

# GASB 75 Actuarial Valuation Report

The State of Tennessee

State Employee Group Plan

For the Fiscal Year Ending June 30, 2021

Measurement Date June 30, 2020



### Introduction

This report documents the results of the actuarial valuation for the fiscal year ending June 30, 2021 of the State Employee Group Plan for The State of Tennessee. All reporting requirements are included in the employer's financial statement. These results are based on a Measurement Date of June 30, 2020 and include medical benefits provided to the retirees and covered spouses by the State. The information provided in this report is intended strictly for documenting information relating to the State and plan disclosure and reporting requirements.

Determinations for purposes other than the financial accounting requirements may be significantly different from the results in this report. Thus, the use of this report for purposes other than those expressed here may not be appropriate.

This valuation has been conducted in accordance with generally accepted actuarial principles and practices, including the applicable Actuarial Standards of Practice as issued by the Actuarial Standards Board. In addition, the valuation results are based on our understanding of the financial accounting and reporting requirements under U.S. Generally Accepted Accounting Principles as set forth in Government Accounting Standards Board Statement 75 (GASB 75) including any guidance or interpretations provided by the Company and/or its audit partners prior to the issuance of this report. The information in this report is not intended to supersede or supplant the advice and interpretations of The State of Tennessee's auditors. Additional disclosures may be required under GASB 74.

Models are used to estimate underlying per capita medical and prescription drug claims costs and plan design actuarial values, subsequently utilized as assumption inputs for valuation models used to develop the liabilities for FY 2020 and future valuations. The model used for the development of plan design actuarial value components was developed by experts outside of Aon, specifically Optum. The models used to estimate the Incurred But Not Paid (IBNP) Claims and COVID-19 claims impact were developed internally by Aon. All these models used for development of the per capita claims costs and future trend rates are centralized, monitored, and maintained by a dedicated expert team.

A valuation model was used to develop the liabilities for the July 1, 2020 valuation. The valuation model relies on ProVal software, which was developed by Winklevoss Technologies, LLC. Experts within Aon selected this software and determined it is appropriate for performing valuations. We coded and reviewed the software for the provisions, assumptions, methods, and data of the State Employee Group Plan.

A model was used to develop the appropriate GASB discount rate. The undersigned relied on experts at Aon for the development of the capital market assumptions and the model underlying the expected rate of return.

The valuation model outputs various cost scenarios. The "1% increase" and "1% decrease" interest rate scenarios vary only the discount rate assumption, in order to illustrate the impact of a change in that assumption in isolation. In practice, certain other assumptions, such as the expected or realized asset returns, would also be expected to vary when the discount rate changes. Therefore, the output from these scenarios should be used solely for assessing the impact of the discount rate in isolation and may not represent a realistic set of results for other purposes.

The "1% increase" and "1% decrease" healthcare cost trend scenarios vary only the healthcare cost trend assumption, in order to illustrate the impact of a change in that assumption in isolation. Therefore, the output from these scenarios should be used solely for assessing the impact of the healthcare cost trend in isolation and may not represent a realistic set of results for other purposes.

The valuation model was used to project certain financial results for the funded status projections. The valuation model relies on ProVal software, which was developed by Winklevoss Technologies, LLC and selected, reviewed, and evaluated by experts within Aon as appropriate for use for developing liabilities for funded status projections.

Future actuarial measurements may differ significantly from the current measurements presented in this report due to (but not limited to) such factors as the following:

- Plan experience differing from that anticipated by the economic or demographic assumptions;
- Changes in actuarial methods or 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); and
- Changes in plan provisions or applicable law.

Due to the limited scope of our assignment, we did not perform an analysis of the potential range of such future measurements.

Funded status measurements shown in this report are determined based on various measures of plan assets and liabilities. For entity and plan disclosure and reporting purposes, funded status is determined using plan assets measured at market value. Plan liabilities are measured based on the interest rates and other assumptions summarized in the Actuarial Assumptions and Methods section of this report.

These funded status measurements may not be appropriate for assessing the sufficiency of plan assets to cover the estimated cost of settling the plan's benefit obligations, and funded status measurements for The State of Tennessee and plan disclosure and reporting purposes may not be appropriate for assessing the need for or the amount of future contributions. In conducting the valuation, we have relied on personnel, plan design, health care claim cost, and asset information supplied by The State of Tennessee as of the valuation date. While we cannot verify the accuracy of all the information, the supplied information was reviewed for consistency and reasonableness. As a result of this review, we have no reason to doubt the substantial accuracy or completeness of the information and believe that it has produced appropriate results.

The actuarial assumptions and methods used in this valuation are described in the Actuarial Assumptions and Methods section of this report. The State of Tennessee selected the economic and demographic assumptions and prescribed them for use for purposes of compliance with GASB 75. Aon provided guidance with respect to these assumptions, and it is our belief that the assumptions represent reasonable expectations of anticipated plan experience.

The undersigned are familiar with the near-term and long-term aspects of OPEB valuations and collectively meet the Qualification Standards of the American Academy of Actuaries necessary to render the actuarial opinions contained herein. The information provided in this report is dependent upon various factors as documented throughout this report, which may be subject to change. Each section of this report is considered to be an integral part of the actuarial opinions.

To our knowledge, no colleague of Aon providing services to The State of Tennessee has any material direct or indirect financial interest in The State of Tennessee. Thus, we believe there is no relationship existing that might affect our capacity to prepare and certify this actuarial report for The State of Tennessee.

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# **Accounting Requirements**

### Development of GASB 75 Net OPEB Expense

### **Calculation Details**

The following table illustrates the Net OPEB Liability under GASB 75.

	Fiscal Year Ending 6/30/2020		Fiscal Year Ending 6/30/2021
(1) OPEB Liability			
(a) Retired Participants and Beneficiaries			
Receiving Payment	\$ 437,238,611	\$	416,375,210
(b) Active Participants	728,644,320		702,873,619
(c) Total	\$ 1,165,882,931	\$	1,119,248,829
(2) Plan Fiduciary Net Position	 213,702,707	_	282,149,598
(3) Net OPEB Liability	\$ 952,180,224	\$	837,099,231
<ul> <li>(4) Plan Fiduciary Net Position as a Percentage of the Total OPEB Liability</li> <li>(5) Deferred Outflow of Decourses for Contributions Mode</li> </ul>	18.33%		25.21%
(5) Deferred Outflow of Resources for Contributions Made After Measurement Date	\$ 153,021,695		TBD

#### Expense

The following table illustrates the OPEB expense under GASB 75.

