

CITY OF BURLINGTON OPEB PLAN

**GASB 75 DISCLOSURE** 

REPORTING AS OF JUNE 30, 2019







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## All the items listed below are required by GASB 75 but are not included in this report:

OPEB Board Composition Authority to Amend Plan

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## Certification

This report presents the results of the June 30, 2019 GASB 75 Disclosure for the City of Burlington OPEB Plan (the Plan). The report is intended to satisfy the requirements of GASB 75. This report may not be appropriate for any other purpose.

The report has been performed in accordance with generally accepted actuarial principles and practices. It is intended to comply with the Actuarial Standards Board Standards of Practice.

I certify that the actuarial assumptions and methods that were selected by me and represent my best estimate of anticipated actuarial experience under the Plan.

In preparing this disclosure report, I have relied on employee data provided by the Plan Sponsor and on contribution information provided by the Plan Sponsor. I have audited neither the employee data nor the financial information, although I have reviewed them for reasonableness.

The results in this disclosure report are based on the Plan as summarized in the Summary of Plan Provisions section of this report and the actuarial methods and assumptions detailed in the Description of Actuarial Methods and Procedures and Description of Actuarial Assumptions sections of this report.

Future actuarial measurements may differ significantly from the current measurements presented in this report due to factors such as, but not limited to, 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 or additional cost or contribution requirements based on the plan's funded status); and changes in plan provisions or applicable law. Due to the limited scope of this report, an analysis of the potential range of such future measurements has not been performed.

I have no relationship with the employer or the Plan that would impair, or appear to impair, my objectivity in performing the work presented in this report. I am a member of the American Academy of Actuaries and meet its Qualification Standards to render the actuarial opinion contained herein.

Steve A. Lemanski, FSA, FCA, MAAA

Enrolled Actuary 17-05506

September 11, 2019



# Schedule of Changes in Total OPEB Liability Last 2 Fiscal Years

	2019	2018
Total OPEB liability		
Service cost	\$ 213,616	\$ 216,056
Interest	200,377	179,050
Changes of benefit terms	-	-
Differences between expected and actual experience	(227,919)	163,021
Changes of assumptions	207,752	(162,358)
Benefit payments	(45,401)	(385,708)
Net change in total OPEB liability	348,425	10,061
Total OPEB liability - beginning	 4,986,551	 4,976,490
Total OPEB liability - ending	\$ 5,334,976	\$ 4,986,551
Covered payroll	\$ 40,224,487	\$ 39,205,153
Total OPEB liability as a % of covered payroll	13.26%	12.72%



# **Development of Employer Contribution**

Category	Amount
Claims	\$ 279,121
Premiums	22,461
Fees / expenses	20,074
Retiree contributions	(280,077)
Life insurance	 3,822
Total	\$ 45,401



## **Disclosure Overview for Fiscal Year Ending June 30, 2019**

		Deferred Outfle of Reso			
	Total OPEB Liability	Experience (Gains)/ Losses	Assumption Changes	Recognized in Total OPEB Liability	Recognized in Total OPEB Expense
Balances prior year disclosure	(4,986,551)	139,395	(138,828)	(4,986,551)	
Changes in total OPEB liability: Service cost Interest Contributions - employer Contributions - TRB subsidy Changes of benefit terms Benefit payments	(213,616) (200,377) - 45,401			45,401	213,616 200,377 - -
Recognized in total OPEB expense Differences between expected and actual Changes of assumptions		9,406	(6,579)	(9,406) 6,579	(9,406) 6,579
Deferred outflows/inflows of resources Differences between expected and actual Changes of assumptions	227,919 (207,752)	(227,919)	207,752	227,919 (207,752)	
Total OPEB expense				(411,166)	411,166
Balances end of year	(5,334,976)	(79,118)	62,345	(5,334,976)	



# **Changes in the Total OPEB Liability**

	Total OPEB Liability
Balance as of June 30, 2018	\$ 4,986,551
Changes for the year:	
Service cost	213,616
Interest	200,377
Differences between expected and actual experience	(227,919)
Changes of benefit terms	-
Changes of assumptions	207,752
Benefit payments	(45,401)
Net changes	348,425
Balance as of June 30, 2019	\$ 5,334,976



