assumptions section of this report. While we cannot verify the accuracy of all this information, the supplied information was reviewed for consistency and reasonableness. Because of this review, we have no reason to doubt the substantial accuracy of the information and believe that it has produced appropriate results. This information, along with any adjustments or modifications, is summarized in various sections of this report.

The Total OPEB Liability and certain sensitivity information shown in this report are based on an actuarial valuation performed as of April 30, 2018. It is our opinion that the assumptions used for this purpose are internally consistent, reasonable, and comply with the requirements under GASB No. 75.

The undersigned is familiar with the immediate and long-term aspects of OPEB valuations and meets the Qualification Standards of the American Academy of Actuaries necessary to render the actuarial opinions contained herein. All the sections of this report are considered an integral part of the actuarial opinions.

To our knowledge, no associate of Foster & Foster, Inc. working on valuations of the program has any direct financial interest or indirect material interest in the City of Washington, nor does anyone at Foster & Foster, Inc. act as a member of the Board of Commissioners of the City of Washington. Thus, there is no relationship existing that might affect our capacity to prepare and certify this actuarial report.

If there are any questions, concerns, or comments about any of the items contained in this report, please contact Aimee at 239-433-5500.

Respectfully submitted,

Foster & Foster, Inc.

By:



Aimee M. Strickland, FSA, EA, MAAA

Enclosures

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# SECTION 1 – Executive Summary

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## SECTION 1 – EXECUTIVE SUMMARY

The valuation results presented in this report have been prepared in accordance with the Government Accounting Standards Board Statement 75 (GASB 75) for the City of Washington’s Other Postemployment Benefits (OPEB) Program, based on the actuarial valuation performed as of April 30, 2018. For purposes of this valuation, Medical Insurance and Dental Insurance OPEBs were taken into consideration. Premiums for any other insurances offered to retirees are assumed to cover the entire cost of the respective benefits.

The results of this valuation are based on a Measurement Date of April 30, 2018 and are applicable to the fiscal year ending April 30, 2019. The following table shows the key components of the City’s OPEB valuation for the reporting period FY 2019 under GASB 75:

Total OPEB Liability as of the Measurement Date:	\$	3,148,559
OPEB Expense for the Fiscal Year ending April 30, 2019:	\$	149,269
Covered Employee Payroll	\$	3,778,813
Sponsor's Total OPEB Liability as a percentage of Covered Employee Payroll		83.32%

### Census Information as of April 30, 2018

Active Participants	60
Retirees, Beneficiaries and Disabled Members	10
Covered Spouses	8
Total	<hr/> 78

# SECTION 1 – Executive Summary

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*Transition to GASB 75:*

Per paragraph 244 of GASB 75, the difference between the Net OPEB Obligation/(Asset) as of April 30, 2018 and the GASB 75 Unfunded Actuarial Accrued Liability as of the reporting period ending April 30, 2018 (based on a measurement date of April 30, 2017), should be reported as a restatement of the beginning net position. See the table below:

Development of Balance Sheet Liability Adjustment:

A. GASB 45 Net OPEB Obligation/(Asset) Reported as of April 30, 2018	\$	760
B. GASB 75 Total OPEB Liability (3.82%) Reported as of April 30, 2018	\$	<u>3,314,257</u>
C. Adjustment to the Balance Sheet Liability (B - A)	\$	3,313,497

*Funding Policy:*

The numbers shown above reflect a decision not to fund the program. Therefore, the contributions made to the program are assumed to be the benefits paid to retirees and administrative expenses.

*Governmental Accounting Standard No. 75:*

GASB 75 requires governmental employers to recognize the Net OPEB Liability and the OPEB expense in their financial statements. GASB 75 is similar to GASB 68 for pensions. Under GASB 75, the Net OPEB Liability is the difference between the Total OPEB Liability (i.e. Actuarial Accrued Liability) and the Plan’s Fiduciary Net Position (i.e. assets). For unfunded plans, the OPEB liability recorded on the employer’s balance sheet is equal to the Total OPEB Liability.

## SECTION 1 – Executive Summary

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The balance of this Report presents additional details of the actuarial valuation and the general operation of the Fund. The undersigned would be pleased to meet with the City to discuss the Report and any pending questions concerning its contents.

Respectfully submitted,  
FOSTER & FOSTER, INC.

