

Report of  
AN ACTUARIAL VALUATION  
December 31, 1985 of the  
St. Paul Police Relief Association  
St. Paul, Minnesota

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GABRIEL, ROEDER, SMITH & COMPANY

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May 9, 1986

Board of Trustees

St. Paul Police Relief Association

St. Paul, Minnesota

Submitted in this report are the results of the December 31, 1985 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, 1987. 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 actuarial funding method 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

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 level dollar amount required to amortize the unfunded actuarial accrued liability by December 31, 2010.

It is 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. However, the book value of investments was not readily available. Therefore, market value of investment adjusted for receivable and payable amounts was used as the actuarial value of assets. This resulted in a lower unfunded liability and lower amortization payment than would have been the case had we been able to determine valuation assets in accordance with State law.

St. Paul Police Relief Association  
 CONTRIBUTION RATE TO PROVIDE BENEFITS  
 Member portion & Employer portion  
 Effective January 1, 1987

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<u>Contributions for</u>	<u>If Paid Equally Throughout Year</u> Normal Cost % of Active Payroll for 1987	+	<u>UAAL Dollars</u>
Normal cost of annuities:			
Age & service: to members	15.99%		
Age & service: to survivors	2.45		
Disability	2.31		
Death before retirement	1.59		
Refunds of member contributions	0.00		
Total Normal Cost	<u>22.34</u>		
Amortization of unfunded actuarial accrued liabilities (UAAL) (24 year level dollar payment)			
Retired lives			\$ 3,036
Active members			<u>4,336,750</u>
Total			<u>4,339,786</u>
Total Cost of Benefits	22.34%	+	\$4,339,786
Member contributions	8.00		
COMPUTED EMPLOYER RATE:			
(a) If Paid Equally Throughout Year	14.34%	+	\$4,339,786
(b) IF PAID AT CALENDAR YEAR END	14.69%	+	\$4,446,957

# St. Paul Police Relief Association

## Present Actuarial Condition

The Association's accrued actuarial assets were in excess of \$65.0 million on December 31, 1985 -- a considerable sum of money if unencumbered and allocated among a small group of persons. This is not the case with the Association's assets.

The following schedule puts the \$65.0 million into perspective by showing the relationship between accrued assets, actuarial accrued liabilities, and the number of persons with actual and potential claims on the Association's assets.

	Accrued Actuarial Assets	Actuarial Accrued Liabilities	Unfunded Actuarial Accrued Liabilities	% Funded
Retirants and Beneficiaries				
Retired Members (247)		\$ 53,053,728		
Surviving Spouses (158)		11,643,984		
Surviving Children (20)		<u>164,604</u>		
Total (425)	\$64,819,569	\$ 64,862,316	\$ 42,747	99.9%
Deferred Members (1)	273,012	273,192	180	99.9
Active Members (464)	<u>0</u>	<u>61,325,124</u>	<u>61,325,124</u>	0.0
Total	\$65,092,581	\$126,460,632	\$61,368,051	51.5%

Actuarial accrued liabilities represent the value, computed as of December 31, 1985 of:

- (i) retirement allowances likely to be paid the 425 retirants and beneficiaries; and
- (ii) the contributions assumed to have been made for the 464 active members from their entry into the plan until December 31, 1985.

To illustrate, the value of retirement allowances likely to be paid the 425 retirants and beneficiaries, discounted for investment earnings and mortality, was computed to be \$64,862,316 as of December 31, 1985. This means that if the 425 retirants and beneficiaries live and die according to the assumed mortality and if the \$64,862,316 can be invested to yield an average annual return of 5.0 percent over the remaining lifetimes of the 425 retirants and beneficiaries, then the \$64,862,316 together with investment earnings thereon will just be sufficient to pay the 425 retirants and beneficiaries their allowances for their remaining lifetimes.

