Big Spring Firemen's Relief and Retirement Fund

ACTUARIAL VALUATION REPORT

Actuarial Valuation as of January 1, 2021 for the Plan Year January 1, 2021 through December 31, 2021

August 9, 2021

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Introduction

This report for the Big Spring Firemen's Relief and Retirement Fund presents the contribution levels to meet the adopted funding policy and shows the plan's funded status as of January 1, 2021. The disclosures required by GASB-67 have been provided in a separate report.

The report is presented in the following sections:

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Highlights

The key findings of the valuation are as follows:

- The investment return on market value investment earnings for the prior two years was more than the long term actuarial assumption of 7.75%. The Fund had a 21.32% return on market value after expenses for the 2019 calendar year and a 13.42% return for the 2020 year. The average annual return on market since 1987 was 8.28%.
- The returns measured relative to the actuarial value of assets were different from the returns on market value because the actuarial value of assets is based on 5-year smoothing of investment returns in excess of (or short of) the long term actuarial assumption. The return on actuarial value of assets for 2019 was 7.64% and for 2020 was 13.29%. As of 1-1-2021 the actuarial value of assets was 92.36% of market value (down from 108.1% as of January 1, 2019), indicating a net deferred investment asset which will be recognized in future years. The significant experience loss in 2008 is no longer included in the 5 year averaging period.
- The unfunded actuarial liability of the plan increased by about \$1.057 million over the prior valuation. The key sources of this change are
 - 1. Rate of return on the smoothed actuarial value of assets is more than the long term assumption (but much less than the return on market)
 - 2. Contributions in excess of the normal cost but less than the 30 year funding requirement
 - 3. Pay increases to employees
 - 4. Mortality among the retired group
- The current contribution rate of 28% (13% from the members and 15% from the City) is sufficient to pay the normal cost (which is about 16.63% of participant payroll) and to amortize the unfunded actuarial liability over **33.69** years from the 1/1/2021 valuation date. This is outside the 30-year standard previously adopted for the Big Spring FRRF and the recommended 30-year standard published by the State of Texas Pension Review Board (see pages 15-16 for a further discussion of funding standards).
- The amortization period was favorably affected by the investment returns for 2019 and 2020 as discussed above but much of the effect was absorbed by the asset smoothing method..
- To meet a fixed 30 year amortization period measured from 1-1-2021, a total contribution rate of 30.22% of pay would be needed based on actuarial value of assets (or 28.95% based on market value of assets). It is our understanding that the FRRF has adopted a closed 30 year amortization period (not rolling) measured from 1/1/2021 and the funding policy standard. This is in addition to other plan limitations included in the 2018 plan amendment.

Recommendations

- 1. Based on the funding level of the plan and current contribution rates, we recommend that no changes in the plan be made that would increase costs until the funded level of the plan improves. This is consistent with the PRB recommendation.
- 2. The funded status of the plan should be carefully monitored in the future with annual actuarial valuations, if possible. Investment return should be compared annually with the long term actuarial assumption.

Additional details are presented in other sections of the report.

Summary of Plan Provisions

Credited Service	The number of years of continuous employment with the Fire Department of the City of Big Spring, Texas.				
Final average compensation:	The monthly average salary during the five years in which the member earned the highest salary (or the three year average as of December 31, 2006, if higher). Compensation for members hired in 2018 and later is limited to base pay, certificate pay, longevity pay and LFSA required overtime.				
Service retirement eligibility:	Attained age 50 with 20 years of service				
Monthly accrued benefit:	A monthly benefit equal to 2.55% times years of service times final average compensation.				
Contributions:	13% of compensation for memployer.	tember and 15% of salary for			
Interest credited on employee contributions	None				
Vested benefits:	The monthly accrued benefit multiplied by the following percentages:				
	Years of Service	Percentage Vested			
	10	50%			
	11	55			
	12	60			
	13	65			
	14	70			
	15	75			
	16	80			
	17	85			
	18	90			
	19	95			
	20 or more	100			
	and the date the member we	ement date (the later of age 50 ould have had 20 years of service yment with the Big Spring Fire			

Separation Benefit:

Return of member contributions without interest for members terminating with less than 10 years of service.

A disabled member with 10 or more years of service receives his or her vested monthly accrued benefit without reduction for early payments.
However, if the disability is the result of a pre-existing condition, the maximum monthly benefit is \$100 regardless of service.
Monthly annuity payable for life with a guarantee that total monthly benefit paid shall not be less than the employee's accumulated contributions (installment refund guaranteed). Two thirds of the monthly benefit continues to the spouse of a deceased member until the spouse's death or remarriage.
<i>Spouse</i> 66 2/3% continuation of benefits to spouse (in the event of the death of an active employee, the benefit amount is determined as for a Disability pension).
<i>Minor Children</i> With spouse in payment status \$100 a month; with no spouse in payment status \$200 a month; the total of spousal and children's benefits may not exceed the employee's amount.
Increased the City contribution rate from 13% of pay to 15% of pay
Members hired in the future would have their average monthly salary determined using only base pay, certificate pay, longevity pay and FLSA required overtime.
The maximum retirement benefit is limited to 100% of adjusted final average pay (defined as final average considering only base pay, longevity pay and certificate pay).
Actuarial equivalence factors for early retirement were updated from 8% 1983 GAM mortality to 7.5% with RP2000 mortality.
Plan benefits may not be materially increased unless the funded level of the plan is at least 80% and plan funding is sufficient to amortize the unfunded actuarial liability over 25 years or less.

DROP

(Deferred Retirement Option)

Option 1

- The Firefighter must retire within 5 years of a DROP election.
- The monthly benefit he will receive from the Plan will be determined based upon his salary and Service at the time of his DROP election.
- At the conclusion of the DROP period, the Firefighter will be paid an amount which is the sum of 1) his Employee contributions from the DROP period including interest at 4% compounded annually, plus 2) the product of his monthly benefit amount times the number of months of the DROP period. This amount must be paid within three (3) years in no more than three (3) installments.

Option 2

Upon retirement, a Firefighter may elect to receive 85% of his regular monthly benefit (with all survivor benefits appropriately reduced) for life and a lump sum equal to 24 times this reduced benefit. This amount must be paid over three years in no more than three installments.

