

# State of Utah Elected Officials Other Post-Employment Benefit Plan

**Post-Employment Medical Plan  
GASB 74/75 Financial Accounting Disclosure  
For the Fiscal Year Ending June 30, 2021**

**August 2021**





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## Actuarial Certification

State of Utah retained Korn Ferry to perform an actuarial valuation in accordance with GASB Statements No. 74 (Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans) and No. 75 (Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions). The purpose of this valuation is to provide the State with certain actuarial values that are required for its financial statements disclosure. Use of the valuation results for other purposes may not be appropriate.

We have relied on census and benefit information provided by the State and/or its benefits administrator. We have not audited the information provided and its sources although we have reviewed it for reasonableness and, where necessary, requested corrections and clarifications. We are satisfied that the information provided by the State is sufficient for the purpose for which it has been used.

The valuation results were prepared using leased actuarial modeling software that produces results consistent with the purpose of this valuation and meet applicable regulatory requirements. The vendor is responsible for the development and maintenance of these models. The models include complete and detailed technical documentations that outline how the calculations are being done, and produce detailed sample life output allowing the users to confirm the results with a high degree of accuracy how the programmed benefit is applied to an individual along with the proposed decrements and other assumptions. The actuarial team loads the participant data, programs the benefit provisions, enters the proposed assumptions into the model, and reviews sample life outputs and results, under the supervision of credentialed actuaries who are proficient users of the software. We are not aware of any material limitations in the model nor any material inconsistencies in the assumptions used within the model.

Assumptions used for the valuation were selected by the plan sponsor with our advice and concurrence, and we believe they are each reasonable based on its own merits and in combination represent the expected experience of the plan. All calculations have been conducted in accordance with generally accepted actuarial principles and practices.

Future actuarial measurements may differ significantly from current measurements due to such factors as plan experience differing from that anticipated by the assumptions, changes in future assumptions, and changes in plan provisions or applicable law. Because of the limited scope of our engagement, an analysis of the potential range of such future differences in measurement was not performed.

The actuary certifying to this valuation is a member of the Society of Actuaries and other professional actuarial organizations and meets the General Qualification Standards of the American Academy of Actuaries for purposes of issuing Statements of Actuarial Opinion, including Code of Professional Conduct Precept 7 regarding conflict of interest. Neither Korn Ferry nor any of its employees has any relationship with the Plan Sponsor that could impair or appear to impair the objectivity of this report.

Evi Laksana, ASA, MAAA  
FINAL – August 31, 2021

Audra Mardis, ASA, CERA, MAAA



## Section 1: Executive Summary

The State of Utah (“the State”) sponsors post-employment medical/prescription drug coverage for eligible retirees and their dependents. Eligible retirees and their dependents may continue health care coverage through the State plan for life. The State plan (“plan”) covers eligible retirees who elect to participate and pay any required contributions. This report is for the actuarial valuation of the postemployment health benefit plan. The State implemented GASB 74/75 for the year ended June 30, 2017.

The calculations were based on an actuarial valuation as of December 31, 2020 using census data and recent health care cost information which was provided by the State.

### GASB 74/75

In June 2015 the Governmental Accounting Standards Board (GASB) issued Statement Number 74 (Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans) and 75 (Accounting and Financial Reporting for Postemployment Benefits Other than Pensions) which replace GASB 43 and 45. The State is assumed to be a single employer without a special funding situation with a qualified trust for the purposes of reporting under GASB 74/75.

GASB 74 and 75 require the Total OPEB Liability (TOL) to be calculated based on the Entry Age Normal Level Percent of Pay (EAN) actuarial cost method. These benefits are currently pre-funded.

This valuation includes:

- all retirees who are currently receiving these benefits; and
- all elected officials who will be eligible in the future to receive these benefits.

The State has provided a census of these elected officials and retirees. A summary of this data is presented in Section 7.

An actuarial valuation requires assumptions for the following parameters:

- A discount rate, at which future benefit cashflows are discounted, is set as (a) the long-term expected rate of return on OPEB Plan investments to the extent that the OPEB plan assets are projected to be sufficient to make projected benefit payments and expected to be invested using a strategy to achieve that return or (b) the yield or index rate for 20-year, tax-exempt general obligation municipal bonds with an average rating of AA/Aa or higher (or equivalent quality on another rating scale) if the conditions in (a) are not met;
- Mortality rates relevant to the underlying group of elected officials and retirees;
- Withdrawal rates relevant to the underlying group of elected officials;
- Retirement rates relevant to the underlying group of elected officials;
- Current and future per capita claim costs for the benefits being valued;
- Health care cost trend assumptions;
- Salary scale relevant to the underlying group of elected officials; and
- Inflation assumptions relevant to the underlying population.



In determining the initial per capita claim cost, we have relied on Health Cost information provided by the State (or its benefits administrator on its behalf).

The assumptions used in this valuation conform to the requirements of GASB 74 and 75 and generally accepted actuarial principles. Details of the assumptions are presented in Section 6.

The calculations were performed using a Valuation Date (VD) of December 31, 2020 for reporting in the State's full accrual financial statements for a Measurement Date (MD) of June 30, 2021. This report presents results as of June 30, 2021 and may be used for June 30, 2021 financial statements.

The valuation results as of December 31, 2020 will be rolled-forward and may be used for June 30, 2022 financial statements provided there are no material changes to:

- any of the benefits packages;
- any of the cost-sharing structures; and
- the census.

The State's next full valuation should be as of December 31, 2022, for reporting in the State's full accrual financial statement as of June 30, 2023.





Below is the summary of key results. The meaning of the terms presented in the table below can be found in Appendix B.