With respect to active members, the actuarial accrued liability of \$61,325,124 represents the amount that would have been accumulated by December 31, 1985 if the normal cost (which is expressed as a level percentage of pay) had been contributed from the date of hire until December 31, 1985 for each of the 464 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)

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<u>Valuation Date December 31</u>	<u>Actuarial Accrued Liabilities</u>	<u>Accrued Actuarial Assets</u>	<u>Percent Funded</u>
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	121,721	50,828	41.8
1985	126,461	65,093	51.5

\* After change in assumptions.



St. Paul Police Relief Association  
 Computed Contributions - Comparative Schedule

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<u>Year Ended December 31</u>		<u>Total Normal Cost as a Percent of Valuation Payroll*</u>	<u>Contribution For Unfunded Actuarial Accrued Liabilities - \$ or %</u>
<u>Valuation</u>	<u>Fiscal</u>		
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	4,908,311
1985	1987	22.34	4,339,786

\* Includes employee contributions.

\*\* After change in assumptions.

St. Paul Police Relief Association  
CONTRIBUTION FOR CALENDAR YEAR EFFECTIVE JANUARY 1, 1987

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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 1987		\$ _____
(2)	Total normal cost % from page A-2		22.34%
(3)	Total normal cost (Line 1 times line 2)		\$ _____
(4)	Amortization payment on UAAL from page A-2		4,339,786
(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 UAAL of \$53,307,132	\$807,767	
	(b) State amortization aid based on 1984 legislation	<u>117,202</u>	
	(c) Total state amortization aid		\$924,969
(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 OBLIGATION IF PAYMENT IS MADE AT YEAR END (Line 10 times 1.014408)		\$ _____

SECTION B  
VALUATION DATA  
AND  
SUMMARY OF BENEFIT PROVISIONS

St. Paul Police Relief Association  
Retirants and Beneficiaries December 31, 1985  
By Type of Annuity Being Paid

<u>Type of Annuity Being Paid</u>	<u>No.</u>	<u>Monthly Amounts</u>	<u>Computed Actuarial Accrued Liabilities</u>
Retirants receiving:			
Age & Service	237	\$304,791.98	\$50,983,404
Disability	<u>10</u>	<u>10,210.86</u>	<u>2,070,324</u>
Totals	247	315,002.84	53,053,728
Beneficiaries receiving:			
Spouse	158	84,466.80	11,643,984
Child	<u>20</u>	<u>2,673.00</u>	<u>164,604</u>
Totals	178	87,139.80	11,808,588
Totals	<u>425</u>	<u>\$402,142.64</u>	<u>\$64,862,316</u>

Inactive Members Eligible for Deferred Benefits  
December 31, 1985

<u>No.</u>	<u>Monthly Amount</u>	<u>Computed Actuarial Accrued Liabilities</u>
1	\$1,122.66	\$273,192



St. Paul Police Relief Association  
Retirants and Beneficiaries December 31, 1985  
By Attained Ages

<u>Attained Ages</u>	<u>Number</u>		
	<u>Age &amp; Service</u>	<u>Disability</u>	<u>Death Before Retirement</u>
Under 20	1	1	14
20-24	1	1	2
35-39			2
40-44		1	3
45-49	1	1	2
50-54	15		2
55-59	47	4	6
60-64	72	2	8
65-69	52	3	6
70-74	56	1	
75-79	48		6
80-84	30	2	3
85-89	19		4
90-94	6		2
95-99	<u>1</u>	<u>—</u>	<u>—</u>
Totals	349	16	60

St. Paul Police Relief Association  
Retirants and Beneficiaries Added to and Removed from Rolls  
Comparative Statement

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<u>Valuation Date December 31</u>	<u>No. Added to Rolls</u>	<u>No. Removed from Rolls</u>	<u>Rolls End of Year</u>		<u>% Incr. in Annual Allowances</u>	<u>Average Allowances</u>	<u>Discounted Value of Allowances</u>	
			<u>No.</u>	<u>Annual Allowances</u>			<u>Total</u>	<u>Average</u>
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	64,107,551	148,054
1985	11	19	425	4,825,712	3.3	11,355	64,862,316	152,617

