

# Fund 73030: OPEB Trust

## Focus

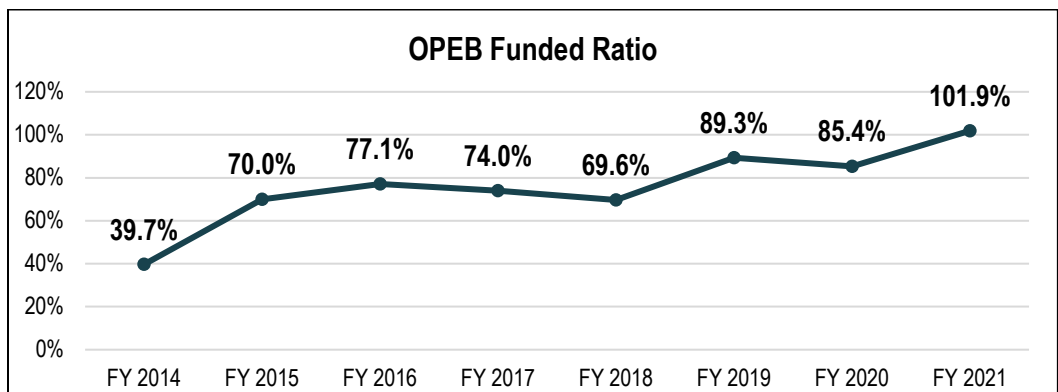
Fund 73030, OPEB Trust, was created to account for the cost of other post-employment benefits (OPEBs) including health care, life insurance, and other non-pension benefits offered to retirees, such as the County's retiree health benefit subsidy.

Beginning in FY 2008, the County's financial statements were required to implement Governmental Accounting Standards Board (GASB) statements related to the reporting of other post-employment benefits. These GASB standards require that the County accrue the cost of other post-employment benefits during the period of employees' active employment, while the benefits are being earned, and disclose the unfunded actuarial accrued liability to accurately account for the total future cost of post-employment benefits and the financial impact on the County. This funding methodology mirrors the funding approach used for pension benefits. A valuation is performed to calculate the County's actuarial accrued liability (AAL) and the associated actuarially determined Annual Required Contribution (ARC). The liability and ARC are calculated annually, and adjustments are made due to benefit enhancements, medical trend experience, and normal growth assumptions. It is the County's policy to fund the actuarially determined contribution each year.

The actuarial valuation as of July 1, 2021, calculated the County's actuarial accrued liability, excluding the Schools portion, at approximately \$415.8 million. This amount is fully funded with excess plan assets of \$8.1 million, resulting in a negative unfunded actuarial accrued liability as shown below.

Valuation Results as of July 1, 2021 (in thousands)	
Actuarial Accrued Liability (AAL)	\$415,820
Plan Assets	<u>423,896</u>
Unfunded Actuarial Accrued Liability	(\$8,076)

The July 1, 2021, AAL of \$415.8 million increased from the July 1, 2020, AAL of \$387.6 million primarily due to changes in economic assumptions including updates to the assumed actuarial rate of return, salary scale and trend rates, and retiree contributions that reflect more recent experience, in addition to the impact of an actuarial loss from changes in census data which includes changes in health plan elections. It should be noted that the County made changes to two key assumptions as part of the July 1, 2021 actuarial valuation in order to be more conservative. First, the assumed actuarial rate of return – or discount rate – was reduced from 6.50 percent to 6.25 percent. Second, the amortization period was reduced from 30 to 20 years. While the AAL fluctuates each year, the funded ratio of the County's OPEB liabilities has increased steadily since the inception of the OPEB Trust Fund. As shown in the chart below, the County's OPEB liabilities were 101.9 percent funded as of July 1, 2021.



The implementation of an Employer Group Waiver Plan (EGWP) for Medicare retiree prescription drug coverage in January 2016 resulted in a significant decrease in the calculation of the July 1, 2015, AAL, and a corresponding increase in the OPEB funded ratio. The EGWP is a standard Medicare Part D plan with enhanced coverage that allows the County to maximize prescription drug subsidies from the federal government and pharmaceutical manufacturers. This plan replaced the prescription drug coverage that was previously provided to Medicare retirees through the County's self-insured health plans and the Retiree Drug Subsidy (RDS) that the County previously received from the Centers for Medicare and Medicaid Services. GASB accounting rules allow EGWP revenue to directly offset plan costs in the GASB valuation, impacting the AAL, whereas the RDS could not be reflected in the liability calculations. This change has had a significant impact on the County's OPEB liability, which continues to be reflected in the current valuation.

