County Employees Retirement System

GASB No. 67 Accounting Valuation Report As of June 30, 2023





December 6, 2023

Board of Trustees County Employees Retirement System Perimeter Park West 1260 Louisville Road Frankfort, KY 40601

Re: GASB 67 Reporting – Actuarial Information – County Employees Retirement System

Dear Members of the Board:

This report provided herein contains certain information for the **County Employees Retirement System (CERS)** in connection with the Governmental Accounting Standards Board (GASB) Statement No. 67, "Financial Reporting for Pension Plans" for the fiscal year ending June 30, 2023. A separate report will be provided at a later date with additional accounting information determined in accordance with GASB Statement No. 68, "Accounting and Financial Reporting for Pensions".

The liability calculations presented in this report were performed for the purpose of satisfying the requirements of GASB No. 67 and are not applicable for other purposes, such as determining the plan's funding requirements. The plan's liability for other purposes may produce significantly different results. This report may be provided to parties other than the Board of Trustees of the County Employees Retirement System only in its entirety and only with the permission of the Board.

The total pension liability, net pension liability, and sensitivity information shown in this report are based on an actuarial valuation date of June 30, 2022. The total pension liability was rolled-forward from the valuation date to the plan's fiscal year ending June 30, 2023 using generally accepted actuarial principles. GASB 67 requires the disclosure of a 10-year history of certain information in the Required Supplementary Information within the annual financial report. Information disclosed for years prior to June 30, 2017 were prepared by the prior actuary.

Actuarial Assumptions

The Board of Trustees adopted new actuarial assumptions on May 9, 2023. These assumptions are documented in the report titled "2022 Actuarial Experience Study for the Period Ending June 30, 2022", and include a change in the investment return assumption from 6.25% to 6.50%. The Total Pension Liability as of June 30, 2023 is determined using these updated assumptions.

Plan Provisions

House Bill 506 passed during the 2023 legislative session and reinstated the Partial Lump-Sum Optional Form of payment for members who retire on and after January 1, 2024, with the lump-sum payment options expanded to include to 48 or 60 times the member's monthly retirement allowance.

Board of Trustees December 6, 2023 Page 2

Since this optional form of payment results in a reduced, actuarial equivalent, monthly retirement allowance for members who elect a partial lump-sum option, this provision does not have a fiscal impact to the total pension liability.

House Bill 506 also adjusted the minimum required separation period before a retiree may become reemployed and continue to receive their retirement allowance to one month for all circumstances for each plan. This is a minimal change for members in the hazardous plan, as the minimum separation period is currently one month for members who become reemployed on a full-time basis in a hazardous position. The requirement was previously three months only for members who become reemployed on a part-time basis or in any non-hazardous position. We believe this provision in House Bill 506 will have an insignificant impact on the retirement pattern of hazardous members and therefore have reflected no fiscal impact to the total pension liability of the hazardous plan.

Similarly, this is a relatively small change for future retirees in the non-hazardous plan. But as the minimum separation period was previously three months in almost every circumstance, we have assumed that there would be a 1.0% increase in the rate of retirement for each of the first two years a non-hazardous member becomes retirement eligible under the age of 65, in order to reflect a shift in the retirement pattern. The total pension liability as of June 30, 2023 for the non-hazardous plan is determined using these updated benefit provisions.

There have been no other plan provision changes that would materially impact the total pension liability since June 30, 2022. It is our opinion that these procedures for determining the information contained in these reports are reasonable, appropriate, and comply with applicable requirements under GASB No. 67.

Single Discount Rate

A single discount rate of 6.50% for the non-hazardous and hazardous plans was used to measure the total pension liability for the fiscal year ending June 30, 2023. This single discount rate was based on the expected rate of return on pension plan investments for each plan. Based on the stated assumptions and the projection of cash flows as of each fiscal year ending, the pension plan's fiduciary net position and future contributions were projected to be sufficient to finance all the future benefit payments of the current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of the projected benefit payments to determine the total pension liability for each plan.

The projection of cash flows used to determine the single discount rate must include an assumption regarding actual employer contributions made each future year. Except where noted below, future contributions are projected assuming that the entire actuarially determined employer contribution is received by each plan each future year, calculated in accordance with the current funding policy. The assumed future employer contributions reflect the provisions of House Bill 362 (passed during the 2018 legislative session) which limit the increases to the employer contribution rates to 12% over the prior fiscal year through June 30, 2028.

