

GASB Statement No. 75 – Are You Ready?

Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions (OPEB)

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Prepared by Aon Hewitt

Retirement & Investment

Investment advice and consulting services provided by Aon Hewitt Investment Consulting, Inc., an Aon Company.

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Background on OPEB Employer Accounting Other Post Employment Benefits



Effective For Fiscal Years Beginning After June 15, 2017

Standard GASB 75 will be replacing GASB 45 reporting for postretirement welfare plans of public entities.







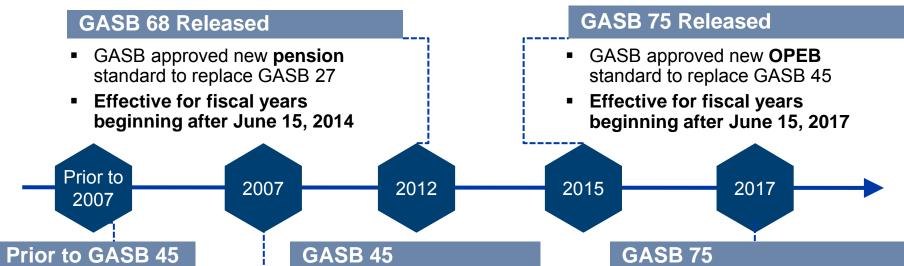


Mechanics of Moving to GASB 75

Actual plan funded status on Balance Net OPEB obligation on Balance Sheet Sheet A discount rate based on expected 20 year municipal bond rate for expected unfunded portion of plan return Market value with no smoothing Smoothed asset method Up to 30 year amortizations of Accelerated recognition of TO gains/losses gains/losses 30 year amortization of plan Immediate plan amendment TO amendments recognition



History of GASB Reporting - Employers



No Specific Rules

- Pay-as-you-go expense
- Some entities footnoted FASB 106 (ASC715-60) liability

Similar to GASB 27 for pensions

- Specific disclosures required
- Net OPEB Obligation (like NPO in GASB 27) recognized on Statement of Net Assets
- Annual Required Contribution (ARC) introduced
 - Funding not required
- Annual OPEB Cost
- A lot of choices

Increased Uniformity in Standard

- More comprehensive disclosure requirements
- Funded Status recognized on Statement of Net Position
- Disclosure of Contribution Policy
- **Annual Expense**
- Increased volatility



Timing Under GASB 75

GASB 75 Effective Date

GASB 45 Measurement and Expense

GASB 75 Expense

GASB 75 Measurement

- Effective for fiscal years beginning after June 15, 2017
- Fiscal Year 2018 for XYZ
- Early adoption is encouraged by GASB

- Expense for fiscal year could be known very early in fiscal year
- ZZZ valuation can be completed in advance, if assumptions decided
- Possible to know fiscal 2017 expense very early in fiscal year
- Gain/Loss
 amortization and
 impact of plan
 changes not
 measured until end
 of fiscal year, but
 would impact fiscal
 year expense
- Possible that full fiscal year expense would not be known until months after the end of the fiscal year

- Measurement date can be as early as last day of prior fiscal year
- Balance between using current data and assumptions, and having results available when needed
- Census data can be collected up to 30 months and 1 day prior
- Annual update of assumptions now needed

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Definitions—Timing Rules

- Reporting Date (RD)—last day of fiscal year
- Measurement Date (MD)
 - Date as of which the liability is determined that will be reported on Reporting Date
 - May use fiscal year-end or as early as prior fiscal year-end (1-year "look-back")
 - Allows for flexibility on when expense and Net Position entries are finalized
- Valuation Date (VD)
 - Date of the census update and valuation
 - May be up to 30 months and one day before RD, which allows for biennial valuations
 - If before MD, must roll-forward from VD to MD
- Measurement Period (MP)—the 1-year period from prior MD to current MD

Annual valuations are not required but timing rules require at least once every two years.