**Table 1 - Executive Summary**

	FY 2020/21	FY 2019/20
<b>Valuation Date (VD)</b>	December 31, 2020	December 31, 2018
<b>Prior Measurement Date</b>	June 30, 2020	June 30, 2019
<b>Measurement Date (MD)</b>	June 30, 2021	June 30, 2020
<b>Membership Data as of Valuation Date</b>		
Retirees or Beneficiaries Currently Receiving Benefits	97	85
Retirees Entitled to But Not Yet Receiving Benefits	99	77
Active elected officials	50	68
Total Membership	246	230
<b>Discount Rate</b>		
Municipal Bond Index Rate at Prior MD	2.21%	3.51%
Municipal Bond Index Rate at MD	2.16%	2.21%
Long-term Expected Asset Return at Prior MD	5.25%	5.25%
Long-term Expected Asset Return at MD	5.25%	5.25%
Year in which Fiduciary Net Position is Projected to be Depleted	N/A	N/A
Single Equivalent Interest Rate at Prior MD	5.25%	5.25%
Single Equivalent Interest Rate at MD	5.25%	5.25%
<b>Net OPEB Liability as of Measurement Date</b>		
Total OPEB Liability (TOL)	\$ 22,088,116	\$ 17,718,095
Fiduciary Net Position (FNP)	(21,480,664)	(17,431,785)
Net OPEB Liability (NOL = TOL – FNP)	\$ 607,452	\$ 286,310
FNP as a percentage of TOL	97.2%	98.4%
<b>OPEB Expense</b>	\$ 3,364,576	\$ 53,517
<b>Deferred Outflows of Resources</b>	\$ 0	\$ 6,517
<b>Deferred Inflows of Resources</b>	\$ (2,407,789)	\$ (619,672)



## Section 2: Financial Accounting Information

In response to the GASB 74/75 requirements, this section provides the necessary accounting disclosures for the State's financial reports which are shown in the following exhibits:

- Table 2: Plan Demographics
- Table 3: Assumptions
- Table 4: OPEB Expense
- Table 5: Net OPEB Liability Sensitivity
- Table 6: Deferred Inflows and Outflows
- Table 7: Unamortized Balance of Deferred Inflows and Outflows
- Table 8: Schedule of Future Deferred Inflows and Outflows Amortization

### Brief Summary of Membership and Assumptions

The table below displays the number of elected officials covered by the benefit terms. As of June 30, 2013, these OPEB plans are closed to new entrants.

**Table 2 - Plan Demographics**

Retirees or Beneficiaries Currently Receiving Benefits	97
Retirees Entitled to but not yet Receiving Benefits	99
Active Elected Officials	50
<b>Total Membership</b>	<b>246</b>

Significant assumptions and other inputs used to measure the Total OPEB Liability for the current fiscal year are summarized in the table below.

**Table 3 - Assumptions**

Inflation	2.50%
Salary Increases	2.50%
Discount Rate <sup>1</sup>	
Prior Measurement Date	5.25%
Measurement Date	5.25%
Long-term Expected Asset Return for Prior MD	5.25%
Long-term Expected Asset Return for Current MD	5.25%
Mortality Table	Pub-2010 Headcount-Weighted General Employees / Retirees / Contingent Survivors Mortality Tables with generational projection using Scale MP-2020
Health Care Cost Trends	6.00% in 2021, decreasing gradually to an ultimate rate of 4.04% by 2075

<sup>1</sup> The discount rate was based on the expected asset return of the Trust which is expected to be able to pay for all future benefit payments (i.e. no depletion date).



## OPEB Expense

GASB 75 states the OPEB expense also should be recognized in the current reporting period for costs incurred by the government related to the administration of OPEB. The measurement period for these costs should be the same as the measurement period applied to changes in the Total OPEB Liability.

The OPEB Expense consists of:

1. Service Costs for the year
2. Interest on the TOL using the single equivalent interest rate at the beginning of the period
3. Change in the TOL due to benefit changes
4. The current year recognition of changes in the TOL due to Actual versus Expected experience
5. The current year recognition of changes in the TOL due to changes of assumptions or other inputs experience (including the change in discount rate)
6. Recognition of Deferred Inflows and Outflows of Resources from prior years.

The following table provides a breakdown of the OPEB Expense as of the current and prior fiscal year-ends:

**Table 4 - OPEB Expense**

Fiscal Year Ending	June 30, 2021	June 30, 2020
Service Cost	\$ 219,472	\$ 213,631
Interest on Total OPEB Liability and Service Cost	923,036	902,481
Current Period Benefit Changes	0	0
Projected Earnings on OPEB Plan Investments	(928,844)	(846,496)
Administrative Expenses Net of All Other Revenues	0	0
Current Period Recognition of Deferred Inflows and Outflows of Resources		
Difference Between Expected and Actual Experience in the Total OPEB Liability	3,823,200	63,115
Changes of Assumptions or Other Inputs	125,386	0
Net Difference Between Projected and Actual Earnings on OPEB Plan Investments	(797,674)	(279,214)
Other	0	0
<b>OPEB Expense</b>	<b>\$ 3,364,576</b>	<b>\$ 53,517</b>





## Sensitivity Results

Measures of the Net OPEB Liability (NOL) calculated using each of the following rates, should be disclosed:

- If applicable, a healthcare cost trend rate that is 1-percentage-point lower/higher than the assumed healthcare cost trend rate.
- A discount rate that is 1-percentage-point lower/higher than that required by GASB 75 paragraph 36 or GASB 74 paragraph 35(b)(2).

Changes in the discount and health care cost trend rates affect the measurement of the Total OPEB Liability (TOL). Lower discount rates produce a higher TOL whereas lower trend rates produce a lower TOL. The converse is true for higher discount rates and trend rates. Because the discount rate and trend rates do not affect the measurement of assets, the percentage change in the NOL can be very significant for a relatively small change in either rate. The table below shows the sensitivity of the NOL to the discount rate and healthcare cost trend rates.

**Table 5 - Net OPEB Liability Sensitivity**

Healthcare Cost Trend	Discount Rate		
	1% Increase (6.25%)	Current (5.25%)	1% Decrease (4.25%)
1% Decrease (5.00% initial)		(\$ 2,108,308)	
Current (6.00% initial)	(\$ 2,039,416)	\$ 607,452	\$ 3,871,542
1% Increase (7.00% initial)		\$ 3,920,575	



## Deferred Inflows and Outflows

The following table provides a summary of the Deferred Outflows of Resources and Deferred Inflows of Resources as of June 30, 2021:

**Table 6 - Deferred Inflows and Outflows**

Differences Between Expected and Actual Experience						
FYE	Initial Balance	Initial Amortization Period (in years)	Annual Recognition	Recognized in OPEB Expense through June 30, 2021	Unamortized Balance as of June 30, 2021	
6/30/2017	\$ 0	1	\$ 0	\$ 0	\$	0
6/30/2018	\$ 0	1	\$ 0	\$ 0	\$	0
6/30/2019	\$ (245,018)	1	\$ (245,018)	\$ (245,018)	\$	0
6/30/2020	\$ 63,115	1	\$ 63,115	\$ 63,115	\$	0
6/30/2021	\$ 3,823,200	1	\$ 3,823,200	\$ 3,823,200	\$	0

