

Report of
AN ACTUARIAL VALUATION
December 31, 1985 of the
Duluth Police Pension Association
Duluth, Minnesota

TABLE OF CONTENTS

<u>Pages</u>	<u>Item</u>
1	Signature Page
A-1	Comments
A-2	Contribution Rate
A-3	Present Actuarial Condition
A-5	Comparative Contribution Schedule
A-6	Contribution Work Sheet
B-1	Retirant and Beneficiary Data
B-4	Active Member Data
B-6	Brief Summary of Benefits
C-1	Valuation Method and Assumptions
D-1	Accumulated Plan Benefits Schedule (for FASB 35 compliance)
Appendix I	Financial Principles and Operational Techniques
Appendix II	Meaning of Unfunded Accrued Liabilities

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March 21, 1986

Board of Trustees
Duluth Police Pension Association
Duluth, Minnesota

Submitted in this report are the results of the December 31, 1985 actuarial valuation of the assets, actuarial values, and contribution requirements associated with the benefits provided by the Duluth Police Pension Association.

The valuation results contained in Section A provide the actuarial information needed to determine the employer's "minimum obligation" effective January 1, 1987. Section A also contains comments regarding the valuation results.

The valuation was based upon information furnished by the association concerning benefits, financial transactions, active members, terminated members, retirants and beneficiaries. Data was checked for year to year consistency but was not otherwise audited by us. This information is summarized in Section B.

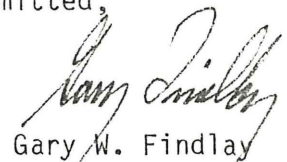
A description of the actuarial funding method and the risk experience assumptions used is contained in Section C. The economic risk experience assumptions, as well as the actuarial funding method to be used, are established by state law.

Information needed to comply with Statement of Financial Accounting Standards No. 35 is contained in Section D.

The actuarial valuation was prepared using generally accepted actuarial principles and practices based upon the methods, assumptions, summary of plan provisions and the member and financial data described in this report.

Respectfully submitted,


Ronald J. W. Smith


Gary W. Findlay

SECTION A
RESULTS OF THE VALUATION

COMMENTS

Economic Assumptions and Financing Method

The economic assumptions of 5% annual investment return and 3-1/2% annual salary increases are established by state law. State law also specifies that the annual minimum obligation of the municipality shall be determined by adding (i) the employer normal cost percent times covered payroll to (ii) the level dollar amount required to amortize the unfunded actuarial accrued liability by December 31, 2010.

It is worth noting that when the same assumptions and methods are applied to plans which differ in nature, the valuation results may not be comparable (for example, it is currently not valid to compare valuation results for a plan having full escalation to valuation results for a plan having a 3-1/2% cap on escalation). Caution should be exercised when attempting to assess the financial condition of one Association relative to another on the basis of valuation results produced using the assumptions and methods mandated by state law.

Results of the December 31, 1985 Valuation

The results presented in this December 31, 1985 actuarial valuation report are slightly different than the preliminary results outlined in the Analysis of the Proposal to Phase Out Local Association and Provide Benefits Under PERA dated February 7, 1986. These differences occurred due to the fact that the earlier report was prepared on the basis of preliminary salary and asset information.

Duluth Police Pension Association
 CONTRIBUTION RATE TO PROVIDE BENEFITS
 Member portion & Employer portion
 Effective January 1, 1987

<u>Contributions for</u>	<u>If Paid Equally Throughout Year</u>		
	<u>Normal Cost</u> <u>% of Active</u> <u>Payroll for 1987</u>	<u>+</u>	<u>UAAL Dollars</u>
Normal cost of annuities:			
Age & service: to members	15.45%		
Age & service: to survivors	2.79		
Disability	2.94		
Death before retirement	2.00		
Refunds of member contributions	0.00		
Total Normal Cost	23.18		
Amortization of unfunded actuarial accrued liabilities (UAAL) (24 year level dollar payment)			
Retired lives			\$ 306,009
Active members			891,617
Total			<u>1,197,626</u>
Total Cost of Benefits	23.18%	+	\$1,197,626
Member contributions	8.00		
COMPUTED EMPLOYER RATE:			
(a) If Paid Equally Throughout Year	15.18%	+	\$1,197,626
(b) IF PAID AT CALENDAR YEAR END	15.55%	+	\$1,227,201

Duluth Police Pension Association

Present Actuarial Condition

The Association's accrued actuarial assets were in excess of \$15.6 million on December 31, 1985 -- a considerable sum of money if unencumbered and allocated among a small group of persons. This is not the case with the Association's assets.

