Report of
AN ACTUARIAL VALUATION
December 31, 1984 of the
St. Paul Police Relief Association
St. Paul, Minnesota

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Appendix II Meaning of "Unfunded Accrued Liabilities"

GABRIEL, ROEDER, SMITH & COMPANY

ACTUARIES & CONSULTANTS

2090 First National Building Detroit, Michigan 48226 Area 313: 961-3346

May 7, 1985

Board of Trustees

St. Paul Police Relief Association

St. Paul, Minnesota

<u>Submitted in this report</u> are the results of the December 31, 1984 actuarial valuation of the assets, actuarial values and contribution requirements associated with the benefits provided by the St. Paul Police Relief Association.

The valuation results contained in Section A provide the actuarial information needed to determine the employer's "minimum obligation" effective January 1, 1986. Section A also contains comments regarding the valuation results.

The valuation was based upon information furnished by the association concerning benefits, financial transactions, active members, terminated members, retirants and beneficiaries. Data was checked for year to year consistency but was not otherwise audited by us. This information is summarized in Section B.

Section C contains a description of the <u>actuarial funding method</u> and the risk experience assumptions used. The economic risk experience assumptions, as well as the actuarial funding method to be used, are established by state law.

Information needed to comply with Statement of Financial Accounting Standards No. 35 is contained in Section D.

The actuarial valuation was prepared using generally accepted actuarial principles and practices based upon the methods, assumptions, summary of plan provisions and the member and financial data described in this report.

Respectfully submitted,

Ronald J. W. Smith

Gary W. Findlay

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SECTION A RESULTS OF THE VALUATION

COMMENTS

Economic Assumptions and Financing Method

The economic assumptions of 5% annual investment return and 3-1/2% annual salary increases are established by state law. State law also specifies that the annual minimum obligation of the municipality shall be determined by adding (i) the employer normal cost percent times covered payroll to (ii) the <u>level dollar</u> amount required to amortize the unfunded accrued liability by December 31, 2010.

Over the past few years, both the actual rates of salary increase and investment return have generally exceeded the assumed rates, resulting in increases in the dollar amount of unfunded accrued liabilities. If the financial experiences of recent years persist, and the economic assumptions and financing method are not changed, it is reasonable to expect that unfunded accrued liabilities will increase in actual dollar amount for a number of years. This is true even though a level dollar amortization schedule is being followed. Accordingly, it is reasonable to expect that under the described conditions the actual dollar contributions required to make amortization payments will increase for a number of years. On the other hand, if inflation subsides and actual economic activity approaches assumed experience, it is reasonable to expect the dollar amount of the contribution to amortize the unfunded accrued liability to remain relatively constant. The notion that amortization dollar amounts may be increasing is not necessarily cause for alarm. If adjusted for changes in purchasing power, any future increases in the dollar contributions may or may not reflect increases in terms of real dollars (inflation adjusted dollars).

It is also worth noting that when the same assumptions and methods are applied to plans which differ in nature, the valuation results may not be comparable (for example, it is currently not valid to compare valuation results for a plan having full escalation to valuation results for a plan having a 3-1/2% cap on escalation). Caution should be exercised when attempting to assess the financial condition of one Association relative to another on the basis of valuation results produced using the assumptions and methods mandated by state law.

Determining Actuarial Value of Assets

In 1984, a state law was enacted which prescribes the method to be used in determining the value of assets for purposes of an actuarial valuation. Specifically, the law states that the actuarial value of assets will be the book value plus one-third of the amount derived by subtracting book value from market value. We previously used the funded reserve value of your assets for valuation purposes. This change in procedure increased the amortization payment by \$14,637 and increased the unfunded actuarial accrued liability by \$211,410. (For purposes of this computation, funds with the State Board of Investments were treated as having a book value equal to the reported market value).