Changes in Assumptions						
FYE	Initial Balance	Initial Amortization Period (in years)	Annual Recognition	Recognized in OPEB Expense through June 30, 2021	Unamortized Balance as of June 30, 2021	
6/30/2017	\$ 0	1	\$ 0	\$ 0	\$	0
6/30/2018	\$ 0	1	\$ 0	\$ 0	\$	0
6/30/2019	\$ (347,732)	1	\$ (347,732)	\$ (347,732)	\$	0
6/30/2020	\$ 0	1	\$ 0	\$ 0	\$	0
6/30/2021	\$ 125,386	1	\$ 125,386	\$ 125,386	\$	0

Net Difference Between Projected and Actual Earnings on OPEB Plan Investments						
FYE	Initial Balance	Initial Amortization Period (in years)	Annual Recognition	Recognized in OPEB Expense through June 30, 2021	Unamortized Balance as of June 30, 2021	
6/30/2017	\$ (667,598)	5	\$ (133,518) <sup>2</sup>	\$ (667,598)	\$	0
6/30/2018	\$ 16,294	5	\$ 3,259	\$ 13,036	\$	3,258
6/30/2019	\$ (548,274)	5	\$ (109,655)	\$ (328,965)	\$	(219,309)
6/30/2020	\$ (196,488)	5	\$ (39,298)	\$ (78,596)	\$	(117,892)
6/30/2021	\$ (2,592,308)	5	\$ (518,462)	\$ (518,462)	\$	(2,073,846)

<sup>2</sup> Annual recognition for 6/30/2017 reflects the remaining balance in the last year of amortization.



Deferred Inflows and Outflows of resources for (a) differences between expected and actual experience and (b) changes of assumptions or other inputs should be recognized in OPEB expense, beginning in the current reporting period, using a systematic and rational method over a closed period equal to the average of the expected remaining service lives of all elected officials that are provided with OPEB through the OPEB plan (elected officials and retirees) determined as of the beginning of the measurement period.

For the current fiscal year, the average expected remaining service life of elected officials and retirees is 0.84 years and the Deferred Inflows and Outflows of resources for (a) differences between expected and actual experience and (b) changes of assumptions or other inputs as of June 30, 2021 are amortized over 1 year.

Deferred Inflows and Outflows of resources due to net difference between projected and actual earnings on OPEB Plan investments will be recognized in OPEB expense over a 5-year period.

**Table 7 – Unamortized Balance of Deferred Inflows and Outflows**

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences Between Expected and Actual Experience	\$ 0	\$ 0
Changes of Assumptions or Other Inputs	0	0
Net Difference Between Projected and Actual Earnings on OPEB Plan Investments	0	(2,407,789)
<b>Total</b>	<b>\$ 0</b>	<b>\$ (2,407,789)</b>

The following table presents the Deferred Inflows and Outflows by year of recognition for each of the next five years and all years after that.

**Table 8 - Schedule of Future Deferred Inflows and Outflows Amortization**

Measurement Period Ended June 30	Net Deferred Inflows / Outflows of Resources	Deferred Inflows of Resources	Deferred Outflows of Resources
2022	\$ (664,157)	\$ (664,157)	\$ 0
2023	\$ (667,414)	\$ (667,414)	\$ 0
2024	\$ (557,758)	\$ (557,758)	\$ 0
2025	\$ (518,460)	\$ (518,460)	\$ 0
2026	\$ 0	\$ 0	\$ 0
Thereafter	\$ 0	\$ 0	\$ 0



## Schedule of Changes in Total OPEB Liability and Fiduciary Net Position

Fiscal Years Ending	2021	2020	2019	2018	2017
<b>Total OPEB Liability (TOL)</b>					
Service Cost	\$ 219,472	\$ 213,631	\$ 733,384	\$ 715,496	\$ 697,939
Interest on TOL and Service Cost	923,036	902,481	908,058	849,820	788,739
Changes of benefit terms	0	0	0	0	0
Difference between expected and actual experience	3,823,200	63,115	(245,018)	0	0
Changes of assumptions or other inputs	125,386	0	(347,732)	0	0
Benefit payments	(721,073)	(864,170)	(411,979)	(534,222)	(502,836)
<b>Net change in Total OPEB Liability</b>	<b>\$ 4,370,021</b>	<b>\$ 315,057</b>	<b>\$ 636,713</b>	<b>\$ 1,031,094</b>	<b>\$ 983,842</b>
<b>Total OPEB Liability – beginning</b>	<b>\$ 17,718,095</b>	<b>\$ 17,403,038</b>	<b>\$ 16,766,325</b>	<b>\$ 15,735,231</b>	<b>\$ 14,751,389</b>
<b>Total OPEB Liability – ending</b>	<b>\$ 22,088,116</b>	<b>\$ 17,718,095</b>	<b>\$ 17,403,038</b>	<b>\$ 16,766,325</b>	<b>\$ 15,735,231</b>
<b>Plan Fiduciary Net Position (FNP)</b>					
Contributions – Employer	\$ 1,248,800	\$ 1,387,600	\$ 1,387,600	\$ 1,387,600	\$ 1,387,600
Contributions – Member	0	0	0	0	0
Other additions	0	0	0	0	0
Net investment income	3,521,152	1,042,984	1,287,666	668,371	1,214,813
Benefit payments	(721,073)	(864,170)	(411,979)	(534,222)	(502,836)
Administrative expenses	0	0	0	0	0
<b>Net change in Plan FNP</b>	<b>\$ 4,048,879</b>	<b>\$ 1,566,414</b>	<b>\$ 2,263,287</b>	<b>\$ 1,521,749</b>	<b>\$ 2,099,577</b>
<b>Plan FNP – beginning</b>	<b>\$ 17,431,785</b>	<b>\$ 15,865,371</b>	<b>\$ 13,602,084</b>	<b>\$ 12,080,335</b>	<b>\$ 9,980,758</b>
<b>Plan FNP – ending</b>	<b>\$ 21,480,664</b>	<b>\$ 17,431,785</b>	<b>\$ 15,865,371</b>	<b>\$ 13,602,084</b>	<b>\$ 12,080,335</b>
<b>Net OPEB Liability (NOL) – ending</b>	<b>\$ 607,452</b>	<b>\$ 286,310</b>	<b>\$ 1,537,667</b>	<b>\$ 3,164,241</b>	<b>\$ 3,654,896</b>
Funded Ratio	97.2%	98.4%	91.2%	81.1%	76.8%
Covered payroll	\$ 911,517	\$ 1,174,833	\$ 1,317,315	\$ 1,421,087	\$ 1,478,012
NOL as % of covered payroll	66.6%	24.4%	116.7%	222.7%	247.3%



## Schedule of Employer Contributions

Actuarially Determined Contributions prior to FYE 2018 is based on the Annual Required Contribution shown in prior actuarial valuation reports.