	Fiscal Year Ending 6/30/2020	Fiscal Year Ending 6/30/2021
(1) Service Cost	\$ 65,979,106	\$ 39,124,556
(2) Interest Cost	50,866,612	69,931,268
(3) Expected Investment Return	(6,041,081)	(14,926,608)
(4) Employee Contributions	0	0
(5) Administrative Expense	0	0
(6) Plan Changes	0	0
(7) Amortization of Unrecognized		
(a) Liability (Gain)/Loss	(10,297,180)	(16,355,671)
(b) Asset (Gain)/Loss	174,777	4,047,052
(c) Assumption Change (Gain)/Loss	 (29,642,501)	<u>(35,769,476)</u>
(8) Total Expense	\$ 71,039,733	\$ 46,051,121

Shown below are details regarding the calculation of Service Cost, Interest Cost and Expected Investment Return components of the Expense.

		Fiscal Year Ending 6/30/2020	Fiscal Year Ending 6/30/2021
(1) Development of Service Cost:			
(a) Normal Cost at Beginning of Measurement Period	\$	65,979,106	\$ 39,124,556
(2) Development of Interest Cost:			
(a) Total OPEB Liability at Beginning of			
Measurement Period	<b>\$</b> 1	1,385,238,244	\$ 1,165,882,931
(b) Normal Cost at Beginning of Measurement Period		65,979,106	39,124,556
(c) Actual Benefit Payments		(92,950,959)	(80,140,035)
(d) Discount Rate		3.62%	 6.00%
(e) Interest Cost	\$	50,866,612	\$ 69,931,268
(3) Development of Expected Investment Return:			
(a) Plan Fiduciary Net Position at Beginning of			
Measurement Period	\$	0	\$ 213,702,707
(b) Actual Contributions—Employer		301,486,469	153,021,695
(c) Actual Contributions—Employee		0	0
(d) Actual Benefit Payments		(92,950,959)	(80,140,035)
(e) Administrative Expenses		0	0
(f) Other		0	0
(g) Expected Return on Assets		6.00%	 6.00%
(h) Expected Return	\$	6,041,081	\$ 14,926,608

### Reconciliation of Net OPEB Liability

Shown below are details regarding the Total OPEB Liability, Plan Fiduciary Net Position, and Net OPEB Liability for the Measurement Period from June 30, 2019 to June 30, 2020:

	Increase (Decrease)				
	Total OPEB Liability (a)	Plan Fiduciary Net Position (b)		Net OPEB Liability (c) = (a) – (b)	
Balance Recognized at 6/30/2020					
(Based on 7/1/2019 Measurement Date)	\$ 1,165,882,931	\$ 213,702,707	\$	952,180,224	
Changes Recognized for the Fiscal Year:					
Service Cost	\$ 39,124,556	N/A	\$	39,124,556	
Interest on the Total OPEB Liability	69,931,268	N/A		69,931,268	
Changes of Benefit Terms	0	N/A		0	
Differences Between Expected and					
Actual Experience	(37,562,646)	N/A		(37,562,646)	
Changes of Assumptions	(37,987,245)	N/A		(37,987,245)	
Benefit Payments	(80,140,035)	(80,140,035)		0	
Contributions From the Employer	N/A	153,021,695		(153,021,695)	
Contributions From the Employee	N/A	0		0	
Net Investment Income	N/A	(4,434,769)		4,434,769	
Administrative Expense	 N/A	0		0	
Net Changes	\$ (46,634,102)	68,446,891	\$	(115,080,993)	
Balance Recognized at 6/30/2021 (Based on 7/1/2020 Measurement Date)	\$ 1,119,248,829	\$ 282,149,598	\$	837,099,231	

### Liability (Gain)/Loss

The following table illustrates the liability gain/loss under GASB 75.

			Fiscal Year Ending 6/30/2020		Fiscal Year Ending 6/30/2021
(1) O	PEB Liability at Beginning of Measurement Period	\$ 1	,385,238,244	\$	1,165,882,931
(2) Se	ervice Cost		65,979,106		39,124,556
(3) In	terest on the Total OPEB Liability		50,866,612		69,931,268
(4) C	hanges of Benefit Terms		0		0
(5) C	hanges of Assumptions		(221,840,199)		(37,987,245)
(6) B	enefit Payments		<u>(92,950,959)</u>	_	<u>(80,140,035)</u>
(7) E	xpected OPEB Liability at End of Measurement Period	\$ 1	,187,292,804	\$	1,156,811,475
(8) A	ctual OPEB Liability at End of Measurement Period	1	,165,882,931	_	1,119,248,829
(9) O	PEB Liability (Gain)/Loss	\$	(21,409,873)	\$	(37,562,646)
(10) Av	verage Future Working Life Expectancy		7.10		6.20
(11) O	PEB Liability (Gain)/Loss Amortization	\$	(3,015,475)	\$	(6,058,491)

### Asset (Gain)/Loss

The following table illustrates the asset gain/loss under GASB 75.

