

The Dynamic World of Post Retirement Benefits: An Actuarial Perspective

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GFOASC FALL CONFERENCE

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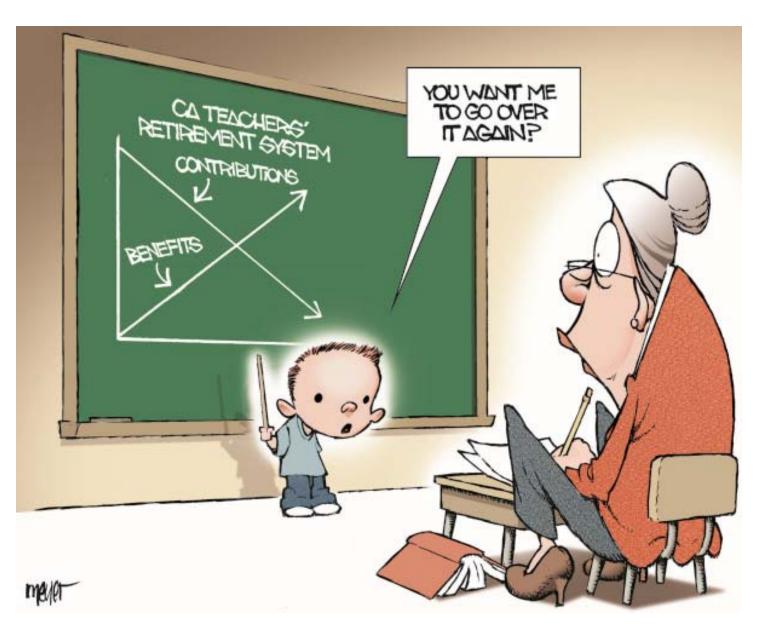
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The information contained herein is subject to the disclosures and disclaimers within this report.



INTRODUCTION AND GENERAL OVERVIEW

The Current State



Pension and OPEB Benefits

What are Other Postemployment Benefits (OPEB)?

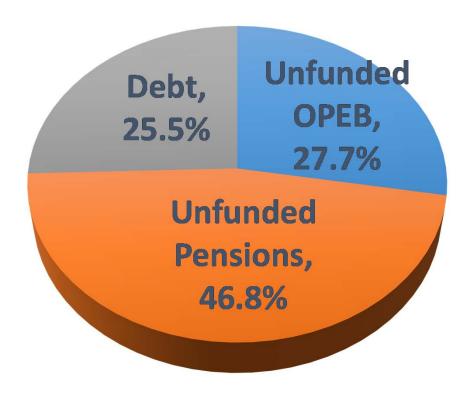
- Simple Answer: Postemployment benefits other than pensions
- Types of OPEB: Medical/Pharmacy, Dental, Vision, Life Insurance, Long Term Care Insurance

Rationale behind Pension and OPEB Accounting

- Pension benefits and OPEB are part of the compensation that employees earn each year, even though these benefits are not received until after employment has ended
- The cost of these future benefits is a part of the cost of providing public services today

Pensions, OPEB and Debt...Oh My!

States' Total Long-Term Liabilities



Source: Diverging Trends Underlie Stable Overall U.S. OPEB Liability, November 17, 2014, Standard & Poor's Ratings Services



BACKGROUND ON GASB

Overview of GASB

- Governmental Accounting Standards Board (GASB)
 - Established in 1984
 - Source of generally accepted accounting principles (GAAP) used by state and local governments entities in the U.S.
 - GASB Pronouncements
 - Statements of Governmental Accounting Standards
 - Concepts Statements
 - GASB Interpretations
 - GASB Technical Bulletins
 - Important to Note: <u>GASB Statements pertain to</u> <u>accounting/financial reporting issues only, and not to the actual</u> <u>cash funding of benefits</u>

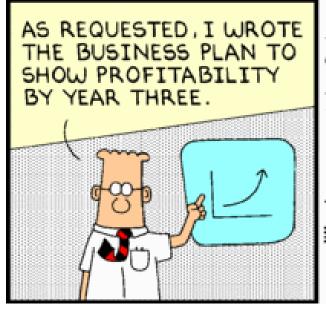
GASB Statements

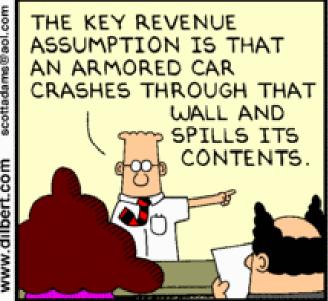
Statement	Issue Date	Effective Date Beginning After
No. 25: Financial Reporting for Defined Benefit Pension Plans and Note Disclosures for Defined Contribution Plans	11/94	June 15, 1996
No. 27: Accounting for Pensions by State and Local Governmental Employers	11/94	June 15, 1997
No. 43: Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans	4/04	December 15, 2005
No. 45: Accounting and Financial Reporting by Employers for Postemployment Benefits Other Than Pensions	6/04	December 15, 2006
No. 67: Financial Reporting for Pension Plans an amendment of GASB Statement No. 25	6/12	June 15, 2013
No. 68: Accounting and Financial Reporting for Pension Plans an amendment of GASB Statement No. 27	6/12	June 15, 2014
No. 74: Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans	6/15	June 15, 2016
No. 75: Accounting Financial Reporting for Postemployment Benefit Plans Other Than Pensions	6/15	June 15, 2017

