



FY23-18

# EMPLOYER BULLETIN

## SUGGESTED FORMAT TO COMPLY WITH PENSION AND ON BEHALF DISCLOSURE REQUIREMENTS OF GASB STATEMENT NUMBERS 24 & 68

March 2023

*Please forward a copy of this bulletin to the auditors of your financial statements and to your superintendent.*

### Overview

#### General Information

The following information covers your reporting requirements under two statements issued by the Governmental Accounting Standards Board (GASB).

**Statement No. 24**, Accounting and Financial Reporting for Certain Grants and Other Financial Assistance, provides reporting requirements for state contributions made on behalf of your TRS-covered employees.

**Statement No. 68**, Accounting and Financial Reporting for Pensions, provides financial reporting requirements for governments that provide their employees with pension benefits. For pensions within its scope, Statement No. 68 replaced the requirements of Statement Nos. 27 and 50, as amended. TRS is within the scope of Statement No. 68.

The principal objective of Statement No. 68 is to improve the usefulness of information for decisions made by various users of financial reports of governments where employees are provided with pensions. As used in this statement, pensions do not include postemployment healthcare benefits. TRS does not provide postemployment healthcare benefits. The Illinois Department of Central Management Services will post disclosure information for postemployment benefits for the current disclosure year on the Illinois Office of the Auditor General's website when it is available.

Relevant disclosure information for Statement No. 68 is contained on pages 119 through 134 of the TRS actuarial valuation report for the fiscal year ended June 30, 2022. The report is available on the TRS website at [https://www.trsil.org/2022-Actuarial\\_Valuation\\_Report](https://www.trsil.org/2022-Actuarial_Valuation_Report). The actuary's separate report substantiating the GASB Statement No. 68 calculations is available for reference at <https://www.trsil.org/GASB2022>.

TRS is a cost-sharing multiple employer retirement plan with a special funding situation. In a special funding situation, an entity that is not the employer is legally responsible for making pension contributions on behalf of employers. The other entity is the state of Illinois.

This bulletin provides a suggested format for required note disclosure and required supplementary information. When using the suggested format, please substitute your amounts where “\$xx,xxx” occurs. The suggested format is applicable to TRS employers who report using generally accepted accounting principles

**TEACHERS' RETIREMENT SYSTEM  
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(GAAP) or accrual basis accounting. Employers who do not report using GAAP are still required to comply with the disclosure requirements of GASB Statement No. 68 but do not recognize their proportionate share of the TRS net pension liability (NPL) on their financial statements.

As noted in other sections of this bulletin, a June 30, 2022 measurement date was used to determine the NPL that TRS employers are reporting and disclosing for the year ended June 30, 2023. Also noted is that only the 0.58 percent and contributions paid by the state for the 2021-22 school year were used to allocate the TRS NPL. Therefore, 0.58 percent contributions for the 2022-23 school year were paid subsequent to the measurement date and should be deferred. In previous years, federal contributions were also used to allocate the employer share of the NPL. **This change could cause significant changes in employer allocations.** The change occurred because beginning in the year ended June 30, 2018, federal contributions are based on the employer's total normal cost alone and no longer include a component related to past state underfunding.

Employers should be aware that when a TRS employer's status becomes inactive, the employer remains on the GASB 68 reporting list until their share of deferred inflow and outflow amounts under paragraph 54 of Statement No. 68 are fully recognized.

The required supplementary information disclosure includes two schedules: the Schedule of the Employer's Proportionate Share of the Net Pension Liability and the Schedule of Employer Contributions. Employers are responsible for providing the contributions and covered-employee payroll information that is to be disclosed in these schedules. Please note that amounts presented in the Schedule of the Employer's Proportionate Share of the Net Pension Liability are determined as of the prior fiscal-year end. Amounts presented in the Schedule of Employer Contribution are for the fiscal year shown.

