CENTRAL MARIN SANITATION AGENCY

VALUATION OF RETIREE HEALTH BENEFITS

REVISED REPORT OF GASB 75 ACTUARIAL VALUATION AS OF JUNE 30, 2023

Prepared by: North Bay Pensions LLC

June 22, 2024

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Actuarial Certification

This report presents the determination of benefit obligations under Statement No. 75 of the Governmental Accounting Standards Board (GASB 75) as of June 30, 2023 for the retiree health and welfare benefits provided by the Central Marin Sanitation Agency (CMSA). I was retained by CMSA to perform these calculations. This report replaces the report previously issued on March 8, 2024.

GASB Statement 75, "Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions", was issued to provide standards for governmental employers to record expense for Other Postemployment Benefits (OPEB).

The information contained in this report was based on a participant census as of June 30, 2023 provided to me by CMSA. The actuarial assumptions and methods used in this valuation were selected by CMSA after consultation with me. I believe the assumptions and methods are reasonable and appropriate for purposes of actuarial computations under GASB 75.

Actuarial computations under GASB 75 are for purposes of fulfilling employer accounting requirements. The calculations reported herein have been made on a basis consistent with my understanding of GASB 75. Determinations for purposes other than meeting employer financial accounting requirements may be significantly different from the results reported herein. Due to the limited scope of my assignment, I did not perform an analysis of the potential range of future measurements.

To the best of my knowledge, this report is complete and accurate. This valuation has been conducted in accordance with generally accepted actuarial principles and practices. The undersigned is a Fellow of the Society of Actuaries, a Fellow of the Conference of Consulting Actuaries, and a Member of the American Academy of Actuaries, and meets their continuing education requirements and qualification standards for public statements of actuarial opinion relating to retirement plans. In my opinion, I am qualified to perform this valuation.

6-22-24

Nick Franceschine, F.S.A.

North Bay Pensions LLC

550 Du Franc Avenue Sebastopol, CA 95472 707-824-9600

nick@northbaypensions.com

Summary of Results

Background

CMSA maintains a program which pays part or all of monthly medical insurance premiums on behalf of certain retired former employees, provided that the employee has satisfied certain requirements. As of June 30, 2023, CMSA has accumulated \$3,052,356 in the CalPERS CERBT (California Employers' Retirement Benefit Trust) toward the cost of future benefits.

In June 2015, the Governmental Accounting Standards Board (GASB) released Statement No. 75, "Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions". This statement, often referred to as **GASB 75**, requires governmental entities to (1) record annual expense for their OPEB and (2) disclose certain information in their year-end financial statements.

CMSA has requested this actuarial valuation to determine what its OPEB obligations under the program are, and what the impact of GASB 75 will be for the 2023-2024 year. This report also includes GASB 75 results that were accrued and disclosed by CMSA during the 2022-2023 year. This report replaces the report previously issued on March 8, 2024.

Actuarial Present Value of Projected Benefit Payments

The Actuarial Present Value of Projected Benefit Payments (APVPBP) for all current and former employees, as of June 30, 2023, is **\$6,024,597**. This is the amount that CMSA would theoretically need to set aside at this time to fully fund <u>all</u> those future benefits.

The total value of \$6,024,597 is the sum of these amounts:

Future benefits of current employees	\$ 3,532,193
Future benefits of current retirees	<u>2,492,404</u>
APVPBP	\$ 6,024,597

This figure may be compared to the APVPBP of \$5,305,078 that was shown in the 2021 valuation report. We would have expected the APVPBP to increase to approximately \$5,666,000 by 2023 as employees continue working and approach retirement age. The difference between the 2021 figure of \$5,305,078 and this year's \$6,024,597 is due to:

•	Expected increase in the APVPBP since 2021	\$ 361,219
•	Changes in assumptions	453,139
•	Miscellaneous experience gains and losses	(94,839)
	Total of changes	\$ 719,519

The assumption changes are explained below under "Actuarial Assumptions". The experience gain of \$94,839 is due to medical premiums in 2023 that are generally lower than expected, partially offset by losses from demographic changes (retirements, terminations, deaths) which are different than anticipated.