Data Request for OPEB Actuarial Valuation



Required Data

- Census Data
 - Active employee census
 - Retiree census
- Medical Plan Data
 - Paid claims and enrollment history (2+ years of experience preferable)
 - For a self insured plan, this would generally come from your benefits group, or the third party administrator handling the medical benefits
 - For a fully insured plan, this would generally come directly from the carrier
 - Administrative costs
- Assets
 - Only required if there is a trust
 - Asset statement
 - Contributions for the year



Plan Information

- Retiree Medical Plan Information
 - Benefit description of the medical plans that are offered
 - Description of the eligibility rules for retiree coverage (for example, age 55 plus 10 years of service)
 - Contribution formula and current contribution amounts for retirees
 - Current rates by medical plan and rate tier for active and retired employees
- Other Post Employment benefits offered
 - Dental
 - Life Insurance





GASB 75 Expense



Expense Components

Service Cost

- Determined as of beginning of Measurement Period
- Do not include interest for year

Interest Cost

- Determined as of beginning of Measurement Period
- Include interest on Service Cost
- True-up at end of Measurment Period to use actual benefit payments

EROA

- Determined as of beginning for Measurement Period
- True-up at end of Measurement Period to use actual benefit payments

Expenses

- Actual <u>administrative</u> expenses for the Measurement Periond
- Do not include investment expenses (reflect in EROA)



Expense Components—Amortization Amounts

Liability Gains/ Losses

- Determimed as of end of Measurement Period
- Closed period based on average future service of entire population, including inactives (inactives have future service of 0)
- Divide by AFS determined as of <u>beginning</u> of Measurement Period

Change of Actuarial Assumptions

- Treated same as Liability Gains/Losses
- Closed period based on average future service of entire population, including inactives (inactives have future service of 0)
- Divide by AFS determined as of <u>beginning</u> of Measurement Period

Asset Gains/ Losses

- Determined as of end of Measurement Period
- Closed five year period (divide by 5)

Plan Changes

- Increase in liability recognized in full
- Recognized on Measurement Date immediately following amendment





Case Study Typical Pay-As-You-Go OPEB



Table of Contents of Actuarial Report

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 - Reconciliation of Net OPEB Liability
 - Gain/Loss
 - Deferred Outflows/Inflows
 - Sensitivity
 - Disclosure—Changes in Net OPEB Liability and Related Ratios
- Appendix
 - Participant Data
 - Health Care Claims Development
 - Actuarial Assumptions and Methods
 - Actuarial Assumptions and Methods—Discussion
 - Plan Provisions



Development of Net OPEB Expense

(1) Service Cost	\$100,373
(2) Interest Cost	\$36,603
(3) Expected Investment Return	\$0
(4) Employee Contributions	\$0
(5) Administrative Expense	\$0
(6) Plan Changes	\$0
(7) Amortization of Unrecognized	\$0
(a) Liability (Gain)/Loss	(\$3,868)
(b) Asset (Gain)/Loss	\$0
(c) Assumption Changes	\$2,607
(8) Total Expense	\$135,715



Development of Net OPEB Expense – Details of Interest Cost

(a) Total OPEB Liability at Measurement Date	\$899,947
(b) Normal Cost at Measurement Date	\$100,373
(c) Actual Benefit Payments	\$5,960
(d) Discount Rate	3.67%
(e) Interest Cost	\$36,603



Reconciliation of Net OPEB Liability

	(a) Total OPEB Liability	(b) Plan Fiduciary Net Position	(c) Net OPEB Liability
Balance Recognized at 10/1/2015	\$899,947		\$899,947
Changes Recognized for the Fiscal Year:			
Service Cost	\$100,373	N/A	\$100,373
Interest on the Total OPEB Liability	\$36,603	N/A	\$36,603
Changes of Benefit Terms	\$0	N/A	\$0
Differences Between Expected and Actual Experience	(\$40,345)	N/A	(\$40,345)
Changes of Assumptions	\$27,186	N/A	\$27,186
Benefit Payments	(\$5,960)	\$0	(\$5,960)
Contributions From the Employer	N/A	\$0	\$0
Contributions From the Employee	N/A	\$0	\$0
Net Investment Income	N/A	\$0	\$0
Administrative Expense	N/A	\$0	\$0
Net Changes	<u>\$117,857</u>	\$0	<u>\$117,857</u>
Balance Recognized at 9/30/2016	\$1,017,804		\$1,017,804