St. Paul Police Relief Association CONTRIBUTION RATE TO PROVIDE BENEFITS Member portion & Employer portion Effective January 1, 1986

	If Paid Equally	Thr	oughout Year
	Normal Cost		
Cantuibutions for	% of Active		II A I Dallana
Contributions for	Payroll for 1986	+	U.A.L. Dollars
Normal cost of annuities:			
Age & service: to members	16.03%		
Age & service: to survivors	2.89		
Disability	2.31		
Death before retirement	1.59		
Refunds of member contributions	0.00		
Total Normal Cost	22.82%		
Amortization of unfunded accrued liabilities (UAL) (25 year level dollar payment) Retired lives Active members Total			\$ 960,611 3,971,716 4,932,327
Total Cost of Benefits	22.82%	+	\$4,932,327
Member contributions	8.00%		
COMPUTED EMPLOYER RATE: (a) If Paid Equally Throughout Year (b) IF PAID AT CALENDAR YEAR END	14.82% 15.19%	++	\$4,932,327 \$5,054,131

St. Paul Police Relief Association Present Actuarial Condition

The Association accrued actuarial assets were in excess of \$50.8 million on December 31, 1984 -- a considerable sum of money if unencumbered and allocated among a small group of persons. This is not the case with Association assets.

The following schedule puts the \$50.8 million into perspective by showing the relationship between accrued assets, accrued liabilities and the number of persons with actual and potential claims on the Association's assets.

	Accrued Actuarial Assets	Accrued Liabilities	Unfunded Accrued Liabilities	% <u>Funded</u>
Retirants and Beneficiaries Retired Members (247) Surviving Spouses (166) Surviving Children (20)		\$ 52,447,861 11,840,966 165,596		
Total (433)	\$50,633,137	\$ 64,454,423	\$13,821,286	78.6%
Deferred Members (1)	194,996	248,224	53,228	78.6
Active Members (467)	0	57,365,190	57,365,190	0.0
Total	\$50,828,133	\$122,067,837	\$71,239,704	41.6%

Accrued liabilities represent the value, computed as of December 31, 1984 of:

- (i) retirement allowances likely to be paid the 433 retirants and beneficiaries; and
- (ii) the contributions assumed to have been made for the 467 active members from their entry into the plan until December 31, 1984.

To illustrate, the value of retirement allowances likely to be paid the 433 retirants and beneficiaries, discounted for investment earnings and mortality, was computed to be \$64,454,423 as of December 31, 1984. This means that if the 433 retirants and beneficiaries live and die according to the assumed mortality and if the \$64,454,423 can be invested to yield an average annual return of 5.0 percent over the remaining lifetimes of the 433 retirants and beneficiaries, then the \$64,454,423 together with investment earnings thereon will just be sufficient to pay the 433 retirants and beneficiaries their allowances for their remaining lifetimes.

With respect to active members, the accrued liability of \$57,365,190 represents the amount that would have been accumulated by December 31, 1984 if the normal cost (which is expressed as a level percentage of pay) had been contributed from the date of hire until December 31, 1984 for each of the 467 actives, if these amounts had earned 5.0% interest and if the members in the past had lived, died, withdrawn, retired and received salary increases according to the actuarial assumptions shown in this report.

Historical Funding Ratio Schedule (\$ in thousands)

Valuation Date December 31	Accrued Liabilities	Accrued Assets	Percent Funded
1978	\$ 69,904	\$15,427	22.1%
1979	74,796	19,100	25.5
1980	86,383	23,976	27.8
1981	94,351	28,245	29.9
1982	102,940	37,954	36.9
1983	109,366	44,614	40.8
1983*	117,502	44,614	38.0
1984	122,068	50,828	41.6

^{*} After change in assumptions.

St. Paul Police Relief Association

Computed Contributions - Comparative Schedule

Year En Decembe Valuation	r 31	Total Normal Cost as a Percent of Valuation Payroll*	Contribution for Unfunded Accrued Liabilities - \$ or %
1978	1980	19.05%	\$2,618,688
1979	1981	19.71	3,535,558
1980	1982	20.97	4,021,978
1981	1983	20.58	4,329,836
1982	1984	20.53	4,330,611
1983	1985	20.51	4,395,456
1983	1985**	22.88	4,947,768
1984	1986	22.82	4,932,327

^{*} Includes employee contributions.

^{**} After change in assumptions.