	Fiscal Years Ending (Shown in Thousands)				
	2021	2020	2019	2018	2017
Actuarially Determined Contributions (ADC)	\$ 600	\$ 1,026	\$ 1,026	\$ 1,241	\$ 1,241
Contributions in relation to the ADC	\$ 1,249	\$ 1,388	\$ 1,388	\$ 1,388	\$ 1,388
Contribution deficiency / (excess)	\$ (649)	\$ (362)	\$ (362)	\$ (147)	\$ (147)

	Fiscal Years Ending (Shown in Thousands)				
	2016	2015	2014	2013	2012
Actuarially Determined Contributions (ADC)	\$ 1,241	\$ 1,321	\$ 1,321	\$ 1,894	\$ 1,894
Contributions in relation to the ADC	\$ 1,388	\$ 1,388	\$ 2,030	\$ 2,030	\$ 3,470
Contribution deficiency / (excess)	\$ (147)	\$ (67)	\$ (709)	\$ (136)	\$ (1,576)



## Section 3: Projected Benefit Payments

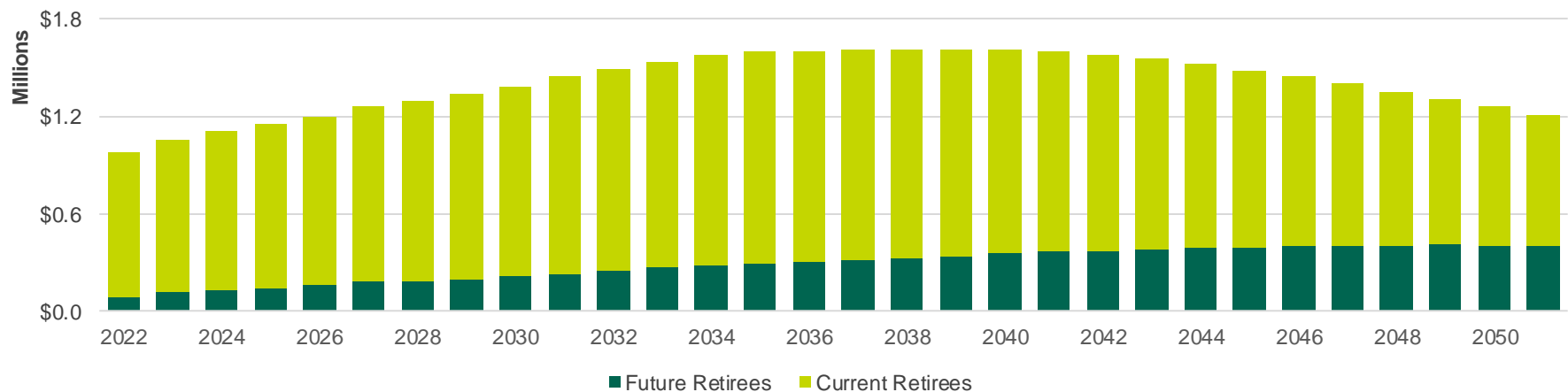
The following table is not a required financial accounting disclosure under GASB 74/75 but it's been provided for information purposes only. The table below shows the projected benefit payments for the next 30 years for future retirees (current elected officials and other eligible elected officials) and retirees. The costs include explicit subsidy (if any) and implicit subsidy and net of any retiree contributions.

FYE	Future Retirees	Current Retirees	Total
2022	\$ 81,372	\$ 896,402	\$ 977,774
2023	\$ 111,559	\$ 943,623	\$ 1,055,182
2024	\$ 123,972	\$ 981,693	\$ 1,105,665
2025	\$ 136,043	\$ 1,014,069	\$ 1,150,112
2026	\$ 158,489	\$ 1,039,434	\$ 1,197,923
2027	\$ 178,336	\$ 1,083,237	\$ 1,261,573
2028	\$ 180,987	\$ 1,107,249	\$ 1,288,236
2029	\$ 196,942	\$ 1,134,220	\$ 1,331,162
2030	\$ 210,097	\$ 1,174,098	\$ 1,384,195
2031	\$ 226,561	\$ 1,222,320	\$ 1,448,881

FYE	Future Retirees	Current Retirees	Total
2032	\$ 251,684	\$ 1,240,551	\$ 1,492,235
2033	\$ 267,979	\$ 1,265,256	\$ 1,533,235
2034	\$ 279,352	\$ 1,293,931	\$ 1,573,283
2035	\$ 286,384	\$ 1,311,843	\$ 1,598,227
2036	\$ 297,949	\$ 1,298,180	\$ 1,596,129
2037	\$ 308,920	\$ 1,304,214	\$ 1,613,134
2038	\$ 317,974	\$ 1,293,625	\$ 1,611,599
2039	\$ 335,502	\$ 1,278,902	\$ 1,614,404
2040	\$ 352,191	\$ 1,255,151	\$ 1,607,342
2041	\$ 361,639	\$ 1,231,714	\$ 1,593,353

FYE	Future Retirees	Current Retirees	Total
2042	\$ 371,387	\$ 1,205,706	\$ 1,577,093
2043	\$ 380,414	\$ 1,172,136	\$ 1,552,550
2044	\$ 387,660	\$ 1,131,511	\$ 1,519,171
2045	\$ 391,187	\$ 1,087,824	\$ 1,479,011
2046	\$ 396,673	\$ 1,043,844	\$ 1,440,517
2047	\$ 401,667	\$ 998,102	\$ 1,399,769
2048	\$ 401,601	\$ 949,566	\$ 1,351,167
2049	\$ 405,514	\$ 899,823	\$ 1,305,337
2050	\$ 404,411	\$ 850,887	\$ 1,255,298
2051	\$ 402,789	\$ 802,763	\$ 1,205,552

Projected Benefit Payments





## Section 4: Asset and Actuarially Determined Contribution

### Asset Breakdown

As of	June 30, 2021	June 30, 2020
<b>Asset</b>		
Cash and Deposits	\$ 682,626	\$ 129,481
Receivables		0
Investments		
Domestic Equities	\$ 6,001,233	\$ 4,157,204
International Equities	5,362,602	3,927,474
Fixed Income	8,954,173	8,815,302
Real Estate	480,030	402,324
Total investments	\$ 20,798,038	\$ 17,302,304
Total assets	\$ 21,480,664	\$ 17,431,785
<b>Liabilities</b>		
Accounts payable and accrued liabilities	\$ 0	\$ 0
Due to other governments	0	0
Total liabilities	\$ 0	\$ 0
Net assets available for benefits	\$ 21,480,664	\$ 17,431,785