Gain/Loss

(1) OPEB Liability Prior Measurement Date	\$899,947
(2) Service Cost	\$100,373
(3) Interest Cost	\$36,603
(4) Plan Changes	\$0
(5) Assumption Changes	\$27,186
(6) Benefit Payments	(\$5,960)
(7) Expected OPEB Liability	\$1,058,149
(8) Actual OPEB Liability	<u>\$1,017,804</u>
(9) OPEB Liability (Gain)/Loss	(\$40,345)
(10) Average Future Working Life Expectancy	10.43
(11) OPEB Liability (Gain)/Loss Amortization	(\$3,868)

Deferred Outflows/Inflows

		eferred outflows	Deferred Inflows
(1) Difference Between Actual and Expected Experience		\$0	(\$36,477)
(2) Net Difference Between Expected and Actual Earnings		\$0	\$0
(3) Assumption Changes		\$24,579	<u>\$0</u>
	(4) Total	\$24,579	(\$36,477)

Deferred Outflows/Inflows Amortization

Type of Base	Original	Period Remaining	Original	Balance Remaining	Payment
Liability (Gain)/Loss	10.43	9.43	(\$40,345)	(\$36,477)	(\$3,868)
Assumptions	10.43	9.43	\$27,186	\$24,579	\$2,607
Total			(\$13,159)	(\$11,898)	(\$1,261)



Interest Rate Sensitivity

	1% Decrease	Current Rate	1% Increase
	2.06%	3.06%	4.06%
Total OPEB Liability	\$1,059,148	\$1,017,804	\$972,701
Plan Fiduciary Net Position	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
Net OPEB Liability	\$1,059,148	\$1,017,804	\$972,701

Healthcare Cost Trend Sensitivity

	1% Decrease	Trend Rate	1% Increase
	5%	6%	7%
Total OPEB Liability	\$905,199	\$1,017,804	\$1,148,100
Plan Fiduciary Net Position	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
Net OPEB Liability	\$905,199	\$1,017,804	\$1,148,100



Changes in the Net OPEB Liability and Related Ratios (Ten Years)

Total OPEB Liability

Service Cost	100,373
Interest Cost	36,603
Changes of Benefit Terms	0
Differences Between Expected and Actual Experiences	-40,345
Changes of Assumptions	27,186
Benefit Payments	-5,960
Net Change in Total OPEB Liability	117,857
Total OPEB Liability (Beginning)	899,947
Total OPEB Liability (Ending)	\$1,017,804

Changes in the Net OPEB Liability and Related Ratios (Ten Years)

Plan Fiduciary Net Position

Contributions—Employer	5,960
Contributions—Member	0
Net Investment Income	0
Benefit Payments	-5,960
Administrative Expense	0
Other	0
Net Change in Plan Fiduciary Net Position	0
Plan Fiduciary Net Position (Beginning)	0
Plan Fiduciary Net Position (Ending)	\$0
Net OPEB Liability (Ending)	\$1,017,804
Net Position as a Percentage of OPEB Liability	N/A
Covered-Employee Payroll	\$24,565,983
Net OPEB Liability as a Percentage of Payroll	4.14%



Case Study Funded OPEB



Discount Rate under GASB 45 vs GASB 75

Overview

New standards issued by Governmental Account Standards Board (GASB) gives specific direction on the investment return assumption to be used for financial reporting of public OPEB plans.