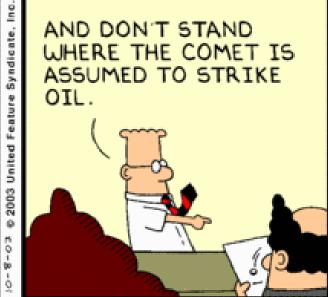


DETERMINING PENSION LIABILITIES

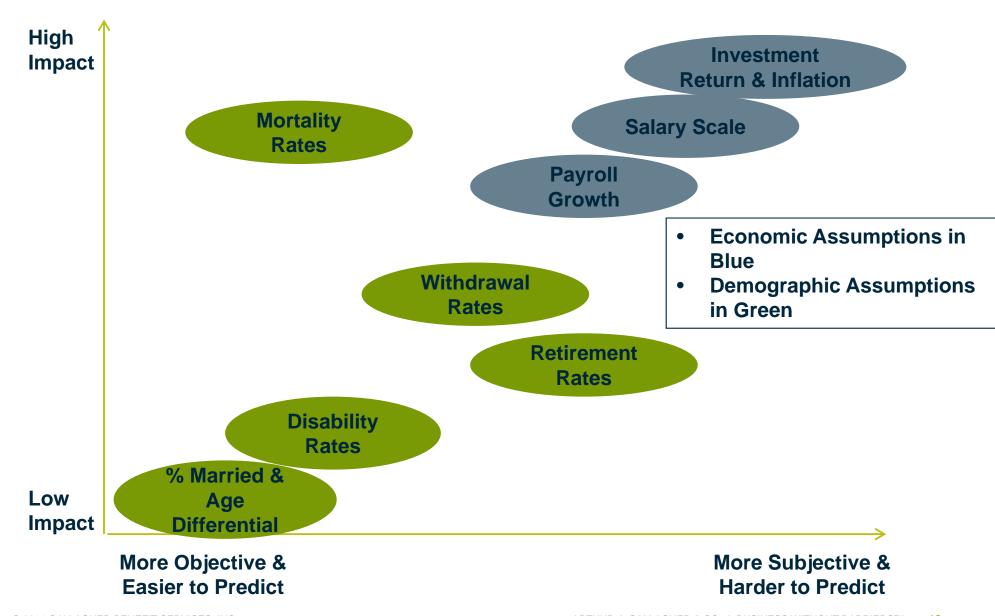
GASB Assumptions



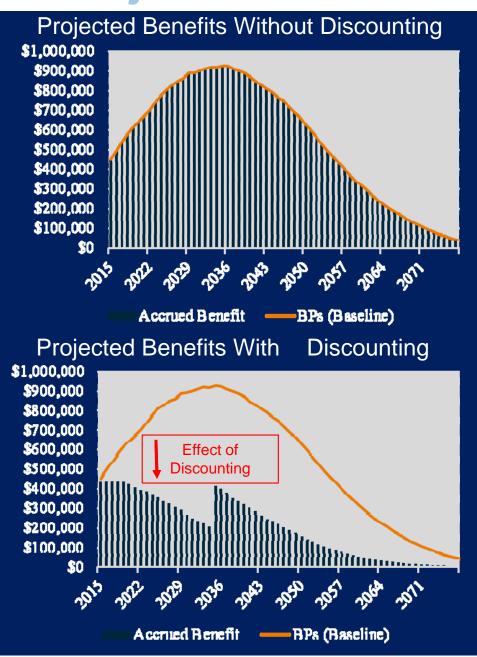




Pension Assumptions



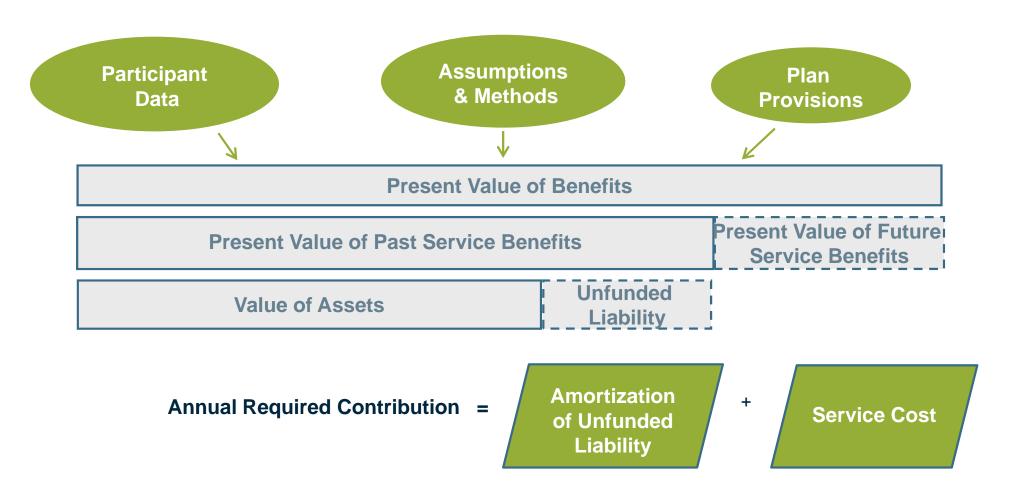
Projections Are Discounted



Methods and assumptions used to determine contribution rates:

Actuarial cost method	Entry age normal				
Amortization method	Level percentage of payroll				
Amortization period	Amortization over an open 30-year period				
Asset valuation method	5-year smooth market				
Inflation	3.00%				
Salary increase	Composed of 3.00% inflation, plus 1.00% productivity increase rate, plus step-rate promotional increases for members with less than 25 years of service				
Investment rate of return	8.00%				
Retirement age	Experience-based table of rates based on age, service and gender. Adopted by the Board in September 2010 in conjunction with the five year experience study for the period ending June 30, 2009.				
Mortality	RP-2000 Combined Mortality Table, projected to 2016 using Scale AA, multiplied by 90% for males and 80% for females				