	Fiscal Year Ending 6/30/2020	Fiscal Year Ending 6/30/2021
(1) OPEB Asset at Beginning of Measurement Period	\$ 0	\$ 213,702,707
(2) Contributions—Employer	301,486,469	153,021,695
(3) Contributions—Employee	0	0
(4) Expected Investment Income	6,041,081	14,926,608
(5) Benefit Payments	(92,950,959)	(80,140,035)
(6) Administrative Expense	0	0
(7) Other	0	0
(8) Expected OPEB Asset at End of Measurement Period	\$ 214,576,591	\$ 301,510,975
(9) Actual OPEB Asset at End of Measurement Period	213,702,707	282,149,598
(10) OPEB Asset (Gain)/Loss	\$ 873,884	\$ 19,361,377
(11) Amortization Factor	5.00	5.00
(12) OPEB Asset (Gain)/Loss Amortization	\$ 174,777	\$ 3,872,275

### Deferred Outflows/Inflows

The following table illustrates the Deferred Inflows and Outflows as of June 30, 2021 under GASB 75.

		ferred tflows	Deferred Inflows
(1) Difference Between Actual and Expected Experience	\$	0	\$ 81,835,264
(2) Net Difference Between Expected and Actual Earnings			
on OPEB Plan Investments	16,0 <i>°</i>	13,432	0
(3) Assumption Changes	43,06	67,976	 <u>220,689,865</u>
(4) Sub Total	\$ 59,08	31,408	\$ 302,525,129
(5) Contributions Made in Fiscal Year Ending 6/30/2021			
After Measurement Date		TBD	 N/A
(6) Total	\$ 59,08	31,408	\$ 302,525,129

### Amortization of Deferred Inflows/Outflows

The table below lists the amortization bases included in the deferred inflows/outflows as of June 30, 2021. Date established is at beginning of year.

Date		Pe	eriod	Bala	nce	Annual
Established	Type of Base	Original	Remaining	Original	Remaining	Payment
6/30/2021	Liability (Gain)/Loss	6.20	5.20	\$ (37,562,646)	\$ (31,504,155)	\$ (6,058,491)
6/30/2021	Asset (Gain)/Loss	5.00	4.00	19,361,377	15,489,102	3,872,275
6/30/2021	Assumptions	6.20	5.20	(37,987,245)	(31,860,270)	(6,126,975)
6/30/2020	Liability (Gain)/Loss	7.10	5.10	(21,409,873)	(15,378,923)	(3,015,475)
6/30/2020	Asset (Gain)/Loss	5.00	3.00	873,884	524,330	174,777
6/30/2020	Assumptions	7.10	5.10	(221,840,199)	(159,350,003)	(31,245,098)
6/30/2019	Liability (Gain)/Loss	7.80	4.80	(56,797,301)	(34,952,186)	(7,281,705)
6/30/2019	Assumptions	7.80	4.80	69,985,461	43,067,976	8,972,495
6/30/2018	Assumptions	8.00	4.00	(58,959,184)	<u>(29,479,592)</u>	<u>(7,369,898)</u>
	Total Charges				(243,443,721)	(48,078,095)

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

#### Year End June 30:

2022	\$ (48,078,095)
2023	\$ (48,078,095)
2024	\$ (48,078,096)
2025	\$ (48,252,870)
2026	\$ (45,093,409)
Total Thereafter	\$ (5,863,156)

### Plan Fiduciary Net Position Projection

The following table illustrates the projection of the fiduciary net position for use in the calculation of the discount rate as of June 30, 2021.

#### (\$ in thousands)

Year	Beginning Fiduciary Net	Total	Benefit	Administrative	Investment	Ending Fiduciary Net
Ending	Position	Contributions	Payments	Expenses	Earnings	Position <sup>1</sup>
<b>June 30</b> <sup>2</sup>	(a)	(b)	(c)	(d)	(e)	(f)
2020	\$282,150	\$137,075	\$98,598	\$0	\$18,083	\$338,710
2021	338,710	126,303	100,295	0	21,103	385,821
2022	385,821	124,055	101,711	0	23,820	431,985
2023	431,985	122,355	102,394	0	26,518	478,464
2024	478,464	119,456	103,959	0	29,173	523,134
2025	523,134	116,091	104,374	0	31,739	566,590
2026	566,590	114,436	103,252	0	34,331	612,105
2027	612,105	111,701	102,211	0	37,011	658,606
2028	658,606	107,317	102,026	0	39,675	703,572
2029	703,572	103,683	101,775	0	42,271	747,751
2030	747,751	103,274	102,713	0	44,882	793,194
2031	793,194	102,662	104,624	0	47,533	838,765
2032	838,765	98,399	107,380	0	50,056	879,840
2033	879,840	90,369	110,023	0	52,201	912,387
2034	912,387	86,291	111,972	0	53,973	940,679
2035	940,679	89,023	113,185	0	55,716	972,233
2036	972,233	91,498	114,566	0	57,642	1,006,807
2037	1,006,807	49,996	116,136	0	58,424	999,091
2038	999,091	0	116,295	0	56,456	939,252
2039	939,252	0	115,520	0	52,889	876,621
2040	876,621	0	115,098	0	49,144	810,667
2041	810,667	0	113,296	0	45,241	742,612
2042	742,612	0	111,235	0	41,220	672,597
2043	672,597	0	107,167	0	37,141	602,571
2044	602,571	0	103,545	0	33,048	532,074
2045	532,074	0	97,744	0	28,992	463,322
2046	463,322	7,088	92,489	0	25,237	403,158
2047	403,158	0	83,968	0	21,670	340,860
2048	340,860	0	75,728	0	18,180	283,312
2049	283,312	0	66,840	0	14,993	231,465

 $^{1}$  (f)=(a) + (b) - (c) - (d) + (e)

<sup>2</sup> Years later than 2049 were omitted from this table.

### Plan Fiduciary Net Position

The last year in which projected benefit payments are due from the Plan is 2110.

The Plan's projected fiduciary net position is not projected to reach \$0.

As such, the Plan's fiduciary net position was projected to be available to make all projected future benefit payments for current Plan members. In other words, there is no projected "depletion date" when projected benefits are not covered by projected assets. Therefore, the long-term expected rate of return on Plan investments of 6.00% per annum was applied to all periods of projected benefit payments to determine the total OPEB liability as of June 30, 2021 shown earlier in this report, pursuant to paragraph 48 of GASB Statement No. 74.