These figures are computed by (1) estimating the OPEB benefits that will be paid to each current and former employee and their beneficiaries (if applicable), upon the employee's retirement from CMSA, (2) estimating the likelihood that each payment will be made, taking into consideration the likelihood of remaining employed until retirement age and the likelihood of survival after retirement, and (3) discounting each expected future payment back to the present date at an assumed rate of investment return.

Net OPEB Liability

The **Total OPEB Liability** (TOL) is the portion of the APVPBP which has been "earned" by employees based on past years of service (i.e. benefits allocated to past years of service).

The **Plan Fiduciary Net Position** (FNP) is equal to the value of assets that have been accumulated in an irrevocable trust for these benefits.

The **Net OPEB Liability** or **Asset** (NOL) is the excess of the Total OPEB Liability over the Plan Fiduciary Net Position. At the end of each fiscal year, CMSA must show a liability equal to the NOL.

At June 30, 2022 and June 30, 2023, these amounts are:

	June 30, 2022	June 30, 2023
Total OPEB Liability	\$ 4,598,604	\$ 4,872,230
Accumulated assets in the CERBT trust Plan Fiduciary Net Position	\$ 3,028,620 \$ 3,028,620	\$ 3,052,356 \$ 3,052,356
Net OPEB Liability	\$ 1,569,984	\$ 1,819,874

OPEB Expense under GASB 75

GASB 75 requires that the annual change in the NOL be recognized as OPEB expense, except for certain specific changes which are to be recognized over different periods of time. Changes in actuarial assumptions, and experience gains and losses, are to be recognized over the average of the expected remaining service lives of all employees. This average for CMSA employees is 6.6 years. Differences between actual and expected investment earnings are to be recognized over 5 years. The unrecognized remaining amounts of assumption changes, experience gains/losses and investment

earnings differences are called "deferred outflows and inflows of resources relating to OPEB" (see Exhibit 5).

The OPEB Expense for the fiscal year ending June 30, 2024 is \$251,956. For the year ending June 30, 2023, the OPEB Expense was \$173,717. Derivations of these amounts are shown in Exhibit 4. The difference is mainly from the change in discount rate.

Disclosure Information as of June 30, 2023 and June 30, 2024

Amounts to be disclosed in the footnotes to CMSA audited financial statements as of June 30, 2023 and as of June 30, 2024 are shown in Exhibits 2 through 6 of this report. Numbers labelled as "June 30, 2022" are to be disclosed at June 30, 2023. Numbers labelled as "June 30, 2023" are to be disclosed at June 30, 2024.

Exhibit 7 shows estimated retiree benefits and OPEB expense for the next nine years after that.

Actuarial Assumptions

All actuarial assumptions are unchanged from the June 30, 2021 valuation, except as described below. The assumptions are described in detail in Exhibit 9.

The assumed long-term rate of return (LTRR) on investments has been changed. CalPERS has reduced its estimated mean long-term rate of return for the Investment Strategy #1 portfolio from 7.28% to 6.00%. After consideration, CMSA decided to change its assumed LTRR from 7.28% to 6.75%.

CMSA has begun requesting reimbursement from CERBT for a portion of the benefits paid to retirees. As a result, the method for determining the discount rate has changed. In the past, we could assume that CMSA would continue to pay all benefits to retirees until the benefits are fully funded, which meant that the discount rate would be equal to the LTRR. Now that the agency is being reimbursed from CERBT, we must construct a discount rate by discounting benefits at the LTRR for as long as the assets are sufficient to pay benefits, then discount benefits after that time using a 20-year bond index rate, and finally computing a single interest rate which reproduces the present value which was produced using the LTRR and bond index rate. CMSA has selected the S&P Municipal Bond 20 Year High Grade Rate Index, which was 4.13% at June 30, 2023. Assuming that the CERBT assets earn 6.75% per year, and that CMSA is reimbursed at most 75% of the benefits paid to retirees (excluding the implicit subsidy), those assets are forecasted to be sufficient to pay all benefits for all current and former employees. Therefore, we can set the discount rate to be equal to 6.75%. Changing the discount rate from 7.28% to 6.75% increased the APVPBP by \$453,139.