Costs Attributed to Time Periods



South Carolina Public Employee Benefit Authority (PEBA)

- State agency responsible for the administration and management of the state's employee insurance programs and retirement systems
- Created July 1, 2012, by the South Carolina General Assembly as part of Act No. 278

South Carolina Retirement Systems – Pension Trust Funds

Plan Name	Est. Date	Type of DB Plan	Eligibles	Notes
South Carolina Retirement System (SCRS)	7/1/1945	Multiple- Employer	Public school districts and state employees/subdivisions	
South Carolina Police Officers Retirement System (PORS)	7/1/1962	Multiple- Employer	Police officers and firemen of state/subdivisions	
Retirement System for Members of the General Assembly of the State of SC (GARS)	1/1/1966	Single- Employer	Members of SC General Assembly	Closed to those elected after 2012
Retirement System for Judges and Solicitors of State of SC (JSRS)	7/1/1979	Single- Employer	Judges, solicitors and circuit public defenders	
South Carolina National Guard Supplemental Retirement Plan (SCNG)	7/1/1975	Single- Employer	Certain members who served in SC National Guard	Supplemental Retirement Benefits

Plan Enrollment (FYE 6/30/14)

	SCRS	PORS	GARS	JSRS	SCNG
Number of Employers*	728	411	1	1	1
Avg. No. of Active Contributing Members	185,355	26,708	116	133	12,222
Avg. No. of Retirees and Beneficiaries Currently Receiving Benefits	131,573	16,217	355	204	4,629
Avg. No. of Terminated Members Entitled to But Not Yet Receiving Benefits	156,792	11,987	56	2	2,137
Total Membership	473,720	54,912	527	339	18,988

^{*} SCRS: State (35), School (116), Other (577). PORS: State (31), School (57), Other (323)

Changes in Fiduciary Net Position

Changes in Fiduciary Net Position

Years Ended June 30

(Amounts expressed in thousands)

			II	icrease /	% Increase /
Additions	2015	2014	([Decrease)	(Decrease)
Employee contributions	\$ 826,483	\$ 751,467	\$	75,016	9.98%
Employer contributions	1,203,313	1,132,128		71,185	6.29%
State-appropriated contributions	4,591	4,586		5	0.11%
Net Investment income	435,886	4,083,023		(3,647,137)	-89.32%
Other income	 1,883	 3,083		(1,200)	-38.92%
Total Additions	 2,472,156	 5,974,287		(3,502,131)	-58.62%
Deductions					
Annuity benefits	2,943,355	2,803,084		140,271	5.00%
Refunds	112,557	106,475		6,082	5.71%
Death benefits	22,319	21,680		639	2.95%
Administrative & other expenses	 15,946	 16,150		(204)	-1.26%
Total Deductions	3,094,177	 2,947,389		146,788	4.98%
Increase (Decrease) in Fiduciary Net Position	(622,021)	3,026,898		(3,648,919)	-120.55%
Beginning Fiduciary Net Position	 29,927,711	 26,900,813		3,026,898	11.25%
Ending Fiduciary Net Position Restricted for Pensions	\$ 29,305,690	\$ 29,927,711	\$	(622,021)	-2.08%

% Increase /

Increase /

FY 2015 Contribution Rates

System	Employee Rate	Employer Rate
SCRS	8.0%	10.90% ¹
PORS	8.41%	13.41% ²
GARS	11%	\$4,275,000³
JSRS	10%	47.97% ¹
SCNG	Non-contributory	\$4,590,798

¹ Includes incidental death benefit contribution rate of 0.15%

² Includes incidental death benefit and accidental death benefit contribution rate of 0.20% each

³ Includes incidental death benefit contributions as determined by the Systems' actuary

Individual Plan Assumptions

Summary of Actuarial Methods and Significant Assumptions

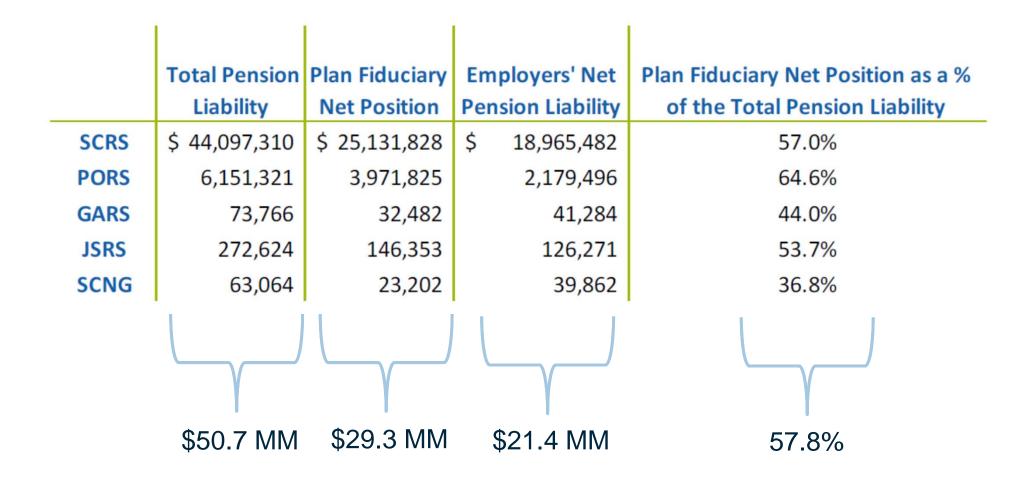
	SCRS	PORS	GARS	JSRS	SCNG
Valuation date	07/01/14	07/01/14	07/01/14	07/01/14	07/01/14
Actuarial cost method	Entry age normal	Entry age normal	Entry age normal	Entry age normal	Entry age normal
Amortization method	Level percent open	Level percent open	Level dollar closed	Level percent open	Level dollar closed
Amortization period	30 years	27 years	13 years	28 years	18 years
Asset Valuation method	5-year smoothed	5-year smoothed	5-year smoothed	5-year smoothed	5-year smoothed
	market	market	market	market	market
Actuarial assumptions:					
Inflation rate	2.75%	2.75%	2.75%	2.75%	2.75%
Projected salary increases	3.5% to 12.5%	4.0% to 10.0%	None	3.0% ¹	None
	(varies by service)1	(varies by service) ¹			
Investment rate of return	7.5%	7.5%	7.5%	7.5%	7.5%
Benefit adjustments	lesser of 1% or \$500 annually	lesser of 1% or \$500 annually	None	3.0%	None

