March 13, 2020

Ms. Carol Eady
Senior Director of Benefits \& Compensation
Milwaukee Public Schools
Administration Building
5225 West Vliet Street
Milwaukee, Wisconsin 53208

## Subject: $\quad$ Milwaukee Public Schools - Retiree Healthcare and Life Insurance Benefits Closed Group - Cost Impact of Alternative Retirement Eligibility

Dear Carol:

With respect to the retiree healthcare benefits ("OPEB") program sponsored by Milwaukee Public Schools ("MPS"), we have estimated the cost impact of the following proposed changes in retirement eligibility:

|  | Baseline | Alternative A | Alternative B |
| :--- | :---: | :---: | :---: |
| Eligible for OPEB if hired before | July 1, 2013 | July 1, 2013 | July 1, 2013 |
| Minimum age at retirement | 60 | 57 | 55 |
| Minimum service at retirement | 20 | 20 | 15 |
| Percentage of maximum sick leave <br> accrued at retirement | $90 \%$ | $70 \%$ | $70 \%$ |

Our cost estimates are based on the following:

- Census data as of January 1, 2020, which reflects
- 159 normal retirements
- 278 retirements due to the Early Retirement Window (ERW) program
- 85 active members who have elected to retire under the ERW (out of 342 eligible)
- Pension-related assumptions used for:
- Actuarial valuations as of June 30, 2018, of the MPS Supplemental Pension Plans
- Actuarial valuations as of January 1, 2019, of the City of Milwaukee Employes Retirement System
- OPEB-related assumptions used for the July 1, 2017, GASB 75 actuarial valuation adjusted for
- Premium changes during fiscal years 2019 and 2020
- Trend rate updates for fiscal years 2019 and 2020 based on actual premium increases
- Decrease in long-term rate of return on assets from 7.25\% to 7.00\%
- Decrease in the short-term rate of return on assets from 3.00\% to 2.75\%
- Accelerated retirement rates for members who are eligible for the ERW
- Increased retirement rates under Alternative A and Alternative B since members are able to retire earlier and receive healthcare benefits
- Increased likelihood that members are expected to accrue the minimum number of sick leave hours needed for a Board paid subsidy. Since the percentage of maximum accumulated sick leave at retirement was reduced from $90 \%$ to $70 \%$ under Alternative A and B, the likelihood was increased from 60\% to 76\%.
- Market value of assets as of January 31, 2020

The following table shows a (gain)/loss of the actuarial liabilities at December 31, 2019, by source before considering the impact of Alternative A or Alternative B:

| (\$ in Millions) |  |
| :--- | ---: |
| Projected Actuarial Liability as of December 31, 2019 @ 4.89\% | $\$ 880.6$ |
| Increase/(Decrease) Due To: |  |
|  |  |
|  |  |
| Demographic Experience | $\$ 17.5$ |
| Changes in Healthcare-Related Assumption | $(\$ 48.4)$ |
| Changes in Pension-Related Assumptions | $\$ 55.9$ |
| Changes in Plan Provisions | $\$ 0.0$ |
| Total | $\$ 25.0$ |
|  |  |
| Actuarial Liability as of January 1, 2020 @ 4.89\% | $\$ 905.6$ |

The demographic experience components include: normal retirement, retirement under the ERW and termination. The healthcare related gains were primarily due to favorable claims experience and premium rate increases. The pension-related losses were primarily due to changes in the assumed mortality table.

Exhibit A breaks out the results of the actuarial valuation at January 1, 2020, by employee group.

## Cost Impact of Alternative Benefit Designs

Under the current plan provisions and funding policy, if MPS pre-funds five percent of expected claim costs and invests these contributions in a long-term account which earns 7.00 percent per year, then the program is projected to be fully funded by 2037.