In projecting the Plan's fiduciary net position the following assumptions were made:

- 1. Interest rate for discounting was 6.00% per annum.
- Projected total contributions are employer contributions to the unfunded actuarial accrued liability and normal cost (including administrative expenses). Based on the closed amortization period in place, the unfunded liability is projected to be paid off in 2037. Contributions are assumed to be paid midyear.
- Assumed contributions are based on the contribution policy for The State Employee Group Plan. The State of Tennessee will contribute no less than the Actuarially Determined Contribution, as authorized by Pub. Ch. No. 426.
- 4. Projected benefit payments have been determined in accordance with Paragraphs 30-35 of GASB Statement No. 75, and are based on the closed group of active, retired members and beneficiaries as of June 30, 2021. Benefit payments are assumed to be paid mid-year.
- Projected investment earnings are based on the assumed investment rate of return of 6.00% per annum. The first year's earnings have been adjusted to account for the actual return through June 30, 2021.

### Interest Rate Sensitivity

The following table illustrates the impact of interest rate sensitivity on the Net OPEB Liability for fiscal year ending June 30, 2020:

	1% Decrease (5.00%)	Current Rate (6.00%)	1% Increase (7.00%)
(1) Total OPEB Liability	\$ 1,249,411,149	\$ 1,165,882,931	\$ 1,089,218,434
(2) Plan Fiduciary Net Position	213,702,707	213,702,707	213,702,707
(3) Net OPEB Liability	\$ 1,035,708,442	\$ 952,180,224	\$ 875,515,727

The following table illustrates the impact of interest rate sensitivity on the Net OPEB Liability for fiscal year ending June 30, 2021:

	1% Decrease (5.00%)	Current Rate (6.00%)	1% Increase (7.00%)
(1) Total OPEB Liability	\$ 1,198,082,417	\$ 1,119,248,829	\$ 1,046,721,174
(2) Plan Fiduciary Net Position	 282,149,598	 282,149,598	 282,149,598
(3) Net OPEB Liability	\$ 915,932,819	\$ 837,099,231	\$ 764,571,576

### Healthcare Cost Trend Sensitivity

The following table illustrates the impact of healthcare cost trend sensitivity on the Net OPEB Liability for fiscal year ending June 30, 2020:

	1% Decrease	Trend Rate	1% Increase
(1) Total OPEB Liability	\$ 1,067,079,862	\$ 1,165,882,931	\$ 1,280,091,240
(2) Plan Fiduciary Net Position	 213,702,707	 213,702,707	213,702,707
(3) Net OPEB Liability	\$ 853,377,155	\$ 952,180,224	\$ 1,066,388,533

The following table illustrates the impact of healthcare cost trend sensitivity on the Net OPEB Liability for fiscal year ending June 30, 2021:

	1% Decrease	Trend Rate	1% Increase
(1) Total OPEB Liability	\$ 1,024,856,800	\$ 1,119,248,829	\$ 1,228,066,076
(2) Plan Fiduciary Net Position	282,149,598	282,149,598	282,149,598
(3) Net OPEB Liability	\$ 742,707,202	\$ 837,099,231	\$ 945,916,478

### Disclosure—Changes in the Net OPEB Liability and Related Ratios

### Changes in the Net OPEB Liability and Related Ratios<sup>1</sup>

		Fiscal Year E	Ending	June 30,	
-	2018	2019		2020	2021
otal OPEB Liability					
Service Cost	\$ 69,209,230	\$ 64,540,887	\$	65,979,106	\$ 39,124,556
Interest Cost	41,044,542	48,603,403		50,866,612	69,931,268
Changes of Benefit Terms	0	0		0	0
Differences Between Expected and Actual					
Experiences	0	(56,797,301)		(21,409,873)	(37,562,646)
Changes of Assumptions	(58,959,184)	69,985,461		(221,840,199)	(37,987,245)
Benefit Payments	90,359,337	(83,634,891)		(92,950,959)	(80,140,035)
Net Change in Total OPEB Liability	\$ (39,064,749)	\$ 42,697,559	\$	(219,355,313)	\$ (46,634,102)
Total OPEB Liability (Beginning)	1,381,605,434	1,342,540,685		1,385,238,244	1,165,882,931
Total OPEB Liability (Ending)	\$ 1,342,540,685	\$ 1,385,238,244	\$	1,165,882,931	\$ 1,119,248,829
lan Fiduciary Net Position Contributions—Employer	\$ 90,359,337	\$ 83,634,891	\$	301,486,469	\$ 153,021,695
Contributions-Member	0	0		0	0
Net Investment Income	0	0		5,167,197	(4,434,769)
Benefit Payments	(90,359,337)	(83,634,891)		(92,950,959)	(80,140,035)
Administrative Expense	0	0		0	0
Other	 0	 0		0	 0
Net Change in Plan Fiduciary Net Position	\$ 0	\$ 0	\$	213,702,707	\$ 68,446,891
Plan Fiduciary Net Position (Beginning)	0	0		0	213,702,707
Plan Fiduciary Net Position (Ending)	\$ 0	\$ 0	\$	213,702,707	\$ 282,149,598
Net OPEB Liability (Ending)	\$ 1,342,540,685	\$ 1,385,238,244	\$	952,180,224	\$ 837,099,231
Net Position as a Percentage of OPEB Liability	0.00%	0.00%		18.33%	25.21%
Covered-Employee Payroll	\$ 2,722,360,000	\$ 2,775,186,075	\$	3,082,586,938	\$ 3,050,888,694
Net OPEB Liability as a Percentage of Payroll	49.32%	49.92%		30.89%	27.44%

<sup>&</sup>lt;sup>1</sup> GASB 75 was effective first for employer fiscal years beginning after June 15, 2017.

### Disclosure—Contribution Schedule

#### Contributions

	Fiscal Year Ending June 30,					
		2019		2020		2021
Actuarially Determined Contribution	\$	135,810,151	\$	145,396,683	\$	137,074,607
Contributions Made in Relation to the Actuarially Determined Contribution		301,486,469		153,021,695		TBD
Contribution Deficiency (Excess)	\$	(165,676,318)	\$	(7,625,012)		TBD
Covered-Employee Payroll	\$	2,775,186,075	\$	3,082,586,938	\$	3,050,888,694
Contributions as a Percentage of Payroll		10.9%		5.0%		TBD

#### Notes to Schedule:

Valuation Date: Actuarially determined contribution rates are calculated as of June 30, one year prior to the end of the fiscal year in which contributions are reported.