The following schedule puts the \$15.6 million into perspective by showing the relationship between accrued assets, actuarial accrued liabilities, and the number of persons with actual and potential claims on the Association's assets.

	<u>Accrued Actuarial Assets</u>	<u>Actuarial Accrued Liabilities</u>	<u>Unfunded Actuarial Accrued Liabilities</u>	<u>% Funded</u>
Retirants and Beneficiaries				
Retired Members (81)		\$16,342,560		
Surviving Spouses (41)		3,122,124		
Surviving Children (3)		<u>59,076</u>		
Total (125)	\$15,696,806	\$19,523,760	\$ 3,826,954	80.4%
Deferred Members (2)	0	500,256	500,256	0.0
Active Members (103)	<u>0</u>	<u>12,608,186</u>	<u>12,608,186</u>	0.0
Total	\$15,696,806	\$32,632,202	\$16,935,396	48.1%

Actuarial accrued liabilities represent the value, computed as of December 31, 1985 of:

- (i) retirement allowances likely to be paid the 125 retirants and beneficiaries; and
- (ii) the contributions assumed to have been made for the 103 active members from their entry into the plan until December 31, 1985.

To illustrate, the value of retirement allowances likely to be paid the 125 retirants and beneficiaries, discounted for investment earnings and mortality, was computed to be \$19,523,760 as of December 31, 1985. This means that if the 125 retirants and beneficiaries live and die according to the assumed mortality and if the \$19,523,760 can be invested to yield an average annual return of 5.0 percent over the remaining lifetimes of the 125 retirants and beneficiaries, then the \$19,523,760 together with investment earnings thereon will just be sufficient to pay the 125 retirants and beneficiaries their allowances for their remaining lifetimes.

With respect to active members, the actuarial accrued liability of \$12,608,186 represents the amount that would have been accumulated by December 31, 1985 if the normal cost (which is expressed as a level percentage of pay) had been contributed from the date of hire until December 31, 1985 for each of the 103 actives, if these amounts had earned 5.0% interest and if the members in the past had lived, died, withdrawn, retired and received salary increases according to the actuarial assumptions shown in this report.

Historical Funding Ratio Schedule
(\$ in thousands)

<u>Valuation Date December 31</u>	<u>Actuarial Accrued Liabilities</u>	<u>Accrued Assets</u>	<u>Percent Funded</u>
1978	\$18,464	\$ 4,116	22.3%
1979	N/A	N/A	N/A
1980	23,412	5,182	22.1
1981	25,724	6,712	26.1
1982	26,465	8,862	33.5
1983	28,415	10,265	36.1
1983*	30,519	10,265	33.6
1984	31,280	12,793	40.9
1985	32,632	15,697	48.1

* After change in assumptions.

Duluth Police Pension Association
 Computed Contributions - Comparative Schedule

<u>Year Ended December 31 Valuation</u>	<u>Fiscal</u>	<u>Total Normal Cost as a Percent of Valuation Payroll*</u>	<u>Contribution For Unfunded Actuarial Accrued Liabilities - \$ or %</u>
1978	1980	19.66%	\$ 700,109
1979	1981	N/A	N/A
1980	1982	22.08	1,174,851
1981	1983	N/A	N/A
1982	1984	22.16	1,173,070
1983	1985	22.09	1,232,004
1983	1985**	24.44	1,374,863
1984	1986	24.35	1,279,964
1985	1987	23.18	1,197,626

* Includes employee contributions.

** After change in assumptions.

Duluth Police Pension Association
CONTRIBUTION FOR CALENDAR YEAR EFFECTIVE JANUARY 1, 1987

For any period of time the percent-of-payroll contribution rate is converted to dollars. The amount of dollars for any calendar year depends upon the results of the last actuarial valuation, and upon the timing of contributions within the year. The later the contribution date, the greater the dollar amount will be.