Some employers have negative contribution amounts for the years ended June 30 of 2022-2016. This can occur if corrections to an employer's contributions for a prior year were made during fiscal year 2022-2016. The negative employer contribution amounts cause allocations of the Net Pension Liability that are negative. For the same reason, the state's proportionate share of the Net Pension Liability associated with the employer and the employer's share of the state's pension expense can be negative. Employers should discuss presentation of these figures with their auditors.

If you have questions, please contact the Employer Services Department by calling 888-678-3675, option 1 or email [employers@trsill.org](mailto:employers@trsill.org).

## Report on Allocation of Pension Amounts

A Report on Allocation of Pension Amounts is available on the TRS website at [https://www.trsil.org/2022\\_Auditors\\_Report](https://www.trsil.org/2022_Auditors_Report).

The document includes a report from the TRS external auditors, a Schedule of Employer Allocations, a Schedule of Pension Amounts by Employer, and note disclosure. The measurement date used for the schedules is June 30, 2022. Assets are not legally restricted for the payment of Tier 1 or Tier 2 benefits; thus, contributions are not segregated by tier.

The report contains information that employers can use in complying with GASB Statement No. 68 reporting requirements. In addition, employers can generate a GASB 68 FY Disclosure Report from the Employer Access area of the TRS website. It contains employer-specific information. To generate the report, after logging into the secure Employer Access area, from the left navigation bar select "Reports" under Accounting.

The last amount on the GASB 68 FY Disclosure Report is the employer's "on behalf" contribution to TRS from the state. Upon the implementation of Statement No. 68 in 2015, the on behalf amount is no longer determined by multiplying total TRS-covered salaries by the state contribution rate. Rather, the on behalf contribution is equal to the employer's share of the state's pension expense. The state's pension expense is allocated to employers based on their percentage of total 0.58 percent contributions during the measurement year.

In the Report on Allocation of Pension Amounts, the Schedule of Employer Allocations presents the proportionate relationship of each employer to all employers and each employer's allocation percentage of the collective TRS NPL as of June 30, 2022 and 2021. NPL is the difference between the portion of the actuarial present value of projected benefit payments that is attributed to past periods of member service (total pension liability) and the TRS fiduciary net position as stated on TRS financial statements. The state of Illinois meets the definition of a nonemployer contributing entity and as such receives an allocation percentage of the collective TRS NPL.

Employer-paid retirement costs for excess salary and sick leave are specific liabilities which should be excluded from the allocation. Employer contributions on federally-funded salaries are also specific liabilities not included in the allocation starting in fiscal year 2018.

Contributions shown on the Schedule of Employer Allocations are comprised of fiscal year 2022 contributions and may also be impacted by TRS year-end accrual entries and adjustment to earnings that occurred during fiscal year 2022.

In the Report on Allocation of Pension Amounts, the Schedule of Pension Amounts by Employer presents the TRS NPL, total deferred outflows of resources, total deferred inflows of resources, and total pension expense by employer and the collective amount for all participating employers including the nonemployer contributing entity (the state of Illinois) as of June 30, 2022. Employer 0.58 percent retirement contributions and state of Illinois contributions to TRS for the 2021-22 school year were used to determine proportionate shares of pension expense at June 30, 2022.

Under GASB Statement No. 68, there are various components to TRS pension expense that will be reported by employers. Some components are recognized immediately, and others are recognized over time.

**Components of pension expense that are recognized immediately include:**

- Changes in service cost (total normal cost including the cost covered by member contributions). This is the cost of benefits earned by members during the year and increases pension expense.
- Interest on the total pension liability. The total pension liability for TRS increased by the 7.00 percent discount rate that was in effect during the year ended June 30, 2022. This amount increases pension expense.
- Projected investment earnings on the fair value of assets. For the year ended June 30, 2022, the expected investment rate of return was 7.00 percent. This component decreases pension expense.
- Actual member contributions. Member contributions offset the cost of member service and decrease pension expense.
- Administrative costs. The administrative expenses of TRS increase pension expense.
- Changes in the NPL caused by plan amendments. Reductions in benefits decrease pension expense. The June 30, 2022 NPL is reduced by a portion of the benefits that are not expected to be paid due to temporary buyout programs.

