


2014 REGULAR SESSION  
ACTUARIAL NOTE SB 18

<b>Senate Bill 18 SLS 14RS-170 Enrolled</b>  <b>Author: Senator Guillory, et. al.</b>  <b>Date: May 14, 2014</b>  <b>LLA Note SB 18.04</b>  <b>Organizations Affected:</b> <b>Louisiana State Employees’ Retirement System</b>  <b>EN +\$97,481,233 APV</b>	<b>The Note was prepared by the Actuarial Services Department of the Office of the Legislative Auditor. The attachment of the Note to SB 18 provides compliance with the requirements of R.S. 24:521.</b>   <b>Paul T. Richmond, ASA, MAAA, EA</b> <b>Manager Actuarial Services</b>
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**Bill Header:** STATE EMPLOYEE RET. Grant a permanent benefit increase to eligible retirees in accordance with statutory procedure. (2/3 – CA10s29(F))

**Cost Summary:**

The estimated actuarial and fiscal impact of the proposed legislation is summarized below. Actuarial costs pertain to changes in the *actuarial present value of future benefit payments*. A cost is denoted by “Increase” or a positive number. Savings are denoted by “Decrease” or a negative number.

Actuarial Cost/(Savings) to Retirement Systems and OGB	\$97,481,233
Total Five Year Fiscal Cost	
Expenditures	See Below
Revenues	\$0

**Estimated Actuarial Impact:**

The chart below shows the estimated change in the *actuarial present value of future benefit payments*, if any, attributable to the proposed legislation. A cost is denoted by “Increase” or a positive number. Savings are denoted by “Decrease” or a negative number. Present value costs associated with administration or other fiscal concerns are not included in these values.

<b>Actuarial Cost (Savings) to:</b>	<b><u>Increase (Decrease) in The Actuarial Present Value</u></b>
All Louisiana Public Retirement Systems	\$97,481,233
Other Post Retirement Benefits	\$0
Total	\$97,481,233

This bill complies with the Louisiana Constitution which requires unfunded liabilities created by an improvement in benefits to be amortized over a period not to exceed ten years.

**Estimated Fiscal Impact:**

The chart below shows the estimated fiscal impact of the proposed legislation. This represents the effect on cash flows for government entities including the retirement systems and the Office of Group Benefits. Fiscal costs include estimated administrative costs and costs associated with other fiscal concerns. A fiscal cost is denoted by “Increase” or a positive number. Fiscal savings are denoted by “Decrease” or a negative number.

<b>EXPENDITURES</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-2018</b>	<b>2018-2019</b>	<b>5 Year Total</b>
State General Fund	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Agy Self Generated	See Below	See Below	See Below	See Below	See Below	See Below
Stat Deds/Other	0	0	0	0	0	0
Federal Funds	0	0	0	0	0	0
Local Funds	0	0	0	0	0	0
Annual Total	See Below	See Below	See Below	See Below	See Below	See Below

<b>REVENUES</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-2018</b>	<b>2018-2019</b>	<b>5 Year Total</b>
State General Fund	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Agy Self Generated	0	0	0	0	0	0
Stat Deds/Other	0	0	0	0	0	0
Federal Funds	0	0	0	0	0	0
Local Funds	0	0	0	0	0	0
Annual Total	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0

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Bill Information:

Current Law

Article 10(29)(F), enacted by the legislature and the voters in 2010, states “Benefit provisions for members of any public retirement system, plan, or fund that is subject to legislative authority shall be altered only by legislative enactment. No such benefit provisions having an actuarial cost shall be enacted unless approved by two-thirds of the elected members of each house of the legislature.” Based on our reading of the amendment, our discussions with General Counsel for the LLA, and our discussions with legislative staff, we have concluded for the purposes of this actuarial note, that future transfers of investment gains to the Experience Account will occur until the balance in the Experience Account is equal to the cost of a 6% benefit increase for eligible retirees. However, because future COLA grants will require the introduction of a bill, approval by two-thirds of the House and Senate, and the signature of the governor, we assume that COLA grants are ad hoc, and are not automatic.

Current law provides a legal template that the legislature may choose to adopt in the enactment of permanent benefit increases (PBI). This template specifies eligibility criteria, which is generally age 60 with one year of retirement, and the basis for the amount of a PBI grant, which is the CPI-U. There is no requirement that PBI legislation follow the template. Nor is there any guarantee that PBIs in the future will even be based on the balance in the Experience Account.

The PBI template provides the following:

Eligibility:

The following retirees and beneficiaries of the Louisiana State Employees’ Retirement System (LASERS) will be eligible for a PBI.

- 1. Each retiree who satisfies all of the following criteria on June 30, 2014:
  - Has received a benefit for at least one year, and
  - Has attained at least age 60.
- 2. Each non-retiree beneficiary (including each survivor of a deceased active member) receiving a benefit on June 30, 2014, who satisfies all of the following criteria:
  - The deceased member or beneficiary or both combined have received benefits for at least one year, and
  - The deceased member would have been at least age 60 had he lived.
- 3. Each disability retiree and each beneficiary who is receiving benefits based on the death of a disability retiree, who also on June 30, 2014, has been receiving benefits for at least one year.