The municipality's dollar contribution for the year may be determined as follows:

(1) Estimated covered payroll for 1987		\$ _____
(2) Total normal cost % from page A-2		23.18%
(3) Total normal cost (Line 1 times line 2)		\$ _____
(4) Amortization payment on UAAL from page A-2		1,197,626
(5) Total contributions required (Line 3 plus line 4)		_____
(6) Employee contributions (Line 1 times 8%)		\$ _____
(7) (a) State amortization aid based on 12/31/78 UAAL of \$14,347,966	\$215,937	
(b) State amortization aid based on 1984 legislation	<u>32,568</u>	
(c) Total state amortization aid		\$248,505
(8) Estimated insurance premium aid		_____
(9) Estimated total contributions from other sources (Line 6 plus line 7 plus line 8)		_____
(10) Employer's Minimum Obligation if payment is made in equal installments throughout the year. (Line 5 minus line 9)		\$ _____
(11) EMPLOYER'S MINIMUM OBLIGATION IF PAYMENT IS MADE AT YEAR END (Line 10 times 1.0247)		\$ _____

SECTION B
VALUATION DATA
AND
SUMMARY OF BENEFIT PROVISIONS

Duluth Police Pension Association
Retirants and Beneficiaries December 31, 1985
By Type of Annuity Being Paid

<u>Type of Annuity Being Paid</u>	<u>No.</u>	<u>Monthly Amounts</u>	<u>Computed Actuarial Accrued Liabilities</u>
Retirants receiving:			
Age & Service	80	\$ 93,681.22	\$16,049,712
Disability	<u>1</u>	<u>954.00</u>	<u>292,848</u>
Totals	81	94,635.22	16,342,560
Beneficiaries receiving:			
Spouse	41	24,600.00	3,122,124
Child	<u>3</u>	<u>720.00</u>	<u>59,076</u>
Totals	44	25,320.00	3,181,200
Totals	<u>125</u>	<u>\$119,955.22</u>	<u>\$19,523,760</u>

Inactive Members Eligible for Deferred Benefits
December 31, 1985

<u>No.</u>	<u>Monthly Amount</u>	<u>Computed Actuarial Accrued Liabilities</u>
2	\$2,118.00	\$500,256

Duluth Police Pension Association
Retirants and Beneficiaries December 31, 1985
By Attained Ages

<u>Attained Ages</u>	<u>Number</u>		<u>Death Before Retirement</u>
	<u>Age & Service</u>	<u>Disability</u>	
Under 20			3
20-24			
40-44			
45-49	1	1	1
50-54	7		
55-59	14		1
60-64	16		3
65-69	25		
70-74	22		1
75-79	8		1
80-84	9		1
85-89	7		
90-94	2		
95-99	<u>2</u>	<u>—</u>	<u>—</u>
Totals	113	1	11

Duluth Police Pension Association
Retirants and Beneficiaries Added to and Removed from Rolls
Comparative Statement

Valuation Date December 31	No. Added to Rolls	No. Removed from Rolls	Rolls End of Year		% Incr. in Annual Allowances	Average Allowances	Discounted Value of Allowances	
			No.	Annual Allowances			Total	Average
1978			112	\$ 758,658		\$ 6,774	\$10,508,859	\$ 93,829
1979	6	5	113	894,700	17.9%	7,918	11,573,872	102,424
1980	7	7	113	984,432	10.0	8,712	12,489,174	110,524
1981	7	10	110	1,055,190	7.2	9,593	13,361,680	121,470
1982	7	5	112	1,092,499	3.5	9,754	13,554,353	121,021
1983	8	2	118	1,218,472	11.5	10,326	16,208,468	137,360
1984	9	10	117	1,249,902	2.6	10,683	16,281,584	139,159
1985	13	5	125	1,439,463	15.2	11,516	19,523,760	156,190

Duluth Police Pension Association
Active Members December 31, 1985
By Attained Age and Years of Service

Attained Age	Years of Service to Valuation Date							Totals	
	0-4	5-9	10-14	15-19	20-24	25-29	30 Plus	No.	Valuation Payroll
25-29		1						1	\$ 28,800
30-34		13	1					14	403,200
35-39		10	10	8				28	806,400
40-44			2	20	3			25	720,000
45-49				10	12			22	633,600
50-54						6		6	172,800
55-59						2	2	4	115,200
60							1	1	28,800
62						1	1	2	57,600
Totals		24	13	38	15	9	4	103	\$2,966,400

While not used in the financial computations, the following group averages are computed and shown because of their general interest.