St. Paul Police Relief Association CONTRIBUTION FOR CALENDAR YEAR EFFECTIVE JANUARY 1, 1986

For any period of time the percent-of-payroll contribution rate is converted to dollars. The amount of dollars for any calendar year depends upon the results of the last actuarial valuation, and upon the timing of contributions within the year. The later the contribution date, the greater the dollar amount will be.

The municipality's dollar contribution for the year may be determined as follows:

(1)	Estimated covered payroll for 1986	\$	
(2)	Total normal cost % from page A-2	22.82%	
(3)	Total normal cost (Line 1 times line 2)		\$
(4)	Amortization payment on UAL from page A-2		4,932,327
(5)	Total contributions required (Line 3 plus line 4)		
(6)	Employee contributions (Line 1 times 8%)	\$	
(7)	 (a) State amortization aid based on 12/31/78 UAL of \$53,307,132 \$802,272 (b) State amortization aid based on 1984 legislation (c) Total State amortization aid 		
(8)	Estimated insurance premium aid		
(9)	Estimated total contributions from other sources (Line 6 plus line 7 plus line 8)		
(10)	Employer's Minimum Obligation if payment is made in equal installments throughout the year. (Line 5 minus line 9)		\$
(11)	EMPLOYER'S MINIMUM OBILGATION IF PAYMENT IS MADE AT YEAR END (Line 10 times 1.0247)		\$

SECTION B

VALUATION DATA

AND

SUMMARY OF BENEFIT PROVISIONS

St. Paul Police Relief Association

Retirants and Beneficiaries December 31, 1984

By Type of Annuity Being Paid

Type of Annuity Being Paid	No.	Monthly Amounts	Computed Accrued Liabilities
Retirants receiving: Age & Service Disability	238	\$293,001.54 8,755.38	\$50,742,326 1,705,535
Totals	247	301,756.92	52,447,861
Beneficiaries receiving: Spouse Child	166 20	84,925.60 2,558.00	11,840,966 165,596
Totals	186	87,483.60	12,006,562
Totals	433	\$389,240.52	\$64,454,423

Inactive Members Eligible for Deferred Benefits

December 31, 1984

		Computed
	Monthly	Accrued
No.	Amount	Liabilities
1	\$1,074.36	\$248,224

St. Paul Police Relief Association
Retirants and Beneficiaries December 31, 1984
By Attained Ages

		Number	
Attained Ages	Age & Service	Disability	Death Before Retirement
Less than 20	1	2	12
20-24 35-39	2		4 2
40-44 45-49 50-54 55-59	1 21 58	1 2 3	4 1 1 6
60-64 65-69 70-74 75-79	64 59 47 48	1 3 1	7 6 3 4
80-84 85-89 90-94	29 17 10	2	5 4 2
Totals	357	15	61

St. Paul Police Relief Association

Retirants and Beneficiaries Added to and Removed from Rolls

Comparative Statement

Valuation Date December 31	No. Added to Rolls	No. Removed from Rolls	Rolls No.	End of Year Annual Allowances	% Incr. in Annual Allowances	Average Allowances	Discoun Value of Al Total	
1978			353	\$2,335,851	- %	\$ 6,617	\$33,331,310	\$ 94,423
1979	39	17	375	2,877,664	23.2	7,674	37,813,231	100,838
1980	25	17	383	3,199,618	11.2	8,354	42,275,799	110,381
1981	33	13	403	3,583,534	12.0	8,892	47,522,366	117,922
1982	40	12	431	4,248,283	18.6	9,857	56,763,432	131,702
1983	28	23	436	4,475,940	5.4	10,266	63,716,560	146,139
1984	20	23	433	4,670,886	4.4	10,787	64,454,423	148,855

St. Paul Police Relief Association
Active Members December 31, 1984
By Attained Age and Years of Service

									Totals
Attained Age	0-4	Years 5-9	of Serv 10-14	15-19	Valuati 20-24		30 Plus	No.	Valuation Payroll
25-29 30-34 35-39	13 6 3	21 47 36	4 69	26			*	34 57 134	\$ 1,043,664 1,749,672 4,113,264
40-44 45-49 50-54 55-59	1	10 3	25 4	56 18 4	20 29 14 6	14 9	9	112 54 32 24	3,437,952 1,657,584 982,272 736,704
60 61 62 64						1 2	8 4 1 2	8 5 3 2	245,568 153,480 92,088 61,392
65							2	2	61,392
Totals	23	117	102	104	69	26	26	467	\$14,335,032

While not used in the financial computations, the following $\underline{\text{group averages}}$ are computed and shown because of their general interest.