Exhibit 1 - Actuarial Values as of June 30, 2023

The Actuarial Present Value of Projected Benefit Payments (APVPBP) as of June 30, 2023 of all future employer-paid benefits from the program, for all current and former employees, is as follows:

	Actuarial Present <u>Values</u>	Number of <u>Persons</u>
Current Employees Retired Employees	\$ 3,532,193 2,492,404	44 _38
	\$ 6,024,597	82

As of June 30, 2023, CMSA has accumulated \$3,051,460 in an irrevocable trust toward this liability.

The Total OPEB Liability (TOL) as of June 30, 2023 is the portion of the APVPBP which has been "earned" to date by current and former employees, based on the years of service already completed:

Current employees	\$ 2,379,826
Retired former employees	2,492,404
Totals	\$ 4,872,230

Summary of Participating Employees as of June 30, 2023

Active Employees

Number	44 employees
Average Age	42.3 years
Average Service	7.5 years

Retired Former Employees and Surviving Spouses

Number	38 persons
Average Age	72.1 years

Exhibit 2 - Net OPEB Liability

The Net OPEB Liability (NOL) is the excess of the Total OPEB Liability (TOL) over the Plan Fiduciary Net Position (FNP). As of June 30, 2021; June 30, 2022; and June 30, 2023 these are:

Total OPEB Liability	June 30, 2021	<u>June 30, 2022</u>	<u>June 30, 2023</u>
Value of benefits for employees Value of benefits for retirees	\$ 2,050,725 2,299,468		\$ 2,379,826 2,492,404
Total OPEB Liability	\$ 4,350,193	\$ 4,598,604	\$ 4,872,230
Plan Fiduciary Net Position			
Fair value of assets in CERBT	\$ 3,684,871	<u>\$ 3,028,620</u>	\$ 3,052,356
Plan Fiduciary Net Position	\$ 3,684,871	\$ 3,028,620	\$ 3,052,356
Net OPEB Liability	\$ 665,322	\$ 1,569,984	\$ 1,819,874

The Net OPEB Liability has changed from June 30, 2021 to June 30, 2022 in this way:

	<u>TOL</u>	FNP	<u>NOL</u>
Values at June 30, 2021	\$ 4,350,193	\$ 3,684,871	\$ 665,322
Service cost	149,062		149,062
Interest	309,061		309,061
Differences between actual and expected experience	0		0
Employer contributions		209,712	(209,712)
Net investment income		(655,328)	655,328
Benefits paid to retirees	(209,712)	(209,712)	0
Administrative expense		(923)	923
Net changes	\$ 248,411	\$ (656,251)	\$ 904,662
Values at June 30, 2022	\$ 4,598,604	\$ 3,028,620	\$ 1,569,984

The Net OPEB Liability has changed from June 30, 2022 to June 30, 2023 in this way:

	<u>TOL</u>	FNP	<u>NOL</u>
Values at June 30, 2022	\$ 4,598,604	\$ 3,028,620	\$ 1,569,984
Service cost	153,534		153,534
Interest	327,378		327,378
Differences between actual and expected experience	(292,351)		(292,351)
Assumption changes	288,366		288,366
Employer contributions		33,254	(33,254)
Net investment income		194,654	(194,654)
Benefits paid to retirees	(203,301)	(203,301)	0
Administrative expense		(871)	871
Net changes	\$ 273,626	\$ 23,736	\$ 249,890
Values at June 30, 2023	\$ 4,872,230	\$ 3,052,356	\$ 1,819,874