GASB 45

- The discount rate is based on the rate of return on assets
- For unfunded plans, use the return on assets expected to be used to finance payments (subjective measure)
- The discount rate does not change annually



GASB 75

- The discount rate is the single effective rate based on a combination of:
 - Long-term expected rate of return on assets expected to be sufficient to make future benefit payments, as projected by the funding policy and investment strategy
 - Municipal bond index rate is used for projected future benefit payments not covered by projected funding
- The discount rate is expected to change annually for plans with depletion, or cross-over, dates



Discount Rate

GASB 68/75

Only permitted to account for plan investments if:

- Assets in trust are irrevocable
- Dedicated to providing Pension/OPEB in accordance with plan terms
- Legally protected from creditors

Discount rate may change annually even if full valuation is not completed each year

GASB 68/75 Trust

Discount rate is single effective rate based on a combination of:

- Long-term expected rate of return on assets expected to be sufficient to make future benefit payments, as projected by the funding policy and investment strategy
- Municipal bond index rate is used to discount projected future benefit payments not covered by projected funding

GASB 68/75 No Trust

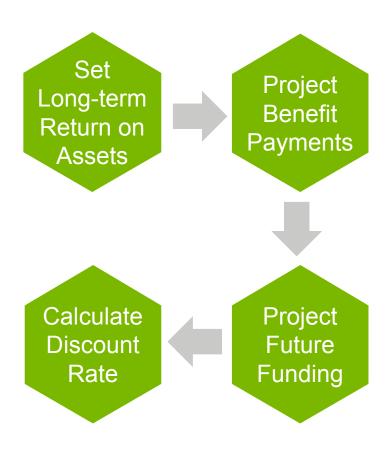
Municipal bond index rate

- Bond Buyers GO 20 Municipal Bond Index
- Available on attachment with daily Market Briefing
- Rate is updated weekly
- DB SERPs follow GASB 73



Discount Rate for a Plan with a Qualified Trust

Actuary will need to be involved in this process



- Set an expectation for the long-term return on assets (input from management, investment managers, investment consultants, e-tool, etc.)
- Project future plan benefit payments
- Project future funding based on documented policy
- Payments projected after point when assets are expected to be depleted ("Depletion Date") are discounted at municipal bond rate



Change Pay-As-You-Go to Funded Case Study

- Assume assets of 50% of current unfunded liability in an irrevocable OPEB Trust (\$450,000)
- Assume assets are expected to earn 7% until "depleted"
- Assume funding policy has changed to make no future contributions into a trust
- Assume depletion date is such that the weighted average of 7% expected return and Bond Buyer Index of 3.67% yields a discount rate of 5¾%

Note that increase in discount rate decreases the liability so now the <u>liability is less</u> than for PAYGO



Development of Net OPEB Expense

	PAYGO	FUNDED
(1) Service Cost	\$100,373	\$70,261
(2) Interest Cost	\$36,603	\$38,810
(3) Expected Investment Return	\$0	(\$31,295)
(4) Employee Contributions	\$0	\$0
(5) Administrative Expense	\$0	\$0
(6) Plan Changes	\$0	\$0
(7) Amortization of Unrecognized	\$0	\$0
(a) Liability (Gain)/Loss	(\$3,868)	(\$4,018)
(b) Asset (Gain)/Loss	\$0	\$2,956
(c) Assumption Changes	<u>\$2,607</u>	<u>\$2,607</u>
(8) Total Expense	\$135,715	\$79,321
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Development of Net OPEB Expense – Details of Interest Cost

	PAYGO	FUNDED
(a) Total OPEB Liability at Measurement Date	\$899,947	\$674,960
(b) Normal Cost at Measurement Date	\$100,373	\$70,261
(c) Actual Benefit Payments	\$5,960	\$5,960
(d) Discount Rate	3.67%	5.75%
(e) Interest Cost	\$36,603	\$38,810



Reconciliation of Net OPEB Liability

	(a) Total OPEB Liability	(b) Plan Fiduciary Net Position	(c) Net OPEB Liability
Balance Recognized at 10/1/2015	\$674,960	\$450,000	\$224,960
Changes Recognized for the Fiscal Year:			
Service Cost	\$70,261	N/A	\$70,261
Interest on the Total OPEB Liability	\$38,810	N/A	\$38,810
Changes of Benefit Terms	\$0	N/A	\$0
Differences Between Expected and Actual Experience	(\$41,904)	N/A	(\$41,904)
Changes of Assumptions	\$27,186	N/A	\$27,186
Benefit Payments	(\$5,960)	\$5,960	0
Contributions From the Employer	N/A	\$0	\$0
Contributions From the Employee	N/A	\$0	\$0
Net Investment Income	N/A	\$16,515	(\$16,515)
Administrative Expense	N/A	\$0	\$0
Net Changes	<u>\$88,393</u>	<u>\$10,555</u>	<u>\$77,838</u>
Balance Recognized at 9/30/2016	\$763,353	\$460,555	\$302,798