¹Includes inflation at 2.75%.

Total Pension Liability

	SCRS			
		2015		2014
Total pension liability				
Service Cost	\$	744,197	\$	739,021
Interest		3,148,090		3,021,004
Benefit Changes				
Difference between actual and expected experience		(44,636)		638,745
Assumption Changes				
Benefit Payments		(2,705,547)		(2,571,049)
Net Change in Total Pension Liability		1,142,104		1,827,721
Total Pension Liability - Beginning		42,955,206	10	41,127,485
Total Pension Liability - Ending (a)	\$	44,097,310	\$	42,955,206
				Ī

Net Pension Liability



Sensitivity of Net Pension Liability

Discount Rate Sensitivity Analysis

(Amounts expressed in thousands)

	1	1% Decrease (6.50%)	Current Discount Rate (7.50%)		1% Increase (8.50%)
SCRS	\$	23,910,054	\$	18,965,482	\$ 14,821,303
PORS		2,968,983		2,179,496	1,473,738
GARS		47,751		41,284	35,359
JSRS		155,815		126,271	98,926
SCNG		47,681		39,862	32,891

Impact of GASB 68

- Effective for fiscal years ending 6/30/2015
- Greater disclosure of unfunded pension liabilities
- Increase comparability between reporting entities
- Disconnect funding from accounting
- Change the premise from the Plan needing to fund benefits to Employers needing to fund benefits

Impact of GASB 68

Old Approach	New Approach Under GASB No. 68	Comments
Unfunded Actuarial Accrued Liability (UAAL)	Net Pension Liability (NPL)	 Employers report proportionate share of NPL May be based on different discount rates Market Value replaces Actuarial Value of Assets Must use Entry Age Normal Cost Method
Expense = Annual Required Contribution (ARC)	Pension Expense	 Employers report proportional share of Pension Expense Deferred Inflow/Outflows
No Cost Sharing Employer Reporting	Employer Level Reporting	 Net Pension Liability Net Pension Liability based on +/-1% Discount Rate Pension Expense Deferred Outflows and Inflows by Source

GASB 68 – Net Pension Liability

- In multiple-employer situation, the NPL will be allocated to all employers and included as a liability on the government-wide financial statements
- Allocation method based on employer's contributions paid in relationship to all employer contributions received

Employer	Contributions Paid	Proportionate Share	Proportionate Share of NPL
Employer A	\$4M	1%	\$54M
Employer B	\$40M	10%	\$542M
Employers C- Z	\$380M	89%	\$4,821M
Total	\$387M	100%	\$5,417 M

Impact of GASB 68

Item	Immediately Recognized Changes
Service Cost	Increase due to benefit accruals
Interest on the Total Pension Liability	Increase due to one less year of discounting
Projected Investment Earnings	Decrease due to assumed investment return
Member Contributions	Decrease
Administrative Costs	Increase
Benefit Provision Changes	Increase or Decrease

Item	Components Deferred and Recognized Later
Difference between actual and projects earnings on investments	5 years
Changes in actuarial assumptions	Closed period equal to the average of the expected lives of all (active, inactive, and retirees)
Difference between actual and assumed actuarial experience (actuarial gains and losses)	Increase or Decrease

GASB 67-68 Repercussions

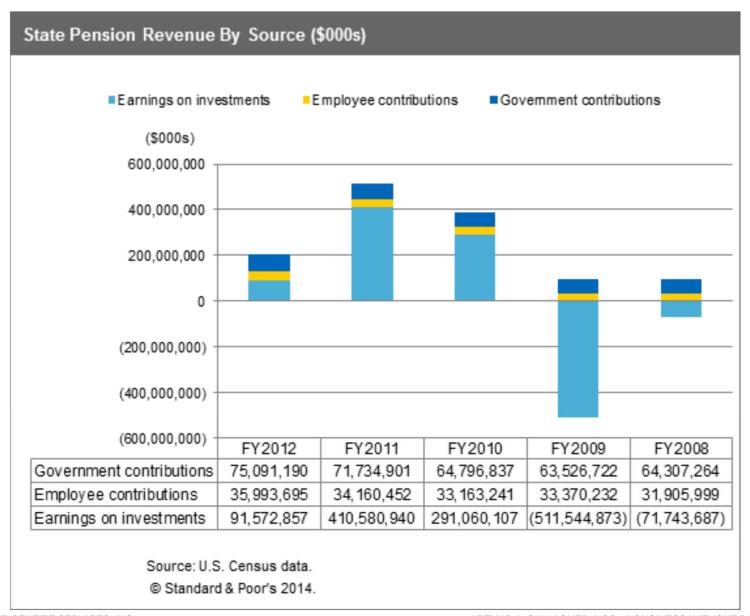
Pension Expense:

- No longer equal to contributions
- No longer calculated by employer
- Larger
- More volatile

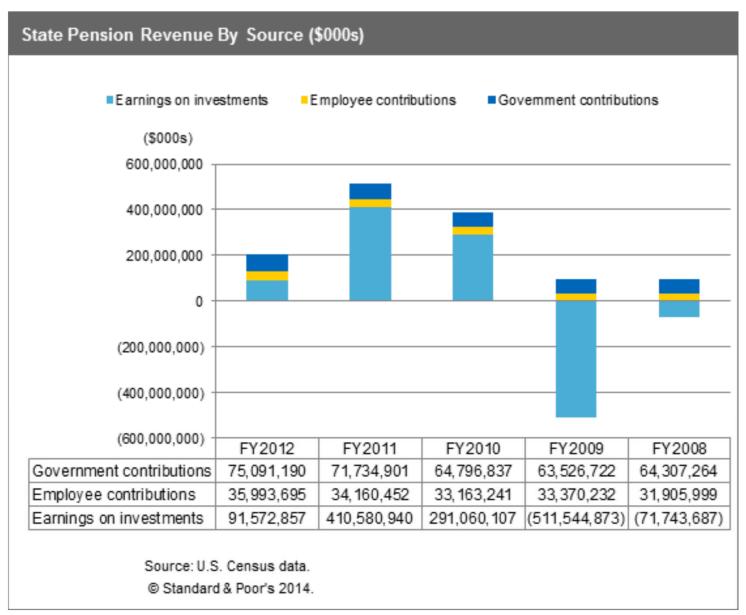
Unfunded Liability

- Reported on liability on employer's balance sheet
- Large
- Volatile

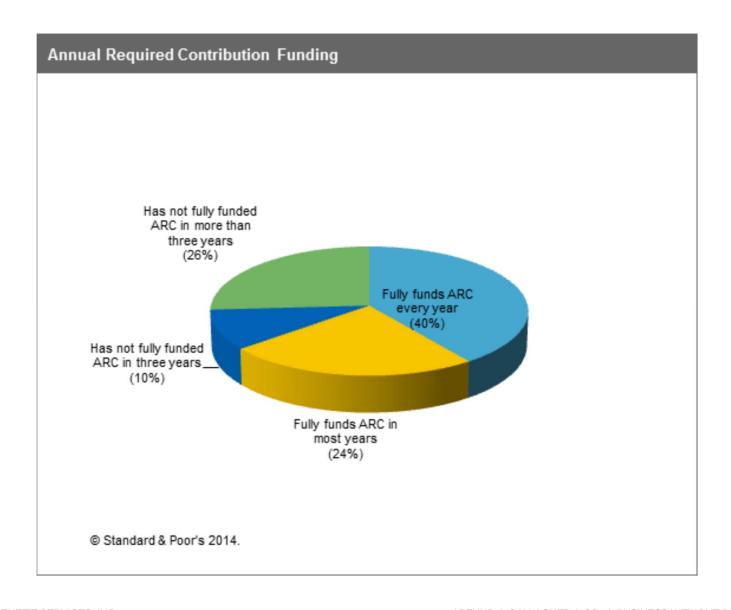
State Pension Revenue by Source



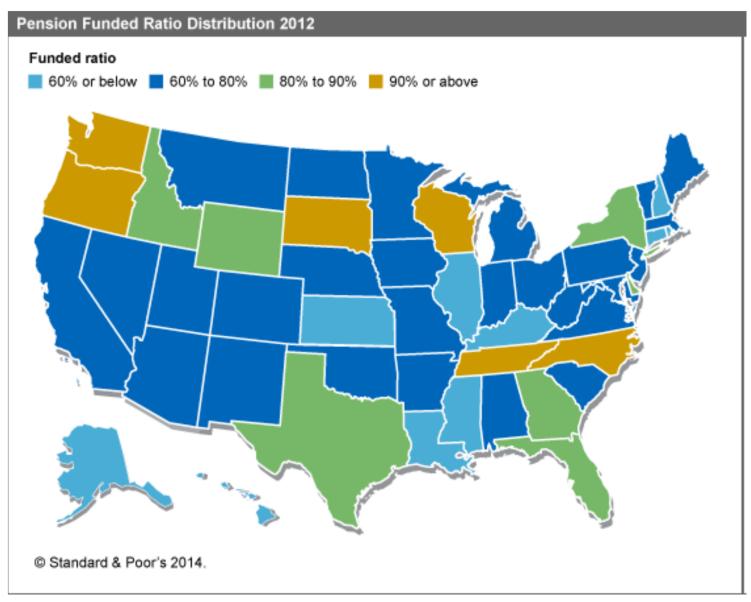
GASB 67-68 Repercussions



ARC Funding for States



Funding Ratios by State





DETERMINING OPEB LIABILITIES

Measuring Total OPEB Liability

3-Step Process:

- 1. Projecting benefit payments
- 2. Discounting the projected benefit payments to their actuarial present value (i.e., their estimated value in today's dollars)
- 3. Attributing the actuarial present value of projected payments to past and future years during which employees have worked or are expected to work
 - Prior to 74/75, could choose among six methods to attribute the present value of payments to specific years either in level dollar amounts or as a level percentage of projected payroll