Exhibit 3 - Sensitivity of the Net OPEB Liability

The following presents the Net OPEB Liability (NOL) as well as what the NOL would be if it were calculated using a discount rate that is 1-percentage-point higher or lower than the current discount rate, as of June 30, 2022 and June 30, 2023:

		1% Decrease	Discount Rate	1% Increase
Net OPEB Liability	6-30-2022	6.28 % \$ 2,170,207	7.28 % \$ 1,569,984	8.28 % \$ 1,075,479
Net OPEB Liability	6-30-2023	5.75% \$ 2,453,173	6.75% \$ 1,819,874	7.75% \$ 1,298,943

The following presents the Net OPEB Liability (NOL) as well as what the NOL would be if it were calculated using healthcare cost trend rates that are 1-percentage-point higher or lower than the current healthcare cost trend rates, as of June 30, 2022 and June 30, 2023:

		1% Decrease 4.5 %	Trend Rate 5.5 %	1% Increase 6.5 %
Net OPEB Liability	6-30-2022	\$ 1,023,920	\$ 1,569,984	\$ 2,233,780
Net OPEB Liability	6-30-2023	\$ 1,286,721	\$ 1,819,874	\$ 2,466,807

Exhibit 4 - OPEB Expense for the Fiscal Year Ending June 30, 2024

For the year ending <u>June 30, 2023</u>, CMSA recognized OPEB expense of \$173,717, computed as follows:

Service cost Interest	\$ 149,062 309,061
Expected investment return	(268,225)
Administrative expense	923
Change in NOL due to changes in benefits	0
Recognition of difference between actual and expected experience	(110,954)
Recognition of changes in assumptions	4,290
Recognition of difference between projected and actual earnings on investments	<u>89,560</u>
Total	\$ 173,717

For the year ending <u>June 30, 2024</u>, CMSA recognized OPEB expense of \$251,956, computed as follows:

Service cost	\$ 153,534
Interest	327,378
Expected investment return	(220,452)
Administrative expense	871
Change in NOL due to changes in benefits	0
Recognition of difference between actual and expected experience	(155,250)
Recognition of changes in assumptions	47,982
Recognition of difference between projected and actual earnings on investments	<u>97,893</u>

Exhibit 5 - Deferred Outflows and Inflows of Resources

The values of deferred outflows and inflows of resources related to OPEB as of June 30, 2022, to be reported as of June 30, 2023, are:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$ 0	\$ 635,612
Changes of assumptions	29,932	11,543
Net difference between projected and actual earnings on OPEB plan investments	783,154	348,682
CMSA contributions subsequent to the measurement date	30,919	0
Total	\$ 844,005	\$ 995,837

Amounts reported as deferred outflows and inflows of resources related to OPEB as of June 30, 2022, to be reported as of June 30, 2023, will be recognized in OPEB expense as follows:

Year Ended June 30	
2024	\$ (13,931)
2025	(18,119)
2026	(38,179)
2027	78,045
2028	(106,668)
Thereafter	(83,899)

The values of deferred outflows and inflows of resources related to OPEB as of June 30, 2023, to be reported as of June 30, 2024 are:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$ 0	\$ 772,713
Changes of assumptions	268,619	9,846
Net difference between projected and actual earnings on OPEB plan investments	594,831	232,454
CMSA contributions subsequent to the measurement date	96,598	0
Total	\$ 960,048	\$ 1,015,013

Amounts reported as deferred outflows and inflows of resources related to OPEB as of June 30, 2023, to be reported as of June 30, 2024, will be recognized in OPEB expense as follows:

Year Ended June 30	
2025	\$ (13,563)
2026	(33,623)
2027	82,601
2028	(102,114)
2029	(47,212)
Thereafter	(37,652)