401(h) Subaccount

Based on guidance issued by GASB in connection with GASB Statement No. 74, the 1% of pay member contributions for Tier 2 and Tier 3 members to a 401(h) subaccount is considered an OPEB asset. As a result, the reported fiduciary net positions as of June 30, 2017 and later are net of the 401(h) asset balance.



Additional Disclosures

This report is based upon information, furnished to us by the Kentucky Public Pensions Authority (KPPA), which includes benefit provisions, membership information, and financial data. We did not audit this data and information, but we did apply a number of tests and concluded that it was reasonable and consistent. GRS is not responsible for the accuracy or completeness of the information provided by KPPA. Please see the "Actuarial Valuation Report as of June 30, 2022" and the "2022 Actuarial Experience Study for the Period Ending June 30, 2022" for additional discussion of the nature of the actuarial calculations and more information related to participant data, economic and demographic assumptions, and benefit provisions. These reports should be considered together as a complete report for the fiscal year ending June 30, 2023.

To the best of our knowledge, this report is complete and accurate and is in accordance with generally recognized actuarial practices and methods. Mr. White and Ms. Shaw are Enrolled Actuaries. All three of the undersigned are members of the American Academy of Actuaries and meet all of the Qualification Standards of the American Academy of Actuaries to render the actuarial opinion herein. In addition, all three are independent of KPPA and are experienced in performing valuations for large public retirement systems. This communication shall not be construed to provide tax advice, legal advice or investment advice.

Sincerely,

Gabriel Roeder Smith & Co.

Daniel J. White, FSA, EA, MAAA Senior Consultant and Actuary Janie Shaw, ASA, EA, MAAA Consultant and Actuary

Krysti Kiesel, ASA, MAAA Consultant and Actuary



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SECTION 1

EXHIBIT 1a

Schedule of the Employers' Net Pension Liability – CERS Non-Hazardous Plan (\$ in thousands)

Fiscal Year Ending June 30, (1)	Total Pension Liability (2)	Plan Fiduciary Net Position (3)	Employers' Net Pension Liability (Asset) (4) = (2) - (3)	Plan Fiduciary Net Position as a Percentage of the Total Pension Liability (5) = (3) / (2)	Covered Employee Payroll ¹ (6)	Net Pension Liability as a Percentage of Covered Employee Payroll (7) = (4) / (6)
2023	\$ 15,089,106	\$ 8,672,597	\$ 6,416,509	57.48%	\$ 2,966,567	216.29%
2022	15,192,599	7,963,586	7,229,013	52.42%	2,835,173	254.98%
2021	14,941,437	8,565,652	6,375,785	57.33%	2,446,612	260.60%
2020	14,697,244	7,027,327	7,669,917	47.81%	2,462,752	311.44%
2019	14,192,966	7,159,921	7,033,045	50.45%	2,424,796	290.05%
2018	13,109,268	7,018,963	6,090,305	53.54%	2,454,927	248.08%
2017	12,540,545	6,687,237	5,853,308	53.32%	2,376,290	246.32%
2016	11,065,013	6,141,395	4,923,618	55.50%	2,417,187	203.69%
2015	10,740,325	6,440,800	4,299,525	59.97%	2,296,716	187.20%
2014	9,772,522	6,528,146	3,244,376	66.80%	2,272,270	142.78%

Note:



¹ Based on derived compensation using the provided employer contribution information for fiscal years 2017 and later.

EXHIBIT 1b

Schedule of the Employers' Net Pension Liability – CERS Hazardous Plan (\$ in thousands)