Age: 41.2 years.

Service: 15.5 years.

Annual Pay: \$30,696.

St. Paul Police Relief Association

Comparative Schedule

Of Active Members

Valuation Date		Valuation		Averag	e	
December 31	Active Members	Payroll	Age	Service	Pay	% Incr.
1978	554	\$11,487,744	39.5 yrs.	13.4 yrs.	\$20,736	- %
1979	550	12,295,800	38.8	13.4	22,356	7.8
1980	550	13,153,800	39.4	13.4	23,916	7.0
1981	527	13,552,332	39.9	14.1	25,716	7.5
1982	491	13,575,168	39.7	14.0	27,648	7.5
1983	480	14,065,920	40.3	14.7	29,304	6.0
1984	467	14,335,032	41.2	15.5	30,696	4.8

St. Paul Police Relief Association

Brief Summary (12/31/84) of Benefit Provisions Evaluated and/or Considered

Age & Service Retirement

Eligibility. 20 years of service and 50 years of age.

Amount. For first 20 years of service, 40/100 of base pay. For each year in excess of 20, an additional 2/100 is added to a maximum of 50/100 of base pay for 25 or more years of service. For each year over 25, an additional 1/2% of base pay is added to the benefit. (The latter additional benefit is not subject to the post-retirement adjustment provisions.)

Pay Used for Plan Purposes. "Base pay" means the salary of patrolman.

Disability Retirement

Eligibility. Permanently disabled to the extent that no longer able to perform the duties of a police officer before being eligible for regular retirement.

Amount.

Duty Disability. 40/100 of base pay.

Non-Duty Disability. 10 years of service required. For first 10 years, $\frac{10}{100}$ of base pay. For each year in excess of 10 an additional $\frac{2}{100}$ is added up of a maximum of $\frac{40}{100}$ for 20 years of service.

For either duty or non-duty, the benefit will be recomputed at age 50 if actual ervice would result in a benefit greater than 40/100 of base pay.

ember's Death While Active, Or In Deferred Status, Or Retired

Eligibility.

Spouse. Legally married to member at least one year at time of separation rom service and residing with member at time of death. Benefits terminate upon emarriage.

Child. Younger than age 18 or, if full-time student, younger than 23.

Amount.

Spouse. 20/100 of base pay.

Child. 5/100 of base pay per child.

<u>Vested Deferred</u>. 20 years of service and separated before age 50. Payment beginning is deferred to attainment of age 50.

<u>Post-Retirement Adjustment ("Escalator")</u>. Each time base pay is changed, payments to all benefit recipients are simultaneously changed by the same percent that base pay is changed.

Member Contributions. 8% of base pay. Non-refundable.

SECTION C VALUATION METHODS AND ASSUMPTIONS

St. Paul Police Relief AssociationValuation Methods and Assumptions

The Entry Age Normal Cost method was used to determine the normal cost of all benefits.

The rate of investment return (interest) used in making the valuation was 5.0 percent per annum, compounded annually. State law requires use of this assumption.

The mortality table used was the UP-1984 Table set forward 2 years for males and set back 3 years for females.

	Pres Lev		fe Values: of \$1 Mont Increa		Future	Life
Sample		For Life 3.5% Yearly		•	Expectancy (Years)	
Ages	Men	Women	Men	Women	Men	Women
45	\$177.21	\$189.58	\$280.82	\$314.75	29.50	34.00
50	163.12	177.21	246.55	280.82	25.20	29.50
55	147.50	163.12	212.60	246.55	21.16	25.20
60	130.52	147.50	179.49	212.60	17.42	21.16
65	112.87	130.52	148.28	179.49	14.05	17.42
70	95.20	112.87	119.70	148.28	11.09	14.05
75	77.77	95.20	93.83	119.70	8.52	11.09
80	61.71	77.77	71.69	93.83	6.39	8.52

Age & service retirement was assumed to occur at age 58, or attained age if older.