Components of pension expense that are recognized over a period of time are classified as either “deferred outflows of resources” (using plan assets that are applicable to a future reporting period) or “deferred inflows of resources” (acquiring plan assets that are applicable to a future reporting period). Deferred outflows of resources have a positive effect on the plan’s net position, and deferred inflows have a negative effect on the plan’s net position.

**Components of pension expense that are deferred include:**

- Changes in the plan’s net position that are due to differences between projected and actual investment earnings. The difference is amortized over a five-year period. The non-deferred portion of the difference, or 1/5 of the investment gain compared to the assumed 7.00 percent return during the year ended June 30, 2022, decreases pension expense.
- Changes in the System’s total pension liability that are due to changes in actuarial assumptions and differences between expected actuarial experience and actual experience. Non-investment gains and losses and assumption changes are amortized over the average remaining service life of active and inactive members, which TRS actuaries have determined to be 5.44 for the year ended June 30, 2022, 5.56 for the year ended June 30, 2021, 5.42 for the year ended June 30, 2020, 5.43 for the year ended June 30, 2019, 5.46 for the year ended June 30, 2018 and 5.14 for the year ended June 30, 2017. For purposes of calculating the total and net pension liabilities as of June 30, 2022, 2021, 2020, 2019, 2018 and 2017 all actuarial assumptions were assumed to be those in effect on June 30, 2022, 2021, 2020, 2019, 2018 and 2017 respectively.
- In summary:

	NPL at the beginning of the year
+	pension expense
+	deferred outflows of resources
-	deferred inflows of resources
-	employer contributions
=	<hr/> NPL at the end of the year

**Suggested Format for GASB Statement No. 24 and Statement No. 68 Disclosure**

**General Information about the Pension Plan**

**Plan description**

The employer participates in the Teachers’ Retirement System of the State of Illinois (TRS). TRS is a cost-sharing multiple-employer defined benefit pension plan that was created by the Illinois legislature for the benefit of Illinois public school teachers employed outside the city of Chicago. TRS members include all active non-annuitants who are employed by a TRS-covered employer to provide services for which teacher licensure is required. The Illinois Pension Code outlines the benefit provisions of TRS, and amendments to the plan can be made only by legislative action with the Governor’s approval. The TRS Board of Trustees is responsible for the System’s administration.

TRS issues a publicly available financial report that can be obtained at <https://www.trsil.org/financial/acfrs/fy2022>; by writing to TRS at 2815 W. Washington, PO Box 19253, Springfield, IL 62794; or by calling 888-678-3675, option 2.

## Benefits provided

TRS provides retirement, disability, and death benefits. Tier 1 members have TRS or reciprocal system service prior to January 1, 2011. Tier 1 members qualify for retirement benefits at age 62 with five years of service, at age 60 with 10 years, or age 55 with 20 years. The benefit is determined by the average of the four highest consecutive years of creditable earnings within the last 10 years of creditable service and the percentage of average salary to which the member is entitled. Most members retire under a formula that provides 2.2 percent of final average salary up to a maximum of 75 percent with 34 years of service.

Tier 2 members qualify for retirement benefits at age 67 with 10 years of service, or a discounted annuity can be paid at age 62 with 10 years of service. Creditable earnings for retirement purposes are capped and the final average salary is based on the highest consecutive eight years of creditable service rather than the highest four. Disability provisions for Tier 2 are identical to those of Tier 1. Death benefits are payable under a formula that is different than Tier 1.