St. Paul Police Relief Association  
Active Members December 31, 1985  
By Attained Age and Years of Service

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Attained Age	Years of Service to Valuation Date							Totals	
	0-4	5-9	10-14	15-19	20-24	25-29	30 Plus	No.	Valuation Payroll
25-29		18						18	\$ 577,296
30-34		50	7					57	1,828,104
35-39		29	72	32				133	4,265,576
40-44		4	37	56	13			110	3,527,920
45-49		3	6	17	45			71	2,277,112
50-54				2	16	8	1	27	865,944
55-59				2	7	3	11	23	737,656
60						2	3	5	160,360
61							8	8	256,576
62						1	4	5	160,360
63							3	3	96,216
65							2	2	64,144
66							2	2	64,144
Totals		104	122	109	81	14	34	464	\$14,881,408

While not used in the financial computations, the following group averages are computed and shown because of their general interest.

Age: 42.0 years.

Service: 16.4 years.

Annual Pay: \$32,072.

St. Paul Police Relief Association

Comparative Schedule

Of Active Members

Valuation Date December 31	Active Members	Valuation Payroll	Average			
			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
1985	464	14,881,408	42.0	16.4	32,072	4.5



St. Paul Police Relief Association

Brief Summary (12/31/85) of Benefit Provisions Evaluated and/or Considered

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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, 20/100 of base pay. For each year in excess of 10 an additional 2/100 is added up to a maximum of 40/100 of 20 years of service.

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

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

Eligibility.

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

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.

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

Post-Retirement Adjustments ("Escalator"). 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 Association

## Valuation 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.

Sample Ages	Single Life Values: Present Value of \$1 Monthly				Future Life Expectancy (Years)	
	Level		Increasing			
	For Life		3.5% Yearly			
	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 Ages	% of Active Members 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

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<u>Sample Ages</u>	<u>Present Pay Resulting in Pay of \$1,000 at Age 60</u>	<u>Percent Increase in Pay During Next Year</u>
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.

Disability retirements were assumed to occur as indicated below:

<u>Sample Ages</u>	<u>% of Active Members Becoming Disabled within Next Year</u>
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, 1985

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Actuarial Present Value of  
Accumulated Plan Benefits

Vested Benefits:

Participants currently receiving payments	\$ 64,208,304
Other participants	<u>21,605,726</u>
Total Vested Benefits	85,814,030

Non-Vested Benefits	16,068,620
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Total Actuarial Present Value of Accumulated Plan Benefits	<u><u>\$101,882,650</u></u>
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The actuarial present value of accumulated plan benefits as of January 1, 1985 was \$98,261,525. During the year the plan experienced a net increase of \$3,621,125 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.

## APPENDICES



## APPENDIX I

### FINANCIAL PRINCIPLES AND OPERATIONAL TECHNIQUES

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Promises Made, and Eventually Paid. 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, payments 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.

Funding Method. 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 cover active members is decreasing.