## Reconciliation of Net Assets

For Fiscal Year	2020/21	2019/20
<b>Additions</b>		
Contributions		
Employer	\$ 1,248,800	\$ 1,387,600
Active members	0	0
Total contributions	<u>\$ 1,248,800</u>	<u>\$ 1,387,600</u>
Investment income		
Interest and dividend	\$ 19,865	\$ 57,218
Net increase/(decrease) in fair value of investments	3,501,287	985,766
Other increases/(transfers)	0	0
Total investment income	<u>\$ 3,521,152</u>	<u>\$ 1,042,984</u>
Investment expense	0	0
Net investment income	<u>\$ 3,521,152</u>	<u>\$ 1,042,984</u>
Total additions	\$ 4,769,952	\$ 2,430,584
<b>Deductions</b>		
Benefit payments	\$ (721,073)	\$ (864,170)
Administrative expenses	0	0
Total deductions	<u>\$ (721,073)</u>	<u>\$ (864,170)</u>
Change in net position	\$ 4,048,879	\$ 1,566,414
Net position – beginning of year	\$ 17,431,785	\$ 15,865,371
Net position – end of year	\$ 21,480,664	\$ 17,431,785

## Actuarially Determined Contribution

The Actuarially Determined Contribution is the recommended contribution that, if paid on an ongoing basis, is expected to provide sufficient resources to fund (a) future normal costs (the costs for new service) and (b) the amortized unfunded liabilities (if the plan is not fully funded). There is no requirement to fund OPEB benefit under GASB 74/75 and it is the Plan Sponsor's responsibility to determine the OPEB contributions based on current budgetary resources and/or constraints.

	As of December 31, 2020 <sup>3</sup>
Discount Rate for Funding Purposes <sup>4</sup>	5.25%
Cost Method	Entry Age Normal
Amortization Method	Level % of Salary Level \$ Open Period
Salary Scale for Amortization Purposes	N/A
Amortization Period (in years)	10
Actuarial Accrued Liability (AAL) – beginning of year	\$ 21,908,997
Actuarial Value of Assets (AVA) – beginning of year	(20,078,613)
Unfunded AAL (UAAL) – beginning of year	\$ 1,830,384
Normal Cost – beginning of year	\$ 173,734
Amortization of UAAL	227,962
Total Normal Cost and Amortization of UAAL	\$ 401,696
Interest to the end of the year	21,089
ADC – end of year	\$ 422,785

<sup>3</sup> ADC as of December 31, 2020 was calculated using AAL and Normal Cost from December 31, 2020 actuarial valuation. The AVA is based on market value of asset as of December 31, 2020. The State will use the above ADC to budget State's contribution for fiscal year ending June 30, 2023.

<sup>4</sup> Based on the expected rate of return of the OPEB Trust.

## Section 5: Summary of Plan Provisions

### Eligibility

State Elected Officials who retire from the state may be eligible for postemployment medical insurance benefits under the State of Utah Elected Official Postemployment Benefit Plan. Retire under this plan means a member who has applied and received a retirement benefit from Utah Retirement System (URS) under the Governor's and Legislator's standard retirement plan. The URS eligibility requirements under the Governor's and Legislator's standard retirement plan are age 65 with 4 years of service for unreduced benefit or age 62 with 10 years of service for reduced benefit.

The following eligibility criteria applies:

#### Pre-65 Retiree and Spouse Eligibility

1. Begin service as an Elected Official prior to January 1, 2012
2. Retire after January 1, 1998
3. At least age 62
4. Be an active member at the time of retirement or have retired and continued group health coverage with the program until the age of eligibility is met. Maintaining coverage can be accomplished by:
  - a. The former elected official paying 100% of group rate, or
  - b. The former elected official participating in a PEHP group plan while employed at a PEHP covered public entity

#### Post-65 Retiree and Spouse Eligibility

1. Begin service as an Elected Official prior to July 1, 2013
2. Retire after January 1, 1998
3. At least age 65

Upon retirement from the State Elected Officials' Retiree Health Care Plan, retirees and their spouses can receive health care benefits based on the number of years of service as an Elected Official at retirement. Years of service in other retirement plans do not count toward this benefit.

The health plan pays the following percentage of health premiums pre-65 and post-65 based on years of service:

- 100% of premiums based on 10 or more years of service
- 80% of premiums based on 8 to 10 years of service
- 60% of premiums based on 6 to 8 years of service
- 40% of premiums based on 4 to 6 years of service

### Spouse Benefits

Elected officials may elect spousal coverage. 90% of male and 50% of female elected officials are assumed to elect spousal coverage at retirement.

**Retiree Contributions**

Below are the monthly premium rates effective July 1, 2020 (pre-Medicare) and January 1, 2021 (Medicare) used in the December 31, 2020 Elected Officials valuation for retiree contribution purposes.

<b>Summit / Advantage</b>	<b>Single</b>	<b>Double</b>	<b>Family</b>
Traditional	\$ 617.80	\$ 1,273.80	\$ 1,700.51
Star	\$ 489.85	\$ 1,014.07	\$ 1,398.11
Utah Basic	\$ 403.55	\$ 841.47	\$ 1,225.49
<b>Preferred</b>	<b>Single</b>	<b>Double</b>	<b>Family</b>
Traditional	\$ 813.07	\$ 1,676.50	\$ 2,238.05
Star	\$ 641.84	\$ 1,328.93	\$ 1,834.35
Utah Basic	\$ 524.57	\$ 1,094.39	\$ 1,599.82

<b>Rx 65+</b>	<b>Per Person</b>
Basic	\$ 39.60
Basic Plus	\$ 59.50
Enhanced	\$ 194.90

<b>Age</b>	<b>Med Supp 100</b>
65	\$ 126.99
66	\$ 131.12
67	\$ 135.25
68	\$ 139.38
69	\$ 143.51
70	\$ 147.65
71	\$ 151.78
72	\$ 155.91
73	\$ 160.05
74	\$ 164.19
75	\$ 168.31

<b>Age</b>	<b>Med Supp 100</b>
76	\$ 172.45
77	\$ 176.59
78	\$ 180.71
79	\$ 184.85
80	\$ 188.98
81	\$ 193.12
82	\$ 197.25
83	\$ 201.39
84	\$ 205.51
85+	\$ 209.66

## Section 6: Actuarial Methods and Assumptions

This section explains the actuarial methodology used for valuation of the post-employment retiree health benefits program for the current State population.