Sample Rates of Separation From Active Employment Before Retirement, Death or Disability:

Sample	% of Active Members
Ages	Separating within Next Year
20	1.50%
25	1.25
30	1.00
35	0.75
40	0.50
45	0.25
50+	0.00

Pay Adjustment Factor Used To Project Current Pays

Sample Ages	Present Pay Resulting in Pay of \$1,000 at Age 60	Percent Increase in Pay During Next Year
20	\$ 253	3.5%
25	300	3.5
30	356	3.5
35	423	3.5
40	503	3.5
45	597	3.5
50	709	3.5
55	842	3.5
60	1,000	3.5

Use of the pay adjustment factor illustrated above is required by state law.

<u>Disability retirements</u> were assumed to occur as indicated below:

Sample Ages	<pre>% of Active Members Becoming Disabled Within Next Year</pre>
20	0.08%
25	0.08
30	0.08
35	0.08
40	0.20
45	0.26
50	0.49
55	0.89

SECTION D ACCUMULATED PLAN BENEFITS

St. Paul Police Relief Association

Statement of the Present Value of Accumulated Plan Benefits

December 31, 1984

Actuarial Present Value of Accumulated Plan Benefits

	-	
Vactad	Ronot:	1+00
Vested	bener	65.

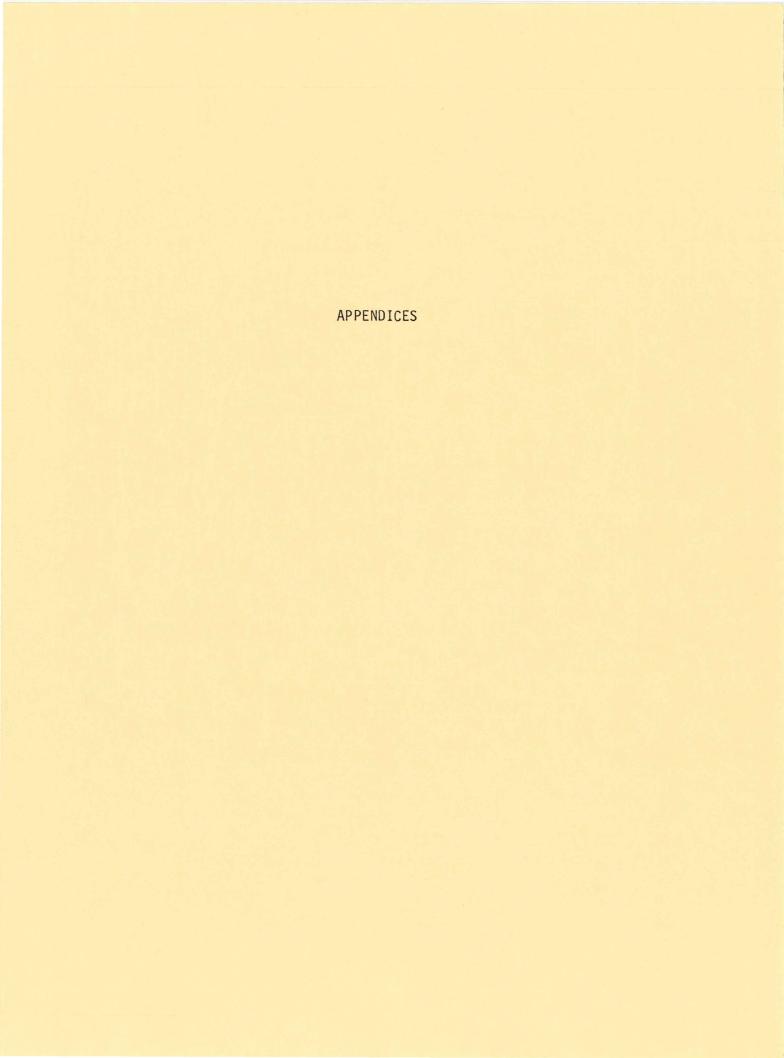
Participants currently receiving payments Other participants Total Vested Benefits	\$63,810,447 19,799,942 83,610,389
Non-Vested Benefits	14,997,813
Total Actuarial Present Value of Accumulated Plan Benefits	\$98,608,202

The actuarial present value of accumulated plan benefits as of January 1, 1984 was \$96,499,876. During the year, the plan experienced a net increase of \$2,108,326 in the actuarial present value of accumulated plan benefits due to general plan experience.