#### Methods and assumptions used to determine contribution rates:

Actuarial Cost Method	Entry Age Normal with 20-year closed amortization period for initial unfunded and subsequent actuarial gains/losses.
Asset Valuation Method	Market
Salary Increases	Variable
Investment Rate of Return	6.00%, net of OPEB plan investment expense, including inflation.
Retirement Age	Earlier of age 60 with 5 years of creditable service or any age with 30 years of creditable service.
Mortality	RP-2014 Employees and Healthy Annuitants mortality table projected generationally with MP-2016 from the central year for pre-retirement. For post-retirement the tables are Blue Collar and adjusted with a 2% load for males and a -3% load for females.

# Appendix

### Participant Data

The actuarial valuation was based on personnel information from The State of Tennessee records as of July 1, 2020. Following are some of the pertinent characteristics from the personnel data as of that date. Prior year characteristics are also provided for comparison purposes. Both age and service have been determined using years and months as of the valuation date.

	July 1, 2019	July 1, 2020
Health Care Participants		_
Eligible Active Participants		
Number	45,046	42,216
Average Age	48.8	49.3
Average Service	14.6	15.2
Inactive Participants		
Retirees and Surviving Spouses	7,468	7,132
Average Age	61.3	61.4
Entitled to But Not Yet Receiving Benefit Payments	92	107
Average Age	55.2	55.4
Total Participants		
Number	52,606	49,455

Counts do not include covered spouses.

### Asset Allocation

The long-term expected rate of return on OPEB plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of OPEB plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of geometric real rates of return for each major asset class included in the OPEB plan's target asset allocation as of June 30 are summarized in the following table.<sup>1</sup>

Asset Class	Expected Nominal Rate of Return	Expected Real Rate of Return	Allocation
Large Cap U.S. Equity	6.30%	4.11%	33.00%
International (Non-U.S.) Equity (Developed)	7.40%	5.19%	16.00%
Emerging Markets Equity	7.50%	5.29%	4.00%
Cash (Gov't)	1.40%	-0.69%	5.00%
Long Duration Bonds – Gov't / Credit	2.10%	0.00%	25.00%
U.S. REITs	5.90%	3.72%	10.00%
Private Debt Direct Lending	6.30%	4.11%	7.00%
Total Portfolio	5.79%	3.61%	100.00%

The discount rate used to measure the total OPEB liability is 6.00%. The projection of cash flows used to determine the discount rate assumed plan member contributions will be made at the current contribution rate and that employer contributions will be made at rates equal to the actuarially determined contribution rates. For this purpose, only employer contributions that are intended to fund benefits of current plan members and their beneficiaries are included. Projected employer contributions that are intended to fund the service costs of future plan members and their beneficiaries, as well as projected contributions from future plan members, are not included. Based on these assumptions, the OPEB Fund's fiduciary net position was projected to be available to make all projected future benefit payments for current plan members. Therefore, the long-term expected rate of return on OPEB Plan investments was applied to all periods of projected benefit payments to determine the total OPEB liability.

<sup>&</sup>lt;sup>1</sup> These rates of return reflect the The State of Tennessee's best estimate.

### Health Care Claims Development

The sample per capita claims cost assumptions shown below by age, benefit, and plan represent the true underlying baseline experience estimated for State Employee Group Plan's sponsored postretirement benefits and costs. These rates are used in the expense calculation for the period 7/1/2020–7/1/2021 and disclosures as of June 30, 2021.

Age	Medical/Rx/Admin
55	\$ 10,297
60	\$ 12,715
65	\$ 6,779
70	\$ 8,012
75	\$ 8,959
80	\$ 9,422
85	\$ 9,751
90+	\$ 9,928

For pre-65 and post-65 retiree claims, retiree claims developed using historical claims.

**Historical Claims and Enrollment Basis**—The average medical or Rx per capita claims costs were developed from actual claims experience and enrollment for the period from March 1, 2017 through February 29, 2020. Claims and enrollment information was provided by the State of Tennessee's health care vendors. The annualized paid claims experience for each respective historical base period was adjusted to an incurred basis by adding the estimated change in reserve. Claims experience was adjusted for differences in plan design between the historical periods and the projection period using plan design relative values from Aon's actuarial models. No adjustment was necessary for large claims. The average medical or Rx per capita claims costs from each respective historical base period were trended to, already centered at the mid-point of the annual period following the valuation date.

In order to improve the credibility of a single projection estimate, a combination of estimates from the distinct historical periods was used, placing 50% credibility on the most recent period, 33% on the next most recent, and 17% on the oldest period. Finally, average medical or Rx per capita claims costs were then age-adjusted based on the demographics of the population, and the assumed health care aging factors shown in the table below.

Per capita administration and other fixed costs were developed and added onto the per capita claims cost assumptions using information supplied by the State of Tennessee. These per capita assumed administrative costs were based on actual 2020 per employee rates, which were converted from a per employee basis to a per member basis using the most recent election file provided by the State of Tennessee. For 2020, \$387 annually per person was added for pre-65 retirees, post-65 retirees and spouses.

#### Health Care Aging (Morbidity) Factors:

Since health care costs increase with age, and an OPEB valuation is by its nature an analysis of a closed group that will age throughout the measurement, the effect that this aging of the population will have on claims costs must be reflected in the valuation. The claim costs for medical and prescription drugs and Rx were assumed to increase with age according to the table below.

Age Band	Medical	Rx	Composite
40-44	3.00%	4.80%	3.3%
45-49	3.70%	4.70%	3.8%
50-54	4.20%	4.70%	4.3%
55-59	4.40%	4.60%	4.4%
60-64	3.70%	4.60%	3.8%
65-69	2.70%	3.80%	3.1%
70-74	1.80%	2.50%	2.1%
75-79	2.20%	0.80%	1.4%
80-84	2.80%	0.20%	1.3%
85-89	1.40%	0.10%	0.6%
90+	0.00%	0.00%	0.0%

The aging factor assumptions shown above were based on normative data analyses, along with consideration of the results from the 2013 Society of Actuaries sponsored study "Health Care Costs— From Birth to Death" prepared by Dale H. Yamamoto, reporting on the effect of age on claims costs. In addition to age, this study shows the effect of service type (medical vs. pharmacy) and gender on claims costs.