DROP benefits will be actuarially converted to a life only benefit for purposes of determining the "Maximum Service Retirement Benefit."

Plan Assets

This section shows the change in asset values from last year, the current asset mix, and the actuarial value of assets used for calculating contribution requirements. Assets by category and changes from year to year are shown for the years 2016 through 2020 (Exhibit 1A and 1B).

INVESTMENT RETURN 1987 TO 2020

Year Ended	Average Asset	Investment Retu	urn	
31-Dec	Value	Amount	%	
1987	1,567,141	151,856	9.69% 3.96%	
1988	1,719,798	68,104		
1989	1,749,271	259,242	14.82%	
1990-91	1,926,054	443,665	10.86%	
1992	2,314,880	171,505	7.41%	
1993	2,466,908	288,483	11.69%	
1994	2,768,786	20,788	0.75%	
1995	2,788,327	774,401	27.77%	
1996	3,572,464	598,536	16.75%	
1997	4,214,255	950,957	22.57%	
1998	5,257,802	391,641	7.45%	
1999	5,679,201	664,469	11.70%	
2000	6,332,894	173,807	2.74%	
2001	6,420,161	(266,836)	-4.16%	
2002	6,102,887	(230,864)	-3.78%	
2003	5,903,811	1,288,773	21.83%	
2004	7,129,777	903,021	12.67%	
2005	7,971,622	591,201	7.42%	
2006	8,545,382	1,155,080	13.52%	
2007	9,663,228	692,935	7.17%	
2008	10,314,157	(2,449,327)	-23.75%	
2009	7,934,626	1,727,136	21.77%	
2010	9,767,185	1,208,155	12.37%	
2011	10,771,733	(70,944)	-0.66%	
2012	9,770,072	987,550	10.11%	
2013	9,779,065	1,421,585	14.54%	
2014	10,784,760	514,783	4.77%	
2015	11,012,664	(168,789)	-1.53%	
2016	10,254,317	590,131	5.75%	
2017	10,262,951	1,555,137	15.15%	
2018	11,670,721	(756,695)	-6.48%	
2019	10,912,476	2,325,922	21.31%	
2020	13,245,633	1,778,038	13.42%	
Total		17,753,446		
Average investment	return for the period		8.28%	
(Geometric ave ann	ual compounded rate			

DEAN ACTUARIES

The internal rate of return reflects interest, dividends, realized gains and losses, unrealized appreciation (for market value), and payments. The timing of contributions to the plan (assumed to be uniform throughout the year) has been taken into account in calculating the internal rate of return.





Actuarial Value of Assets

In prior years the actuarial value of assets has been equal to the market value reported by the trustee less any benefits payable at year-end. The actuarial value of assets is equal to the market value as reported by the trustee plus any contributions receivable with regard to the completed plan year. Effective for the January 1, 2003 valuation, investment gains or losses relative to the actuarial assumed rate of return were recognized evenly over five years. The result is termed the *smoothed value* of actuarial assets. This method is specifically authorized by the IRS for actuarial value of assets is determined by separately spreading the gains or losses relative to the actuarial value of assets is determined by separately spreading the gains or losses relative to the actuarial return assumption over 5 years.



See Exhibit 1C for the development of the smoothed value of assets.

RECONCILIATION OF PLAN ASSETS

December 31, 2019 to December 31, 2020

Receipts	2	2020
Contributions Employer Employee Interest and Dividends Net Realized Appreciation/(Depreciation) Total	 \$ 710,010 615,342 372,249 367,925 	\$ 2,065,526
Disbursements		
Benefit Payments DROP contribution refunds Return of member contributions Expenses Total	\$ 1,119,185 0 210,733 88,258	1,418,176
Reconciliation		
Market Value as of December 31, prior year Excess of Receipts over Disbursements Unrealized Appreciation /(Depreciation) during	g the year	\$13,247,915 647,351 1,126,122
Market Value of Invested Assets as of Decem	ber 31	\$15,021,388
Contributions Receivable Payables		0 0
Market Value as of December 31		\$15,021,388
Average return on assets (BAI method)	before expense net of expense	14.14% 13.42%

RECONCILIATION OF PLAN ASSETS

December 31, 2018 to December 31, 2019

Receipts	2	2019	
Contributions Employer Employee Interest and Dividends Net Realized Appreciation/(Depreciation) Total	\$ 650,969 565,707 402,032 31,764	\$	1,650,473
Disbursements			
Benefit Payments DROP contribution refunds Return of member contributions Expenses Total	\$ 1,137,653 0 59,989 44,110		1,241,752
Reconciliation			
Market Value as of December 31, prior year Excess of Receipts over Disbursements Unrealized Appreciation /(Depreciation) during the	e year	\$	10,902,958 408,721 1,936,236
Market Value of Invested Assets as of December	31	\$	13,247,915
Contributions Receivable Payables			0 0
Market Value as of December 31		\$	13,247,915
Average return on assets (BAI method)	before expense net of expense		21.76% 21.32%

Exhibit 1A

SUMMARY OF PLAN ASSETS

As of December 31, 2016 to December 31, 2020

	12/31/202	20	12/31/201	9	12/31/201	8	12/31/201	7	12/31/2010	6
Category	Р	ercent	P	ercent	P	ercent	Pe	ercent	Pe	ercent
Cash and Equivalents	\$756	0%	\$16,213	0%	\$148,371	1%	\$391,596	3%	\$286,720	3%
Equities										
Common Stock		0%		0%	5,911,911	54%	7,204,370	62%	6,235,760	60%
Collective Funds	8,742,100	58%	6,964,010	53%		0%		0%		0%
Alternatives	3,053,407	20%	2,080,611	16%	1,198,092	11%	1,150,418	10%	1,053,453	10%
Balanced		0%		0%		0%		0%		0%
Total	\$11,795,507	79%	\$9,044,622	68%	\$7,110,003	65%	\$8,354,788	72%	\$7,289,213	70%
Fixed Income										
Government bond	0	0%	204,467	2%	0	0%	0	0%	0	0%
Collective Funds	3,219,842	21%	3,982,281	30%	3,637,355	33%	2,935,063	25%	2,811,467	27%
Mortgage-related	0	0%	0	0%	0	0%	0	0%	0	0%
Total	\$3,219,842	21%	\$4,186,747	32%	\$3,637,355	33%	\$2,935,063	25%	\$2,811,467	27%
Other - accrued income	5,283	0%	0	0%	7,228	0%	342	0%	11,850	0%
Total Invested Assets	\$15,021,388	100%	\$13,247,582	100%	\$10,902,958	100%	\$11,681,789	100%	\$10,399,250	100%
Contributions Receivable	0		0		0		0		0	
Payables	0		0		0		0		0	
Market Value of Assets	\$10,902,958		\$13,247,582		\$10,902,958		\$11,681,789		\$10,399,250	