Projecting Benefit Payments

- All assumptions are consistent with Actuarial Standards of Practice as issued by the Actuarial Standards Board, unless otherwise specified by the GASB
- Key assumptions:
 - Mortality Accounts for death of the active/retired population
 - Termination/Retirement Based on pension valuation studies
 - Plan Participation Percentage of actives expected to participate in the employer health plan at retirement
 - Marriage Assumptions Percentage of actives covering dependents at retirement
 - Per Capita Health Claims Cost Per capita health claim costs based on the experience of the group and/or plan designs offered to retirees
 - Age Based Claim Curve Between 3% and 5% for most ages before 70

A Numerical Example

	January 1, 2013 Liabilities
Present Value of Future Benefits	\$450,000,000
Actuarial Accrued Liability	\$275,000,000
Plan Assets	\$0
Unfunded Actuarial Accrued Liability	\$275,000,000
Normal Cost	\$20,000,000

The **Normal Cost** is the portion of the present value of future benefits that is allocated to the current year for active plan members

The Present Value of Future Benefits as of the valuation date is the present value of the cost to finance benefits payable in the future, discounted to reflect the expected effects of the time value of money and the probabilities of payment

The **Actuarial Accrued Liability** is the present value of future benefits which is attributable to past service

A Numerical Example (cont)

	Annual OPEB Cost
	(CY 2013)
ARC	\$30,000,000
Interest on Net OPEB Obligation	\$4,500,000
Adjustment to ARC	(\$3,900,000)
Total	\$30,600,000

The Annual Required
Contribution ('ARC') is the sum of the normal cost and the amortization of the unfunded actuarial liability (maximum allowable period of 30 years)

One year's interest on the net OPEB obligation at the beginning of the year

The **Adjustment to the ARC** is the discounted present value of the net OPEB obligation at the beginning of the year

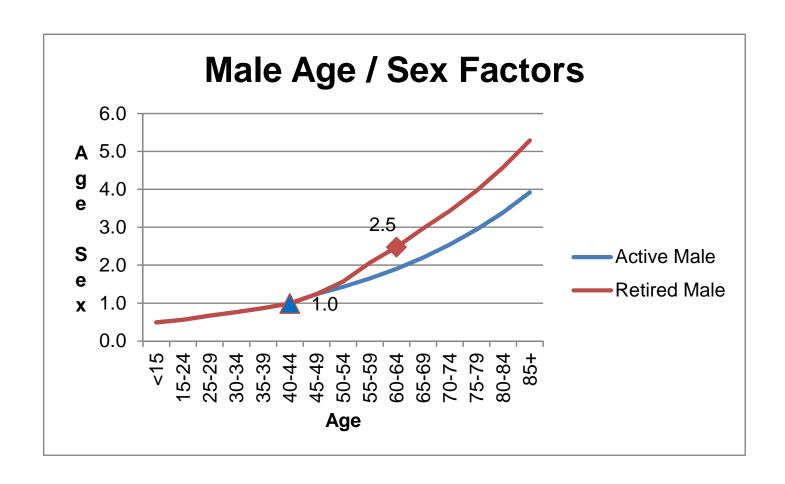
NOTE: GASB 45 does <u>not</u> require prefunding an amount equal to the ARC. The ARC represents an accounting expense. The OPEB expense for the year – equal to the annual OPEB cost – should be reported.

A Numerical Example (cont)

	Postemployment Benefit Plan (CY 2013)
Net OPEB Obligation – Beginning of Year	\$100,000,000
Annual OPEB Cost	\$30,600,000
Employer Contributions: pay-as-you-go	\$10,300,000
Increase in Net OPEB Obligation	\$20,300,000
Not ORED Obligation Food of Vers	\$400.000.000
Net OPEB Obligation – End of Year	\$120,300,000

The **Net OPEB Obligation ('NOO')** is the cumulative difference between the annual OPEB cost and the employer's contributions to the plan since the adoption date of GASB 45. A positive (negative) year-end balance in the Net OPEB Obligation should be recognized as a year-end liability (asset) in the financial statements

Implicit Rate Subsidy



Implicit Rate Subsidy (cont)

	Actives	Retirees	Combined
Avg. Age	42	62	44
% of Members	90%	10%	100%
Age / Sex Factor	1.0	2.5	1.15
Claim Cost	\$500	\$1,250	\$575

GASB 74/75: Changes to 43/45

Item	Description / Impact
Requirement to report a Net OPEB Liability in statement of financial position	Net OPEB liability larger than Net OPEB Obligation under previous standard
Required use of Entry Age Normal (level % of pay)	Younger populations may see 10 to 15 percent increase in total liability; older populations around 5 percent or lower
Discount rate may be lower than return assumption, based on fund's solvency outlook	Not a significant change from current approach
Immediate recognition of additional components of OPEB expense	Significant change from 30-year amortization period previously used; impact on budgets
More footnote disclosures and supplementary info required	Similar to new info required under GASB 67/68
Elimination of community-rated exception to implicit subsidy liability	May increase liability substantially
Actuarial valuation every 2 years	Plans with fewer than 200 members have option of one valuation every 3 years