Fiscal Year Ending June 30, (1)	Total Pension Liability (2)	Plan Fiduciary Net Position (3)	Employers' Net Pension Liability (Asset) (4) = (2) - (3)	Plan Fiduciary Net Position as a Percentage of the Total Pension Liability (5) = (3) / (2)	Covered Employee Payroll ¹ (6)	Net Pension Liability as a Percentage of Covered Employee Payroll (7) = (4) / (6)
2023	\$ 5,731,148	\$ 3,035,192	\$ 2,695,956	52.96%	\$ 714,837	377.14%
2022	5,769,691	2,718,234	3,051,457	47.11%	666,346	457.94%
2021	5,576,567	2,914,408	2,662,159	52.26%	572,484	465.02%
2020	5,394,732	2,379,704	3,015,028	44.11%	559,551	538.83%
2019	5,176,003	2,413,708	2,762,295	46.63%	553,541	499.02%
2018	4,766,794	2,348,337	2,418,457	49.26%	562,853	429.68%
2017	4,455,275	2,217,996	2,237,279	49.78%	526,559	424.89%
2016	3,726,115	2,010,174	1,715,941	53.95%	526,334	326.02%
2015	3,613,308	2,078,202	1,535,106	57.52%	483,641	317.41%
2014	3,288,826	2,087,002	1,201,824	63.46%	479,164	250.82%

Note:



¹ Based on derived compensation using the provided employer contribution information for fiscal years 2017 and later.

EXHIBIT 2a

Schedule of the Employers' Net Pension Liability – CERS Non-Hazardous Plan

(\$ in thousands)

Change in the Net Pension Liability		2023		2022		2021		2020	_	2019	_	2018		2017	_	2016	_	2015		2014
Total pension liability																				
Service Cost	\$	283,633	\$	272,250	\$	280,165	\$	280,092	\$	254,643	\$	254,169	\$	193,082	\$	209,101	\$	207,400	\$	192,482
Interest		920,862		906,401		892,309		861,720		794,935		760,622		803,555		780,587		733,002		710,526
Benefit Changes		3,862		0		4,106		0		0		15,708		0		0		0		0
Difference between actual and expected experience		511,721		(49,439)		(91,776)		173,345		87,377		279,401		(208,015)		0		49,966		0
Assumption Changes		(905,957)		0		0		0		727,351		0		1,388,800		0		606,293		0
Benefit Payments		(917,614)		(878,050)		(840,611)		(810,879)		(780,608)		(741,177)		(701,891)		(665,000)		(628,858)		(597,136)
Net Change in Total Pension Liability	\$	(103,493)	\$	251,162	\$	244,193	\$	504,278	\$	1,083,698	\$	568,723	\$	1,475,532	\$	324,687	\$	967,803	\$	305,872
Total Pension Liability - Beginning	\$	15,192,599	\$	14,941,437	\$	14,697,244	\$	14,192,966	\$	13,109,268	\$	12,540,545	\$	11,065,013	\$	10,740,325	\$	9,772,522	\$	9,466,650
Total Pension Liability - Ending (a)	\$	15,089,106	\$	15,192,599	\$	14,941,437	\$	14,697,244	\$	14,192,966	\$	13,109,268	\$	12,540,545	\$	11,065,013	\$	10,740,325	\$	9,772,522
Plan Fiduciary Net Position ¹																				
Contributions - Employer	\$	697,681	\$	606,807	\$	472,228	\$	475,416	\$	393,453	\$	358,017	\$	333,554	\$	284,105	\$	298,565	\$	324,231
Contributions - Member ²		147,769		186,648		165,698		168,994		159,064		160,370		150,715		141,674		140,311		128,568
Refunds of contributions to members		(23,263)		(19,789)		(13,862)		(14,918)		(14,387)		(14,608)		(14,430)		(13,753)		(13,523)		(14,286)
Retirement benefits		(894,351)		(858,261)		(826,749)		(795,960)		(766,221)		(726,569)		(687,461)		(651,246)		(615,335)		(582,850)
Net Investment Income ²		805,303		(494,801)		1,762,739		56,178		390,664		573,829		825,900		(40,800)		110,568		895,530
Administrative Expense		(24,128)		(22,670)		(21,729)		(22,304)		(21,659)		(19,592)		(19,609)		(19,385)		(18,212)		(18,615)
Other		0		0		0		0		44 5		361 ⁵		(42,827) 4		0		10,280		0
Net Change in Plan Fiduciary Net Position	\$	709,011	\$	(602,066)	\$	1,538,325	\$	(132,594)	\$	140,958	\$	331,808	\$	545,843	\$	(299,405)	\$	(87,346)	\$	732,578
Plan Fiduciary Net Position - Beginning	Ś	7,963,586	Ś	8,565,652	Ś	7,027,327	Ś	7,159,921	Ś	7,018,963	Ś	6,687,237	Ś	6,141,395	Ś	6,440,800	Ś	6,528,146	Ś	5,795,568
Prior Year Adjustment	•	0	•	0		0		0		0	•	(82)	•	0	•	0	•	0	•	0
Plan Fiduciary Net Position - Ending (b)	\$	8,672,597	\$	7,963,586	\$	8,565,652	\$	7,027,327	\$	7,159,921	\$	7,018,963	\$	6,687,237	\$	6,141,395	\$	6,440,800	\$	6,528,146
Net Pension Liability - Ending (a) - (b) Plan Fiduciary Net Position as a Percentage	\$	6,416,509	\$	7,229,013	\$	6,375,785	\$	7,669,917	\$	7,033,045	\$	6,090,305	\$	5,853,308	\$	4,923,618	\$	4,299,525	\$	3,244,376
of the Total Pension Liability		57.48%		52.42%		57.33%		47.81%		50.45%		53.54%		53.32%		55.50%		59.97%		66.80%
Covered Employee Payroll ³	\$	2,966,567	\$	2,835,173	\$	2,446,612	\$	2,462,752	\$	2,424,796	\$	2,454,927	\$	2,376,290	\$	2,417,187	\$	2,296,716	\$	2,272,270
Net Pension Liability as a Percentage of Covered Employee Payroll		216.29%		254.98%		260.60%		311.44%		290.05%		248.08%		246.32%		203.69%		187.20%		142.78%