### Actuarial Valuation Process

- 1** The actuarial cost method used in this report is the Entry Age Normal Level Percentage of Pay Cost Method (EAN). For employees who have not yet retired, the accrued benefit is defined to be the pro-rata portion of the benefit projected to be payable upon retirement. For each active employee, the valuation considers the future OPEB benefit and determines the annual cost based on a constant percentage of pay for each individual.
  - a** The benefit projected to be payable at retirement is defined to be the per capita claim cost at that date and is subject to increases after that date. The initial per capita claim cost is the value in effect at the Valuation Date. This is developed from either claims or premium information, as appropriate. Subsequent values are determined by applying cost trend factors to the initial value.
  - b** For retirees, the accrued benefit is 100% of the benefit currently being received, which is represented by the initial per capita claim cost. This benefit is subject to future increases.
  - c** Assumptions for per capita claim costs and cost trend factors are discussed later in this section.
  - d** Once each employee's accrued benefit is determined, the TOL is calculated on a serial basis.
- 2** The Service Cost is determined for each employee, by considering the future OPEB benefit and determines the annual cost based on a constant percentage of pay for active member. There is no Service Cost for retirees because, by definition, there is no incremental benefit.
- 3** The Deferred Inflows and Outflows is that portion of the TOL that is required to be funded in a given year. Under GASB 75 changes in the TOL actuarial experience and assumption change impacts are recognized in the OPEB Expense over a closed period equal to the average of the expected remaining service lives of all employees that are provided with benefits through the OPEB plan (active employees and inactive employees), beginning in the current period.
- 4** The OPEB expense (OE) is the sum of interest to the Measurement Date on the TOL, the Service Cost, benefit payments, and recognition of increases/decreases in the TOL due to changes in benefit structure, difference between expected and actual experience, and assumption changes. The difference between expected and actual experience and assumption changes are spread over the average remaining service lives of the population for the purposes of the OPEB expense.
- 5** The item Contribution consists of benefits paid by the State in respect of retirees. This typically consists of amounts spent by the State on retirees' premiums.



## Actuarial Assumptions

In accordance with GASB 74/75, the selection of all actuarial assumptions, in valuations of post-employment health care plans including the health care cost trend rate, should be guided by Actuarial Standard of Practice No. 6, Measuring Retiree Group Benefit Obligations, as revised from time to time by the Actuarial Standards Board. Accordingly, actuarial assumptions should be based on the actual experience of the covered group, to the extent that credible experience data are available, but should emphasize expected long-term future trends rather than give undue weight to recent past experience. The reasonableness of each actuarial assumption should be considered independently based on its own merits, its consistency with each other assumption, and the combined impact of all assumptions.

The assumptions used in this valuation are based on the same assumptions used in the Utah Retirement System (URS) Actuarial Valuation as of January 1, 2020 unless noted otherwise.

The actuarial assumptions used to value the post-employment medical liabilities can be categorized into three groups:

1. Economic assumptions
2. Medical assumptions
3. Demographic assumptions

## Changes since Prior Valuation

1. Aging subsidy has been added to the post-65 periods for prescription drug benefit as a reflection of healthcare costs that vary by age (higher cost as the participant gets older). This change caused an increase in liability.
2. Mortality table has been updated from (a) RP-2014 Healthy Employee/ Annuitant Mortality Tables for males and females with generational projection under 75% of Scale MP-2015 to (b) Pub-2010 Headcount-Weighted General Employees / Retirees / Contingent Survivors Mortality Tables with generational projection using Scale MP-2020. This change caused a decrease in liability.
3. Percentage of elected officials assumed to elect coverage at retirement has been increased from 40% to 55%. Percentage of former elected officials (terminated vested participants) assumed to elect coverage in the future has been reduced from 60% to 40%. The net impact of this change is a decrease in liability.
4. Former elected officials were assumed to commence coverage at age 62 (or immediately if they are currently older than age 62) in the prior valuation. In this year's valuation, only former elected officials who currently have coverage are assumed to commence coverage at age 62. All other former elected officials are assumed to commence coverage at age 65 (or immediately if they are currently older than age 65). This change caused a decrease in liability.
5. Percentage of elected officials assumed to elect spousal coverage at retirement has been updated from 75% for both male and female to 90% for male and 50% for female. This change caused an increase in liability.
6. Health care trend rate assumption was updated from the 2019 SOA Long-Run Medical Cost Trend Model to the 2021 version, which caused an increase in liability.

## Economic Assumptions

The three economic assumptions used in the valuation are discount rate, health care cost trend rates, and payroll growth. The economic assumptions are used to account for changes in the cost of benefits over time and to discount future benefit payments for the time value of money.

### Discussion of Discount Rate

Under GASB 74/75, the discount rate is set as (a) the long-term expected rate of return on OPEB Plan investments to the extent that the OPEB plan assets are projected to be sufficient to make projected benefit payments and expected to be invested using a strategy to achieve that return or (b) the yield or index rate for 20-year, tax-exempt general obligation municipal bonds with an average rating of AA/Aa or higher (or equivalent quality on another rating scale) if the conditions in (a) are not met.

1. The expected rate of return of the OPEB Trust is 5.25% as of June 30, 2021, which was determined using a building-block method in which expected future real rates of return (expected returns before inflation, net of OPEB Plan investment expense) are developed for each major asset class. The long-term expected rate of return is calculated by weighting the expected rate of return by the target allocation percentage and then summing the products to get a subtotal and adding inflation to the subtotal. The expected inflation is 2.00%. The State's expected future real rates of return by asset class is as shown below. The assumed long-term rate of return of the OPEB Trust used in the valuation is 5.25% as of June 30, 2021.

Asset Class	Target Allocation %	Real Rates of Return <sup>5</sup>
Debt Securities	35%	0.90%
Equity Securities	55%	5.00%
Real Estate	10%	2.00%

2. The municipal bond index as of the prior and current measurement dates are as shown below:

Bond Index	June 30, 2020	June 30, 2021
Bond Buyer 20-Bond GO Index	2.21%	2.16%

3. The final equivalent single discount rate used for accounting disclosure is 5.25% as of June 30, 2021 and 2020 with the expectation that the State will continue to contribute at least the Actuarially Determined Contribution. Under this funding scenario, the OPEB Trust is expected to be sufficient to pay for all future benefit payments (i.e. no depletion date).