Age: 42.0 years.

Service: 16.6 years.

Annual Pay: \$28,800.

Duluth Police Pension Association

Comparative Schedule

Of Active Members

Valuation Date December 31	Active Members	Valuation Payroll	Average			
			Age	Service	Pay	% Incr.
1978	123	\$2,318,796	40.4 yrs.	14.6 yrs.	\$18,852	- %
1979	135	2,775,060	39.3	13.6	20,556	9.0
1980	133	2,986,116	39.8	14.0	22,452	9.2
1981	132	3,229,776	40.6	14.8	24,468	9.0
1982	129	3,219,840	41.2	15.4	24,960	2.0
1983	121	3,210,372	41.9	16.2	26,532	6.3
1984	117	3,236,220	42.5	16.9	27,660	4.3
1985	103	2,966,400	42.0	16.6	28,800	4.1

Duluth Police Pension Association

Brief Summary (12/31/85) of Benefit Provisions Evaluated and/or Considered

Eligibility. 20 years of service and 50 years of age.

Amount. For first 20 years of service, 31.8/80 of base pay. For the 21st year, an additional 1/80 is added and for each year in excess of 21 an additional 2/80 is added up to a maximum of 40.8/80 of base pay for 25 or more years of service.

Pay Used For Plan Purposes. "Base pay" means the salary of a first class patrolman with 16 years of service.

Disability Retirement

Eligibility. Permanently disabled to the extent that no longer able to perform the duties of a police officer before being eligible for age & service retirement.

Amount. Determined by Board. No less than 1.5/80 of base pay for each year of service and no more than 40.8/80 of base pay.

Member's Death While Active, Or In Deferred Status, Or Retired

Eligibility.

Spouse. Legally married to member at least 1 year before separation from service and residing with member at time of death. Benefits terminate upon remarriage but may be reinstated upon termination of a subsequent marriage.

Child. Younger than age 18, or younger than age 22 if enrolled in an accredited college or vocational school.

Amount.

Spouse. 20/80 of base pay.

Child. 8/80 of base pay per child. Children's maximum is 20/80 if spouse is receiving or 40/80 if no spouse is receiving.

Vested Deferred. 20 years of service and separated before age 50. Payment beginning is deferred to attainment of age 50.

Post-Retirement Adjustments ("Escalator"). Each time base pay is changed, payments to all benefit recipients are simultaneously changed by the same percent that base pay is changed.

Member Contributions. 8% of base pay. Non-refundable.

SECTION C
VALUATION METHODS AND ASSUMPTIONS

Duluth Police Pension Association

Valuation Methods and Assumptions

The Entry Age Normal Cost method was used to determine the normal cost of all benefits.

The rate of investment return (interest) used in making the valuation was 5.0 percent per annum, compounded annually. State law requires use of this assumption.

The mortality table used was the UP-1984 Table set forward 2 years for males and set back 3 years for females.

Sample Ages	Single Life Values: Present Value of \$1 Monthly				Future Life Expectancy (Years)	
	Level		Increasing			
	For Life		3.5% Yearly		Men	Women
	Men	Women	Men	Women		
45	\$177.21	\$189.58	\$280.82	\$314.75	29.50	34.00
50	163.12	177.21	246.55	280.82	25.20	29.50
55	147.50	163.12	212.60	246.55	21.16	25.20
60	130.52	147.50	179.49	212.60	17.42	21.16
65	112.87	130.52	148.28	179.49	14.05	17.42
70	95.20	112.87	119.70	148.28	11.09	14.05
75	77.77	95.20	93.83	119.70	8.52	11.09
80	61.71	77.77	71.69	93.83	6.39	8.52

Age & service retirement was assumed to occur at age 58, or attained age if older.