The actuarial accrued liability includes the retiree health benefit subsidy, which is paid out to County retirees, as well as the liability associated with an "implicit" subsidy provided to retirees. As premiums for the County's self-insured health plans are set using the blended experience of active employees and retirees, retiree premiums are lower than if they were set solely using the experience of the retiree group. GASB standards requires that the County calculate and include the liability for this implicit subsidy. The differential between actuarial assumptions related to retiree claims and premiums and actual claims experience and premiums is the primary driver behind the liability related to the implicit subsidy. When claims experience is favorable compared to premium increases and actuarial assumptions, the implicit subsidy liability is likely to decline. Conversely, if the County experiences an unanticipated spike in retiree claims expenses, the implicit subsidy liability could increase. The impact of the difference between actuarial assumptions and actual experience is magnified by the fact that, similar to pension benefits, the County must project the impact over an amortization period. Thus, a small change in the implicit subsidy in a single year is compounded over time. It should be noted that the County is credited an effective contribution towards the ARC each year to recognize actual expenses incurred related to the implicit subsidy.

The FY 2022 ARC has been calculated at \$11.8 million, a decrease of \$7.0 million from the FY 2021 ARC primarily due to actual retiree claims experience and will be funded through a combination of a General Fund transfer, contributions from other funds, and the implicit subsidy contribution described above. FY 2022 funding included a General Fund transfer of \$5.0 million and contributions from other funds of \$1.9 million. The implicit subsidy contribution is calculated by the County's actuaries after the close of the fiscal year and is projected to be slightly less than the FY 2021 amount of \$11.8 million. The [FY 2023 Adopted Budget Plan](#) includes a decrease in the General Fund transfer to \$2.5 million, and contributions from other funds will also reflect a slight decrease to \$1.4 million.

After exploring numerous alternatives as to how to prudently invest and accumulate resources for OPEB, County staff recommended, and the Board of Supervisors approved on February 25, 2008, County participation in the Virginia Pooled OPEB Trust Fund in cooperation with the Virginia Municipal League (VML)/Virginia Association of Counties (VACo) Finance Program and other jurisdictions in the Commonwealth of Virginia. The County is represented on the Board of Trustees for the pooled trust and actively participates in decision-making to prudently invest accumulated resources for OPEB. The Virginia Pooled OPEB Trust Fund is used for investment purposes only; funds accumulated for OPEB are still accounted for in Fund 73030.

**Retiree Health Benefit Subsidy**

The County provides monthly subsidy payments to eligible retirees to help pay for health insurance in a County health plan. The current monthly subsidy, approved in FY 2018, commences at age 55 and varies by length of service as detailed in the following table. Employees who retired prior to July 1, 2003, are eligible for the greater of the amounts shown in the table below and an amount calculated based on the subsidy structure that was in place prior to July 2003. The retiree health benefit subsidy is provided to retirees on a discretionary basis, and the Board of Supervisors reserves the right to reduce or eliminate the benefit in the future if the cost of the subsidy becomes prohibitive or an alternative is chosen to aid retirees in meeting their health insurance needs.

Retiree Health Benefit Subsidy	
Years of Service at Retirement	Monthly Subsidy
5 to 9	\$40
10 to 14	\$75
15 to 19	\$165
20 to 24	\$200
25 or more	\$230

In FY 2006, the Board of Supervisors approved an additional benefit to Health Department employees who remained in the Virginia Retirement System (VRS) after their conversion from state to County employment in 1995. Current and future retirees who participate in a County health plan are eligible to receive the differential between the County retiree health benefit subsidy for which the employee is eligible based on years of service, as shown in the table above, and that provided by VRS, which has a maximum of \$120 per month. Furthermore, effective July 1, 2006, the County began providing the maximum retiree health benefit subsidy shown in the table above to those police officers who were hired before July 1, 1981 and retired or will retire with full retirement benefits with 20, but less than 25, years of service. These police officers previously received a subsidy of \$190 per month.