An Increasing Liability

		January 1, 2013 Liab	ilities	No	w a halar	nce sheet item
Present Value of F	- uture Benefits	\$450,000,000		140	w a balai	ice sheet item
Actuarial Accrued	Liability	\$275,000,000				
Plan Assets		\$0				
Unfunded Actuaria	al Accrued Liability	\$275,000,000	K			
Normal Cost		\$20,000,000		Annual OPEB		
				(CY 2013)		
	ARC			\$30,000,000)	
	Interest on Ne	t OPEB Obligation		\$4,500,000		Postemployment
	Adjustment to	ARC		(\$3,900,000)	Benefit Plan
	Total			\$30,600,000)	(CY 2013)
			Net OF	PEB Obligation – Begir	nning of Year	\$100,000,000
			Annual	OPEB Cost		\$30,600,000
			Employ	yer Contributions: pay-	as-you-go	\$10,300,000
			Incre	ease in Net OPEB Ob	igation	\$20,300,000

Net OPEB Obligation - End of Year

\$120,300,000

OPEB Expense Factors

Item	Current Expense Amortization	Proposed Expense Amortization	
1. Employees work and earn additional benefits	Immediately	Immediately	
2. Interest on the outstanding liability	Immediately	Immediately	
 3. Changes in the measurement of the total OPEB liability due to: a) Actual economic and demographic changes differing from what was assumed b) Changes in the assumptions about economic and demographic factors c) Changes in the terms of the OPEB benefits 	a) Up to 30 yrsb) Up to 30 yrsc) Up to 30 yrs	a) Avgemployment yrsb) Avgemployment yrsc) Immediately	
 4. Changes in the measurement of plan net position due to: a) Expected investment earnings b) The difference between actual investment earnings and what was expected c) Effects other than investment earnings, if any 	a) Immediatelyb) Up to 30 yrsc) Up to 30 yrs	, ,	

South Carolina Retiree Health Insurance Trust Fund

- Trust established by the State on May 1, 2008 to provide for the employer costs of retiree post-employment health and dental insurance benefits for retired state employees and retired employees of public school districts
- Trust administered by PEBA and PEBA Board is the Trustee
- As of June 30, 2013, there were 223 participating employers and 256,015 eligible plan participants (174,200 active, 80,568 retired, and 1,247 vested terminated)
- AAL and ARC funded primarily through surcharge on employer's payroll – 5.0% effective July 1, 2014

For Year Ending June 30, 2014

Additions:	
Contributions	\$ 473,041,970
Investment income (Note 5)	 23,675,054
Securities lending activities income:	
Gross earnings from interest and fees	6,677
Gross borrower rebates	30,944
Bank fees	(5,295)
Net earnings from securities lending activities	32,326
Total additions	 496,749,350
Deductions:	
Benefits expense	380,673,190
Administrative expenses	78,200
Total deductions	380,751,390
Net increase in net position held in trust for OPEB	115,997,960
Net position held in trust for OPEB, beginning of year	 668,971,993
Net position held in trust for OPEB, end of year	\$ 784,969,953

Assumptions and Schedule of Funding Progress

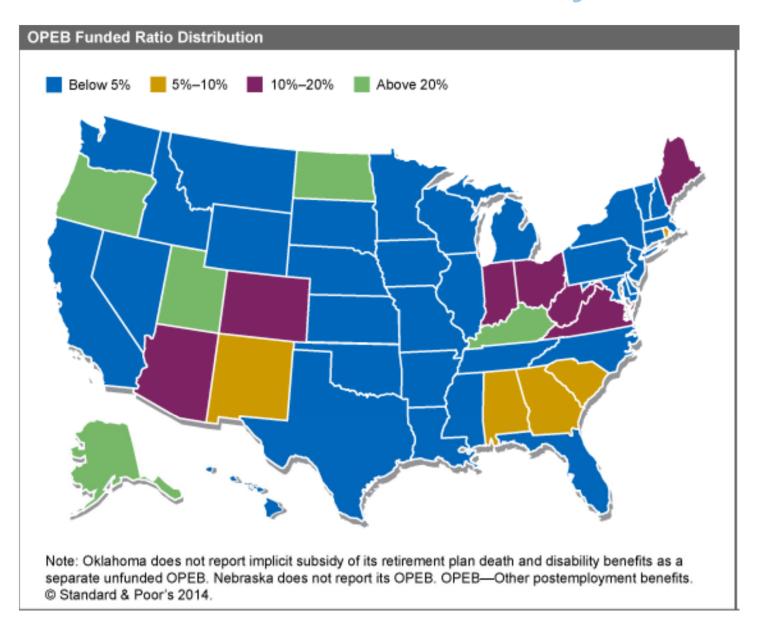
Valuation date
Actuarial cost method
Amortization method
Remaining amortization periods
Asset valuation method
Actuarial assumptions:
Investment rate of return
Payroll growth rate
Healthcare cost trend rate
Medical
RX

June 30, 2013 Individual entry age Level percent open			
30 years		Actuarially	
Market	Year Ended June 30	Required Contribution	Percentage Contributed
5.50% 3.50%	2014	\$778,969	60.73%

6.00% - 4.50% Ultimate 6.00% - 4.50% Ultimate

Actuarial Valuation	Actuarial Value of Assets	Actuarial Accrued Liability	Unfunded Actuarial Accrued Liability	Funded Ratio	Covered Payroll	UAAL as a Percentage of covered Payroll
Date	(a)	(b)	(b-a)	(a / b)	(c)	$({b - a} /c)$
June 30, 2008	\$ 270,153	\$ 9,279,578	\$ 9,009,425	3%	\$ 7,596,053	119%
June 30, 2009	\$ 439,903	\$ 9,643,577	\$ 9,203,674	5%	\$ 7,736,161	119%
June 30, 2010	\$ 487,496	\$ 9,632,092	\$ 9,144,596	5%	\$ 7,570,126	121%
June 30, 2011	\$ 477,124	\$ 10,625,914	\$ 10,148,790	4%	\$ 7,127,657	142%
June 30, 2012 June 30, 2013	\$ 592,337 \$ 668,972	\$ 10,328,465 \$ 10,072,927	\$ 9,736,128 \$ 9,403,955	6% 7%	\$ 7,161,059 \$ 7,471,142	136% 126%