The accompanying notes are an integral part of the Statement of the Present Value of Accumulated Plan Benefits.

- 1. The actuarial present value of accumulated plan benefits presented in this statement was determined using the following assumptions:
 - a. Future salary increases prior to retirement were not considered for active members.
 - b. Future service was considered only to the extent that it would permit active plan participants to become eligible for benefits attributable to service rendered prior to the date of determination.
 - c. Regular valuation assumptions were used as to mortality, withdrawal, retirement ages and disability.
 - d. Investment return was assumed to be at the rate of 8% compounded annually.
 - e. Salary increase related post-retirement benefit adjustments were assumed to be at the rate of 6-1/2% compounded annually unless a lower rate is specified by law.
- 2. The calculation of the actuarial present value of accumulated plan benefits was made because of the requirements of the Financial Accounting Standards Board. Comparison of this value with plan assets is not indicative of the future ability of the plan to pay benefits when due or of their security in a termination situation.

Calculation of contribution requirements and related benefit value information in a "going concern" environment according to the principles of level cost financing is made by the annual actuarial valuations. The results of the contribution rate calculations cannot be simply replaced by the accumulated plan benefit results. To do so will mislead.



APPENDIX I

FINANCIAL PRINCIPLES AND OPERATIONAL TECHNIQUES

<u>Promises Made, and Eventually Paid</u>. As each year is completed, the plan in effect hands an "IOU" to each member then acquiring a year of service credit -- the "IOU" says: "The Pension Plan owes you a portion of your retirement benefits, <u>payments</u> to be made in cash, commencing when you qualify for retirement."

The related key financial questions are:

Which generation of taxpayers contributes the money to cover the IOU?

The present taxpayers, who receive the benefit of the member's present year of service?

Or the future taxpayers, who happen to be in town paying taxes at the later time when the IOU becomes a cash demand?

A sound principle of sound retirement plan financing is to have this year's taxpayers contribute the money to cover the IOUs being handed out this year. By following this principle, THE CONTRIBUTION RATE WILL REMAIN APPROXIMATELY LEVEL FROM GENERATION TO GENERATION -- our children and grandchildren will contribute the same percents of active payroll we contribute now.

A PENSION PLAN BECOMES CLOSED

The diagram in this appendix shows two important activities which occur after a plan has been closed to employees hired in the future.

Cash benefits paid continue to increase for decades, while active member payroll begins to decrease to zero.

<u>Funding Method</u>. A funding method is the long-term, planned pattern for employer contributions.

For an open plan (a plan covering future employees), the level-percent-of-active member payroll funding method is the basic funding method.

The level-percent funding method can also be applied to a closed plan. However, the resulting contribution percent usually jumps to a high rate, because the number of covered active members is decreasing.

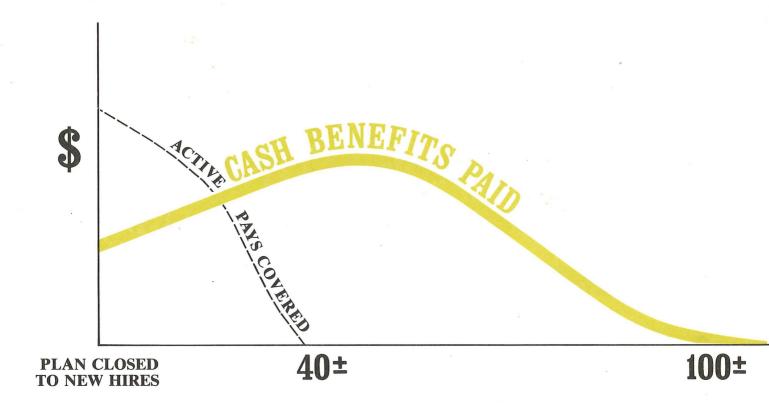
A preferred funding method for a closed plan consists of: level-percent funding for normal cost (the cost of member's service now being rendered); plus a level dollar contribution for unfunded accrued liabilities over a limited period of years. The period of years must be limited so that plan assets don't become zero while benefits are still payable.