Exhibit 1B

RECONCILIATION OF PLAN ASSETS

December 31, 2015 to December 31, 2020

Receipts	202	0	20	19	20)18	20^	17	2(016
Contributions										
Employer	\$ 710,010		\$ 650,969		\$ 633,568		\$ 488,555		\$519,911	
Employee	615,342		565,707		549,091		488,555		519,911	
Interest and Dividends	372,249		402,032		325,708		226,518		192,368	
Net Realized Appreciation/(Depreciation)	367,925		31,764		1,247,915		833,554		270,547	
Total		\$ 2,065,526		\$ 1,650,472.69		\$ 2,756,281		\$ 2,037,182		\$1,502,738
Disbursements										
Benefit Payments	1,119,185		1,137,653		1,193,698		1,249,707		1,930,220	
Expenses	88,258		44,110		96,424		100,593		100,928	
Total	<u>.</u>	1,418,176		1,241,752		1,301,219	<u> </u>	1,350,300		2,031,149
Reconciliation										
Market Value as of December 31, prior year		\$13,247,915		\$10,902,958		\$11,681,789		\$10,399,250		\$10,699,517
Excess of Receipts over Disbursements		647,351		408,721		1,455,063		686,882		(528,411)
Unrealized Appreciation /(Depr) during the year		1,126,122		1,936,236		(2,233,893)		595,657		228,144
Market Value of Invested Assets December 31		\$15,021,388		\$13,247,915		\$10,902,958		\$11,681,789		\$10,399,250
Contributions Receivable		0		0		0		0		0
Payables		0		0		0		0		0
Market Value as of December 31		\$15,021,388		\$13,247,915		\$10,902,958		\$11,681,789		\$10,399,250
Average return on assets (BAI method)	before expense	14.14%	before expense	21.76%	before expense	-5.68%	before expense	16.21%	before expense	6.77%
	net of expense	13.42%	net of expense	21.32%	net of expense	-6.47%	net of expense	15.16%	net of expense	5.76%

Exhibit 1C

DEVELOPMENT OF THE ACTUARIAL VALUE OF ASSETS

as of January 1, 2021

Market Value as of December 31, 2015 Contributions Benefit Payments and Expenses Expected investment earnings at 8%	\$10,699,517 1,039,822 (2,031,149) 809,538	¢40 547 700
Expected Market Value as of December 31, 2016 Actual Market Value as of December 31, 2016		\$10,517,728 10,399,250
Investment Loss (Gain) for 2016		\$118,478
Market Value as of December 31, 2016 Contributions Benefit Payments and Expenses Expected investment earnings at 7.75%	\$10,399,250 977,110 (1,350,300) 787,120	¢10.012.100
Expected Market Value as of December 31, 2017 Actual Market Value as of December 31, 2017		\$10,813,180 11,681,789
Investment Loss (Gain) for 2017		(\$868,609)
Market Value as of December 31, 2017 Contributions Benefit Payments and Expenses Expected investment earnings at 7.75% Expected Market Value as of December 31, 2018	\$11,681,789 1,182,659 (1,301,219) 896,543	\$12 459 772
Contributions Benefit Payments and Expenses	1,182,659 (1,301,219)	\$12,459,772 10,902,958
Contributions Benefit Payments and Expenses Expected investment earnings at 7.75% Expected Market Value as of December 31, 2018	1,182,659 (1,301,219)	
Contributions Benefit Payments and Expenses Expected investment earnings at 7.75% Expected Market Value as of December 31, 2018 Actual Market Value as of December 31, 2018 Investment Loss (Gain) for 2018 Market Value as of December 31, 2018 Contributions Benefit Payments and Expenses	1,182,659 (1,301,219) 896,543 \$10,902,958 1,216,677 (1,241,752)	10,902,958
Contributions Benefit Payments and Expenses Expected investment earnings at 7.75% Expected Market Value as of December 31, 2018 Actual Market Value as of December 31, 2018 Investment Loss (Gain) for 2018 Market Value as of December 31, 2018 Contributions	1,182,659 (1,301,219) <u>896,543</u> \$10,902,958 1,216,677	10,902,958

Market Value as of December 31, 2019	\$13,247,915	
Contributions	1,325,352	
Benefit Payments and Expenses	(1,418,176)	
Expected investment earnings at 7.75%	1,018,537	
Expected Market Value as of December 31, 2020		\$14,173,628
Actual Market Value as of December 31, 2020		15,021,388
Investment Loss (Gain) for 2020		(\$847,760)
investment Loss (Gain) for 2020		(4047,700)

Actuarial asset method: 5 year phase-in of gains or losses relative to assumed earnings

	(Gains) and	Percent	Percent	Deferred
Year	Losses	Recognized	Deferred	Amount
2016	\$128,478	100%	0%	\$0
2017	(868,609)	80%	20%	(\$173,722)
2018	1,556,814	60%	40%	\$622,726
2019	(1,530,035)	40%	60%	(\$918,021)
2020	(847,760)	20%	80%	(\$678,208)
Total	(\$1,561,112)			(\$1,147,225)
Marker Value of Asso	ets as of January 1, 202	21		\$15,021,388
Actuarial Value of As	ssets as of January 1, 2	021 before receivable		\$13,874,163
Refund Payable				0
Actuarial Value of As	ssets as of January 1, 2	021 with receivable		\$13,874,163
Ratio of Actuarial Va	lue to Market Value			92.36%

Plan Funding Requirements

The exhibit in this section develops the contribution rate needed to meet the funding policy adopted for the plan. Under the funding policy combined member and city contributions are to be sufficient to meet the cost of current service (the *normal cost*) and to amortize any remaining unfunded actuarial liability over a period of 40 years or less (preferably 15 to 25 years). Amortization is calculated as a percentage of payroll rather than a level dollar basis. Total payroll is assumed to increase at 5% per annum in determining the amortization amount.