Changes in the Net OPEB Liability and Related Ratios (Ten Years)

Total OPEB Liability	PAYGO	FUNDED
Service Cost	100,373	70,261
Interest Cost	36,603	38,810
Changes of Benefit Terms	0	0
Differences Between Expected and Actual Experiences	(40,345)	(41,904)
Changes of Assumptions	27,186	27,186
Benefit Payments	(5,960)	(5,960)
Net Change in Total OPEB Liability	117,857	88,393
Total OPEB Liability (Beginning)	899,947	674,960
Total OPEB Liability (Ending)	\$1,017,804	\$763,353

Changes in the Net OPEB Liability and Related Ratios (Ten Years)

Plan Fiduciary Net Position	PAYGO	FUNDED
Contributions—Employer	5,960	0
Contributions—Member	0	0
Net Investment Income	0	16,515
Benefit Payments	(5,960)	(5,960)
Administrative Expense	0	0
Other	0	0
Net Change in Plan Fiduciary Net Position	0	10,555
Plan Fiduciary Net Position (Beginning)	0	\$450,000
Plan Fiduciary Net Position (Ending)	\$0	\$460,555
Net OPEB Liability (Ending)	\$1,017,804	\$302,798
Net Position as a Percentage of OPEB Liability	N/A	60.33%
Covered-Employee Payroll	\$24,565,983	\$24,565,983
Net OPEB Liability as a Percentage of Payroll	4.14%	1.23%



Financial Statement



Net Position Liability

Statement of Net Position Total Pension/OPEB Liability Less Plan Fiduciary Net Position (MVA) **Equals Net Pension/OPEB Liability** Report Balance of Deferred Inflows and Outflows



Financial Reporting Key Elements

- Statement of Net Position
 - Net Pension/OPEB Liability
 - Previously only disclosed in the notes to the financial statements
 - Replaces the Net Pension Obligation (NPO of GASB 27) and Net OPEB Obligation (NOO of GASB 45) on Statement of Net Position
 - This change is likely to have a material impact on the net position
 - Deferred Inflows and Outflows (unrecognized (gains)losses)
- More extensive footnote disclosures including
 - Description of benefits
 - Assumptions
 - Sensitivity for +/- 1% change in discount rate
 - Detailed reconciliation of liability, assets, and net position
 - Contribution policy and history of actual contributions compared to Actuarially Determined Contributions



GASB 75 Transition Checklist. Have you...



Determined whether GASB 74 reporting is required



Confirmed if prior year restatement is necessary



Discussed funding strategies with your actuary and formalized a funding policy



Selected an appropriate bond basis for discount rate selection



Defined a valuation and measurement date



Received sign-off from the plan's auditors on GASB 75 implementation approach



Communicated GASB 75 implementation decisions to your actuary



Developed a schedule of reports and results



Notified leadership and stakeholders of potential financial impact





OPEB Reference Materials



Transition Issues

- Effective for FY beginning after 6/15/2017
- If using 1-year look-back, may already be able to determine transition liability
 - For example, if FY is 7/1 to 6/30, transition date is 7/1/2017
 - If using 1-year look-back, initial transition liability is determined as of 7/1/2016
- As of transition date, the Net OPEB Obligation* on net position is replaced by Net OPEB Liability
 - For above example, the NOO on 7/1/2017 is replaced by Net OPEB Liability measured as of 7/1/2016
 - The 7/1/2017 Net OPEB Liability will be reported on 6/30/2018, and so on
- The adjustment to replace the NOO with the Net OPEB Liability does not affect P&L, but is a net position adjustment (e.g., adjustment to retained earnings) and may be large
- There is an opportunity for employer to make assumption changes at transition that will impact net position adjustment, but will not have to be amortized in expense