The discount rate used to calculate the Actuarially Determined Contribution for recommended funding contribution is 5.25%.

<sup>5</sup> The expected real rates of return and inflation rate are based on the information provided by the State Treasurer's Office.

## Health Care Cost Trend Rates

Medical costs have historically increased more rapidly than the rate of inflation. In estimating future retiree benefits, future increases in medical costs must be taken into consideration. The medical trend assumptions used in the valuation were developed using the Society of Actuaries (SOA) Long-Run Medical Cost Trend Model. The SOA model was first released in December 2007. The SOA Long-Run Medical Cost Trend Model and its baseline projection are based on an econometric analysis of historical U.S. medical expenditures and the judgments of experts in the field. The long-run baseline projection and input variables were developed under the guidance of the SOA Project Oversight Group. The model is updated annually along with updated documentation and recommended input variables by the author of the model.

The following assumptions were used as input variables into this model:

Rate of Inflation	2.5%
Rate of Growth in Real Income/ GDP per capita	1.5%
Excess Medical Cost Growth	1.1%
Health Share of GDP Resistance Point	25%
Year for Limiting Cost Growth to GDP Growth	2075

Table 9 shows the medical cost trends used in the valuation and are an output of the SOA Long-Run Medical Cost Trend Model.

**Table 9 - Health Care Cost Trend Rate Assumption**

Year From	Year To	Trends	Year From	Year To	Trends
2021	2022	6.00%	2035	2036	5.18%
2022	2023	5.75%	2040	2041	5.18%
2023	2024	5.50%	2050	2051	5.18%
2024	2025	5.40%	2060	2061	4.83%
2025	2026	5.36%	2070	2071	4.38%
2030	2031	5.18%	2075+		4.04%

## Payroll Growth

Payroll growth assumption used in this valuation is based on the salary increases at 2.50% compounded annually, including inflation.

## Medical Assumptions

The valuation projects the healthcare costs for employees who remain insured by the State with coverage during retirement. Under GASB 74/75 and ASOP 6, the initial per capita claim cost should be based on the recent claims experience of the State and must be age-banded, unless the State has premium equivalent rates or fully-insured rates that are determined using retirees only claims experience.

Depending on the credibility of the experience data provided by the State, industry-wide information may be incorporated into the analysis. The cost of covering retirees is on average significantly higher than the cost of covering active employees. By charging retirees a blended premium that is less than their true cost of coverage would dictate, the State is providing an additional subsidy for these retirees (implicit subsidy). Under the rules set out in GASB 74/75, both the direct contribution and the implicit subsidy must be considered in measuring the State's postemployment medical benefit obligation.

Following actuarial standards, specifically ASOP 6, leads us to develop age-specific health care cost estimates prior to Medicare using active employees and pre-Medicare retirees claims and enrollment experience for the 30-month period ending December 31, 2020, projected to January 1, 2022, plus administrative expenses, actuarially increased using aging factors and active and pre-Medicare retirees enrollment. The per capita claims costs on/after age 65 are based on the annualized premium rates effective on January 1, 2021 actuarially increased using aging factors and Medicare retirees enrollment. The table below shows annual per capita medical plan costs at representative ages for 2020/21 period. These costs are assumed to increase with health care trend rates in the future.

**Table 10 - Initial Per Capita Claim Costs**

Pre-Medicare			Medicare	
Age	Advantage/ Summit	Preferred	Age	Plan 100 + Enhanced Rx
50	\$ 6,153	\$ 7,999	65	\$ 3,503
55	\$ 7,237	\$ 9,409	70	\$ 4,073
60	\$ 8,637	\$ 11,229	80	\$ 5,212
64	\$ 10,183	\$ 13,237	90	\$ 5,783

## Demographic Assumptions

The demographic assumptions used for valuing the liabilities of the retiree medical plan are those used in the URS Actuarial Valuation as of January 1, 2020 except for the mortality table that is based on recent mortality tables published by SOA (Pub-2010), which were based on the public pension plans mortality experience from calendar years 2008 to 2013 and retirement rates which are based on the historical retirement experience of all elected officials covered under this plan.

The demographic assumptions include the rates of mortality, withdrawal, retirement, and disability. Ancillary demographic assumptions include the participation rates, spousal coverage election rate, and plan participation. The complete set of demographic assumptions is included in Appendix A.

## Section 7: Participant Data

The following table shows the current participants as of December 31, 2020. The participant data is provided by the State as of December 31, 2020. The data has been reviewed for reasonableness and no material modification was made to the information provided.

**Table 11 - Current Retired and Active Population**

Retirees			
Age Group	Females	Males	Total
<55			
55 – 59			
60 – 64	1	5	6
65 – 69	5	20	25
70 – 74	8	24	32
75 – 79	4	5	9
80 – 84	3	14	17
85 – 89	3	4	7
90+		1	1
<b>Total</b>	<b>24</b>	<b>73</b>	<b>97</b>

Average Age 74.3

Terminated Vested <sup>6</sup>			
Age Group	Females	Males	Total
<55	2	21	23
55 – 59	3	18	21
60 – 64	3	17	20
65 – 69	1	11	12
70 – 74	2	10	12
75 – 79	2	3	5
80 – 84		3	3
85 – 89	1	1	2
90+		1	1
<b>Total</b>	<b>14</b>	<b>85</b>	<b>99</b>

Average Age 62.4

Active Elected Officials			
Age Group	Females	Males	Total
<30			0
30 – 34			0
35 – 39		1	1
40 – 44	1	2	3
45 – 49	2	4	6
50 – 54		8	8
55 – 59		3	3
60 – 64	2	6	8
65+	3	18	21
<b>Total</b>	<b>8</b>	<b>42</b>	<b>50</b>

Average Age 61.0

Average Service 13.1

<sup>6</sup> Terminated vested enrollments above exclude those with less than 4 years of legislative service as of termination date.