Applying this funding standard involves actuarial assumptions and the selection of an actuarial cost method. Five actuarial cost methods are in common use in the United States; the method selected for the Big Spring Firemen's Relief and Retirement Fund Retirement System is the *entry age normal cost method*. See the Actuarial Method and Assumptions section of this report for a description of this cost method. The purpose of a cost method is to assign the long term cost of a retirement program to specific periods of time.

Actuarial Value of Assets

Effective with the 1-1-2003 valuation the actuarial value of assets was developed using 5-year smoothing. Under this method investment gains and losses relative to the actuarial rate of return (8%) are spread uniformly over 5 years. Actuarial assets relative to the actuarial assumed rate were initialized by separately amortizing the gains or losses for each of the prior 5 years. See Exhibit 1C of the prior section.

Required Contributions

Exhibit 2 shows the development of the unfunded actuarial liability and amortization period for the years beginning with 2000, using the actuarial assumptions in effect for such valuations. The actuarial valuation as of January 1, 2013 reflects the increase in member contribution rate from 12% to 13% of pay, and inclusion of overtime pay within limits (2011 amendment). The January 1, 2015 actuarial valuation reflects the increase in the City contribution from 12% of pay to 13% of pay. The 2017 actuarial valuation (after agreed upon plan changes) reflects the increase in City contributions to 15% of pay and certain other changes. There were no changes plan provisions from the prior (2019) valuation.

Actuarial assumptions were changed in 2019 to adopt the recently published mortality table for public safety employees as recommended by Actuarial Standards of Practice No. 35. The mortality for this table is projected for mortality improvement using the MP-2020 projection. The 2019 valuation used the same basic mortality assumption with the MP2018 projection table. See Exhibit 2A.

The current contribution rate of 13% of pay from the members and 15% of pay from the City is sufficient to meet the accruing normal cost of the plan and to amortize the unfunded actuarial liability by level percentage of pay contributions over a period of **33.69** years.

Recommendations

The most recent (6/30/2017) actuarial funding standards published by the State of Texas Pension Review Board states:

"An actuarially funded defined benefit public retirement system is considered actuarially sound if an actuary determines that it has sufficient money to pay the ongoing normal cost and amortize the unfunded liability over a period of no more than 30 years, preferably 15 to 25 years... Benefit increases should not be adopted if all plan changes being considered cause a material increase in the amortization period and if the resulting amortization period exceeds 25 years."

The remaining amortization period on the valuation date was **33.69** years. The measured funding level of the plan is outside the recommended 30 year maximum limits of the PRB guidelines by a small margin. The decrease in the amortization period from 2019 is primarily due to investment results but also includes demographic effects.

The Pension Review Board Guidelines includes four other recommended standards.

- 1. The funding of a pension plan should reflect all plan obligations and assets. (This actuarial valuation reflects all obligations and assets, with smoothing adjustment.)
- 2. The allocation of the normal cost portion of the contributions should be level or declining as a percent of payroll over all generation of taxpayers, and should be calculated under applicable actuarial standards. (The *entry age normal cost method* used in the valuation meets this standard.)
- 3. Funding of the unfunded actuarial accrued liability should be level or declining as a percent of payroll over the amortization period. (The adopted amortization method meets this standard.)
- 4. The choice of assumptions should be reasonable, and should comply with applicable actuarial standards. (We believe the actuarial assumptions to be within the range of reasonable assumptions and to be consistent with Actuarial Standards of Practice.)

Note that the actuarial assumptions do not include any inherent margins. Pay increases, turnover, and retirement rate assumptions are based on Texas firefighter experience. Mortality is a best estimate with projected future mortality improvement. The other assumptions are investment return and inflation

Also recognizing the deferred investment losses that are included in the actuarial value of assets (smoothed assets), we recommend no changes in plan design that increase the long term cost of the Plan until the funded level of the plan improves. The current provisions of the plan and PRB recommendations also impose a limit on plan improvements.

Note that adding future hires to the plan will be helpful because the combined contribution for them is greater than the normal cost and thus can be used to pay interest and principal on the unfunded actuarial liability.

Key Funding Terms

Normal Cost Contribution The *entry age normal cost method* is used to develop the normal cost contribution for the plan. Under this cost method the normal cost is calculated as the level percentage of pay sufficient to fund all benefits if contributed from hire to termination or retirement.

Unfunded Actuarial Liability The unfunded actuarial liability is the excess of the total accrued liability over the actuarial value of assets. The total accrued liability is an amount equal to the theoretical accumulation of normal costs from the earliest plan entry date until the valuation date for all participants in the plan.

Exhibit 2A

Impact of Assumption Change on Contribution Requirements

Pro Forma for 2021 Plan Year

Total Contribution Rate		28%		28%		
Interest Rate/ Pay Increases	7.75%/4.5%			.75%/4.5%	Percent	
Mortality:		ib2010PS + MP-2018	Ρι	ıb2010PS + MP-2020	Change	
Actuarial liability (entry age normal method)						
Retired, survivors and deferred vested Active employees	\$	13,809,954 11,634,196	\$	13,745,988 11,624,447	-0.5% -0.1%	
Total	\$	25,444,150	\$	25,370,435		
Assets		13,874,163		13,874,163		
Unfunded Actuarial Liability	\$	11,569,988	\$	11,496,272	-0.6%	
Annual amount to amortize the unfunded actuarial liability over 30 years from 1-1-92	\$	2,457,863	\$	2,442,203	-0.6%	
Annual normal cost		748,738		748,432	0.0%	
Administrative expenses		50,000		50,000		
One half year's interest		121,937		121,330		
Total annual contribution	\$	3,378,538	\$	3,361,965	-0.5%	
Valuation payroll as of January 1	\$	4,501,839	\$	4,501,839		
Amortization years for current contribution	lev	34.10		33.69	(0.4)	
Required contribution rate for 30 year	\$	1,364,240	\$	1,360,281	-0.3%	
Rolling amortization from valuation date						
Percent of payroll		30.30%		30.22%		