The following tables shows key actuarial valuation results under the baseline and alternative scenarios including additional contribution needed to reach full funding by 2037:

| (\$ in Millions) |  | $\begin{gathered} \text { Baseline } \\ (60 / 20 / 90 \%) \end{gathered}$ |  | Alternative A (57/20/70\%) |  | Alternative B (55/15/70\%) |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| Actuarial Liability at 1/1/2020 | \$ | 905.62 | \$ | 973.64 | \$ | 1,000.74 |
| Increase in Actuarial Liability |  |  | \$ | 68.02 | \$ | 95.12 |
| Market Value of Assets at 1/1/2020 |  | 160.57 |  | 160.57 |  | 160.57 |
| Funded Ratio at 1/1/2020 |  | 17.7\% |  | 16.5\% |  | 16.0\% |
| FY 2025 Expected PAYGO Contributions |  | 57.24 |  | 60.79 |  | 64.16 |
| FY 2025 Pre-Fund Contributions |  | 2.86 |  | 3.04 |  | 3.60 |
| Pre-fund Contributions as a Percent of PAYGO Contributions |  | 5.0\% |  | 5.0\% |  | 5.6\% |
| Year Program is Fully Funded |  | 2037 |  | 2037 |  | 2037 |

Exhibits B, C, D and E provide more details on the projections.
Key observations include:
Alternative A reduces the retirement eligibility age from 60 to 57 and reduces the eligibility requirement relating to the percentage of maximum sick leave hours accrued at retirement from $90 \%$ to $70 \%$ and is expected to: (i) cause members to retire earlier and (ii) expand the group of members who are eligible to receive Board Paid subsidies at retirement. For members hired before July 1, 2013, this change is expected to increase the actuarial liability as of January 1,2020 , by approximately $\$ 68.02$ million.

Alternative B reduces the retirement eligibility age to 55, eligibility service to 15 and the percentage of maximum accrued sick leave hours to $70 \%$. When compared to Baseline case (60/20/90\%), Alternative B $(55 / 15 / 70 \%)$ is expected to increase the actuarial liability at January 1,2020 , by $\$ 95.12$ million.

Exhibit E shows a projection of the expected increase in sponsor contributions. Calendar 2020 PAYGO contributions and pre-fund contributions are relatively close under the Baseline case, Alternative A and Alternative B. This is partially due to the ERW. That is, a significant number of members meeting the 55/20/90\% ERW eligibility requirements have already retired or elected to retire under the ERW. However, in future years, Alternative A and Alternative B contributions are expected to increase significantly since the ERW eligibility period ends on June 30, 2020. For example, in calendar year 2025, sponsor contributions are expected to increase by $\$ 3.73$ million under Alternative $A$ and $\$ 7.66$ million under Alternative $B$.

Under the current funding policy, PAYGO plus five percent of PAYGO, the program is projected to be fully funded by 2037 under the Baseline case and Alternative A. Under Alternative B, if pre-funding contributions are increased to $5.6 \%$ of PAYGO contributions, the program is projected to be fully funded by 2037. Even though benefits are more expensive under Alternative $A$ and Alternative $B$, the significant increase in contributions caused the program to be fully funded by 2037 under all three scenarios.

## Caveats

This report is intended for use by MPS and those designated or approved by MPS. This report may be provided to parties other than MPS only in its entirety with supporting documents and only with the permission of MPS. This report should not be relied on for any purpose other than estimating the financial impact of providing the alternative scenarios as described in this report. GRS is not responsible for unauthorized use of this report.

Future actuarial measurements may differ significantly from the current measurements presented in this report due to such factors as 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.

The actuaries submitting this statement are independent of the plan sponsor, are Members of the American Academy of Actuaries, and meet the Qualification Standards of the American Academy of Actuaries to render the actuarial opinion contained herein.

To the best of our knowledge, the information contained in this report is accurate and fairly presents the financial impact of the changes described on the OPEB actuarial valuation results. All calculations have been made in conformity with generally accepted actuarial principles and practices, and with the Actuarial Standards of Practice issued by the Actuarial Standards Board.

If you have any questions or comments, please call us at 312.368.6613.
Sincerely,

Alex Rivera, F.S.A., E.A., M.A.A.A., F.C.A.
Senior Consultant

Lance J. Weiss, E.A., M.A.A.A., F.C.A.
Senior Consultant

## Exhibit A

## Milwaukee Public School <br> Retiree Healthcare and Life Insurance Programs Actuarial Valuation as of $12 / 31 / 201$ <br> Entry Age Normal Cost Method

| Discount Rate | 4.89\% |
| :---: | :---: |
| Salary Scale ${ }^{1}$ | 3.00\% |
| Ultimate Trend ${ }^{2}$ | 50\% |
| Wage inflation | 3.00\% |
| Amortization: 15 unfunded retiree 25-year open, lev | $\begin{aligned} & \text { llar for } \\ & 1,2011, \\ & \text { yroll for } \end{aligned}$ |