#### Health Care Cost Trend Rates:

The health care cost trend assumptions shown below were based on national average information from a variety of sources, including S&P Healthcare Economic Index, NHCE data, plan renewal data, and vendor Rx reports, with adjustments based on the provisions of the benefits sponsored by the State of Tennessee.

Pre-65	Post-65
9.02%	7.56%
5.14%	6.16%
4.92%	5.88%
5.71%	5.92%
5.50%	5.64%
5.28%	5.37%
5.07%	5.10%
4.85%	4.82%
4.68%	4.58%
4.57%	4.50%
4.50%	4.50%
	9.02% 5.14% 4.92% 5.71% 5.50% 5.28% 5.07% 4.85% 4.68% 4.57%

For 2021 to 2023, trends include estimated impacts from COVID-19. We expect COVID-19 impact to be short-term in nature, with claims trend returning to normal in 2024 and beyond. Therefore, we do not believe COVID-19 has a significant impact on long-term claims costs projections and plan liabilities. The estimated impact to trend for these years is 0.6% for pre-65 and 0.2% for post-65, on average.

### Actuarial Assumptions and Methods

The following outlines the assumptions and method Aon will use in determining the GASB expense calculations for the State Employee Group Plan for the fiscal year ending June 30, 2021.

Actuarial Method	Entry Age Normal Cost Method
Normal Cost	Determined for each active employee as the Actuarial Present Value of benefits allocated to the valuation year. The benefit attributed to the valuation year is that incremental portion of the total projected benefit earned during the year in accordance with the plan provisions. This allocation is based on each individual's service between date of hire and date the individual becomes fully eligible for benefits.
Asset Valuation Method	Market Value of Assets as of the Measurement Date
Discount Rate	The State has selected 6.00% compounded annually. The State's Funding Policy is expected to provide sufficient revenue over time to enable the OPEB Trust to be the sole provider of the benefits. It is assumed that this assumption will be supported by the Investment Policy.
Expected Return on Assets	6.00%
Mortality Rates	Healthy: RP-2014 Employees and Healthy Annuitants mortality table projected generationally with MP-2016 from the central year.
	Post-retirement tables are Blue Collar and adjusted with a 2% load for males and a -3% load for females, projected generationally from 2014 with MP-2016.
	Disabled: Reflects those used by TCRS and are taken from the gender distinct table published in the IRS Revenue Ruling 96-7 for disabled lives with a 10% load.
Valuation Date	July 1, 2020
Measurement Date	June 30, 2020
Census Data	July 1, 2020
Fiscal Year Ending	June 30, 2021

Inflation	Long-term price inflation is assumed to be 2.10% per year.
Data Assumptions	In cases of a discrepancy between expected service and service reported for this valuation, imputed service was used.
Salary Increases	Assumed salary increases are the same as used by TCRS: 8.72% at age 20 graded to 3.44% at age 70 (with 4.00% weighted average).
Demographic Assumptions- General	Unless noted otherwise, demographic assumptions employed in this Actuarial Valuation were the same as those employed in the July 1, 2017 for a Group I employees in the Pension Actuarial Valuation of the Tennessee Consolidated Retirement System (TCRS). These demographic assumptions were developed by TCRS from an Actuarial Experience Study (undertaken on behalf of TCRS) and are considered appropriate for use in this OPEB Actuarial Valuation. These include assumed rates of future salary increases, termination, mortality, disability, and retirement.
Retirement Rates	See Table 1.
Withdrawal Rates	See Table 2.
Disability Rates	See Table 3.
Expected Retiree Contributions	Members are required to make monthly contributions in order to maintain their coverage. For the purpose of this Valuation a weighted average has been used with weights derived from the current distribution of members among plans offered. Such average expected retiree premium contributions for the first year, before any direct State subsidies, are shown in the table below.
	Average Premium (as of Valuation Date)
	\$811/month
Coverage Acceptance Rates	Following are the assumptions as to future Medical Coverage Acceptance Rates. Acceptance rates, presented below, result from an analysis of the choice

Rates. Acceptance rates, presented below, result from an analysis of the choice pattern exhibited by employees retiring in recent years. Retirees changing coverage to The Tennessee Plan are considered lapsing coverage for the purpose of this Valuation.

Coverage Acceptance for Pre-65 Elections							
	Total Percentage of						
Subsidy	Acceptance	<b>Retirees Electing</b>					
Level	Rate	Dual Coverage					
80%	90%	45%					
70%	80%	40%					
60%	45%	22.5%					

Future participation	Active employees currently declining coverage are assumed to opt into the plan in the future and accept retiree coverage at a 10% rate. Covered employees are assumed to remain covered until retirement.
Decrement Timing	Decrements of all types are assumed to occur at the middle of the year.
Eligibility Testing	Eligibility for benefits is determined based upon the age nearest birthday and service nearest whole year on the date the decrement is assumed to occur.
Decrement Relativity	Decrement rates are treated as absolute rates of decrement.

#### **Method Changes**

There have been no method changes since the prior year.

#### **Assumption Changes**

The financial accounting valuation reflects the following assumption changes:

- The long term inflation was reduced from 2.2% to 2.1%.
- The medical and drug trend rate assumptions were updated to reflect more recent experience as of the Measurement Date.
- A change in expected per capita health claims to reflect more recent information as of the Measurement Date. The impact of the trend and claims updates reduced the liability by 3.3%.
- The excise tax was removed from the liability calculation as of the measurement date due to the "Further Consolidated Appropriations Act, 2020" signed into law on December 20, 2019.