Notes:



 $^{^{1} \ \ \}text{Does not include 401(h) assets for fiscal years 2017 and later.} \ \ 401(h) \ assets \ totaled \ \$108,843,000 \ as \ of June 30, 2023$

Does not include 401(h) contributions or associated investment income for fiscal years 2017 and later For fiscal year 2023, 401(h) contributions equaled -\$30,000; and associated investment return equaled \$10,113,000

³ Based on derived compensation using the provided employer contribution information for fiscal years 2017 and later

⁴ Adjustment due to 401(h) plan asset balance being considered an OPEB asset under GASB 74 for fiscal years 2017 and later

⁵ Northern Trust Settlement

EXHIBIT 2b

Schedule of the Employers' Net Pension Liability – CERS Hazardous Plan

(\$ in thousands)

Change in the Net Pension Liability	_	2023	_	2022	 2021	 2020	 2019	 2018	_	2017	 2016	 2015	_	2014
Total pension liability														
Service Cost	\$	115,389	\$	109,683	\$ 109,350	\$ 109,887	\$ 77,426	\$ 81,103	\$	58,343	\$ 66,249	\$ 71,934	\$	66,761
Interest		350,413		338,799	327,963	314,762	289,741	270,694		270,860	262,886	247,008		238,665
Benefit Changes		0		0	333	0	0	2,172		0	0	0		0
Difference between actual and expected experience		97,750		56,197	38,850	73,696	27,364	205,882		92,588	0	41,935		0
Assumption Changes		(275,934)		0	0	0	276,541	0		536,667	0	166,849		0
Benefit Payments		(326,161)		(311,555)	(294,661)	 (279,616)	 (261,863)	 (248,332)		(229,299)	 (216,327)	 (203,244)		(192,299)
Net Change in Total Pension Liability	\$	(38,543)	\$	193,124	\$ 181,835	\$ 218,729	\$ 409,209	\$ 311,519	\$	729,159	\$ 112,807	\$ 324,482	\$	113,127
Total Pension Liability - Beginning	\$	5,769,691	\$	5,576,567	\$ 5,394,732	\$ 5,176,003	\$ 4,766,794	\$ 4,455,275	\$	3,726,115	\$ 3,613,308	\$ 3,288,826	\$	3,175,699
Total Pension Liability - Ending (a)	\$	5,731,148	\$	5,769,691	\$ 5,576,567	\$ 5,394,732	\$ 5,176,003	\$ 4,766,794	\$	4,455,275	\$ 3,726,115	\$ 3,613,308	\$	3,288,826
Plan Fiduciary Net Position ¹														
Contributions - Employer	\$	308,223	\$	222,028	\$ 172,205	\$ 168,443	\$ 138,053	\$ 127,660	\$	115,947	\$ 105,713	\$ 108,071	\$	115,240
Contributions - Member ²		56,987		69,565	62,367	63,236	58,661	61,089		60,101	52,972	47,692		43,722
Refunds of contributions to members		(6,568)		(5,766)	(4,662)	(3,814)	(2,854)	(4,214)		(2,315)	(2,879)	(3,111)		(2,664)
Retirement benefits		(319,593)		(305,789)	(289,999)	(275,802)	(259,009)	(244,118)		(226,984)	(213,448)	(200,134)		(189,635)
Net Investment Income ²		280,033		(174,217)	596,641	15,914	132,232	191,324		270,473	(9,020)	37,104		288,490
Administrative Expense		(2,124)		(1,995)	(1,848)	(1,981)	(1,726)	(1,504)		(1,421)	(1,366)	(1,288)		(1,721)
Other		0		0	 0	0	 14 5	 111 5		(7,979) 4	 0	 2,865		0