OPEB Funded Ratios by State





COST-MITIGATION SRATEGIES FOR OPEB LIABILITIES

OPEB Cost-Mitigation Strategies

- Changing retiree eligibility requirements
- Increasing employee contributions
- Health care cost management initiatives
- Consumer-directed health plan options / HRAs
- Capping benefits
- Changing actuarial assumptions
- Shift costs to health insurance exchanges
- Shift prescription drug benefits for eligible Medicare retirees to an employer group waiver (EGWP) plan
- Terminating plan

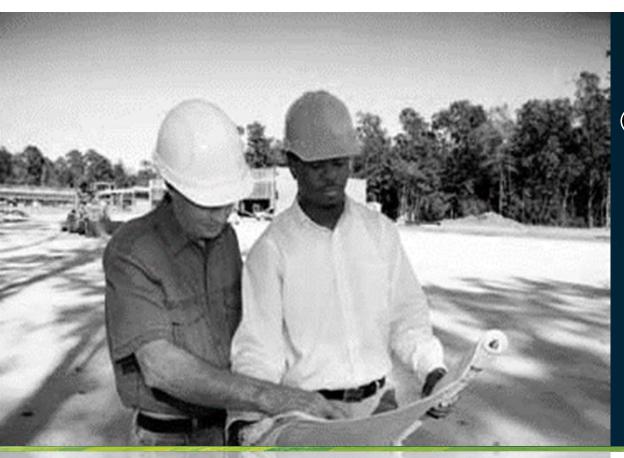
Case Study

Original APBO	\$33,758,000				
					-
Cost Estimate Scenario - Wage Participants	Group Affected	APBO	Impact	% Change	
Age 55 and 20 Eligibility	All Retirees	\$31,829,000	(\$1,929,000)	-5.7%	
Age 60 and 15 Eligibility	All Retirees	\$30,843,000	(\$2,915,000)	-8.6%	Eliaibilita
Age 60 and 15 Eligibility	Hired after 1/1/10	\$33,646,000	(\$112,000)	-0.3%	Eligibility
Age 60 and 15 Eligibility	Hired after 1/1/2005	\$33,264,000	(\$494,000)	-1.5%	
Pre 65 Retirees - \$70 Contribution (Traditional and PPO)	All Retirees	\$33,537,000	(\$221,000)	-0.7%	
Pre 65 Retirees - \$70 Contribution (Traditional and PPO) 3.5% Index	All Retirees	\$33,390,000	(\$368,000)	-1.1%	
Pre 65 Retirees - \$70 Contribution (Traditional and PPO)	Retired after 1/1/2015	\$33,618,000	(\$140,000)	-0.4%	Pre 65 Benefits
Pre 65 Spouse - \$100 Contribution. Retiree remains at current contribution level.	All Retirees	\$33,511,000	(\$247,000)	-0.7%	
Pre 65 Spouse - \$250 Contribution. Retiree remains at current contribution level.	All Retirees	\$32,941,000	(\$817,000)	-2.4%	
Post 65 Retirees - \$50 Retiree and Spouse.	Retired after 1/1/2015	\$32,668,000	(\$1,090,000)	-3.2%	
Post 65 Retirees - \$100 Spouse.	Retired after 1/1/2015	\$32,873,000	(\$885,000)	-2.6%	Post Medicare
Post 65 Retirees - \$50 Retiree and Spouse with 5% inflation	Retired after 1/1/2015	\$30,735,000	(\$3,023,000)	-9.0%	benefits
Post 65 Retirees - \$100 Retiree and Spouse.	Retired after 1/1/2016	\$33,061,000	(\$698,000)	-2.1%	benefits
Post 65 Retirees - \$100 Retiree and Spouse with 3.5% inflation (CPI)	Retired after 1/1/2016	\$32,057,000	(\$1,702,000)	-5.0%	
Pre 65 Retirees - \$5,000 HRA Used For Exchange Or Outside Plan (CPI Index)*	Retired after 1/1/2015	\$30,460,000	(\$3,298,000)	-9.8%	HRA Scenario
Post 65 Retirees - \$2,500 HRA Used For Exchange Or Outside Plan (CPI Index)*	Retired after 1/1/2015	\$28,836,000	(\$4,922,000)	-14.6%	IINA SCENATIO
50% Cost Sharing for Life Insurance (Includes Salary)	All Retirees	\$33,727,000	(\$31,000)	-0.1%	

^{*}The HRA Scenario Would Involve Eliminating the Current Plans Offered to Post 65 Retirees

Cost Estimate Scenario - Salary Participants	Group Affected	APBO	Impact	% Change
Age 60 and 15 Eligibility or Age 55 and 20	All Retirees	\$33,525,000	(\$233,000)	-0.7%
Replace Pre 65 % Subsidy With Fixed Dollar Amounts, Based on Current Subsidy Level	All Retirees	\$33,537,000	(\$221,000)	-0.7%

This analysis is for illustrative purposes only, and is not a guarantee of future liabilities. There are many variables that can affect future health care costs including utilization patterns, catastrophic claims, healthcare trend increases, etc. This analysis does not amend, extend, or alter the coverage provided by the actual insurance policies and contracts.





Questions?

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