art

1) Actuarial Liability
i) Active Employee
ii) Retired and Disabled Participants
iii) Total
B) Life Insurance
i) Active Employees
i) Retired and Disabled Participants
iii) Total
B) Total Liabilities
iI) Assets
III) Unfunded Actuarial Liability (UAL)
iv) Normal Cost
A) Health Insurance
C) Total
D) Percentage of Payroll
v) Actuarially Determined Contribution (ADC) A) Normal Cost
B) Amortization of UAL
B) Amortization of UA
C) Total
v1) Expected Employer Contributions
B) Expected Healthcare Benefit Payments
B) Expected Life Insurance Benefit Payments
C) Additional Contributions
E) Percentage of Payroll
VII) Expected Retiree Contributions
viII) Expected Actuarial Liability at Plan Year End
IX) Payroll
X) Covered Member Counts
A) Active Employees
A) Active Employees
B) Retired and Disabled Participants
c) Total


| 457 | 68 | 157 | 156 | 399 | 39 | 114 | 690 |  | 2,722 | 79 | 8 | 4,889 |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| 838 | 170 | 317 | 74 | 290 | 93 | 174 | 386 | 93 | 4,171 | 64 | 19 | 689 |
| 1,295 | 238 | 474 | 230 | 689 | 132 | 288 | 1,076 | 93 | 6,893 | 143 | 27 | 11,578 |

## Exhibit B



## Exhibit C

| Long-term asset return | $\mathbf{7 . 0 0 0 \%}$ |
| :--- | ---: |
| Short-term asset return | $2.750 \%$ |
| Average number of monthly benefits in short-term reserve account | 3 |
| Pre funding contribution rate, percentage of expected benefits | $5.000 \%$ |
| Operating expense rate, percentage of expected benefits | $0.500 \%$ |
| Discount rate | $4.890 \%$ |



## Exhibit D

Long-term asset return
7.000\%
2.750\%

Average number of monthly benefits in short-term reserve account
3
Pre funding contribution rate, percentage of expected benefits
5.605\%

Operating expense rate, percentage of expected benefits
0.500\% Discount rate

Alternative B - 55/15/70\%

|  |  |  |  |  |  |  |  |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| CYE | Assets (boy) | Benefits | Operating Expense | PAYGO <br> Contributions | Pre-Fund Contribution | Short-term Cash Flow | Long-term Account | Total Income | Assets (eoy) | Accrued Liability (eoy) | Funded <br> Ratio | Normal Cost |

2019
2020
2021
2022
2023
2024
2025
2026
2027
2028
2029
2030
2031
2032
2033
2034
2035
2036
2037
\$ $\quad 160,573,726 \quad \$ \quad 53,181,655 \quad \$ \quad 265,9$

| $173,963,543$ | $53,737,764$ | 268,689 | $53,181,655$ |
| :--- | :--- | :--- | :--- |

188,313,125 56,343,480 203,772,504 59,048,926 220,423,396 61,591,794
238,342,635
64,161,861
257,620,106 66,717,315
278,350,294 69,059,689
300,626,277 70,890,926
324,535,598 72,094,455
350,167,220 72,804,031
377,621,737 73,053,606
707,008,159 73,219,948
438,458,353 72,658,247
472,087,357 72,015,324
508,044,403 70,962,217
546,475,875 69,521,714 347,60
$587,539,324 \quad 67,771,620 \quad 338,858$
53,731,764
\$ 2,980,619

