



CITY OF BURLINGTON OPEB PLAN

GASB 75 DISCLOSURE

REPORTING AS OF JUNE 30, 2018



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**All the items listed below are required by GASB 75 but are not included in this report:**

- OPEB Board Composition
- Authority to Amend Plan

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## Certification

This report presents the results of the June 30, 2018 GASB 75 Disclosure for the City of Burlington OPEB Plan (the Plan). The report is intended to satisfy the requirements of GASB 75. This report may not be appropriate for any other purpose.

The report has been performed in accordance with generally accepted actuarial principles and practices. It is intended to comply with the Actuarial Standards Board Standards of Practice.

I certify that the actuarial assumptions and methods represent my best estimate of anticipated actuarial experience under the Plan.

In preparing this disclosure report, I have relied on employee data provided by the Plan Sponsor and on contribution information provided by the Plan Sponsor. I have audited neither the employee data nor the financial information, although I have reviewed them for reasonableness.

The results in this disclosure report are based on the Plan as summarized in the Summary of Plan Provisions section of this report and the actuarial methods and assumptions detailed in the Description of Actuarial Methods and Procedures and Description of Actuarial Assumptions sections of this report.

Future actuarial measurements may differ significantly from the current measurements presented in this report due to factors such as, but not limited to, 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. Due to the limited scope of this report, an analysis of the potential range of such future measurements has not been performed.

I have no relationship with the employer or the Plan that would impair, or appear to impair, my objectivity in performing the work presented in this report. I am a member of the American Academy of Actuaries and meet its Qualification Standards to render the actuarial opinion contained herein.

Steve A. Lemanski, FSA, FCA, MAAA  
Enrolled Actuary 17-05506

November 28, 2018



### Schedule of Changes in Total OPEB Liability Last Fiscal Year

	<b>2018</b>
<b>Total OPEB liability</b>	
Service cost	\$ 216,056
Interest	179,050
Changes of benefit terms	-
Differences between expected and actual experience	163,021
Changes of assumptions	(162,358)
Benefit payments	<u>(385,708)</u>
<b>Net change in total OPEB liability</b>	10,061
<b>Total OPEB liability - beginning</b>	<u>4,976,490</u>
<b>Total OPEB liability - ending</b>	<u><u>\$ 4,986,551</u></u>
<b>Covered payroll</b>	\$ 39,205,153
<b>Total OPEB liability as a % of covered payroll</b>	12.72%



## Disclosure Overview for Fiscal Year Ending June 30, 2018

	Total OPEB Liability	Deferred Outflows/(Inflows) of Resources		Recognized in Total OPEB Liability	Recognized in Total OPEB Expense
		Experience (Gains)/ Losses	Assumption Changes		
Balances -- prior year disclosure	(4,976,490)	-	-	(4,976,490)	
Changes in total OPEB liability:					
Service cost	(216,056)				216,056
Interest	(179,050)				179,050
Contributions - employer				385,708	
Contributions - TRB subsidy					-
Changes of benefit terms	-				-
Benefit payments	385,708				
Recognized in total OPEB expense					
Differences between expected and actual		(23,626)		23,626	23,626
Changes of assumptions			23,530	(23,530)	<u>(23,530)</u>
Deferred outflows/inflows of resources					
Differences between expected and actual	(163,021)	163,021		(163,021)	
Changes of assumptions	162,358		(162,358)	162,358	
Total OPEB expense				<u>(395,202)</u>	<u>395,202</u>
Balances -- end of year	<u>(4,986,551)</u>	<u>139,395</u>	<u>(138,828)</u>	<u>(4,986,551)</u>	



## Adjustment from Net OPEB Obligation to Total OPEB Liability

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Net OPEB Obligation (NOO for GASB 45) as of June 30, 2017	\$	1,958,782
Total OPEB Liability (TOL for GASB 75) as of July 1, 2017		4,976,490
<b>Balance sheet adjustment</b>		<b>3,017,708</b>

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## Changes in the Total OPEB Liability