Exhibit 6 - Schedule of Changes in the Net OPEB Liability

Reporting date	6/30/2023	6/30/2024
Total OPEB liability		
Service cost	\$ 149,062	\$ 153,534
Interest	309,061	327,378
Changes of benefit terms	0	0
Differences between actual and expected experience	0	(292,351)
Changes of assumptions	0	288,366
Benefits paid to retirees	<u>(209,712)</u>	(203,301)
Net change in Total OPEB liability	248,411	273,626
Total OPEB liability – beginning	<u>4,350,193</u>	<u>4,598,604</u>
Total OPEB liability – ending	\$ 4,598,604	\$ 4,872,230
Plan fiduciary net position		
Contributions – employer	\$ 209,712	\$ 33,254
Net investment income	(655,328)	194,654
Benefits paid to retirees	(209,712)	(203,301)
Administrative expense	(923)	<u>(871)</u>
Net change in plan fiduciary net position	(656,251)	23,736
Plan fiduciary net position - beginning	<u>3,684,871</u>	<u>3,028,620</u>
Plan fiduciary net position - ending	\$ 3,028,620	\$ 3,052,356
Net OPEB Liability – ending	\$ 1,569,984	\$ 1,819,874
Plan fiduciary net position as a percentage of the Total OPEB liability	65.86 %	62.65 %
Covered-employee payroll	\$ 5,732,372	\$ 5,739,125
Net OPEB liability as a percentage of covered-employee payroll	27.39 %	31.71 %

Exhibit 7 - Ten-Year Projection of Costs

Shown below are <u>estimates</u> of (a) the benefits expected to be paid to retirees, (b) the projected implicit subsidies, and (c) the amounts CMSA is expected to accrue as GASB 75 OPEB expense, for the next ten years. For these estimates, it is assumed that all actuarial assumptions and the size of the workforce will remain unchanged, that the promised benefits will remain the same, that CMSA will be reimbursed from CERBT each year for benefits paid to retirees, and that there are no experience gains or losses.

	Employer-Paid	Projected	
	Retiree	Implicit Rate	GASB 75
	Payments	Subsidy Payments	OPEB Expense
Fiscal Year Ending:			
2024	\$ 190,000	\$ 48,193	\$ 251,956
2025	206,000	60,706	262,000
2026	217,000	68,000	258,000
2027	236,000	86,000	390,000
2028	248,000	100,000	222,000
2029	256,000	111,000	293,000
2030	263,000	121,000	320,000
2031	258,000	93,000	377,000
2032	262,000	99,000	395,000
2033	266,000	94,000	417,000

Exhibit 8 - Summary of Benefit Provisions

CMSA maintains a program which provides health benefits to employees who retire from CMSA, provided that the employee has satisfied the minimum CalPERS requirement of attaining age 50 with at least 5 years of service. CMSA contracts with CalPERS to provide medical coverage for both current and retired employees. CMSA does not provide post-retirement coverage for dental, vision or life insurance benefits. Retired employees are required to enroll in Medicare Part B when eligible.

Certain retirees who were first employed with the San Rafael Sanitation District and then subsequently transferred to CMSA are eligible to receive fully-paid health benefits (regardless of plan selection) for employee, spouse and surviving spouse provided that the employee had at least 30 years of combined SRSD and CMSA service.

For unrepresented employees hired before January 1, 2010 and represented employees hired before June 1, 2010 who retire under CalPERS on or after age 50 with at least 5 years of service, CMSA's contribution to retiree health benefits is based on the monthly CalPERS premiums for single party enrollment in the Kaiser Bay Area Region Health Plan. After age 65, the amount paid will be the lesser of the Kaiser Bay Area Region Health Plan or the enrolled CalPERS Medicare supplement plan premium. A retiree is eligible to include his/her spouse on a CalPERS health plan however CMSA does not contribute toward the premium for spousal coverage. Surviving spouses are paid the CalPERS minimum monthly benefit (\$157 per month in 2024, increases each year) when enrolled in the plan at the time of retirement.