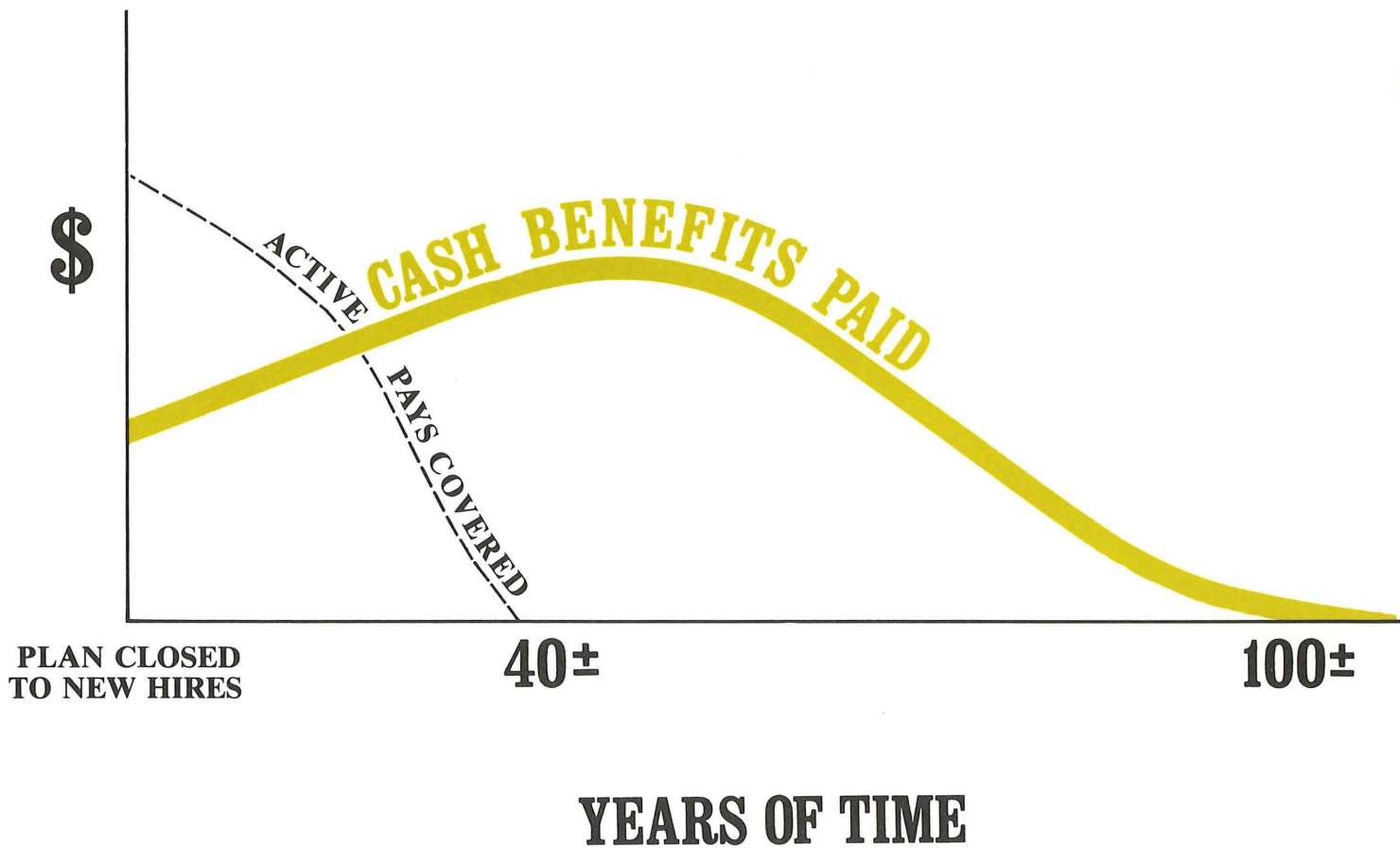
A preferred funding method for a closed plan consists of: level-percent funding for normal cost (the cost of members' service now being rendered); plus a level dollar contribution for unfunded actuarial accrued liabilities over a limited period of years. The period of years must be limited so that plan 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 actuarial valuation and a funding method.

In making an actuarial valuation, assumptions must be made regarding anticipated financial experiences for the next year and for decades in the future. Only the subsequent actual experience of the plan can indicate the degree of accuracy of the assumptions. Reconciling Differences Between Assumed Experience and Actual Experience. 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, except for inflation which seems 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 continuing adjustment in financial position.

# A CLOSED PENSION PLAN



A plan becomes closed 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.

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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.

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The existence of unfunded accrued liabilities is not bad, then (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.