Computing Contributions to Support Plan Benefits. From a given schedule of benefits and from the employee data and asset data furnished him, the actuary determines the contribution rates to support the benefits by means of an <u>actuarial valuation and a funding method</u>.

In making an actuarial valuation, <u>assumptions must be made</u> regarding anticipated financial experiences for the next year and for decades in the future. <u>Only the subsequent actual experience of the plan can indicate the degree of accuracy of the assumptions</u>. <u>Reconciling Differences between Assumed Experience and Actual Experience</u>. Once actual experience has occurred and been observed, it will not coincide exactly with assumed experience, regardless of the wisdom of the assumptions or the skill of the actuary and the millions of calculations he made. The future can be predicted with considerable but not 100% precision, <u>except for inflation which seems</u> to defy reliable prediction.

A well-managed plan copes with these continually changing differences by having periodic actuarial valuations. Each actuarial valuation is a complete recalculation of assumed future experience, taking into account all past differences between assumed and actual experience. The result is <u>continuing adjustment in financial</u> position.

A CLOSED PENSION PLAN



YEARS OF TIME

<u>A plan becomes closed</u> when no new hires are admitted to active membership. The persons covered by the plan at the time of closing continue their normal activities and continue to be covered by the plan, until the last survivor dies.

CASH BENEFITS LINE. After a pension plan becomes closed, the usual pattern is for cash benefits to continue to increase for decades of time. Eventually the cash benefits will peak, and then gradually decrease over more decades of time, ultimately to zero. The last cash benefit is likely to occur a century after the time the plan is closed.

The precise amounts of cash benefits cannot be known now, and must be estimated by assumptions of future experiences in a variety of financial risk areas.

APPENDIX II

MEANING OF "UNFUNDED ACCRUED LIABILITIES"

Almost every pension plan (public or private) has "unfunded accrued liabilities", so whatever they are, they aren't rare. Since the term is not part of everyday conversation, it needs some definition.

"Accrued liabilities" are the present value \$ of plan promises to pay benefits in the future based upon service already rendered - - - a liability has been established ("accrued") because the service has been rendered, but the resulting monthly cash benefit may not be payable until years in the future. Accrued liabilities \$ are the result of complex mathematical calculations which are made by the plan's actuary (which is the name given to the specialist who makes such calculations).

If "accrued liabilities" at any time exceed the plan's accrued assets (cash & investments), the difference is "unfunded accrued liabilities". This is the common condition. If the plan's assets equalled the plan's "accrued liabilities", the plan would be termed "fully funded". This is a rare condition.

Each time a plan adds a new benefit which applies to service already rendered, an "accrued liability" is created, which is also an "unfunded accrued liability" because the plan can't print instant cash to cover the accrued liability. Payment for such unfunded accrued liabilities is spread over a period of years, commonly in the 20-40 year range.

Unfunded accrued liabilities can occur in another way: If actual financial experience is less favorable than assumed financial experience, the difference is added to unfunded accrued liabilities. In plans where plan benefits are directly related to an employee's pay near time of retirement (a common plan provision) rather than his average pay throughout his working career, unfunded accrued liabilities have been increasing in recent years because unexpected rates of pay increase have created additional accrued liabilities which could not be matched by reasonable investment results. Some of these unexpected pay increases are the direct result of inflation, which is a very destructive force on financial stability.

The existence of unfunded accrued liabilities is not bad (any more than a mortgage on your house is "bad"), but the changes from year to year in amount of unfunded accrued liabilities are important - - - "bad" or "good" or somewhere in between. Nor are

unfunded accrued liabilities a bill payable immediately (your food costs are payable immediately), but it is important that policy-makers prevent the amount from becoming unreasonably high and it is vital that your plan have a sound method for making payments toward them so that they are controlled.

The existence of large amounts of unfunded accrued liabilities indicates that total contributions in past years were less than level - - - an almost certain history if retired life liabilities are not fully funded now.