As a measure of the long term cost of the plan we also present the entry age normal cost as a % of pay

16.63% 16.63%

Exhibit 2B

Development of Plan Contribution Requirements

Plan Year Plan Change: Assets: Mortality:	2006 Smoothed UP94p2000	2008 Hi-5 Pay Smoothed RP2000p	2010 Hi-5 Pay Smoothed RP2000p	2012 Hi-5 Pay Smoothed RP2000p	2013 Hi-5 Pay Smoothed RP2000p	2015 Hi-5 Pay Smoothed RP2000p	2017 City: 15% Smoothed RP2000p	2019 Smoothed Pub2010PS	2021 Smoothed Pub2010PS
Actuarial liability (entry age normal method) Retired, survivors and deferred vested Active employees	\$ 5,269,225 6,337,421	\$ 9,031,611 5,408,880	\$11,133,227 4,935,371	\$13,582,614 4,565,758	\$13,008,308 4,425,604	\$13,700,489 6,295,944	\$12,970,022 7,534,488	\$12,596,845 9,717,607	\$13,745,988 11,624,447
Total	\$11,606,646	\$14,440,491	\$16,068,598	\$18,148,372	\$17,433,912	\$19,996,433	\$20,504,510	\$22,314,452	\$25,370,435
Assets	8,029,457	9,837,578	10,699,811	11,133,176	9,889,540	10,962,120	11,033,641	11,874,904	13,874,163
Unfunded Actuarial Liability	\$ 3,577,189	\$ 4,602,913	\$ 5,368,787	\$ 7,015,196	\$ 7,544,372	\$ 9,034,313	\$ 9,470,869	\$10,439,548	\$11,496,272
Annual amount to amortize the unfunded actuarial liability over 30 years from 1-1-92	\$ 273,857	\$ 352,383	\$ 519,916	\$ 793,732	\$ 853,606	\$ 1,243,717	\$ 2,021,596	\$ 2,217,718	\$ 2,442,203
Annual normal cost	315,207	350,627	404,266	393,571	354,312	453,334	545,439	696,787	748,432
Administrative expenses	10,000	40,000	40,000	50,000	50,000	50,000	50,000	50,000	50,000
One half year's interest	17,679	27,579	36,256	46,579	47,387	66,576	97,617	110,830	121,330
Total annual cost	\$ 622,174	\$ 770,589	\$ 1,000,437	\$ 1,283,882	\$ 1,305,305	\$ 1,813,627	\$ 2,714,652	\$ 3,075,335	\$ 3,361,965
Valuation payroll as of January 1	\$ 2,219,825	\$ 2,760,912	\$ 3,312,629	\$ 3,356,918	\$ 3,173,050	\$ 3,634,001	\$ 3,766,262	\$ 4,259,859	\$ 4,501,839
Required total contribution for 30 year fixed period from 1-1-92 as a percent of payroll	28.03%	27.91%	30.20%	38.25%	41.14%	49.91%	72.08%	72.19%	74.68%
Amortization years for current contribution level	32.26	25.66	22.06	27.00	30.85	28.65	27.56	38.33	33.69
Required contribution rate for 30 year Rolling amortization from valuation date	\$ 518,581	\$ 637,292	\$ 731,789	\$ 813,985	\$ 799,962	\$ 934,058	\$ 1,033,358	\$ 1,256,795	\$ 1,360,281
Percent of payroll	23.36%	23.08%	22.09%	24.25%	25.21%	25.70%	27.44%	29.50%	30.22%

GASB-25 Disclosure Information

GASB-25 Disclosures

GASB-25 requires disclosure of the plan's funding progress on an actuarial basis and a comparison of actual employer contributions with those required under the funding policy adopted for the plan. Additional disclosures are required under GASB 27 if the contributions to the plan are less than the annual required contributions under the funding policy of the plan.

GASB 25 and 27 were superseded by GASB 67 effective for the 2014 plan year. A separate actuarial report is prepared for the GASB 67 and 68 disclosure requirements. Certain GASB 25 disclosures are continued in this report to maintain a plan financial history.

A key measurement is the Actuarial Accrued Liability (AAL). One of several possible actuarial cost methods may be selected for determining the Actuarial Accrued Liability. In the case of the Big Spring Firemen's Relief and Retirement Fund Employees' Retirement System, the actuarial cost method is the same as used for determining the contribution requirements of the plan, namely the entry age normal cost method.

Exhibit 3 presents the schedule of funding progress for the plan.

Actual and required employer contributions to the plan are considered to be equal or sufficiently close under the funding policy adopted for the plan (30 year level percentage of pay amortization or less) so the provisions of GASB 27 are met without additional expense accrual requirements. The investment performance and demographic experience of the plan should be closely monitored, preferably by annual actuarial valuations of the plan.

Exhibit 4 summarizes the actuarial method and assumptions used in the last nine actuarial valuations of the plan.