By: Aimee M. Strickland  
Aimee M. Strickland, FSA, MAAA



## SECTION 2 – Notes to Financial Statements

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### SECTION 2 – NOTES TO THE FINANCIAL STATEMENTS (For the Year Ended April 30, 2019)

#### GENERAL INFORMATION ABOUT THE OPEB PLAN

##### *Plan Description:*

The City of Washington's Retiree Health Care Plan (Plan) is a single-employer defined benefit post-employment health care plan that covers eligible retired employees of the City. The Plan, which is administered by the City, allows employees who retire and meet retirement eligibility requirements under the applicable retirement plan to continue medical insurance coverage as a participant in the City's plan. For purposes of applying Paragraph 4 under Statement No. 75, Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions, the Plan does not meet the requirements for an OPEB plan administered through a trust.

##### *Employees Covered by Benefit Terms:*

At April 30, 2018, the following employees were covered by the benefit terms:

Inactive Plan Members or Beneficiaries Currently Receiving Benefits	10
Inactive Plan Members Entitled to But Not Yet Receiving Benefits	0
Active Plan Members	60
	<hr/>
	70

##### *Benefits Provided:*

Eligible retirees participating in the group insurance plans offered by the City and are required to contribute a portion of the active premiums. At April 30, 2018, the retiree's portion of coverage is \$170/month for family and \$81/month for single after a wellness incentive premium reduction of \$50/month. Additionally, the City pays 100% of the retiree premium for dental insurance coverage for eligible retirees. Retirees ineligible for this benefit must pay 100% of the active premium for medical and/or dental insurance to remain covered by the plan. See section 8 for eligibility requirements.

## SECTION 2 – Notes to Financial Statements

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### SECTION 2 – NOTES TO FINANCIAL STATEMENTS

(For the Year Ended April 30, 2019)

#### **TOTAL OPEB LIABILITY**

The measurement date is April 30, 2018.

The measurement period for the OPEB expense was May 1, 2017 to April 30, 2018.

The reporting period is May 1, 2018 through April 30, 2019.

The City's Total OPEB Liability was measured as of April 30, 2018.

Note - The City's Total OPEB Liability for the City's ledger adjustment was measured as of April 30, 2017 using a discount rate of 3.82%. The Total OPEB Liability was "rolled-back" from April 30, 2018 at 3.82%, thus producing no experience gain or loss for the period from May 1, 2017 to April 30, 2018.

#### *Actuarial Assumptions:*

The Total OPEB Liability was determined by an actuarial valuation as of April 30, 2018 using the following actuarial assumptions:

Inflation	2.50%
Salary Increases	2.50%
Discount Rate	3.97%
Initial Trend Rate	8.50%
Ultimate Trend Rate	4.00%
Years to Ultimate	55

For all lives, mortality rates were RP-2000 Combined Healthy Mortality Tables projected to the valuation date using Projection Scale AA.

#### *Discount Rate:*

Given the City's decision not to fund the program, all future benefit payments were discounted using a high-quality municipal bond rate of 3.97%. The high-quality municipal bond rate was based on the week closest but not later than the measurement date of the Bond Buyer 20-Bond Index as published by the Federal Reserve. The 20-Bond Index consists of 20 general obligation bonds that mature in 20 years. The average rating of the 20 bonds is roughly equivalent to Moody's Investors Service's Aa2 rating and Standard & Poor's Corp.'s AA.

#### *OPEB Expense:*

For the year ended April 30, 2019, the City will recognize OPEB Expense of \$149,269.

## SECTION 2 – Notes to Financial Statements

### CHANGES IN TOTAL OPEB LIABILITY

	Increases and (Decreases) in Total OPEB Liability	
Reporting Period Ending April 30, 2018	\$	3,314,257
Changes for a Year:		
Service Cost		56,444
Interest		122,834
Differences Between Expected and Actual Experience		-
Changes of Assumptions		(30,009)
Changes of Benefit Terms		-
Contributions - Employer		-
Benefit Payments		(314,967)
Other Changes		-
Net Changes		(165,698)
Reporting Period Ending April 30, 2019	\$	3,148,559

Changes of assumptions reflect a change in the discount rate from 3.82% for the fiscal year ending April 30, 2018 to 3.97% for the fiscal year ending April 30, 2019.

#### *Sensitivity of the Total OPEB Liability to changes in the Discount Rate:*

The following presents the Total OPEB Liability of the City, as well as what the City's Total OPEB Liability would be if it were calculated using a discount rate that is one percentage-point lower or one percentage-point higher than the current discount rate:

	1% Decrease 2.97%	Current Discount Rate 3.97%	1% Increase 4.97%
Total OPEB Liability (Asset)	\$ 3,360,842	\$ 3,148,559	\$ 2,960,107

#### *Sensitivity of the Total OPEB Liability to changes in the Healthcare Cost Trend Rates:*

The following presents the Total OPEB Liability of the City, as well as what the City's Total OPEB Liability would be if it were calculated using healthcare cost trend rates that are one percentage-point lower or one percentage-point higher than the current healthcare cost trend rates:

	1% Decrease 3.00% - 7.50%	Healthcare Cost Trend Rates 4.00% - 8.50%	1% Increase 5.00% - 9.50%
Total OPEB Liability (Asset)	\$ 2,967,084	\$ 3,148,559	\$ 3,353,211

## SECTION 3 – GASB 75 Disclosure Schedules

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### SECTION 3 – GASB 75 DISCLOSURE SCHEDULES

#### SCHEDULE OF CHANGES IN THE CITY'S TOTAL OPEB LIABILITY AND RELATED RATIOS

Reporting Period Ending	04/30/2019
Measurement Date	04/30/2018
<b>Total OPEB Liability</b>	
Service Cost	56,444
Interest	122,834
Changes of benefit terms	-
Differences between Expected and Actual Experience	-
Changes of Assumptions	(30,009)
Benefit Payments	(314,967)
Net Change in Total OPEB Liability	(165,698)
Total OPEB Liability - Beginning	3,314,257
Total OPEB Liability - Ending	<u>\$ 3,148,559</u>
 Covered Employee Payroll	 \$ 3,778,813
Total OPEB Liability as a percentage of Covered Employee Payroll	83.32%

#### Notes to Schedule:

##### *Changes of assumptions:*

Changes of assumptions and other inputs reflect the effects of changes in the discount rate each period. The following are the discount rates used in each period:

Fiscal Year Ending April 30, 2019:	3.97%
Fiscal Year Ending April 30, 2018:	3.82%

## SECTION 4 – GASB 75 Expense Development Schedules

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### SECTION 4 – GASB 75 EXPENSE DEVELOPMENT SCHEDULES

**The following information is not required to be disclosed under GASB 75 but is provided for informational purposes.**

## SECTION 4 – GASB 75 Expense Development Schedules

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### COMPONENTS OF OPEB EXPENSE

(For the Year Ended April 30, 2019)

Under GASB 75 as it applies to plans that qualify for the Alternative Measurement Method, changes in the Total OPEB Liability are not permitted to be included in deferred outflows of resources or deferred inflows of resources related to OPEB. These changes will be immediately recognized through OPEB Expense.

Fiscal Year Ending	4/30/2019
Service Cost	\$ 56,444
Interest	122,834
Recognition of Changes in Total OPEB Liability	(30,009)
Administrative Expenses	-
Total OPEB Expense	<u>\$ 149,269</u>

On April 30, 2019, the City's reported Deferred Outflows of Resources and Deferred Inflows of Resources related to OPEB from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences Between Expected and Actual Experience	N/A	N/A
Changes of Assumptions	N/A	N/A
Employer Contributions Subsequent to the Measurement Date	345,527	-
Total	<u>\$ 345,527</u>	<u>\$ -</u>

## SECTION 5 – Per Capita Claims Costs and Contribution Amounts

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### SECTION 5 – PER CAPITA CLAIMS COSTS AND CONTRIBUTION AMOUNTS

#### 2018-2019 Per Capita Annual Benefit Costs Per Participant

Program	Pre 65 Cost	Post 65 Cost
Medical Insurance	\$12,845	N/A
Dental Insurance	\$177	N/A

#### 2018-2019 Annual Premium Amounts Per Participant

Program	Employee Contribution
Medical Insurance	\$8,893
Dental Insurance	\$177

## SECTION 6 – Member Statistics

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### SECTION 6 – MEMBER STATISTICS

#### STATISTICAL DATA

	<u>4/30/2018</u>
Number of Active Participants	60
Average Current Age	43.7
Average Age at Employment	33.5
Average Past Service	10.1
Covered Payroll	\$ 3,778,813
Average Salary	62,980
Number of Inactives Receiving Benefits	
Retirees, Beneficiaries and Disabled Members	10
Covered Spouses	8
Total	<u>18</u>
Average Current Age of Retirees	60.9



## SECTION 6 – Member Statistics

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### AGE AND SERVICE DISTRIBUTION

#### PAST SERVICE

AGE	0	1-4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40+	Total
20 - 24	0	1	0	0	0	0	0	0	0	0	1
25 - 29	0	3	3	0	0	0	0	0	0	0	6
30 - 34	0	4	6	2	0	0	0	0	0	0	12
35 - 39	0	2	1	3	0	0	0	0	0	0	6
40 - 44	0	4	1	1	0	0	0	0	0	0	6
45 - 49	0	1	3	3	2	1	0	0	0	0	10
50 - 54	0	2	0	0	3	2	0	0	0	0	7
55 - 59	0	0	0	0	0	3	2	0	0	0	5
60 - 64	0	1	1	0	0	3	0	0	0	0	5
65+	0	1	0	1	0	0	0	0	0	0	2
Total	0	19	15	10	5	9	2	0	0	0	60