During FY 2023, the average number of subsidy recipients, including new retirees who are eligible to receive the retiree health benefit subsidy, is expected to increase by 174, or 3.9 percent, from 4,484 in FY 2022 to 4,658 in FY 2023. Estimates of the average number of subsidy recipients are based on a review of the projected number of retirements and health subsidy eligibility for personnel already retired from the Fairfax County Employees', Uniformed, and Police Officers Retirement Systems. Retirees who become eligible to receive the subsidy are paid based on the period of eligibility within the fiscal year, which may or may not comprise a full year of payments.

**Budget and Staff Resources**

Category	FY 2021 Actual	FY 2022 Adopted	FY 2022 Revised	FY 2023 Advertised	FY 2023 Adopted
<b>FUNDING</b>					
<b>Expenditures:</b>					
Personnel Services	\$130,788	\$132,164	\$132,164	\$139,854	\$139,854
Operating Expenses	23,529,671	13,473,804	25,230,661	14,220,374	14,220,374
<b>Total Expenditures</b>	<b>\$23,660,459</b>	<b>\$13,605,968</b>	<b>\$25,362,825</b>	<b>\$14,360,228</b>	<b>\$14,360,228</b>
<b>AUTHORIZED POSITIONS/FULL-TIME EQUIVALENT (FTE)</b>					
Regular	1 / 1	1 / 1	1 / 1	1 / 1	1 / 1

**FY 2023  
Funding  
Adjustments**

*The following funding adjustments from the FY 2022 Adopted Budget Plan are necessary to support the FY 2023 program. Included are all adjustments recommended by the County Executive that were approved by the Board of Supervisors, as well as any additional Board of Supervisors' actions, as approved in the adoption of the Budget on May 10, 2022.*

**Employee Compensation \$7,690**

An increase of \$7,690 in Personnel Services includes \$5,572 for a 4.01 percent market rate adjustment (MRA) for all employees and \$2,118 for performance-based and longevity increases for non-uniformed merit employees, both effective July 2022.

**Benefits Paid \$653,589**

An increase of \$653,589 in Benefits Paid is attributable to a projected increase in the number of retirees receiving the retiree health benefits subsidy and year-to-date FY 2022 experience.

**Administrative Expenses \$92,981**

An increase of \$92,981 in Operating Expenses is primarily associated with anticipated increases in investment services and fees.

**General Fund Transfer**

The General Fund transfer to this fund is decreased by \$2,500,000 from the FY 2022 Adopted Budget Plan level based on a decrease in the Annual Required Contribution (ARC) that is primarily the result of actual retiree claims experience. It is anticipated that this decreased transfer level, when combined with contributions from other funds and the implicit subsidy contribution, will fully fund the FY 2023 ARC.

**Changes to  
FY 2022  
Adopted  
Budget Plan**

*The following funding adjustments reflect all approved changes in the FY 2022 Revised Budget Plan since passage of the FY 2022 Adopted Budget Plan. Included are all adjustments made as part of the FY 2021 Carryover Review, FY 2022 Mid-Year Review, FY 2022 Third Quarter Review, and all other approved changes through April 30, 2022.*

**Third Quarter Adjustments \$11,756,857**

As part of the *FY 2022 Third Quarter Review*, the Board of Supervisors approved funding of \$11,756,857 to appropriately reflect the County's contribution and benefit payments for the implicit subsidy for retirees. This increase to both revenues and expenditures is required to offset anticipated audit adjustments that are posted to the fund at the end of the fiscal year to account for the value of the implicit subsidy to the fund, which is necessary to approximate the benefit to retirees for participation in the County's health insurance pools.

**Position Detail**

*The FY 2023 Adopted Budget Plan includes the following positions:*

**OPEB TRUST - 1 Position**

1	Accountant III		
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The 1/1.0 FTE Accountant III position resides in the Retirement Administration Agency and is financed by Fund 73030, OPEB Trust.