Exhibit 3

SCHEDULE OF FUNDING PROGRESS

Actuarial Valuation Date	Actuarial Value of Assets	Actuarial Accrued Liability (AAL)	Unfunded AAL (UAAL)	Funded Ratio	Covered Payroll	UAAL as a Percentage of Covered Payroll
1/1/1994	2,753,155 *	4,374,799	1,621,644	62.9%	1,201,032	135.0%
1/1/1997	4,197,613 *	5,485,602	1,287,989	76.5%	1,710,009	75.3%
1/1/2000	6,355,356 *	7,814,776	1,459,420	81.3%	1,654,359	88.2%
1/1/2003	6,853,922 **	9,588,552	2,734,630	71.5%	2,086,466	131.1%
1/1/2006	8,029,825 **	11,606,646	3,576,821	69.2%	2,219,825	161.1%
1/1/2008	9,837,578 **	14,585,360	4,747,782	67.4%	2,760,912	172.0%
1/1/2010	10,699,811 **	16,068,598	5,368,787	66.6%	3,312,629	162.1%
1/1/2012	11,133,176 **	18,148,372	7,015,196	61.3%	3,356,918	209.0%
1/1/2013	9,889,540 **	17,433,912	7,544,372	56.7%	3,173,050	237.8%
1/1/2015	10,962,120 **	19,996,433	9,034,313	54.8%	3,634,001	248.6%
1/1/2017	11,033,641 **	20,504,510	9,470,869	53.8%	3,766,262	251.5%
1/1/2019	11,874,904 **	22,314,452	10,439,548	53.2%	4,259,859	245.1%
1/1/2021	13,874,163 **	25,370,435	11,496,272	54.7%	4,501,839	255.4%

* Market value

** 5-year actuarial smoothed value

Exhibit 4 SUMMARY OF ACTUARIAL METHODS AND ASSUMPTIONS

Valuation date	1/1/2006	1/1/2008	1/1/2010	1/1/2012 to 1/1/2015	1/1/2017	1/1/2019 to 1/1/2021
Actuarial cost method	Entry age	Entry age	Entry age	Entry age	Entry age	Entry age
Amortization method	Level percent of payroll	Level percent of payroll	Level percent of payroll	Level percent of payroll	Level percent of payroll	Level percent of payroll
Remaining amortization period	30 years	30 years	30 years	30 years	30 years	30 years
Asset valuation method	5 year actuarial asset smoothing	5 year actuarial asset smoothing	5 year actuarial asset smoothing	5 year actuarial asset smoothing	5 year actuarial asset	5 year actuarial asset smoothing
Actuarial assumptions Interest rate	8%	8%	8%	8%	7.75%	7.75%
Pay increases	5%*	5%*	5%*	5%*	4.5%*	4.5%*
Mortality	UP1994p2000	RP 2000 fully projected	RP 2000 fully projected	RP 2000 fully projected	RP 2000 fully projected	Pub2010 Public Safety MP-2018/2020 projection
Retirement rates	Age 52 with 20 years	Age 52 with 20 years	Age 52 with 20 years			
Turnover	Graded by age and service	Graded by age and service	Graded by age and service			

* With additional increases for the first 10 years of service

Note that the Pension Review Board Guidelines recommend a maximum amortization period of 40 years with 15 to 25 years being preferable. The plan has historically used a 30 year standard.

Participant Census Data

This section summarizes the census data used in the actuarial valuation and provides plan membership statistics. The exhibits in this section present the following information:

Summary of active participants by age and service groupings. Includes counts and average pay by age

Retired participants by age with average pension and average age

We maintain a database of participant information for the Big Spring Firemen's Relief and Retirement Fund which is available to you for ad hoc queries and special reports.

SUMMARY OF ACTIVE EMPLOYEES FOR LAST 14 VALUATIONS

Dec 31 of	Number	Ave Age	Ave Service	Ave Salary	Percentage increase
1989	46	36.1	9.1	21,704	
1991	46	37.8	11.0	22,037	0.8%
1993	51	37.8	11.1	23,550	3.4%
1996	66	35.5	9.2	25,909	3.2%
1999	56	36.8	11.0	29,542	4.5%
2002	61	36.0	10.5	34,204	3.7%
2005	57	37.3	10.6	38,944	4.4%
2007	54	34.4	8.1	43,382	5.5%
2009	55	33.3	7.3	47,951	10.5%
2011	52	33.1	6.8	48,893	2.0%
2013	52	32.6	6.4	48,340	(1.1)%
2015	59	32.5	6.5	55,445	14.7%
2017	63	33.0	6.8	59,254	6.9%
2019	64	34.9	8.3	65,786	11.0%
2021	65	36.1	9.13	69,259	5.3%

						1/	1/2021							
							Years of	Service						
Age Group	0 -	4	5 -	9	10 -	14	15 -	19	20 -	24	25 -	29	All Servic	e
	Count	Ave Pay	Count	Ave Pay	Count	Ave Pay	Count	Ave Pay	Count	Ave Pay	Count	Ave Pay	Count	Ave Pay
20 - 24	5	42,307	1	57,007	0		0		0		0		6	44,757
25 - 29	5	53,866	4	66,069	0		0		0		0		9	59,290
30 - 34	8	38,923	9	66,914	2	86,532	0		0		0		19	57,194
35 - 39	3	57,901	8	62,543	2	91,828	1	102,961	0		0		14	68,619
40 - 44	0		1	55,244	1	73,874	0		2	106,862	0		4	85,710
45 - 49	0		0		2	84,304	3	102,965	5	90,634	2	105,983	12	95,220
50 - 54	0		0		0		0		0		0		0	
55 - 59	0		0		0		0		0		0		0	
60 - 64	0		0		0		0		0		0		0	
65 - 69	0		0		0		1	53,126	0		0		1	53,126
Fotals	21		23		7		5		7		2		65	

AGE AND SERVICE OF ACTIVE PARTICIPANTS

Age is in completed years (age last birthday) on the census date.

Service is completed years of credited service on the census date.

Pay is the considered compensation for the preceding plan year.