## Appendix A: Detailed Actuarial Assumptions

### General Assumptions

Measurement Date	June 30, 2021
Valuation Date	December 31, 2020 with liabilities projected to June 30, 2021 on a “no gain/loss basis”. Liabilities as of June 30, 2020 are based on December 31, 2018 valuation projected on a “no gain/loss basis”.
Discount Rate	For accounting disclosure purposes: 5.25% as of June 30, 2021 and 5.25% as of June 30, 2020  For funding purposes in calculating the ADC: 5.25% as of June 30, 2021 and 5.25% as of June 30, 2020  Refer to the Discussion of Discount Rate section for complete information on the discount rate setting.
Salary Growth	2.50%

### Mortality

Pre-Retirement Mortality	Pub-2010 Headcount-Weighted General Employees Mortality Table with generational projection using Scale MP-2020
Post-Employment Mortality	Pub-2010 Headcount-Weighted General Retirees or Contingent Survivors Mortality Tables with generational projection using Scale MP-2020

### Withdrawal

Withdrawal rates are assumed to be 10% annually. The rate is based on the same assumption used in the Utah Retirement Systems (URS) actuarial valuation report as of January 1, 2020.



## Retirement

Annual retirement rates are shown below, and they are based historical retirement experience of all elected officials covered in this plan as of December 31, 2020.

Service	Age	
	62 – 64	65+
6 – 9	N/A	5%
10	5%	25%
11	5%	5%
12	40%	15%
13	5%	5%
14	5%	25%

Service	Age	
	62 – 64	65+
15	40%	5%
16	40%	30%
17 – 19	5%	5%
20 – 24	100%	15%
25+	100%	100%

## Ancillary Demographic Assumptions

### Participation Rates

It is assumed that 55% of elected officials and 40% of former elected officials (terminated vested participants) will elect coverage at retirement. Terminated vested participants are assumed to commence coverage at age 62 if they currently have health coverage, otherwise they are assumed to commence coverage at age 65 (or immediately if they are currently older than age 65).

### Spousal Coverage Election Rates

For current retirees; actual coverage status and spouse age is used.

For future retirees, 90% of male and 50% of female elected officials or former elected officials are assumed to elect spouse coverage. Husbands are assumed to be three years older than wives.

### Plan Participation

Health plan election at retirement for current elected officials prior to Medicare are as shown below. Upon Medicare eligibility all elected officials are assumed to elect Medicare Supplement Plan 100 and Enhanced pharmacy plan.

Preferred Traditional	Summit / Advantage Traditional	Summit / Advantage Star	Summit / Advantage Basic Plus
6.25%	68.75%	18.75%	6.25%

Elected officials who currently have health coverage are assumed to remain in the same health plan option they are currently enrolled in for life except for those who are under the age of 65 as of the valuation date. These retirees are assumed to elect Medicare Supplement Plan 100 with Enhanced pharmacy plan upon Medicare eligibility.

## Appendix B: Glossary

### Actuarial Accrued Liability

Same definition as Total OPEB Liability (TOL).

### Actuarial Cost Method

A procedure to allocate the Actuarial Present Value of Future Benefits into time periods, usually in the form of Normal Cost and Total OPEB Liability.

### Actuarial Present Value of Future Benefits

Total projected benefits estimated to be payable to Plan Members as a result of their service through the valuation date and their expected future service. The actuarial present value of future benefits as of the valuation date is:

- a. The present value of the cost to finance benefits payable in the future,
- b. Discounted using the Investment Return to reflect the expected effects of the time value of money and the probabilities of payment (which is contingent on occurrence of certain events such as death, disability, retirement, etc).

Expressed another way, it is the amount that would have to be invested on the valuation date so that the amount invested plus investment earnings will provide sufficient assets to pay total projected benefits when due.

### Covered Group

Plan Members included in actuarial valuation.

### Deferred Inflows

Gains in the Total OPEB Liability and in the OPEB Plan's Fiduciary Net Position (for funded plan only) due to be recognized in the future.

### Deferred Outflows

Losses in the Total OPEB Liability and in the OPEB Plan's Fiduciary Net Position (for funded plan only) due to be recognized in the future.

### Defined Benefit OPEB Plan

An OPEB plan having terms that specify the amount of benefits to be provided at or after separation from employment. The benefits may be specified in dollars (for example, a flat dollar payment or an amount based on one or more factors such as age, years of service, and compensation), or as a type or level of coverage (for example, prescription drugs or a percentage of healthcare premiums).

## **Fiduciary Net Position**

OPEB plan assets in a secure Trust that meet the following criteria:

- a. Contributions from employers to the OPEB plan and earnings on those contributions are irrevocable.
- b. OPEB plan assets are dedicated to providing OPEB to plan members in accordance with the benefit terms.
- c. OPEB plan assets are legally protected from the creditor of employers, OPEB plan administrator, and the plan members.

## **Funded Ratio**

The Fiduciary Net Position expressed as a percentage of the Total OPEB Liability.

## **Healthcare Cost Trend Rate**

The rate of change in per capita health claim costs over time as a result of factors such as medical inflation, utilization of healthcare services, plan design, and technological developments.

## **Investment Return Assumption (Discount Rate)**

The rate used to adjust a series of future payments to reflect the time value of money.

## **Normal Cost (or Service Cost)**

That portion of the Actuarial Present Value of plan benefits and expenses which is allocated to a 12-month period following the valuation date by the Actuarial Cost Method.

## **Net OPEB Liability (NOL)**

The Total OPEB Liability less the Fiduciary Net Plan Position set aside to pre-fund the benefit.

## **Other Post-employment Benefits (OPEB)**

Post-employment benefits (such as death benefits, life insurance, disability, and long-term care) as well as postemployment healthcare benefits that are paid in the period after employment and are provided separately from the pension plan. OPEB does not include benefits defined as termination benefits or termination payments for sick leave.

## **Payroll Growth Rate**

An actuarial assumption with respect to future increases in total payroll including inflation; used in the Actuarial Cost Method in the determination of the Total OPEB Liability.

## **Plan Members**

The individuals covered by the terms of an OPEB plan. The plan membership generally includes employees in active service, terminated employees who have accumulated benefits but are not yet receiving them, and retired employees and beneficiaries currently receiving benefits.

**Postemployment Healthcare Benefits**

Medical, dental, vision, and other health-related benefits provided to terminated or retired employees and their dependents and beneficiaries.

**Select and Ultimate Rates**

Actuarial assumptions that contemplate different rates for successive years. Instead of a single assumed rate with respect to, for example, the investment return assumption, the actuary may apply different rates for the early years of a projection and a single rate for all subsequent years. For example, if an actuary applies an assumed investment return of 8% for year 20X1, 7.5% for 20X2, and 7% for 20X3 and thereafter, then 8% and 7.5% are select rates, and 7% is the ultimate rate.

**Total OPEB Liability (TOL)**

The portion of the Actuarial Present Value of projected benefit payments that is attributed to employees' past service as of the valuation date as determined by Actuarial Cost Method.

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