**FUND STATEMENT**

Category	FY 2021 Actual	FY 2022 Adopted Budget Plan	FY 2022 Revised Budget Plan	FY 2023 Advertised Budget Plan	FY 2023 Adopted Budget Plan
<b>Beginning Balance</b>	<b>\$330,764,358</b>	<b>\$324,941,963</b>	<b>\$423,896,369</b>	<b>\$417,524,375</b>	<b>\$417,524,375</b>
<b>Revenue:</b>					
CMS Medicare Part D Subsidy	\$97,913	\$200,000	\$200,000	\$200,000	\$200,000
Return on Investments <sup>1</sup>	3,655,662	150,000	150,000	3,655,662	3,655,662
Implicit Subsidy <sup>1</sup>	11,756,857	0	11,756,857	0	0
Other Funds Contributions	1,727,278	1,883,974	1,883,974	1,416,895	1,416,895
<b>Total Realized Revenue</b>	<b>\$17,237,710</b>	<b>\$2,233,974</b>	<b>\$13,990,831</b>	<b>\$5,272,557</b>	<b>\$5,272,557</b>
Unrealized Gain/(Loss) <sup>1,2</sup>	\$95,064,760	\$0	\$0	\$0	\$0
<b>Total Revenue</b>	<b>\$112,302,470</b>	<b>\$2,233,974</b>	<b>\$13,990,831</b>	<b>\$5,272,557</b>	<b>\$5,272,557</b>
<b>Transfers In:</b>					
General Fund (10001)	\$4,490,000	\$5,000,000	\$5,000,000	\$2,500,000	\$2,500,000
<b>Total Transfers In</b>	<b>\$4,490,000</b>	<b>\$5,000,000</b>	<b>\$5,000,000</b>	<b>\$2,500,000</b>	<b>\$2,500,000</b>
<b>Total Available</b>	<b>\$447,556,828</b>	<b>\$332,175,937</b>	<b>\$442,887,200</b>	<b>\$425,296,932</b>	<b>\$425,296,932</b>
<b>Expenditures:</b>					
Benefits Paid	\$11,495,312	\$13,071,778	\$13,071,778	\$13,725,367	\$13,725,367
Implicit Subsidy <sup>1</sup>	11,756,857	0	11,756,857	0	0
Administrative Expenses	408,290	534,190	534,190	634,861	634,861
<b>Total Expenditures</b>	<b>\$23,660,459</b>	<b>\$13,605,968</b>	<b>\$25,362,825</b>	<b>\$14,360,228</b>	<b>\$14,360,228</b>
<b>Total Disbursements</b>	<b>\$23,660,459</b>	<b>\$13,605,968</b>	<b>\$25,362,825</b>	<b>\$14,360,228</b>	<b>\$14,360,228</b>
<b>Reserved Ending Balance<sup>3</sup></b>	<b>\$423,896,369</b>	<b>\$318,569,969</b>	<b>\$417,524,375</b>	<b>\$410,936,704</b>	<b>\$410,936,704</b>

<sup>1</sup> In order to account for revenues and expenditures in the proper fiscal year, audit adjustments in the amount of \$5,201,916.45 have been reflected as an increase to FY 2021 revenue to accurately record interest revenue in the proper fiscal period and the unrealized appreciation of investments as of June 2021. In addition, an audit adjustment in the amount of \$11,756,857.00 has been reflected as an increase to both FY 2021 revenues and expenditures. This adjustment, which nets to \$0, is required to accurately reflect the County's contribution and benefit payments for the implicit subsidy to retirees. The Annual Comprehensive Financial Report (ACFR) reflects all audit adjustments in FY 2021. Details of the audit adjustments were found in Attachment VI of the FY 2022 Mid-Year Review.

<sup>2</sup> Unrealized gain/(loss) is reflected as an actual revenue at the end of the fiscal year.

<sup>3</sup> The Reserved Ending Balance in Fund 73030, OPEB Trust, represents the amount of assets held in reserve by the County to offset the estimated Actuarial Accrued Liability for other post-employment benefits. The \$410.9 million reserve in FY 2023 is applied toward the liability of \$415.8 million calculated as of July 1, 2021.