January 1, 2021

		Males				Females			Total			
			Weighted				Weighted		Weight		ed	
Age Group	Count	Benefit	Ave Age		Count	Benefit	Ave Age		Count	Benefit	Ave Ag	e
			Retired H	Par	ticipants	in Payme	nt Status					
50 - 54	2	1,541,814	52.23						2	1,541,814	52.23	
55 - 59	6	221,872	57.99						6	221,872	57.99	
60 - 64	8	305,224	62.56						8	305,224	62.56	
65 - 69	9	288,807	66.80						9	288,807	66.80	
70 - 74	7	140,782	72.20						7	140,782	72.20	
75 - 79	1	19,689	77.23						1	19,689		
80 - 84	1	14,863	82.46						1	14,863	82.46	
85 - 89 90 - 110												
110												
Totals	34	2,533,052	57.12		0	0			34	2,533,052	57.12	
Ave amount		74,501.52			, in the second s	0.00			•••	74,501.52	01112	
		*								*		
Survivors in Payment Status												
55 - 59 60 - 64												
65 - 69					2	31,807	67.32		2	31,807	67.32	
70 - 74						,						
75 - 79					3	46,887	77.55		3	46,887	77.55	
80 - 84					1	9,608	82.29		1	9,608	82.29	
85 - 89												
90 - 110							74.00			00.000	74.00	
Totals Ave amount	0	0 0.00			6	88,302 14,717.04	74.38		6	88,302 14,717.04	74.38	
Ave allound		0.00				14,111.04				14,717.04		
				Di	sabled Pa	articipants	;					
50 - 54												
55 - 59												
60 - 64												
65 - 69 70 - 74	1	4,842	68.79						1	4,842	68.79	
75 - 79												
80 - 84	1	14,820	80.29						1	14,820	80.29	
85 - 89		- sîneane p							•	- simmer		
90 - 110												
Totals	2	19,662	77.46		0	0			2	19,662	77.46	
Ave amount		9,831.00				0.00				9,831.00		
			Deferre	ed 1	Vested Fe	ormer Em	plo yees					
30 - 39												
40 - 49	1	10,500	49.02						1	10,500	49.02	
50 - 54										ę		
Totals	1	10,500	49.02		0	0			1	10,500	49.02	
Ave a mount		10,500.48				0.00				10,500.48		
Grand Totals	37	2,563,214	57.25		6	88,302	74.38		43	2,651,517	57.82	
					-	14,717.04						
Ave amount		69,276.06				14111.04				61,663.17		

Actuarial Method and Assumptions

This report assumes the plan will exist as an ongoing entity. All numbers presented are based on this ongoing plan concept with costs and liabilities determined under the projected unit credit actuarial cost method.

Entry Age Normal Cost Method

Under the entry age normal cost method, the normal cost is computed as the level percentage of pay amount which, if paid from the time each employee became a participant until his assumed retirement, would accumulate with interest at the assumed valuation rate to a fund sufficient to pay his retirement benefits

Experience gains (decreases in cost due to favorable experience), or experience losses (increases in cost due to adverse experience), attributable to deviations between the assumed and actual experience of the Plan, are reflected as increases or decreases in the unfunded actuarial liability and, through the amortization amount, the contribution required for the plan.

Valuation of Liabilities

All active participants included in the valuation are assumed to earn one full year of credited service for each year of future participation. In addition, members are assumed to have 6 months of additional service credit at retirement from accrued sick leave, vacation, and compensatory time.

Costs for ancillary benefits provided by the System have been determined in the same manner and on the same basis as costs for normal retirement benefits.

The valuation payroll is equal to annualized 2020 pay, including the pay of DROP employees (none as of January 1, 2021).

Valuation of Assets

The actuarial value of assets is equal to 5 year smoothing of investment experience gains or losses relative to the long term assumed rate of return (7.75%). The gain or loss for any particular year relative to the assumed long term return is recognized evenly over 5 years.

Summary of Actuarial Assumptions

Interest Rate	7.75% per annum
Pay Increases	4.5% per year plus additional percentages for the first 10 years of service
Retirement Rates	Upon the attainment of age 52 or, if later, 20 years of service
Mortality	PUB2010 Public Safety fully projected for cohort mortality improvement with scale MP2020 (appropriate versions of this table for employees, annuitants and disabled individuals)
Disability	Rates by age as shown below
Turnover	Rates by age and years of service as shown below
Percent Married	90%
Administration Expense	\$50,000 per annum

Additional turnover rates for first five years of service (added to attained age rates)

Year	Rate/thousand
1	50
2	40
3	30
4	20
5	10

Additional pay increases for the first ten years of service (added to basic 4.5% assumed pay increases)

	Additional		Additional
Year	Percentage	Year	Percentage
1	5.0%	6	2.5%
2	4.5	7	2.0
3	4.0	8	1.5
4	3.5	9	1.0
5	3.0	10	0.5

			Rates per Thousand						
Interest Rates		Age		rtality	Turnover	Disability	Retirement		
Purpose	Rate		Male	Female					
before retirement	7.75%	20	0.41	0.130	173.86	0.60	0		
after retirement	7.75%	21	0.41	0.130	167.66	0.66	0		
		22	0.40	0.120	161.90	0.71	0		
Mortality Tables		23	0.39	0.120	156.57	0.76	0		
Not in pay status	Pub2010PS employee	24	0.38	0.110	151.71	0.81	0		
Healthy annuitants	Pub2010PS annuitant	25	0.37	0.120	146.99	0.85	0		
Disabled annuitants	Pub2010PS disabled	26	0.38	0.130	142.51	0.90	0		
Mortality rates are proj	jected by scale MP-2020	27	0.39	0.140	137.97	0.95	0		
		28	0.40	0.160	133.51	1.00	0		
Pay Increase Assum	nption	29	0.41	0.170	129.19	1.05	0		
Annual rates of pay in	ncrease	30	0.41	0.190	125.01	1.10	0		
as shown		31	0.42	0.210	121.00	1.16	0		
		32	0.43	0.220	117.16	1.22	0		
Turnover		33	0.44	0.250	103.48	1.30	0		
Age-related rates as a	shown	34	0.45	0.270	89.95	1.38	0		
		35	0.47	0.300	76.56	1.47	0		
Retirement Age		36	0.49	0.320	63.31	1.58	0		
Rates of retirement as	s shown	37	0.50	0.360	50.18	1.71	0		
Rates are only applied	d if the employee is	38	0.53	0.390	47.15	1.85	0		
eligible to retire.		39	0.56	0.430	44.22	2.01	0		
-		40	0.59	0.470	41.38	2.20	0		
Form of payment		41	0.62	0.510	38.58	2.42	0		
mandatory cashouts	s Lump sum	42	0.67	0.550	35.81	2.66	0		
other benefits	Normal form	43	0.71	0.600	33.05	2.93	0		
		44	0.76	0.660	30.30	3.24	0		
Other Assumptions		45	0.82	0.720	27.54	3.60	0		
Percent married	90%	46	0.88	0.780	24.79	3.99	0		
Husband/wife age dif	fei 3	47	0.95	0.840	22.01	4.43	0		
-		48	1.02	0.910	19.22	4.92	0		
Increase in Social Sec	curity	49	1.110	0.990	16.39	5.46	0		
Wage Base	3.00%	50	1.20		13.53	6.06			
U		51	1.29		10.61	6.72			
		52	1.40		7.64	7.45			
		53	1.51		4.59	8.25			
		54	1.62		1.67	9.13			
		55	1.75		0.00	10.09			

SUMMARY OF ACTUARIAL ASSUMPTIONS

Risk Assessment

In measuring pension obligations and determining plan contributions, assumptions about future events need be made. Actuarial assumptions are set according to best estimates of future events. These assumptions are reviewed periodically for continued relevance, and are adjusted where appropriate to reflect changing circumstances or additional insights.