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	Total OPEB Liability
<b>Balance as of June 30, 2017</b>	<u>\$ 4,976,490</u>
<b>Changes for the year:</b>	
Service cost	216,056
Interest	179,050
Differences between expected and actual experience	163,021
Changes of benefit terms	-
Changes of assumptions	(162,358)
Benefit payments	<u>(385,708)</u>
<b>Net changes</b>	<u>10,061</u>
<b>Balance as of June 30, 2018</b>	<u><u>\$ 4,986,551</u></u>

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## Components of the OPEB Expense for the Fiscal Year Ended June 30, 2018

Description	Amount
Service cost	\$ 216,056
Interest on the total OPEB liability	179,050
Differences between expected and actual experience	23,626
Changes of assumptions	(23,530)
Changes of benefit terms	-
Contributions related to TRB subsidy	-
<b>Total OPEB expense</b>	<b>\$ 395,202</b>



**Increase (Decrease) in OPEB Expense from the Recognition of the Effects of Differences Between Expected and Actual Experience**

Year	Differences between Expected and Actual Experience	Recognition Period (Years)	2018	2019	2020	2021	2022	2023
2018	\$ 163,021	6.9	<u>\$ 23,626</u>	<u>\$ 23,626</u>	<u>\$ 23,626</u>	<u>\$ 23,626</u>	<u>\$ 23,626</u>	<u>\$ 23,626</u>
Net increase (decrease) in OPEB expense			<u><u>\$ 23,626</u></u>	<u><u>\$ 23,626</u></u>	<u><u>\$ 23,626</u></u>	<u><u>\$ 23,626</u></u>	<u><u>\$ 23,626</u></u>	<u><u>\$ 23,626</u></u>

Year	Differences between Expected and Actual Experience	Recognition Period (Years)	2024
2018	163,021	6.9	<u>\$ 21,265</u>
Net increase (decrease) in OPEB expense			<u><u>\$ 21,265</u></u>





### Increase (Decrease) in OPEB Expense from the Recognition of the Effects of Changes of Assumptions

Year	Changes of Assumptions	Recognition Period (Years)						
			2018	2019	2020	2021	2022	2023
2018	\$ (162,358)	6.9	<u>\$ (23,530)</u>	<u>\$ (23,530)</u>	<u>\$ (23,530)</u>	<u>\$ (23,530)</u>	<u>\$ (23,530)</u>	<u>\$ (23,530)</u>
Net increase (decrease) in OPEB expense			<u>\$ (23,530)</u>	<u>\$ (23,530)</u>	<u>\$ (23,530)</u>	<u>\$ (23,530)</u>	<u>\$ (23,530)</u>	<u>\$ (23,530)</u>

Year	Changes of Assumptions	Recognition Period (Years)	
			2024
2018	(162,358)	6.9	<u>\$ (21,178)</u>
Net increase (decrease) in OPEB expense			<u>\$ (21,178)</u>



### Interest on the Total OPEB Liability Recognized in Expense

	Amount for Period	Portion of Period	Interest Rate	Interest on the Total OPEB Liability
Beginning total OPEB liability	\$ 4,976,490	100%	3.58%	\$ 178,158
Service cost	216,056	100	3.58	7,735
Benefit payments	(385,708)	50	3.58	(6,843)
Total interest on the OPEB liability				\$ 179,050



## OPEB Expense and Deferred Outflows and Inflows of Resources Related to OPEB

For the fiscal year ended June 30, 2018, the recognized OPEB expense is \$395,202. As of June 30, 2018, deferred outflows and inflows of resources related to OPEB are reported as follows:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$ 139,395	
Changes of assumptions		\$ (138,828)
Total	<u>\$ 139,395</u>	<u>\$ (138,828)</u>

Amounts reported as deferred outflows and inflows of resources related to OPEB will be recognized in the OPEB expense as follows:

Year Ended June 30:	
2019	\$ 96
2020	96
2021	96
2022	96
2023	96
Thereafter	87



### Deferred Outflows and Inflows of Resources from Differences between Expected and Actual Experience

Year	Experience Losses (a)	Experience Gains (b)	Amounts Recognized in OPEB Expense through June 30, 2018 (c)	Balances at June 30, 2018	
				Deferred Outflows of Resources (a) - (c)	Deferred Inflows of Resources (b) - (c)
2018	\$ 163,021		\$ 23,626	\$ 139,395	
				<u>\$ 139,395</u>	<u>\$ -</u>



### Deferred Outflows and Inflows of Resources from Changes of Assumptions

Year	Increases in the Total OPEB Liability (a)	Decreases in the Total OPEB Liability (b)	Amounts Recognized in OPEB Expense through June 30, 2018 (c)	Balances at June 30, 2018	
				Deferred Outflows of Resources (a) - (c)	Deferred Inflows of Resources (b) - (c)
2018		\$ (162,358)	\$ (23,530)		\$ (138,828)
				<u>\$ -</u>	<u>\$ (138,828)</u>



### Sensitivity of the Total OPEB Liability to Changes in the Discount Rate

	Current Discount Rate (3.87%)			1% Decrease (2.87%)	1% Increase (4.87%)
Total OPEB liability as of June 30, 2018	\$	4,986,551	\$	5,584,581	\$ 4,486,231

### Sensitivity of the Total OPEB Liability in the Healthcare Cost Trend Rates

	Healthcare Cost Trend Rates (7.00% decreasing to 4.60%)			1% Decrease (6.00% decreasing to 3.60%)	1% Increase (8.00% decreasing to 5.60%)
Total OPEB liability as of June 30, 2018	\$	4,986,551	\$	4,621,505	\$ 5,416,832

### Participant Breakdown as of June 30, 2017

	Participant Count
Inactive plan members or beneficiaries currently receiving benefits	366
Inactive plan members entitled to but not yet receiving benefits	0
Active plan members	661
Total members	1,027



## Description of Significant Changes Prior to Year End

There were no significant plan changes since the last published valuation.

## Valuation Date and Roll Forward Process

The June 30, 2017 Actuarial Valuation directly calculated the June 30, 2017 Total OPEB Liability (TOL). The June 30, 2017 TOL was increased by service cost and interest and decreased by benefit payments to estimate the TOL as of June 30, 2018. The TOL as of June 30, 2018 was also adjusted to reflect any material plan changes after the valuation, if applicable.

## Funding Policy

The Plan Sponsor's Funding Policy is to contribute the employer portion of retiree benefit payments annually.

## Assumption Selection

The selections of all assumptions used in determining the total OPEB liability were made in conformity with Actuarial Standards of Practice issued by the Actuarial Standards Board.

The actuarial assumptions used in the valuation were based on the results of the experience study that was performed for the five-year period ending June 30, 2012.



## Description of Actuarial Methods

### Asset Valuation Method

Not applicable (unfunded plan).

### Actuarial Cost Method

Entry Age Normal Actuarial Cost Method (level percentage of salary).

Normal Cost: Under this method, the total normal cost is the sum of amounts necessary to fund each active member's normal retirement benefit if paid annually from entry age to assumed retirement age. Entry age is the age at which the employee would have been first eligible for the plan, if it had always been in effect. The normal cost for each participant is expected to remain a level percentage of the employee's salary. The normal cost for the plan is the difference between the total normal cost for the year and the anticipated member contributions for that year.

Past Service Liability: The present value of future benefits that relates to service before the valuation date is the total past service liability.





## Description of Actuarial Assumptions

### Interest

3.87% as of June 30, 2018. (Prior: 3.58%)

Since the OPEB plan is not funded, the selection of the discount rate is consistent with the GASB 74/75 standards linking the discount rate to the 20- year AA municipal bond index for unfunded OPEB plans. The discount rate used for this valuation is equal to the published Bond Buyer GO 20-Bond Municipal Index effective as of June 30, 2018.

### Rate of annual aggregate payroll growth

2.60%.

### Inflation

2.60%.

This assumption is consistent with the Social Security Administration's current best estimate of the ultimate long-term (75-year horizon) annual percentage increase in CPI, as published in the 2017 OASDI Trustees Report.