Sample Rates of Separation From Active Employment Before Retirement, Death or Disability.

Sample Ages	% of Active Members Separating within Next Year
20	1.50%
25	1.25
30	1.00
35	0.75
40	0.50
45	0.25
50+	0.00

Pay Adjustment Factor used to Project Current Pays

<u>Sample Ages</u>	<u>Present Pay Resulting in Pay of \$1,000 at Age 60</u>	<u>Percent Increase in Pay During Next Year</u>
20	\$ 253	3.5%
25	300	3.5
30	356	3.5
35	423	3.5
40	503	3.5
45	597	3.5
50	709	3.5
55	842	3.5
60	1,000	3.5

Use of the pay adjustment factor illustrated above is required by state law.

Disability retirements were assumed to occur as indicated below:

<u>Sample Ages</u>	<u>% of Active Members Becoming Disabled within Next Year</u>
20	0.08%
25	0.08
30	0.08
35	0.08
40	0.20
45	0.26
50	0.49
55	0.89

SECTION D
ACCUMULATED PLAN BENEFITS

Duluth Police Pension Association

Statement of the Present Value of Accumulated Plan Benefits

December 31, 1985

Actuarial Present Value of
Accumulated Plan Benefits

Vested Benefits:	
Participants currently receiving payments	\$19,339,128
Other participants	4,251,341
Total Vested Benefits	<u>23,590,469</u>
Non-Vested Benefits	3,937,066
Total Actuarial Present Value of Accumulated Plan Benefits	<u><u>\$27,527,535</u></u>

The actuarial present value of accumulated plan benefits as of January 1, 1985 was \$25,893,202. During the year the plan experienced a net increase of \$1,634,333 in the actuarial present value of accumulated plan benefits due to general plan experience.

The accompanying notes are an integral part of the Statement of the Present Value of Accumulated Plan Benefits.

1. The actuarial present value of accumulated plan benefits presented in this statement was determined using the following assumptions:
 - a. Future salary increases prior to retirement were not considered for active members.
 - b. Future service was considered only to the extent that it would permit active plan participants to become eligible for benefits attributable to service rendered prior to the date of determination.
 - c. Regular valuation assumptions were used as to mortality, withdrawal, retirement ages, and disability.
 - d. Investment return was assumed to be at the rate of 8% compounded annually.
 - e. Salary increase related post retirement benefit adjustments were assumed to be at the rate of 6 1/2% compounded annually unless a lower rate is specified by law.
2. The calculation of the actuarial present value of accumulated plan benefits was made because of the requirements of the Financial Accounting Standards Board. Comparison of this value with plan assets is not indicative of the future ability of the plan to pay benefits when due or of their security in a termination situation.

Calculation of contribution requirements and related benefit value information in a "going concern" environment according to the principles of level cost financing is made by the annual actuarial valuations. The results of the contribution rate calculations cannot be simply replaced by the accumulated plan benefit results. To do so will mislead.

APPENDICES

APPENDIX I

FINANCIAL PRINCIPLES AND OPERATIONAL TECHNIQUES

Promises Made, and Eventually Paid. As each year is completed, the plan in effect hands an "IOU" to each member then acquiring a year of service credit -- the "IOU" says: "The Pension Plan owes you a portion of your retirement benefits, payments to be made in cash, commencing when you qualify for retirement."

The related key financial questions are:

Which generation of taxpayers contributes the money to cover the IOU?

The present taxpayers, who receive the benefit of the member's present year of service?

Or the future taxpayers, who happen to be in town paying taxes at the later time when the IOU becomes a cash demand?

A sound principle of sound retirement plan financing is to have this year's taxpayers contribute the money to cover the IOUs being handed out this year. By following this principle, THE CONTRIBUTION RATE WILL REMAIN APPROXIMATELY LEVEL FROM GENERATION TO GENERATION -- our children and grandchildren will contribute the same percents of active payroll we contribute now.

A PENSION PLAN BECOMES CLOSED

The diagram in this appendix shows two important activities which occur after a plan has been closed to employees hired in the future.

Cash benefits paid continue to increase for decades, while active member payroll begins to decrease to zero.