For unrepresented employees hired after January 1, 2010 and represented employees hired after June 1, 2010 who retire under CalPERS on or after age 50 with at least 5 years of service, CMSA's contribution to retiree health benefits is based on the CalPERS minimum monthly benefit (as described above) for as long as the retiree or surviving spouse is living, assuming they were enrolled to receive the benefit at the time of retirement.

Exhibit 9 - Summary of Actuarial Assumptions

Actuarial Assumptions: The following assumptions as of June 30, 2023 were selected by CMSA in accordance with the requirements of GASB 75. These assumptions, in my opinion, are reasonable and appropriate for purposes of determining OPEB costs under GASB 75.

<u>Long-Term Expected Rate of Return on Investments</u>: CalPERS' own long-term expected rate of return for the Strategy #1 Fund (the one that CMSA is invested in) has a mean expected yield of 6.00%. In light of recent investent performance, CMSA believes that 6.75% is a reasonable long-term return for those CERBT assets.

20-Year Bond Index Rate: CMSA has selected the S&P Municipal Bond 20 Year High Grade Rate Index, which was 4.13% at June 30, 2023.

<u>Discount rate</u>: 6.75% per year. The cash flows of the OPEB plan were projected to future years, assuming that CMSA will be reimbursed for 75% of expected benefits to retirees, but not the implicit subsidies. Under that projection, the plan assets are projected to be adequate to pay all benefits to current and former employees in all future years. Therefore, the discount rate has been set at 6.75%. The discount rate in the 2021 valuation was 7.28%.

<u>Medical Cost Increases (Trend)</u>: Medical premiums are assumed to increase 5.5% per year.

Payroll Growth: Total payroll is assumed to increase 3.0% per year in the future.

<u>Coverage Elections:</u> 100% of eligible employees are assumed to elect coverage upon retirement, and to remain covered for life. Employees with no current medical coverage are assumed to elect Kaiser employee-only coverage upon retirement.

<u>Mortality</u>: Mortality rates are taken from the 2021 CalPERS valuation, projected to future years with the ultimate rates of projection scale MP-2021.

Funding Method: The Entry Age actuarial cost method has been used, with normal costs calculated as a level percentage of payroll, as required by GASB 75.

Retirement: Retirement rates are taken from the 2021 CalPERS pension valuation for "public agency miscellaneous 2.7% at 55". Sample rates are:

	10 Years Service	20 Years Service	30 Years Service
Age 55	5.8 %	13.8 %	27.8 %
Age 58	6.0 %	11.8 %	18.2 %
Age 61	8.4 %	13.8 %	21.8 %
Age 64	12.4 %	20.2 %	23.0 %

<u>**Disability:**</u> Incidence of disability is considered to be included in the termination and retirement rates here, so no explicit recognition of disablement has been included.

<u>Inflation:</u> Long-term inflation is assumed to be 2.75% per year.

<u>Turnover (withdrawal)</u>: Likelihood of termination within the next year is taken from the 2021 CalPERS valuation. Sample rates are:

	5 Years Service	10 Years Service	15 Years Service
<u>Males</u>			
Age 20	8.433 %		
Age 30	8.040 %	3.770 %	1.804 %
Age 40	6.265 %	3.372 %	1.804 %
Age 50	4.971 %	2.449 %	1.515 %
Females			
Age 20	8.833 %		
Age 30	8.615 %	4.915 %	2.516 %
Age 40	6.702 %	4.358 %	2.516 %
Age 50	5.343 %	2.999 %	1.738 %

Age-Specific Medical Claims: The estimated per person medical claims (true costs of coverage) during the 2023-2024 fiscal year are estimated to be as follows (rates are shown for certain ages only):

<u>Age</u>	Annual Claims
40	\$ 8,884
45	10,743
50	13,274
55	16,370
60	19,080
64	20,469

These age-specific rates were developed so as to reproduce in the aggregate the same total premiums that would be paid to the carriers for all current employees and all current retirees.