### Mortality

RP-2000 Mortality Table with separate male and female rates, with Total Dataset adjustment Combined table for non-annuitants and annuitants, projected to the valuation date with Scale BB.

### Disabled Mortality

RP-2000 Disabled Mortality Table.

### Mortality Improvement

Projected to date of decrement using Scale BB (generational).

We have selected a mortality table commonly used by public pension systems. It is a published pension mortality study released by the Society of Actuaries.

### Retirement

Class A: Rates begin at the minimum of age 45 with 20 years of service or age 55 with 5 years of service. Rates are assumed to be 100% higher when first eligible for unreduced pension benefits.

Age	Rate
45-51	15%
52	18%
53-59	20%
60	100%



**Retirement (cont.)**

Class B:

Age	Rate
55-59	5%
60	10%
61	15%
62-65	25%
66	20%
67	25%
68	20%
69	25%
70	100%

The actuarial assumption in regards to rates of retirement shown above are based on the 2007-2012 experience study.

**Termination prior to retirement**

Class A:

Sample Rates	
Age	Rate
20	14.00%
25	7.00%
30	6.00%
35	6.00%
40	5.00%
45	4.00%
50	3.00%

Class B:

Age	Years of Service	
	0-2	3+
20	27.50%	15.00%
25	27.50%	15.00%
30	22.00%	12.00%
35	22.00%	10.00%
40	16.50%	4.00%
45	16.50%	4.00%
50	16.50%	4.00%

The actuarial assumption in regards to rates of withdrawal shown above are based on the 2007-2012 experience study.



**Disability**

Class A:

Age	Rate
20	0.20%
30	0.29%
40	0.50%
50	1.25%

Class B:

Age	Rate
20	0.08%
30	0.12%
40	0.20%
50	0.49%

**Utilization**

20% of current active members will elect medical coverage at retirement.

**Medicare Eligibility**

100% of current actives and retirees are assumed to be Medicare Eligible.

**Spousal Coverage**

40% of active members are assumed to be married and elect spousal benefits at retirement with wives 3 years younger than husbands.

**Healthcare Cost Trend Rates**

7.00% in 2017, reducing by 0.5% each year to an ultimate rate of 4.60% per year rate for 2022 and later.

(Prior: 7.25% in 2017, reducing by 0.25% each year to a final 4.50% per year rate for 2028 and later.)

Healthcare cost trend rates reflect both the current and long-term outlook for increases in healthcare costs. The short term rates are based on recent industry surveys, plan experience and near-term expectations. The long term trend rate is based on our general inflation assumption plus an adjustment to reflect expectations for long-term medical inflation.

**Premiums/Allocation rates**

	Employee	Employee Plus Spouse
Allocation Rate	\$665.20	\$1,263.88
COBRA Rates	\$678.50	\$1,289.16

Allocation rates were used as the basis for per capita costs.



### Expected Claim Costs

Sample Age	Expected Claim (Male)	Expected Claim (Female)
45	\$5,635	\$7,855
50	7,359	9,152
55	9,657	10,662
60	12,441	12,436
64	15,193	14,558

The sample per capita claim for plans not integrated with Medicare was developed as follows: Using the total count of active participants eligible for post-retirement medical benefits and retirees currently electing medical coverage in a non-Medicare supplement plan, we calculate the total projected claims by multiplying the total count by the average annual premium. Using the cost increases derived from a study sponsored by the Society of Actuaries prepared by Dale H. Yamamoto from May 2013: "Health Care Costs from Birth to Death", we allocate the total projected claims by age and gender.

For plans integrated with Medicare, the post Medicare eligible premium is assumed to be unaffected by age.

### Patient Protection and Affordable Care Act (PPACA)

High Cost Plan Excise Tax ("Cadillac Tax"): Effective in 2022, there will be a 40% excise tax on per capita medical benefit costs in excess of certain thresholds, which (in 2018) are \$10,200 for single coverage and \$27,500 for family coverage for Medicare eligible retirees. Thresholds (in 2018) for retirees who are between ages 55 and 65 are \$11,850 and \$30,950 for single and family coverage respectively. After 2018, the thresholds are indexed by CPI (CPI +1% in 2018 only). CPI is assumed to equal the inflation assumption.