Permanent Benefit Increase

- Based on the template law, each eligible retiree and beneficiary will be eligible for a 1.5% PBI on the portion of a retiree/beneficiary’s benefit that is less than \$96,931.

Proposed Law

SB 18 provides that template law will apply effective June 30, 2014.

If any of the instruments which originated as SB 16, SB 19, SB 21, and HB 1225 of the 2014 Regular Session of the Legislature does not become effective, this Act shall be null and void and of no effect.

Implications of the Proposed Changes

As a result of SB 18, amounts in the LASERS Experience Account will be used to provide permanent benefit increases for eligible retirees and beneficiaries. The maximum benefit increase will be the lesser of 1.5% x the current annual benefit and \$1,453.97.

Cost Analysis:

Analysis of Actuarial Costs

Retirement Systems

The actuarial present value of future benefits of LASERS will increase \$97,481,233 if SB 18 is enacted. Additional information is shown below:

Eligible Members	Number	Increase in Accrued Liability
Retirees age 60 and older with one year of retirement	28,722	\$ 84,301,094
Beneficiaries and Survivors	5,515	9,230,820
Disability Retirees	2,459	3,949,319
Total	36,696	\$ 97,481,233

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LASERS achieved significant investment gains for FYE 2013. As a result, a new charge base equal to \$195,623,963 was established on June 30, 2013, and the same amount was then transferred from the Regular Benefit Account to the Experience Account on July 1, 2013. Employer amortization costs for the next 30 years will be \$16,720,809 larger than they would have been otherwise.

The PBI to be granted on July 1, 2014, under SB 18 has a present value cost equal to \$97,481,233. However, the balance in the Experience Account is significantly greater than the \$97.5 million cost for the PBI and it is considered by the System that the PBI is fully funded. However:

1. Employers still have 29 years of amortization payments left in order to restore the Regular Benefit Account to its original position. The Experience Account is funded only because plan sponsors borrowed from the Regular Benefit Account to fund the Experience Account.
2. The average duration of the 1.5% PBI to be granted on July 1, 2014, is about 10 years. However, employers will be paying for the grant for the next 29 years.

The method described above has been used by the state retirement systems since 1992 when the Experience Account and PBIs were originally enacted for LASERS and TRSL. The method was appropriate in 1992 based on prevailing Louisiana law, actuarial standards of practice, and other factors long lost to history. But in our opinion, the method should be reexamined in order to accommodate current law, current actuarial standards of practice and current needs of the state.

There is no consensus about whether a change in method can be made without legislation. For this reason, the actuarial note for this bill has been revised to reflect current System practices.

Therefore:

1. The actuarial present value of future benefit payments will increase \$97,481,233 as a result of SB 18.
2. The Experience Account has sufficient funds to offset the cost of the PBI under SB 18.
3. Because a charge base has already been established to amortize the cost over 30 years a new base is not needed.
4. SB 18 will have no effect on the General Fund or Local Funds during the five year measurement period.

**Other Post Retirement Benefits**

There are no actuarial costs associated with SB 18 for post-employment benefits other than pensions.

**Analysis of Fiscal Costs**

SB 18 will have the following effect on fiscal costs during the five year measurement period.

Expenditures:

1. Expenditures from the General Fund will not change.
2. Expenditures from LASERS (Agy Self-Generated) will increase beginning FYE 2015 as larger pension benefits are distributed. There will be an outflow of funds from the System for the PBI payments to eligible retirees and beneficiaries in the following amounts by year.

<b>Fiscal Year</b>	<b>Increase in LASERS Expenditures</b>
2014-15	\$ 10,601,673
2015-16	10,322,302
2016-17	10,030,001
2017-18	9,729,766
2018-19	9,419,382
Total	\$ 50,103,124

3. Expenditures from Local Funds will not change.

Revenues:

- LASERS revenues (Agy Self-Generated) will not change. Assets in the Experience Account will be transferred to the Regular Benefit Account to cover the additional liability associated with the enactment of SB 18.

**Actuarial Data, Methods, and Assumptions**

This actuarial note was prepared using actuarial data, methods, and assumptions as disclosed in the most recent actuarial valuation report approved by PRSAC. These assumptions and methods are in compliance with actuarial standards of practice. This data, methods and assumptions are being used to provide consistency with the actuary for the retirement system who may also be providing testimony to the Senate and House retirement committees.

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Actuarial Caveat

There is nothing in SB 18 that will compromise the signing actuary’s ability to present an unbiased statement of actuarial opinion.

Actuarial Credentials:

Paul T. Richmond is the Manager of Actuarial Services for the Louisiana Legislative Auditor. He is an Enrolled Actuary, a member of the American Academy of Actuaries, a member of the Society of Actuaries and has met the Qualification Standards of the American Academy of Actuaries necessary to render the actuarial opinion contained herein.

Dual Referral:

Senate

- ☒ 13.5.1: Annual Fiscal Cost  $\geq$  \$100,000
- ☐ 13.5.2: Annual Tax or Fee Change  $\geq$  \$500,000

House

- ☐ 6.8(F)(1): Annual State Fiscal Cost  $\geq$  \$100,000
- ☐ 6.8(F)(2): Annual State Revenue Reduction  $\geq$  \$500,000
- ☐ 6.8(G): Annual Tax or Fee Change  $\geq$  \$500,000