Funding Method. A funding method is the long-term, planned pattern for employer contributions.

For an open plan (a plan covering future employees), the level-percent-of-active member payroll funding method is the basic funding method.

The level-percent funding method can also be applied to a closed plan. However, the resulting contribution percent usually jumps to a high rate, because the number of cover active members is decreasing.

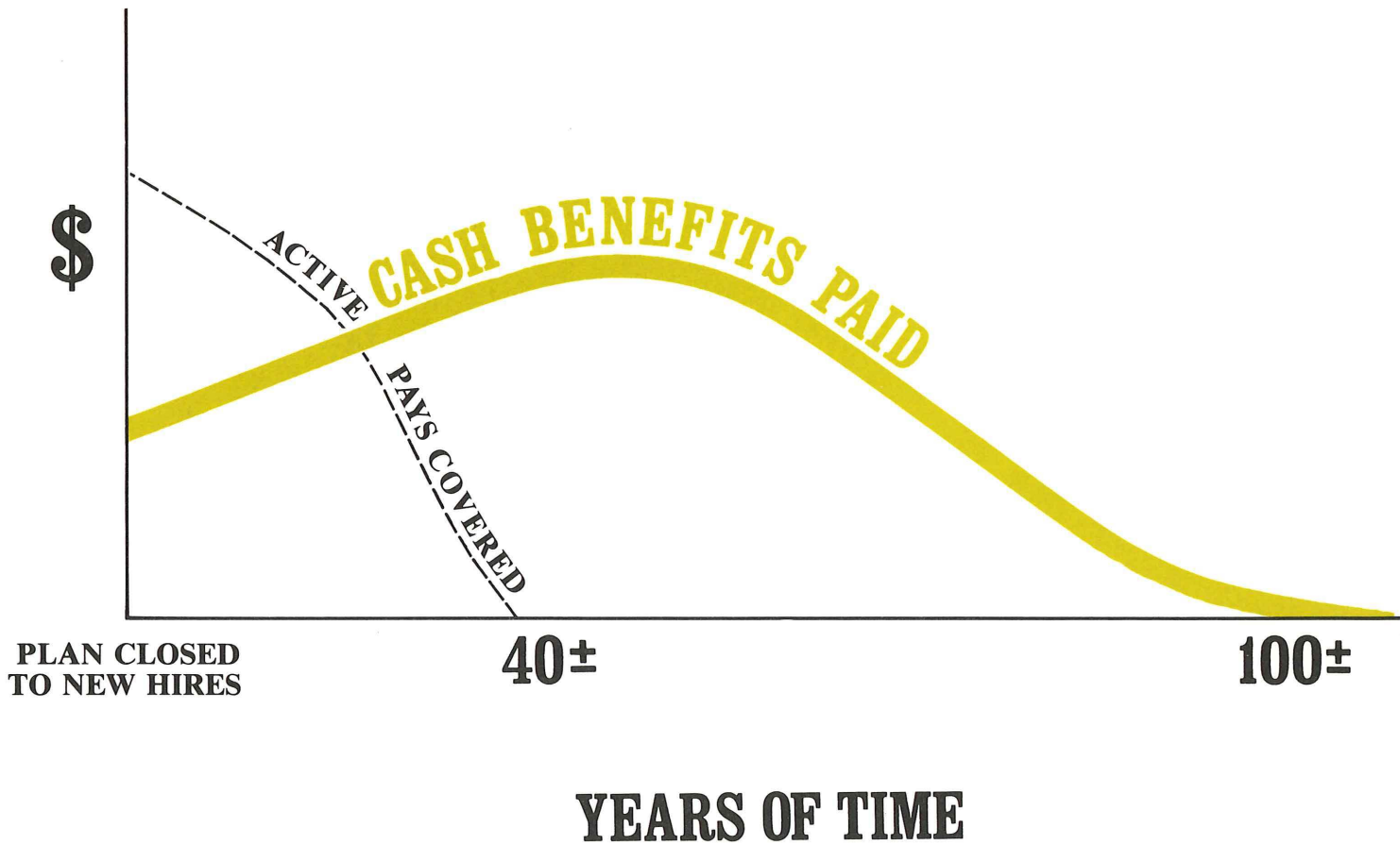
A preferred funding method for a closed plan consists of: level-percent funding for normal cost (the cost of members' service now being rendered); plus a level dollar contribution for unfunded actuarial accrued liabilities over a limited period of years. The period of years must be limited so that plan assets don't become zero while benefits are still payable.