# Components of the OPEB Expense for the Fiscal Year Ended June 30, 2019

Description	ļ	Amount
Service cost	\$	213,616
Interest on the total OPEB liability		200,377
Differences between expected and actual experience		(9,406)
Changes of assumptions		6,579
Changes of benefit terms		-
Contributions related to TRB subsidy		_
Total OPEB expense	\$	411,166



# Increase (Decrease) in OPEB Expense from the Recognition of the Effects of Differences Between Expected and Actual Experience

Differences between Expected and Actual Recognition Year Experience Period (Years)		2019	2020	2021	2022	2023	2024		
2018 2019	\$	163,021 (227,919)	6.9 6.9	\$ 23,626 (33,032)	\$ 23,626 (33,032)	\$ 23,626 (33,032)	\$ 23,626 (33,032)	\$ 23,626 (33,032)	\$ 21,265 (33,032)
Net inc	rease	e (decrease)	in OPEB expense	\$ (9,406)	\$ (9,406)	\$ (9,406)	\$ (9,406)	\$ (9,406)	\$ (11,767)

		fferences				
	b	etween				
	Exp	ected and				
		Actual	Recognition			
Year	Ex	perience	Period (Years)	2025		
2018	\$	163,021	6.9			
2019		(227,919)	6.9		(29,727)	
Net inc	rease	(decrease)	in OPEB expense	\$	(29,727)	



# Increase (Decrease) in OPEB Expense from the Recognition of the Effects of Changes of Assumptions

Year	Changes of Assumptions		Recognition Period (Years)			2020		2021		2022		2023		2024	
2018	\$	(162,358)	6.9	\$	(23,530)	\$	(23,530)	\$	(23,530)	\$	(23,530)	\$	(23,530)	\$	(21,178)
2019		207,752	6.9		30,109		30,109		30,109		30,109		30,109		30,109
Net inc	rease	(decrease)	in OPEB expense	\$	6,579	\$	6,579	\$	6,579	\$	6,579	\$	6,579	\$	8,931

Year		hanges of sumptions	Recognition Period (Years)	2025
2018	\$	(162,358)	6.9	
2019		207,752	6.9	27,098
Net inc	rease	e (decrease) i	in OPEB expense	\$ 27,098



# Interest on the Total OPEB Liability Recognized in Expense

	Α	mount for Period	Portion of Period	Interest Rate	tl	terest on he Total OPEB iability
Beginning total OPEB liability	\$	4,986,551	100%	3.87%	\$	192,980
Service cost		213,616	100	3.87		8,267
Benefit payments		(45,401)	50	3.87		(870)
Total interest on the OPEB liability					\$	200,377



## **OPEB Expense and Deferred Outflows and Inflows of Resources Related to OPEB**

For the fiscal year ended June 30, 2019, the recognized OPEB expense is \$411,166. As of June 30, 2019, deferred outflows and inflows of resources related to OPEB are reported as follows:

	Ou	eferred tflows of esources	Ir	Deferred of the sources
Differences between expected and actual experience	\$	115,769	\$	(194,887)
Changes of assumptions		177,643		(115,298)
Total	\$	293,412	\$	(310,185)

Amounts reported as deferred outflows and inflows of resources related to OPEB will be recognized in the OPEB expense as follows:

Year Ended Ju	Year Ended June 30:					
2020	\$	(2,827)				
2021		(2,827)				
2022		(2,827)				
2023		(2,827)				
2024		(2,836)				
Thereafter		(2,629)				



# Deferred Outflows and Inflows of Resources from Differences between Expected and Actual Experience

							В	Balances at J	lune	30, 2019
					Amoun	ts Recognized	D	eferred	[	Deferred
	Ex	perience	Ex	perience	in OP	EB Expense	Ou	tflows of	lı	nflows of
		Losses		Gains	through	June 30, 2019	Re	esources	R	esources
Year		(a)		(b)		(c)	(	(a) - (c)		(b) - (c)
2018	\$	163,021			\$	47,252	\$	115,769		
2019			\$	(227,919)		(33,032)			\$	(194,887)
							\$	115,769	\$	(194,887)