### Actuarial Assumptions and Methods

Table 1

**Retirement Rates** 

Early and Normal Retirement Prior to Age 60 with 10 Years of Service Unreduced Retirement Annual Rates							
Year of Eligibility	Male	Female	Female Year of Eligibility		Female		
1	6.0%	7.5%	14	12.0%	12.0%		
2	6.0%	7.5%	15	14.0%	14.0%		
3	6.0%	7.5%	16	22.0%	22.0%		
4	6.0%	7.5%	17	15.5%	17.0%		
5	6.5%	7.5%	18	15.5%	17.0%		
6	6.5%	7.5%	19	15.5%	17.0%		
7	7.0%	8.0%	20	15.5%	17.0%		
8	7.0%	8.0%	21	15.5%	17.0%		
9	7.5%	8.0%	22	15.5%	17.0%		
10	8.0%	8.0%	23	15.5%	17.0%		
11	8.5%	9.0%	24	15.5%	17.0%		
12	11.0%	12.0%	25	15.5%	17.0%		
13	16.0%	18.0%	26	100.0%	100.0%		

An additional 7.5% is added to the rates shown above for employees in a year in which they are first eligible for unreduced retirement prior to age 60. In addition, a 2% load is added to the above table upon reaching age 60.

Normal Retirement Age (60 with 10 Years of Service)

Normal Retirement (Age 60 with 10 Years of Service) Unreduced Retirement Annual Rates								
Age	Age Male Female							
60	10.5%	11.0%						
61	13.0%	14.0%						
62	18.0%	20.0%						
63	14.0%	14.0%						
64	16.0%	16.0%						
65	24.0%	24.0%						
66-74	17.5%	19.0%						
75	100%	100%						

These rates do not include separation on account of death or disability.

#### Table 2

#### Withdrawal Rates

The following table shows sample annual rates of withdrawal for participants. Note, these rates do not include separation due to death or disability. In addition, any employee terminating with at least 5 years of service and who are within 5 years of Normal Retirement are assumed to commence monthly pension benefits and, thus, become eligible to accept retiree medical coverage.

	% Separating Within Next Year									
Years	Male									
of					Attaine	ed Age				
Service	20	25	30	35	40	45	50	55	60	65
0	30.0%	25.4%	23.0%	20.8%	18.6%	16.5%	14.8%	15.3%	17.9%	24.0%
1	24.6%	21.4%	18.6%	16.1%	13.8%	12.0%	11.1%	11.6%	14.4%	20.5%
2	17.8%	14.4%	9.6%	5.2%	2.6%	1.8%	2.2%	2.6%	4.3%	
3	17.8%	14.4%	9.6%	5.2%	2.6%	1.8%	2.2%	2.6%	4.3%	
4	17.8%	14.4%	9.6%	5.2%	2.6%	1.8%	2.2%	2.6%	4.3%	
5	17.8%	14.4%	9.6%	5.2%	2.6%	1.8%	2.2%	2.6%	4.3%	
6	17.8%	14.4%	9.6%	5.2%	2.6%	1.8%	2.2%	2.6%	4.3%	
7	17.8%	14.4%	9.6%	5.2%	2.6%	1.8%	2.2%	2.6%	4.3%	
8	17.8%	14.4%	9.6%	5.2%	2.6%	1.8%	2.2%	2.6%	4.3%	
9	17.8%	14.4%	9.6%	5.2%	2.6%	1.8%	2.2%	2.6%	4.3%	
10 or	17.8%	14.4%	9.6%	5.2%	2.6%	1.8%	2.2%	2.6%	4.3%	
Years		Female								
of					Attaine	ed Age				
Service	20	25	30	35	40	45	50	55	60	65

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Service	20	25	30	35	40	45	50	55	60	65
0	30.0%	25.4%	23.0%	20.8%	18.6%	16.5%	14.8%	15.3%	17.9%	24.0%
1	24.6%	21.4%	18.6%	16.1%	13.8%	12.0%	11.1%	11.6%	14.4%	20.5%
2	18.3%	14.8%	10.3%	6.3%	3.4%	2.2%	2.3%	3.4%	4.9%	
3	18.3%	14.8%	10.3%	6.3%	3.4%	2.2%	2.3%	3.4%	4.9%	
4	18.3%	14.8%	10.3%	6.3%	3.4%	2.2%	2.3%	3.4%	4.9%	
5	18.3%	14.8%	10.3%	6.3%	3.4%	2.2%	2.3%	3.4%	4.9%	
6	18.3%	14.8%	10.3%	6.3%	3.4%	2.2%	2.3%	3.4%	4.9%	
7	18.3%	14.8%	10.3%	6.3%	3.4%	2.2%	2.3%	3.4%	4.9%	
8	18.3%	14.8%	10.3%	6.3%	3.4%	2.2%	2.3%	3.4%	4.9%	
9	18.3%	14.8%	10.3%	6.3%	3.4%	2.2%	2.3%	3.4%	4.9%	
10 or	18.3%	14.8%	10.3%	6.3%	3.4%	2.2%	2.3%	3.4%	4.9%	

### Table 3

### **Disability Rates**

The following table shows sample annual rates of disability.

% Becoming Disabled Within Next Year						
Sample						
Ages	Male	Female				
20	0.06%	0.03%				
25	0.06%	0.03%				
30	0.07%	0.04%				
35	0.11%	0.06%				
40	0.16%	0.14%				
45	0.22%	0.24%				
50	0.27%	0.33%				
55	0.27%	0.38%				
60						
65						

### Actuarial Assumptions and Methods

#### Discussion of Actuarial Assumptions and Methods

The State of Tennessee selected the economic, demographic and health care claim cost assumptions and prescribed them for use for purposes of compliance with GASB 75. Aon provided guidance with respect to these assumptions, and it is our belief that the assumptions represent reasonable expectations of anticipated plan experience. Mortality, retirement, withdrawal, and disability rates as well as assumed salary increases were developed by TCRS from the 2016 Actuarial Experience Study. Coverage acceptance rates were provided by the prior actuary, but not reviewed for the current valuation. An evaluation of the reasonability and consistency of these assumptions is beyond the scope of the assignment.

#### Calculation of Normal Costs and Liabilities

The method used to calculate the service cost and accumulated postretirement benefit obligation for determining OPEB expense is the entry age normal cost method. Under this cost method, the actuarial accrued liability is based on a prorated portion of the present value of all benefits earned to date over expected future working lifetime as defined by GASB. The proration is determined so that the cost with respect to service accrued from date of hire is recognized as a level percentage of pay each year. The Normal Cost is equal to the prorated cost for the year of the valuation.