Computing Contributions to Support Plan Benefits. From a given schedule of benefits and from the employee data and asset data furnished him, the actuary determines the contribution rates to support the benefits by means of an actuarial valuation and a funding method.

In making an actuarial valuation, assumptions must be made regarding anticipated financial experiences for the next year and for decades in the future. Only the subsequent actual experience of the plan can indicate the degree of accuracy of the assumptions. Reconciling Differences Between Assumed Experience and Actual Experience. Once actual experience has occurred and been observed, it will not coincide exactly with assumed experience, regardless of the wisdom of the assumptions or the skill of the actuary and the millions of calculations he made. The future can be predicted with considerable but not 100% precision, except for inflation which seems to defy reliable prediction.

A well-managed plan copes with these continually changing differences by having periodic actuarial valuations. Each actuarial valuation is a complete recalculation of assumed future experience, taking into account all past differences between assumed and actual experience. The result is continuing adjustment in financial position.

A CLOSED PENSION PLAN



A plan becomes closed when no new hires are admitted to active membership. The persons covered by the plan at the time of closing continue their normal activities and continue to be covered by the plan, until the last survivor dies.

CASH BENEFITS LINE. After a pension plan becomes closed, the usual pattern is for cash benefits to continue to increase for decades of time. Eventually the cash benefits will peak, and then gradually decrease over more decades of time, ultimately to zero. The last cash benefit is likely to occur a century after the time the plan is closed.

The precise amounts of cash benefits cannot be known now, and must be estimated by assumptions of future experiences in a variety of financial risk areas.

APPENDIX II
MEANING OF UNFUNDED ACCRUED LIABILITIES

Almost every pension plan (public or private) has "unfunded accrued liabilities", so whatever they are, they aren't rare. Since the term is not part of everyday conversation, it needs some definition.

"Accrued liabilities" are the present value \$ of plan promises to pay benefits in the future based upon service already rendered - - - a liability has been established ("accrued") because the service has been rendered, but the resulting monthly cash benefit may not be payable until years in the future. Accrued liabilities \$ are the result of complex mathematical calculations, which are made by the plan's actuary (which is the name given to the specialist who makes such calculations).

If "accrued liabilities" at any time exceed the plan's accrued assets (cash & investments), the difference is "unfunded accrued liabilities". This is the common condition. If the plan's assets equalled the plan's "accrued liabilities", the plan would be termed "fully funded". This is a rare condition.

Each time a plan adds a new benefit which applies to service already rendered, an "accrued liability" is created, which is also an "unfunded accrued liability" because the plan can't print instant cash to cover the accrued liability. Payment for such unfunded accrued liabilities is spread over a period of years, commonly in the 20-40 year range.

Unfunded accrued liabilities can occur in another way: If actual financial experience is less favorable than assumed financial experience, the difference is added to unfunded accrued liabilities. In plans where plan benefits are directly related to an employee's pay near time of retirement (a common plan provision) rather than his average pay throughout his working career, unfunded accrued liabilities have been increasing in recent years because unexpected rates of pay increase have created additional accrued liabilities which could not be matched by reasonable investment results. Some of these unexpected pay increases are the direct result of inflation, which is a very destructive force on financial stability.

The existence of unfunded accrued liabilities is not bad, then (any more than a mortgage on your house is "bad"), but the changes from year to year in amount of unfunded accrued liabilities are important - - - "bad" or "good" or somewhere in between.

Nor are unfunded accrued liabilities a bill payable immediately (your food costs are payable immediately), but it is important that policy-makers prevent the amount from becoming unreasonably high and it is vital that your plan have a sound method for making payments toward them so that they are controlled.

The existence of large amounts of unfunded accrued liabilities indicates that total contributions in past years were less than level - - - an almost certain history if retired life liabilities are not fully funded now.