# **Deferred Outflows and Inflows of Resources from Changes of Assumptions**

				Balances at .	June 30, 2019
Year	Increases in the Total OPEB Liability (a)	Decreases in the Total OPEB Liability (b)	Amounts Recognized in OPEB Expense through June 30, 2019 (c)	Deferred Outflows of Resources (a) - (c)	Deferred Inflows of Resources (b) - (c)
2018 2019	\$ 207,752	\$ (162,358)	\$ (47,060) 30,109	\$ 177,643	\$ (115,298)
				\$ 177,643	\$ (115,298)



## Sensitivity of the Total OPEB Liability to Changes in the Discount Rate

	Current Discount Rate (3.51%)	1	% Decrease (2.51%)	:	1% Increase (4.51%)
Total OPEB liability as of June 30, 2019	\$ 5,334,976	\$	5,989,394	\$	4,789,050

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

	٦	ralthcare Cost Frend Rates  O% decreasing	.% Decrease 0% decreasing	1% Increase 00% decreasing
		to 4.60%)	to 3.60%)	to 5.60%)
Total OPEB liability as of June 30, 2019	\$	5,334,976	\$ 4,909,615	\$ 5,840,125

## Participant Breakdown as of June 30, 2017

	Participant Count
Inactive plan members or beneficiaries currently receiving benefits	366
Inactive plan members entitled to but not yet receiving benefits	0
Active plan members	661
Total members	1,027



## **Description of Significant Changes Prior to Year End**

There were no significant plan changes since the last published valuation.

## **Valuation Date and Roll Forward Process**

The June 30, 2017 Actuarial Valuation directly calculated the June 30, 2017 Total OPEB Liability (TOL). The June 30, 2017 TOL was increased by service cost and interest and decreased by benefit payments to estimate the TOL as of June 30, 2019. The TOL as of June 30, 2019 was also adjusted to reflect any material plan changes after the valuation, if applicable.

## **Funding Policy**

The Plan Sponsor's Funding Policy is to contribute the employer portion of retiree benefit payments annually.

## **Assumption Selection**

The selections of all assumptions used in determining the total OPEB liability were made in conformity with Actuarial Standards of Practice issued by the Actuarial Standards Board.

The actuarial assumptions used in the valuation were based on the results of an actuarial experience study performed for the five-year period ending June 30, 2012.



## **Description of Actuarial Methods**

#### **Asset Valuation Method**

Not applicable (unfunded plan).

#### **Actuarial Cost Method**

Entry Age Normal Actuarial Cost Method (level percentage of salary).

<u>Normal Cost</u>: Under this method, the total normal cost is the sum of amounts necessary to fund each active member's normal retirement benefit if paid annually from entry age to assumed retirement age. Entry age is the age at which the employee would have been first eligible for the plan, if it had always been in effect. The normal cost for each participant is expected to remain a level percentage of the employee's salary. The normal cost for the plan is the difference between the total normal cost for the year and the anticipated member contributions for that year.

<u>Past Service Liability</u>: The present value of future benefits that relates to service before the valuation date is the total past service liability.



## **Description of Actuarial Assumptions**

#### Interest

3.51% as of June 30, 2019. (Prior: 3.87%)

Since the OPEB plan is not funded, the selection of the discount rate is consistent with the GASB 74/75 standards linking the discount rate to the 20- year AA municipal bond index for unfunded OPEB plans. The discount rate used for this valuation is equal to the published Bond Buyer GO 20-Bond Municipal Index effective as of June 30, 2019.

## Rate of annual aggregate payroll growth

2.60%.

#### Inflation

2.60%.

This assumption is consistent with the Social Security Administration's current best estimate of the ultimate long-term (75-year horizon) annual percentage increase in CPI, as published in the 2017 OASDI Trustees Report.

### Mortality

RP-2000 Mortality Table with separate male and female rates, with Total Dataset adjustment Combined table for non-annuitants and annuitants, projected to the valuation date with Scale BB.

## **Disabled Mortality**

RP-2000 Disabled Mortality Table.

## **Mortality Improvement**

Projected to date of decrement using Scale BB (generational).

We have selected a mortality table commonly used by public pension systems. It is a published pension mortality study released by the Society of Actuaries.