^{*} Cumulative difference between GASB 45 expenses and contributions

Administrative Expenses

- Administrative expenses paid by plan are included as a separate expense component
- In past practice, claims processing costs have often been included in claim amounts and built into the OPEB benefit liability
- If such expenses are considered administrative, they should not be included in liability, but should be included as a separate component of expense
- Forthcoming GASB 75 Implementation Guide may provide further guidance on this



Summary of GASB 75 Required Changes

	Current (GASB 45)	New (GASB 75)	Impact	
Actuarial Cost Method	May use one of several approved methods; Projected Unit Credit (mandated under FASB) is common	Must use Entry Age Normal (EAN) method	EAN may result in a higher liability	
Asset Method	Asset gains and losses may be smoothed; 5-year smoothing is common	Market Value with no smoothing	Increased volatility in both expense and net position if previously smoothing	
Discount Rate	Based on expected long-term return on assets expected to be used to finance payment of benefits	20- year municipal bond rate (AA/Aa or higher) required for discounting projected benefit payments not expected to be covered by projected plan assets	May increase liability for underfunded plans and plans where employer is not contributing full actuarially determined amounts; funding policy will impact	
Amortization Period for Liability Gains/Losses	Up to 30 years permitted	Amortization period based on average Expected Remaining Service Life for actives and inactives combined	Accelerated recognition of gains and losses; increased volatility in expense	
Amortization Period for Asset Gains/Losses	Up to 30 years permitted	5 years	Accelerated recognition of gains and losses; increased volatility in expense	
Amortization Method	Open or Closed amortization period may be used (Open is common)	Closed amortization period commencing in year following measurement date	Increased volatility in expense	
Impact of Plan Amendments	Amortized over up to 30 years	Recognition on measurement date immediately following amendment	Full increase (decrease) in liability due to amendment must be expensed in fiscal year associated with next following measurement date	
Components of Annual Expense	If open amortization period is used, 2 components, Normal Cost and fresh- start amortization amount	Several components (Service Cost, Interest Cost, Impact of Plan Amendments, Gain/Loss Amortizations, Expected Return on Assets)	Components similar to ASC 715-60	
Net Position Liability	Cumulative difference, if any, between actual contributions and Annual OPEB Cost shown as Net OPEB Obligation (NOO)	Actual funded status on market value basis	Replacing NOO with actual funded status may result in large swing on net position upon adoption	
Scope of Applicability	Suggests a target funding amount (ARC) and defines accounting expense (Annual OPEB Cost)	Changes only affect financial accounting, not funding	Funding policy may be based on different methods/assumptions; replacing NOO with funded status may promote separate funding policies	
Supplemental Schedules	Relatively Few	Add trend and discount rate sensitivities more extensive disclosures	More extensive disclosures	



Major Reference Source of Municipal Bond Rates¹

Index/Curve/Data	Tax Status	Credit Rating	Issuer	Maturity	Liquidity	Meeting GASB 75 Criteria?
Bond Buyer 20 Bond GO Index	Tax exempt	AA or Aa2	GO	20-years	Estimated yield	Yes
S&P Municipal Bond 20 Year High Grade Index	Tax exempt	AA	GO & Revenue	19.5-20.5 years	Min \$2M par	Partially Yes
Barclays Capital Long Term GO (17+) Index	Tax exempt	Investm ent Grade	GO	17+ years	Min par \$7M, issuance \$75M, fixed rate, at least one year till maturity	Partially Yes
Bloomberg Valuation Benchmark Muni Curve	Tax exempt	Varies	GO	Varies	Min trade per par \$500,00, issuance \$100M, fixed rate	No
Municipal Market Advisors Daily Data	N/A	AAA	GO	Varies	Mid point of bid and ask of the market	No
Thomson Municipal Market Data AAA Curve	N/A	AAA	GO	Varies	Opinion of valuation based on block trades	No
Securities Industry and Financial Markets Association (SIFMA) Muni Swap Index	Tax exempt	A-1	GO	Varies	Floating rate	No

^{1.} Data provide by Aon Hewitt Investment Consulting.