## SECTION 7 – Actuarial Assumptions and Funding Methods

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### SECTION 7 – ACTUARIAL ASSUMPTIONS AND FUNDING METHODS

#### **Actuarial Assumptions**

<u>Valuation Date</u>	April 30, 2018.
<u>Measurement Date</u>	April 30, 2018.
<u>Fiscal Year End</u>	April 30, 2019.
<u>Actuarial Value of Assets</u>	Market Value.
<u>Mortality Rate</u>	RP-2000 Combined Health Mortality Table projected to the valuation date using Scale AA.
<u>Discount Rate as of 4/30/18</u>	3.97%. Based on the April 26, 2018 Bond Buyer 20-Bond Index, as published by the Federal Reserve.
<u>Discount Rate as of 4/30/17</u>	3.82%. Based on the April 27, 2017 Bond Buyer 20-Bond Index, as published by the Federal Reserve.
<u>Retirement Rates</u>	100% at age 54 for Police Employees 100% at age 60 for IMRF Employees
<u>Inflation</u>	2.50% per year.
<u>Salary Increase Rate</u>	2.50% per year.
<u>Marital Status</u>	100% assumed married, with male spouses 3 years older than female spouses.
<u>Health Care Participation</u>	100% of active employees eligible for explicit benefits are assumed to maintain benefit coverage after retirement  20% of active employees ineligible for explicit benefits are assumed to maintain benefit coverage after retirement
<u>Dental Participation</u>	100% of active employees eligible for explicit benefits are assumed to maintain benefit coverage after retirement  0% of active employees ineligible for explicit benefits are assumed to maintain benefit coverage after retirement

## SECTION 7 – Actuarial Assumptions and Funding Methods

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### Actuarial Assumptions (continued)

#### Health Care Inflation

Initial rate of 8.50% in fiscal 2018, grading down to the ultimate trend rate of 4.00% in fiscal 2073. Sample rates below:

<b>Fiscal Year</b>	<b>Rate</b>
2018	8.50%
2019	8.00%
2020	7.75%
2021	7.25%
2022	7.00%
2023	6.75%
2024	6.25%
2025	6.00%
2026	5.75%
2027-2038	5.50%
2039-2041	5.25%
2042-2049	5.00%
2050-2065	4.75%
2066-2068	4.50%
2069-2072	4.25%
2073+	4.00%

#### Dental Care Inflation

3.00% per year.

#### Termination Rates

Selected rates for various ages listed below:

<b>Age</b>	<b>% Remaining Employed Until Assumed Retirement Age</b>
20	29.60%
30	59.30%
40	84.10%
50	100.00%

#### Disability Rates

None Assumed.

#### Funding Method

Entry Age Cost Method (Level % of Pay).

## SECTION 8 – Summary of Plan Provisions

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### SECTION 8 – SUMMARY OF PLAN PROVISIONS

#### Credited Service

Total completed years of employment with the City.

#### Eligibility for Insurance Coverage

Retirees need to be at least 55 years old, have combined age and years of service of at least 80, and have been hired by the City before August 1, 1998 to receive health subsidy from the City.

Otherwise, must meet retirement eligibility under one of the pension plans.

#### Health Contributions

Employee

Retirees who meet special eligibility provisions above:

\$170/month for family coverage, and

\$81/month for single coverage with wellness reduction.

Additional \$50/month without wellness reduction.

Otherwise, 100% of active premium.

City

Remaining amount necessary for payment of claims

#### Dental Contributions

Employee

Retirees who meet special eligibility provisions above:

0% of active premium.

Otherwise, 100% of active premium.

City

Remaining amount necessary for payment of claims

# APPENDIX A – Summary of Results by Division

## APPENDIX A – SUMMARY OF RESULTS BY DIVISION

### City of Washington GASB 75 Summary for the Reporting Period Ending April 30, 2019

Division	FY 2019 Service Cost	As of End of Reporting Period			FY 2019 GASB 75 OPEB Expense	FY 2019 Expected Benefit Payments	As of April 30, 2018		
		Active Liability	Retiree Liability	Total Liability			Active Count	Retiree Count	Total Count
Laborer's Union	13,988	506,674	669,257	1,175,931	55,749	137,227	20	5	25
Non - Union	22,636	981,373	367,492	1,348,865	63,948	106,014	21	2	23
Telecommunication	7,015	351,045	11,590	362,635	17,192	12,697	5	1	6
Police	12,805	146,242	114,886	261,128	12,380	59,029	14	2	16
Total	56,444	1,985,334	1,163,225	3,148,559	149,269	314,967	60	10	70