#### Retirement

Class A: Rates begin at the minimum of age 45 with 20 years of service or age 55 with 5 years of service. Rates are assumed to be 100% higher when first eligible for unreduced pension benefits.

Age	Rate
45-51	15%
52	18%
53-59	20%
60	100%



## Retirement (cont.)

## Class B:

Age	Rate
55-59	5%
60	10%
61	15%
62-65	25%
66	20%
67	25%
68	20%
69	25%
70	100%

The actuarial assumption in regards to rates of retirement shown above are based on the 2007-2012 experience study.

## **Termination prior to retirement**

## Class A:

Sample Rates				
Age	Rate			
20	14.00%			
25	7.00%			
30	6.00%			
35	6.00%			
40	5.00%			
45	4.00%			
50	3.00%			

## Class B:

	Years of Service				
Age	0-2	3+			
20	27.50%	15.00%			
25	27.50%	15.00%			
30	22.00%	12.00%			
35	22.00%	10.00%			
40	16.50%	4.00%			
45	16.50%	4.00%			
50	16.50%	4.00%			

The actuarial assumption in regards to rates of withdrawal shown above are based on the 2007-2012 experience study.



## **Disability**

#### Class A:

Age	Rate
20	0.20%
30	0.29%
40	0.50%
50	1.25%

#### Class B:

Age	Rate
20	0.08%
30	0.12%
40	0.20%
50	0.49%

#### Utilization

20% of current active members will elect medical coverage at retirement.

## **Medicare Eligibility**

100% of current actives and retirees are assumed to be Medicare Eligible.

## **Spousal Coverage**

40% of active members are assumed to be married and elect spousal benefits at retirement with wives 3 years younger than husbands.

#### **Healthcare Cost Trend Rates**

7.00% in 2017, reducing by 0.5% each year to an ultimate rate of 4.60% per year rate for 2022 and later.

(Prior: 7.25% in 2017, reducing by 0.25% each year to a final 4.50% per year rate for 2028 and later.

Healthcare cost trend rates reflect both the current and long-term outlook for increases in healthcare costs. The short term rates are based on recent industry surveys, plan experience and near-term expectations. The long term trend rate is based on our general inflation assumption plus an adjustment to reflect expectations for long-term medical inflation.

## **Premiums/Allocation rates**

	Employee	Employee Plus Spouse
Allocation Rate	\$665.20	\$1,263.88
COBRA Rates	\$678.50	\$1,289.16

Allocation rates were used as the basis for per capita costs.



## **Expected Claim Costs**

Sample Age	Expected Claim (Male)	Expected Claim (Female)
45	\$5,635	\$7,855
50	7,359	9,152
55	9,657	10,662
60	12,441	12,436
64	15,193	14,558

The sample per capita claim for plans not integrated with Medicare was developed as follows: Using the total count of active participants eligible for post-retirement medical benefits and retirees currently electing medical coverage in a non-Medicare supplement plan, we calculate the total projected claims by multiplying the total count by the average annual premium. Using the cost increases derived from a study sponsored by the Society of Actuaries prepared by Dale H. Yamamoto from May 2013: "Health Care Costs from Birth to Death", we allocate the total projected claims by age and gender.

For plans integrated with Medicare, the post Medicare eligible premium is assumed to be unaffected by age.

## Patient Protection and Affordable Care Act (PPACA)

High Cost Plan Excise Tax ("Cadillac Tax"): Effective in 2022, there will be a 40% excise tax on per capita medical benefit costs in excess of certain thresholds, which (in 2018) are \$10,200 for single coverage and \$27,500 for family coverage for Medicare eligible retirees. Thresholds (in 2018) for retirees who are between ages 55 and 65 are \$11,850 and \$30,950 for single and family coverage respectively. After 2018, the thresholds are indexed by CPI (CPI +1% in 2018 only). CPI is assumed to equal the inflation assumption.

For purposes of this valuation, this future excise tax is assumed to have no impact on liabilities in that retirees pay the full premium and no age weighting is applied to the value of the tax.

#### Other Requirements of PPACA:

For purposes of this valuation, extended coverage for adult children and 100% coverage of preventive care are assumed to be reflected in per capita costs.