For purposes of this valuation, this future excise tax is assumed to have no impact on liabilities in that retirees pay the full premium and no age weighting is applied to the value of the tax.

#### Other Requirements of PPACA:

For purposes of this valuation, extended coverage for adult children and 100% coverage of preventive care are assumed to be reflected in per capita costs.

For purposes of this valuation, elimination of lifetime maximum benefits and removal of the limits on essential healthcare are assumed to have no impact on plan liabilities.



## Summary of Plan Provisions

*This exhibit summarizes the major provisions of the Plan. It is not intended to be, nor should it be interpreted as a complete statement of all plan provisions. To the extent that this summary does not accurately reflect the plan provisions, then the results of this valuation may not be accurate.*

### Plan identification

Single-employer OPEB plan

### Retirement Eligibility

#### Class A:

Police hired before 7/1/2006: Normal Retirement is the earlier of age 42 with 25 years of service, or age 55 with 5 years of service. Early Retirement is 42 with 5 years of service.

Police hired on or after 7/1/2006 and on or before 1/10/2011: Normal Retirement is the earlier of age 45 with 25 years of service, or age 55 with 5 years of service. Early Retirement is 45 with 5 years of service.

Police hired after 1/10/2011: Normal Retirement is the earlier of age 50 with 20 years of service, or age 55 with 5 years of service. Early Retirement is 40 with 20 years of service.

Fire hired on or before 10/7/2011: Normal Retirement is the earlier of age 45 with 25 years of service, age 50 with 20 years of service, or age 55 with 5 years of service. Early Retirement is 45 with 5 years of service.

Fire hired after 10/7/2011: Normal Retirement is the earlier of age 50 with 25 years of service, or age 55 with 5 years of service. Early Retirement is age 45 with 20 years of service.

All others: Normal Retirement is the earlier of age 42 with 25 years of service, or age 55 with 5 years of service. Early Retirement is 42 with 5 years of service.

#### Class B:

Normal Retirement is age 65 with 5 years of service, Early Retirement is age 55 with 5 years of service.

The school group is not covered by the City plan and was excluded from this valuation.

### Ordinary Disability Eligibility

All members are eligible where permanently disabled.

### Retirement Medical Insurance

Retired employees pay 100% of their post-retirement medical premium costs, which are based on COBRA rates for pre-65 coverage.

### Life Insurance

The City of Burlington provides \$2,000 in life insurance for retirees, except for members of AFSCME and IBEW unions who receive \$10,000 in life insurance. Certain current retirees have \$6,000 of life insurance in force.

### Dental Insurance

Retired employees pay 100% of their dental costs. Dental coverage for retirees is generally available for up to 18 months. The City of Burlington does not subsidize this benefit.



## Supplemental Allocation Exhibits

### Exhibit A - Employers' Allocation of Net OPEB Liability as of June 30, 2018

Employer Name	2017 - 2018		Total OPEB Liability	Plan Fiduciary Net Position	Net OPEB Liability	Total Deferred Outflows	Total Deferred Inflows	Plan Fiduciary Net Position as % of Total OPEB Liability	Covered Payroll	Net OPEB Liability as % of Covered Payroll	Net OPEB Liability 1% Increase (4.87%) in Discount Rate	Net OPEB Liability 1% Decrease (2.87%) in Discount Rate
	Total Employer Contributions	Employer Proportion										
Airport	8,098	2.0995%	104,692	0	104,692	2,927	(2,915)				94,188	117,248
Electric Department	90,503	23.4642%	1,170,055	0	1,170,055	32,708	(32,575)				1,052,659	1,310,378
General Fund	276,974	71.8091%	3,580,796	0	3,580,796	100,098	(99,691)				3,221,521	4,010,235
Telecom	2,033	0.5270%	26,278	0	26,278	735	(732)				23,641	29,430
Waste Water	4,653	1.2065%	60,160	0	60,160	1,682	(1,675)				54,124	67,375
Water	3,447	0.8938%	44,570	0	44,570	1,246	(1,241)				40,098	49,915
<b>Total</b>	<b>385,708</b>	<b>100.0000%</b>	<b>4,986,551</b>	<b>0</b>	<b>4,986,551</b>	<b>139,395</b>	<b>(138,828)</b>	<b>0.00%</b>	<b>39,205,153</b>	<b>12.72%</b>	<b>4,486,231</b>	<b>5,584,581</b>