#### Accounting Information under GASB 75

Benefit obligations and expense/(income) are calculated under U.S. Generally Accepted Accounting Principles as set forth in Government Accounting Standards Board Statement 75.

The total OPEB liability represents the actuarial present value of benefits based on the entry age normal cost method as of the measurement date. The service cost represents the actuarial present value of benefits that are attributed to the 2021 fiscal year, reflecting the effect of assumed future health care claim cost and/or pay increases.

The OPEB expense is the annual amount to be recognized in the income statement as the cost of OPEB benefits for this plan for the period ending June 30, 2021.

### **Plan Provisions**

Eligibility to Participate

All full-time state and higher education employees (hired before July 1, 2015), retirees and vested terminated participants of The State of Tennessee who satisfy the Disability, Vested Termination, Early or Normal Retirement provisions of the Tennessee Consolidated Retirement System (TCRS) may be eligible for certain post-employment benefits under the Tennessee State Employees Group Plan. Any employee, with exception of state judges, becoming members of TCRS on or after July 1, 1976 enters TCRS Group I regardless of employment classification.

State Subsidy as a Percent of Base Premiu				
Service at	State Subsidy			
Retirement				
30+ years of service	80%			
20-29 years of service	70%			
Less than 20 years of service	60%			
	Service at Retirement30+ years of service20-29 years of serviceLess than 20 years of			

\*Subsidy amount is based on the premium rates applicable to coverage under the lower cost plan and carrier.

#### Group I eligibility retirements under TCRS

 Earlier of (i) Age 60 with five years of creditable service, or (ii) Any age with 30 years of creditable service

#### Group I eligibility retirements under TCRS:

- Age 55 with five years of creditable service, or
- Reduced pension benefit upon completion of 25 years of service at any age

#### **TCRS Participants**

- Ten years of creditable service with state, higher education or participating Local Education agency with the employer and three years continuous of insurance coverage in a state-sponsored insurance plan immediately prior to final termination for retirement, or
- Twenty or more years of creditable service with state, higher education or participating Local Education agency and one year of continuous insurance coverage in a state-sponsored insurance

Early Retirement

Eligibility for Retirement Normal Retirement

Eligibility for Medical Insurance

plan immediately prior to final termination for retirement

If the individual is retiring through TCRS, they must be receiving a monthly retirement benefit to continue coverage as a retiree. TCRS participants who choose a lump-sum retirement benefit are not eligible to continue insurance at retirement

#### **Other Participants**

For ORP (Optional Retirement Program) participants. non-elects (individuals who declined optional membership in the Tennessee Consolidated Retirement System), and state employees on federal appointment not eligible for federal insurance programs, the following rules apply:

- . Age 55 with at least 10 but less than 20 total years of creditable service with state, higher education or participating Local Education agency and three years of continuous insurance coverage in a state sponsored insurance plan immediately prior to final termination for retirement. or
- . Age 55 and 20 or more years of creditable service with state, higher education or participating Local Education agency and one year of continuous insurance coverage in a state-sponsored insurance plan immediately prior to final termination for retirement, or
- 25 years of creditable service with state, higher education or participating Local Education agency and one year of continuous insurance coverage in a state-sponsored insurance plan immediately prior to final termination for retirement.

Retirees who have documentation of SSA disability or have been approved by TCRS for disability retirement, have a date of hire prior to July 1, 2015 and who were participants in a state-sponsored plan at the time of the injury or illness which resulted in their disability may continue coverage provided that no lapse in medical coverage has occurred by meeting either the requirements for TCRS participants, ORP (Optional Retirement Program) participants and other non-TCRS participants outlined above, or by having at least five years of creditable service immediately prior to final termination due to disability.

**Disability Retirement** 

#### **Plan Benefits**

Eligible retirees may choose among the same Medical Plan options available for similarly situated active employees of the State. Dependents of retirees who continue to meet eligibility requirements may be covered at the retiree's option the same as dependents of active employees, provided those dependents were already enrolled in the Plan when the retiree's active coverage was terminated or they became eligible based on a special enrollment provision. Prescription Drug coverage is automatically extended to retirees and their dependents who continue coverage under any one of the Medical Plan options. Covered retirees and their dependents are subject to the same Medical and Prescription benefits as are active employees. Totally and permanently disabled pre-65 retirees may continue medical coverage. Disabled retirees under age 65 who are eligible for Medicare must maintain at least Part B coverage.

Certain Other Post-Employment Benefits (OPEB) are available to current retirees and all employees (hired before July 1, 2015) retiring from the State under the provisions of Disability, Early or Normal Retirement, as described above. With exception of a small group of grandfathered individuals, retirees are required to discontinue coverage under the plan upon attaining age 65. The OPEB benefits include access to coverage for the retiree and dependents under the Medical, Prescription, Dental and Vision as described below.

- Dental and vision benefits for retirees and their dependents are fully paid by the retirees, as they are by employees and their dependents. Consequently, these benefits are not considered as other postemployment benefits for the purposes of GASB Statement No. 75.
- The surviving dependents of a retiree may stay in the plan at no cost for up to six months. Afterwards, the surviving dependents are eligible to continue coverage under the State Employee Group Plan subject to payments of the applicable premiums. The surviving dependents must continue to meet eligibility requirements to remain enrolled in the plan.
- Former employees, retirees and dependents may be eligible for an extended benefit under COBRA, regardless of the terms of the employer's other postemployment benefits. COBRA benefits are not considered as other post- employment benefits for the purposes of GASB Statement No. 75.

**Duration of Benefits** 

Retirees and their dependents that are age-eligible for Medicare benefits are not eligible to remain in the State Employee Group Insurance Plan, but may apply for the Medicare Supplement plan (The Tennessee Plan) if they are receiving a monthly TCRS pension benefit or are an ORP participant. A Medicare eligible spouse may only be covered on the Tennessee Plan if the retiree is also covered. Retirees not eligible for Medicare benefits are allowed to remain on the core State Plan, with the plan as a primary payor. If the retiree later becomes eligible for Medicare Part A by virtue of a spouse's eligibility, the coverage will be terminated.

#### Plan Changes Since the Prior Year

There have been no plan changes since the prior year.