For purposes of this valuation, elimination of lifetime maximum benefits and removal of the limits on essential healthcare are assumed to have no impact on plan liabilities.



## **Summary of Plan Provisions**

This exhibit summarizes the major provisions of the Plan. It is not intended to be, nor should it be interpreted as a complete statement of all plan provisions. To the extent that this summary does not accurately reflect the plan provisions, then the results of this valuation may not be accurate.

#### Plan identification

Single-employer OPEB plan.

### **Retirement Eligibility**

#### Class A:

Police hired before 7/1/2006: Normal Retirement is the earlier of age 42 with 25 years of service, or age 55 with 5 years of service. Early Retirement is 42 with 5 years of service.

Police hired on or after 7/1/2006 and on or before 1/10/2011: Normal Retirement is the earlier of age 45 with 25 years of service, or age 55 with 5 years of service. Early Retirement is 45 with 5 years of service.

Police hired after 1/10/2011: Normal Retirement is the earlier of age 50 with 20 years of service, or age 55 with 5 years of service. Early Retirement is 40 with 20 years of service.

Fire hired on or before 10/7/2011: Normal Retirement is the earlier of age 45 with 25 years of service, age 50 with 20 years of service, or age 55 with 5 years of service. Early Retirement is 45 with 5 years of service.

Fire hired after 10/7/2011: Normal Retirement is the earlier of age 50 with 25 years of service, or age 55 with 5 years of service. Early Retirement is age 45 with 20 years of service.

All others: Normal Retirement is the earlier of age 42 with 25 years of service, or age 55 with 5 years of service. Early Retirement is 42 with 5 years of service.

#### Class B:

Normal Retirement is age 65 with 5 years of service, Early Retirement is age 55 with 5 years of service.

The school group is not covered by the City plan and was excluded from this valuation.

## **Ordinary Disability Eligibility**

All members are eligible where permanently disabled.

#### **Retirement Medical Insurance**

Retired employees pay 100% of their post-retirement medical premium costs, which are based on COBRA rates for pre-65 coverage.

## Life Insurance

The City of Burlington provides \$2,000 in life insurance for retirees, except for members of AFSCME and IBEW unions who receive \$10,000 in life insurance. Certain current retirees have \$6,000 of life insurance in force.

#### **Dental Insurance**

Retired employees pay 100% of their dental costs. Dental coverage for retirees is generally available for up to 18 months. The City of Burlington does not subsidize this benefit.



## **Supplemental Allocation Exhibits**

# Exhibit A – Employers' Allocation of Net OPEB Liability as of June 30, 2019

Employer Name	FYE 2019 Employer Contributions	Employer Proportion	Total OPEB Liability	Plan Fiduciary Net Position	Net OPEB Liability	Total Deferred Outflows	Total Deferred Inflows	Fiduciary Net Position as % of Total OPEB Liability	Covered Payroll	Net OPEB Liability as % of Covered Payroll	Net OPEB Liability 1% Increase (4.51%) in Discount Rate	Net OPEB Liability 1% Decrease (2.51%) in Discount Rate
Airport	953	2.0995%	112,007	0	112,007	6,161	(6,513)				100,546	125,747
Electric Department	10,653	23.4642%	1,251,810	0	1,251,810	68,847	(72,783)				1,123,713	1,405,364
General Fund	32,602	71.8091%	3,830,997	0	3,830,997	210,695	(222,739)				3,438,972	4,300,928
Telecom	239	0.5270%	28,114	0	28,114	1,546	(1,635)				25,237	31,563
Waste Water	548	1.2065%	64,364	0	64,364	3,540	(3,742)				57,778	72,259
Water	406	0.8938%	47,684	0	47,684	2,623	(2,773)				42,805	53,533
Total	45,401	100.0000%	5,334,976	0	5,334,976	293,412	(310,185)	0.00%	40,224,487	13.26%	4,789,050	5,989,394

Frankria Nama	Employer	1% Increase in Healthcare Cost	Net OPEB Liability 1% Decrease in Healthcare Cost
Employer Name	Proportion	Trend Rate	Trend Rate
Airport	2.0995%	122,613	103,077
Electric Department	23.4642%	1,370,339	1,152,002
General Fund	71.8091%	4,193,739	3,525,549
Telecom	0.5270%	30,776	25,873
Waste Water	1.2065%	70,458	59,232
Water	0.8938%	52,199	43,882
Total	100.0000%	5,840,125	4,909,615