Net Change in Plan Fiduciary Net Position	\$	316,958	\$	(196,174)	\$ 534,704	\$ (34,004)	\$ 65,371	\$ 130,348	\$	207,822	\$ (68,028)	\$ (8,801)	\$	253,432
Plan Fiduciary Net Position - Beginning	\$	2,718,234	\$	2,914,408	\$ 2,379,704	\$ 2,413,708	\$ 2,348,337	\$ 2,217,996	\$	2,010,174	\$ 2,078,202	\$ 2,087,002	\$	1,833,570
Prior Year Adjustment		0		0	0	0	0	(7)		0	0	0		0
Plan Fiduciary Net Position - Ending (b)	\$	3,035,192	\$	2,718,234	\$ 2,914,408	\$ 2,379,704	\$ 2,413,708	\$ 2,348,337	\$	2,217,996	\$ 2,010,174	\$ 2,078,202	\$	2,087,002
Net Pension Liability - Ending (a) - (b)	\$	2,695,956	\$	3,051,457	\$ 2,662,159	\$ 3,015,028	\$ 2,762,295	\$ 2,418,457	\$	2,237,279	\$ 1,715,941	\$ 1,535,106	\$	1,201,824
Plan Fiduciary Net Position as a Percentage														
of the Total Pension Liability		52.96%		47.11%	52.26%	44.11%	46.63%	49.26%		49.78%	53.95%	57.52%		63.46%
Covered Employee Payroll ³	\$	714,837	\$	666,346	\$ 572,484	\$ 559,551	\$ 553,541	\$ 562,853	\$	526,559	\$ 526,334	\$ 483,641	\$	479,164
Net Pension Liability as a Percentage of														
Covered Employee Payroll		377.14%		457.94%	465.02%	538.83%	499.02%	429.68%		424.89%	326.02%	317.41%		250.82%



 $^{^{1}}$ Does not include 401(h) assets for fiscal years 2017 and later. 401(h) assets totaled \$20,605,000 as of June 30, 2023

 $^{^{2}\,}$ Does not include 401(h) contributions or associated investment income for fiscal years 2017 and later For fiscal year 2023, 401(h) contributions equaled -\$20,000; and associated investment return equaled \$1,931,000

³ Based on derived compensation using the provided employer contribution information for fiscal years 2017 and later

⁴ Adjustment due to 401(h) plan asset balance being considered an OPEB asset under GASB 74 for fiscal years 2017 and later

⁵ Northern Trust Settlement

EXHIBIT 3a

Schedule of Employers' Contributions – CERS Non-Hazardous Plan

(\$ in thousands)

Fiscal Year Ending	De	ctuarially termined tribution ¹	Total mployer ntributions	_	ontribution Deficiency (Excess)	Covered Employee Payroll ²		Actual Contributions as a Percentage of Covered Payroll
2023	\$	697,634	\$ 697,681	\$	(47)	\$	2,966,567	23.52%
2022		636,071	606,807		29,264		2,835,173	21.40%
2021		582,538	472,228		110,310		2,446,612	19.30%
2020		554,612	475,416		79,196		2,462,752	19.30%
2019		529,575	393,453		136,122		2,424,796	16.23%
2018		355,473	358,017		(2,544)		2,454,927	14.58%
2017		331,492	333,554		(2,062)		2,376,290	14.04%
2016		282,767	284,106		(1,339)		2,417,187	11.75%
2015		297,715	298,566		(851)		2,296,716	13.00%
2014		324,231	324,231		0		2,272,270	14.27%

Notes:



 $^{^{1}}$ Actuarially determined contribution for fiscal year ending 2023 is based on the contribution rate calculated with the June 30, 2021 actuarial valuation.