Because the future is unknown, there is risk that future measurements will deviate from expectations if actual experience differs from that assumed. Specific risks that could affect the financial condition of the plan in the future include:

Investment Risk

Pension plans have a long investment horizon, and the assumed return is intended to reflect a long-term view. However, if the actual long-term return turns out to be less (or more) than assumed, plan obligations will be higher (or lower) than calculated, and plan costs will tend to increase (or decrease) over time. For example, if the long-term rate were only 6.75% (rather than the 7.75% assumed), the calculated liability would be **12.6%** higher.

Because assets are invested for the long term, the return on plan assets will vary from year to year. The expectation is that lower-than-expected returns in down years will be offset by higher-thanexpected returns in good years, and the long-term funding of the plan will not be adversely affected. However, this volatility in return will cause contribution requirements to vary from year to year.

The ratio of plan assets to covered payroll is a good measure of how sensitive the contribution rate is to fluctuating investment return. For most governmental plans, this ratio is between 1.50 and 4.50. The ratio for this plan as of 1/1/2021 is: **3.34**.

As a rule of thumb, if the investment return in a given single year is 1% lower (or higher) than the assumed 7.75% rate, the contribution rate will increase (or decrease) by 0.09% of pay, times the plan's asset-to-payroll ratio – so, for this plan, **0.30% of payroll**.

Through the development of the actuarial value of assets, this rate change is phased in over 5 years. To the extent that investment gains and losses offset each other over a 5-year period, the contribution rate volatility may be dampened.

Demographic Risk

Demographic assumptions are also intended to reflect the long-term characteristics of the plan population, and they also are subject to year-by-year volatility. While there is no simple rule of thumb regarding demographic experience, there are general things to keep in mind:

• Demographic effects on small plan populations cause greater volatility than on large plan populations. One more employee than expected terminating employment will have a larger impact on a workforce of 50 employees, than on a workforce of 500 employees.

- Favorable and unfavorable experience among different employees offset each other to some extent. However, infrequent events affecting the workforce as a whole (such as an across-the-board pay scale adjustment, or a large-scale layoff) will amplify the impact on plan funding.
- The amortization amount (or surplus credit) is calculated as a dollar amount based on cumulative past experience. A significant change in total covered payroll (which could result from a noticeable difference in the number of active participants on the valuation date) could cause this dollar amount to represent a substantial difference when expressed as a percentage of pay.

Contribution Risk

Governmental pension plans are typically funded either on an *actuarial required contribution* (ARC) basis or a *specified contribution* basis with amortization period monitoring. The Texas FRRF plans have historically used the second approach.

Actuarial Required Contribution Funding

The municipality is the plan sponsor and has actuarial valuations to determine the percentage of pay needed to meet the adopted funding standard. The employer contribution rates may change up or down each year. The contribution risk in this case is that the plan sponsor chooses not to make the annual actuarial required contribution for some period. This can degrade the funding of the plan and in the worst case lead to unmet plan liabilities. Contributing less than the recommended amount will of necessity require larger contributions in the future.

In developing a contribution policy that balances out the various objectives of predictability, minimal volatility, and intergenerational equity, it is assumed that the municipality consistently makes the recommended contributions. Contributing less than the recommended amount will of necessity require larger contributions in the future.

Consistently underfunding the plan can cause the contribution rate to spiral out of control, seriously jeopardizing the plan's funded status and the benefit security of its employees and retirees.

Specified Contribution Funding

Under this approach as used in Texas FRRF plans the member contributions and City contribution are both specified as plan provisions as are the benefit payable to participants. The contribution rates and benefits are initially set to an actuarial balance with a targeted amortization period for the unfunded actuarial liability.

As plan experience unfolds, both demographic and investment returns, the amortization period may increase or decrease from the initial target. It is the responsibility of the City and the members to adjust benefit levels for current and/or future participants or to adjust the contribution rates if the experience of the plan is less favorable than the actuarial assumptions. The Pension Review Board has specific recommendation for Texas public retirement plans about the range of recommended amortization periods and changes that might be needed in the plan provisions or funding.

Certification

This report presents the actuarial position of the Big Spring Firemen's Relief and Retirement Fund as of January 1, 2021, in accordance with generally accepted actuarial principles applied on a basis consistent with that of the preceding valuation.

Plan provisions were for this valuation unchanged from the 2019 valuation. The historical figures presented for 2017 are the amounts after allowing for plan and actuarial assumption changes approved for 2018. Plan provisions have not changed since these 2018 amendment.

Actuarial assumptions were updated for this valuation by changing the mortality projection assumption from the MP2018 table used in the 2019 valuation to the mostly recently available projection table (MP2020). There was no change in the basic mortality assumption or other actuarial assumptions.

The valuation results in this report are based on participant and financial data provided by the Board of Trustees of the plan.

In our opinion, each assumption used in combination to calculate liabilities and costs represents our best estimate of anticipated experience under the plan and is reasonably related to the plan experience and to reasonable expectations. However, the most appropriate assumption for different purposes may vary and use of the values in this report for purposes other than those stated should be avoid or discussed with the actuary.

DEAN ACTUARIES, LLC

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8/9/2021

Date

Charles E. Dean, FSA, FCA Enrolled Actuary 20-01249

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Sean M. Sullivan, FSA Enrolled Actuary 20-03649

8/9/2021