# Exhibit B – Employers' Allocation of OPEB Amounts as of June 30, 2019

Employer Name	Net OPEB Liability	Employer Proportion	Difference Between Expected and Actual Experience	Changes in Assumptions	Changes in Proportion and Differences Between Employer Contributions and Proportionate Share of Contributions	Total Deferred Outflows
Airport	112,007	2.10%	2,431	3,730	-	6,161
Electric Department	1,251,810	23.46%	27,164	41,683	-	68,847
General Fund	3,830,997	71.81%	83,132	127,563	-	210,695
Telecom	28,114	0.53%	610	936	-	1,546
Waste Water	64,364	1.21%	1,397	2,143	-	3,540
Water	47,684	0.89%	1,035	1,588	-	2,623
Total	5,334,976	100.00%	115,769	177,643	-	293,412

Employer Name	Difference Between Expected and Actual Experience	Changes in Assumptions	Changes in Proportion and Differences Between Employer Contributions and Proportionate Share of Contributions	Total Deferred Inflows	Proportionate Share of OPEB Plan Expense	Net Amortization of Deferred Amounts from Changes in Proportion and Differences Between Employer Contributions and Proportionate Share of Contributions	Total
Airport	(4,092)	(2,421)	-	(6,513)	8,632	-	8,632
Electric Department	(45,729)	(27,054)	-	(72,783)	96,477	-	96,477
General Fund	(139,946)	(82,793)	-	(222,739)	295,254	-	295,254
Telecom	(1,027)	(608)	-	(1,635)	2,167	-	2,167
Waste Water	(2,351)	(1,391)	-	(3,742)	4,961	-	4,961
Water	(1,742)	(1,031)	-	(2,773)	3,675	-	3,675
Total	(194,887)	(115,298)	-	(310,185)	411,166	-	411,166



# Exhibit B – Employers' Allocation of OPEB Amounts as of June 30, 2019 (continued)

Employer Name	Beginning Net OPEB Liability	FYE 2019 Employer Contributions	Expense	Change in Deferred Outflows	Change in Deferred Inflows	Ending Net OPEB Liability	Total Deferrals
Airport	104,692	(953)	8,632	3,234	(3,598)	112,007	(351)
Electric Department	1,170,055	(10,653)	96,477	36,139	(40,208)	1,251,810	(3,934)
General Fund	3,580,796	(32,602)	295,254	110,597	(123,048)	3,830,997	(12,049)
Telecom	26,278	(239)	2,167	811	(903)	28,114	(89)
Waste Water	60,160	(548)	4,961	1,858	(2,067)	64,364	(202)
Water	44,570	(406)	3,675	1,377	(1,532)	47,684	(148)
Total	4,986,551	(45,401)	411,166	154,016	(171,356)	5,334,976	(16,773)



# Exhibit C – Employers' Allocation of Recognition of Deferred Outflows and Inflows as of June 30, 2019

Employer Name	FYE 2020	FYE 2021	FYE 2022	FYE 2023	FYE 2024	Thereafter
zinproyer ridine	112 2020	1122021	112 2022	112 2023	112 2024	mereurer
Airport	(59)	(59)	(59)	(59)	(60)	(55)
Electric Department	(663)	(663)	(663)	(663)	(665)	(617)
General Fund	(2,031)	(2,031)	(2,031)	(2,031)	(2,037)	(1,888)
Telecom	(15)	(15)	(15)	(15)	(15)	(14)
Waste Water	(34)	(34)	(34)	(34)	(34)	(32)
Water	(25)	(25)	(25)	(25)	(25)	(23)
Total	(2,827)	(2,827)	(2,827)	(2,827)	(2,836)	(2,629)



# Exhibit D – Employer Contribution History

Employer Name	FYE <b>201</b> 9	FYE 2018
Airport	953	8,098
Electric Department	10,653	90,503
General Fund	32,602	276,974
Telecom	239	2,033
Waste Water	548	4,653
Water	406	3,447
Total	45,401	385,708