² Based on derived compensation using the provided employer contribution information for fiscal years 2017 and later.

EXHIBIT 3b

Schedule of Employers' Contributions – CERS Hazardous Plan (\$ in thousands)

Fiscal Year Ending	Actuarially Determined Contribution ¹	Total Employer Contributions	Contribution Deficiency (Excess)	Covered Employee Payroll ²	Actual Contributions as a Percentage of Covered Payroll
2023	\$ 308,037	\$ 308,223	\$ (186)	\$ 714,837	43.12%
2022	269,542	222,028	47,514	666,346	33.32%
2021	240,558	172,205	68,353	572,484	30.08%
2020	206,922	168,443	38,479	559,551	30.10%
2019	197,559	138,053	59,506	553,541	24.94%
2018	124,953	127,660	(2,707)	562,853	22.68%
2017	114,316	115,947	(1,631)	526,559	22.02%
2016	104,952	105,713	(761)	526,334	20.08%
2015	107,514	108,071	(557)	483,641	22.35%
2014	115,240	115,240	0	479,164	24.05%

Notes:



¹ Actuarially determined contribution for fiscal year ending 2023 is based on the contribution rate calculated with the June 30, 2021 actuarial valuation.

² Based on derived compensation using the provided employer contribution information for fiscal years 2017 and later.

Notes to Schedule of Employers' Contributions for FYE 2023

The actuarially determined contributions effective for fiscal year ending 2023 that are documented in the schedules on the previous pages were calculated as of June 30, 2021. Based on the June 30, 2021 actuarial valuation report, the actuarial methods and assumptions used to calculate these contribution rates are below:

Item	CERS Non-Hazardous Plan	CERS Hazardous Plan
Determined by the Actuarial Valuation as of:	June 30, 2021	June 30, 2021
Actuarial Cost Method:	Entry Age Normal	Entry Age Normal
Asset Valuation Method:	20% of the difference between the market value of assets and the expected actuarial value of assets is recognized	20% of the difference between the market value of assets and the expected actuarial value of assets is recognized
Amortization Method:	Level Percent of Pay	Level Percent of Pay
Amortization Period:	30-year closed period at June 30, 2019 Gains/losses incurring after 2019 will be amortized over separate closed 20-year amortization bases	30-year closed period at June 30, 2019 Gains/losses incurring after 2019 will be amortized over separate closed 20-year amortization bases
Payroll Growth Rate	2.00%	2.00%
Investment Return:	6.25%	6.25%
Inflation:	2.30%	2.30%
Salary Increases:	3.30% to 10.30%, varies by service	3.55% to 19.05%, varies by service
Mortality:	System-specific mortality table based on mortality experience from 2013-2018, projected with the ultimate rates from MP-2014 mortality improvement scale using a base year of 2019	System-specific mortality table based on mortality experience from 2013-2018, projected with the ultimate rates from MP-2014 mortality improvement scale using a base year of 2019
Phase-In provision:	Board certified rate is phased into the actuarially determined rate in accordance with HB 362 enacted in 2018	Board certified rate is phased into the actuarially determined rate in accordance with HB 362 enacted in 2018



EXHIBIT 4

Sensitivity of the Net Pension Liability to Changes in the Discount Rate (\$ in thousands)

Table 1. Sensitivity of the Net Pension Liability to Changes in the Discount Rate for CERS (Non-Hazardous)

1.00%			Current	1.00%				
Decrease			Discount Rate	Increase				
(5.50%)			(6.50%)	(7.50%)				
Ş	8,101,230	Ş	6,416,509	\$ 5,016,442				

Table 2. Sensitivity of the Net Pension Liability to Changes in the Discount Rate for CERS (Hazardous)

	1.00%	Current	1.00%
Decrease (5.50%)		Discount Rate (6.50%)	Increase (7.50%)
	(3.3070)	(0.3070)	(7.3070)
\$	3,404,287	\$ 2,695,956	\$ 2,117,409