Employer Name	Employer Proportion	Net OPEB Liability 1% Increase in Healthcare Cost Trend Rate	Net OPEB Liability 1% Decrease in Healthcare Cost Trend Rate
Airport	2.0995%	113,726	97,028
Electric Department	23.4642%	1,271,017	1,084,400
General Fund	71.8091%	3,889,776	3,318,660
Telecom	0.5270%	28,546	24,354
Waste Water	1.2065%	65,352	55,756
Water	0.8938%	48,416	41,307
<b>Total</b>	<b>100.0000%</b>	<b>5,416,832</b>	<b>4,621,505</b>



## Exhibit B - Employers' Allocation of OPEB Amounts as of June 30, 2018

Employer Name	Net OPEB Liability	Employer Proportion	Difference Between Expected and Actual	
			Experience	Total Outflows
Airport	104,692	2.10%	3,423	3,423
Electric Department	1,170,055	23.46%	38,252	38,252
General Fund	3,580,796	71.81%	117,064	117,064
Telecom	26,278	0.53%	859	859
Waste Water	60,160	1.21%	1,967	1,967
Water	44,570	0.89%	1,457	1,457
<b>Total</b>	<b>4,986,551</b>	<b>100.00%</b>	<b>163,021</b>	<b>163,021</b>

Employer Name	Changes in Assumptions	Total Inflows
Airport	(3,409)	(3,409)
Electric Department	(38,096)	(38,096)
General Fund	(116,588)	(116,588)
Telecom	(856)	(856)
Waste Water	(1,959)	(1,959)
Water	(1,451)	(1,451)
<b>Total</b>	<b>(162,358)</b>	<b>(162,358)</b>



**Exhibit B - Employers' Allocation of OPEB Amounts as of June 30, 2018 (continued)**

<b>Employer Name</b>	<b>Beginning Net OPEB Liability</b>	<b>2017 - 2018 Employer Contributions</b>	<b>Expense</b>	<b>Change in Deferred Outflows</b>	<b>Change in Deferred Inflows</b>	<b>Ending Net OPEB Liability</b>	<b>Total Deferrals</b>
Airport	104,481	(8,098)	8,297	2,927	(2,915)	104,692	12
Electric Department	1,167,694	(90,503)	92,731	32,708	(32,575)	1,170,055	133
General Fund	3,573,571	(276,974)	283,791	100,098	(99,691)	3,580,795	407
Telecom	26,225	(2,033)	2,083	735	(732)	26,278	3
Waste Water	60,039	(4,653)	4,768	1,682	(1,675)	60,161	7
Water	44,480	(3,447)	3,532	1,246	(1,241)	44,570	5
<b>Total</b>	<b>4,976,490</b>	<b>(385,708)</b>	<b>395,202</b>	<b>139,396</b>	<b>(138,829)</b>	<b>4,986,551</b>	<b>567</b>





### Exhibit C - Employers' Allocation of Recognition of Deferred Outflows and Inflows as of June 30, 2018

Employer Name	FYE 2019	FYE 2020	FYE 2021	FYE 2022	FYE 2023	Thereafter
Airport	2	2	2	2	2	2
Burlington Electric Department	23	23	23	23	23	20
General Fund	69	69	69	69	69	62
Telecom	1	1	1	1	1	0
Waste Water	1	1	1	1	1	1
Water	1	1	1	1	1	1
Total	96	96	96	96	96	87



## Exhibit D - Employer Contribution History

Employer Name	FYE 2018
Airport	8,098
Electric Department	90,503
General Fund	276,974
Telecom	2,033
Waste Water	4,653
Water	3,447
Total	385,708