| 268,689 | $53,737,764$ |
| :--- | :--- |
| 281,717 | $56,343,480$ |

$3,011,787$
$3,157,827$
 38,447

160,573,726 \$ 1,000,744,382 16.0\% $173,963,543 \quad 1,003,105,499 \quad 17.3 \% \quad \$ 7,705,006$ 188,313,125 1,004,260,469 18.8\% \$6,970,683 203,772,504 1,002,325,435 20.3\% \$6,504,137 $220,423,396 \quad 997,057,582 \quad 22.1 \% \quad \$ 6,047,771$
238,342,635 988,483,898 24.1\% \$5,614,310
$257,620,106 \quad 976,430,328 \quad 26.4 \% \quad \$ 5,195,938$ 278,350,294 $960,725,016-29,0 \% \quad \$ 4,761,306$
300,626,277 $\quad 941,401,812 \quad 31.9 \% \quad \$ 4,321,001$
$324,535,598 \quad 918,827,563 \quad 35.3 \% \quad \$ 3,900,496$
$350,167,220 \quad 893,522,683-39,2 \% \quad \$ 3,515,647$
$350,167,220 \quad 893,522,683 \quad 39.2 \% \quad \$ 3,515,647$
377,621,737 865,848,788 43.6\% \$3,120,309
$407,008,159 \quad 836,197,260 \quad 48.7 \% \quad \$ 2,760,233$
$438,458,353 \quad 804,553,982 \quad 54.5 \% \quad \$ 2,397,565$
$472,087,357 \quad 771,640,602 \quad 61.2 \% \quad \$ 2,106,578$
$508,044,403 \quad 737,505,378 \quad 68.9 \% \quad \$ 1,842,132$

| $546,475,875$ | $702,512,101$ | $77.8 \%$ | $\$ 1,581,050$ |
| :--- | :--- | :--- | :--- |

$2036 \quad 546,475,875 \quad 69,521,714 \quad 347,609 \quad 69,521,714 \quad 3,896,414 \quad 477,962$

338,85
67,771,620
465,930
. 39,941
$2 \quad \$ 10$
10,675,
$11,606,48$
$12,583,2$
$13,636,68$
$14,775,2$
$16,002,2$
17,324,
$18,750,761$
$20,290,6$
21,951,
$23,738,163$
$25,657,3$
27,712
29,920,
$32,280,952$
$34,809,135$
$37,514,6$

667,037,737 88.1\% $\$ 1,341,616$
631,382,547 100.0\% \$ 1,108,739

|  | Baseline |  | Alternative A (57/20/70\%) Increase in Contributions |  | Alternative B (55/15/70\%) Increase in Contributions |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| CYE | PAYGO <br> Contributions | Pre-Fund Contributions | PAYGO <br> Contributions | Pre-Fund Contributions | PAYGO Contributions | Pre-Fund Contributions |
| 2020 | 52,971,545 | 2,648,577 | 76,887 | 3,844 | 210,110 | 332,042 |
| 2021 | 52,833,057 | 2,641,653 | 413,153 | 20,658 | 904,707 | 370,134 |
| 2022 | 54,611,541 | 2,730,577 | 739,676 | 36,984 | 1,731,939 | 427,250 |
| 2023 | 55,569,938 | 2,778,497 | 1,640,305 | 82,015 | 3,478,988 | 530,959 |
| 2024 | 56,400,967 | 2,820,048 | 2,573,048 | 128,652 | 5,190,827 | 631,925 |
| 2025 | 57,244,833 | 2,862,242 | 3,542,272 | 177,114 | 6,917,028 | 733,774 |
| 2026 | 58,234,071 | 2,911,704 | 4,368,286 | 218,414 | 8,483,244 | 827,535 |
| 2027 | 59,209,856 | 2,960,493 | 5,096,540 | 254,827 | 9,849,833 | 910,027 |
| 2028 | 60,052,981 | 3,002,649 | 5,619,641 | 280,982 | 10,837,945 | 970,504 |
| 2029 | 60,378,858 | 3,018,943 | 6,188,797 | 309,440 | 11,715,597 | 1,021,663 |
| 2030 | 60,484,861 | 3,024,243 | 6,569,311 | 328,466 | 12,319,170 | 1,056,132 |
| 2031 | 60,496,772 | 3,024,839 | 6,745,681 | 337,284 | 12,556,834 | 1,069,524 |
| 2032 | 60,881,427 | 3,044,071 | 6,797,117 | 339,856 | 12,338,521 | 1,059,614 |
| 2033 | 60,543,553 | 3,027,178 | 6,743,053 | 337,153 | 12,114,694 | 1,045,026 |
| 2034 | 60,167,969 | 3,008,398 | 6,687,994 | 334,400 | 11,847,355 | 1,027,772 |
| 2035 | 59,521,020 | 2,976,051 | 6,530,063 | 326,503 | 11,441,197 | 1,001,097 |
| 2036 | 58,482,323 | 2,924,116 | 6,343,117 | 317,156 | 11,039,391 | 972,298 |
| 2037 | 57,172,618 | 2,858,631 | 6,111,408 | 305,570 | 10,599,002 | 939,697 |