Essentially all Tier 1 retirees receive an annual 3 percent increase in the current retirement benefit beginning January 1 following the attainment of age 61 or on January 1 following the member's first anniversary in retirement, whichever is later. Tier 2 annual increases will be the lesser of three percent of the original benefit or one-half percent of the rate of inflation beginning January 1 following attainment of age 67 or on January 1 following the member's first anniversary in retirement, whichever is later.

Public Act 100-0023, enacted in 2017, creates an optional Tier 3 hybrid retirement plan, but it has not yet gone into effect. Public Act 100-0587, enacted in 2018, requires TRS to offer two temporary benefit buyout programs that expire on June 30, 2026. One program allows retiring Tier 1 members to receive a partial lump-sum payment in exchange for accepting a lower, delayed annual increase. The other allows inactive vested Tier 1 and 2 members to receive a partial lump-sum payment in lieu of a retirement annuity. Both programs began in 2019 and are funded by bonds issued by the state of Illinois.

## Contributions

The state of Illinois maintains the primary responsibility for funding TRS. The Illinois Pension Code, as amended by Public Act 88-0593 and subsequent acts, provides that for years 2010 through 2045, the minimum contribution to the System for each fiscal year shall be an amount determined to be sufficient to bring the total assets of the System up to 90 percent of the total actuarial liabilities of the System by the end of fiscal year 2045.

Contributions from active members and TRS contributing employers are also required by the Illinois Pension Code. The contribution rates are specified in the pension code. The active member contribution rate for the year ended June 30, 2022, was 9.0 percent of creditable earnings. The member contribution, which may be paid on behalf of employees by the employer, is submitted to TRS by the employer.

**On behalf contributions to TRS.** The state of Illinois makes employer pension contributions on behalf of the employer. For the year ended June 30, 2023, state of Illinois contributions recognized by the employer were based on the state's proportionate share of with the pension expense associated with the employer, and the employer recognized revenue and expenditures of \$xx,xxx in pension contributions from the state of Illinois.

**2.2 formula contributions.** Employers contribute 0.58 percent of total creditable earnings for the 2.2 formula change. The contribution rate is specified by statute. Contributions for the year ended June 30, 2023, were \$xx,xxx and are deferred because they were paid after the June 30, 2022 measurement date.

**Federal and special trust fund contributions.** When TRS members are paid from federal and special trust funds administered by the employer, there is a statutory requirement for the employer to pay an employer pension contribution from those funds. Under Public Act 100-0340, the federal and special trust fund contribution rate is the total employer normal cost beginning with the year ended June 30, 2018.

Previously, employer contributions for employees paid from federal and special trust funds were at the same rate as the state contribution rate to TRS and were much higher.

For the year ended June 30, 2023, the employer pension contribution was 10.49 percent of salaries paid from federal and special trust funds. For the year ended June 30, 2023, salaries totaling \$xx,xxx were paid from federal and special trust funds that required employer contributions of \$xx,xxx. These contributions are deferred because they were paid after the June 30, 2022 measurement date.

**Employer retirement cost contributions.** Under GASB Statement No. 68, contributions that an employer is required to pay because of a TRS member retiring are categorized as specific liability payments. The employer is required to make a one-time contribution to TRS for members granted salary increases over 6 percent if those salaries are used to calculate a retiree’s final average salary.

A one-time contribution is also required for members granted sick leave days in excess of the normal annual allotment if those days are used as TRS service credit. For the year ended June 30, 2023, the employer paid \$xx,xxx to TRS for employer contributions due on salary increases in excess of 6 percent and \$xx,xxx for sick leave days granted in excess of the normal annual allotment.

## **Pension Liabilities, Pension Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions**

At June 30, 2022, the employer reported a liability for its proportionate share of the net pension liability (first amount shown below) that reflected a reduction for state pension support provided to the employer. The state’s support and total are for disclosure purposes only. The amount recognized by the employer as its proportionate share of the net pension liability, the related state support and the total portion of the net pension liability that was associated with the employer follows below:

Employer’s proportionate share of the net pension liability	\$xx,xxx
State’s proportionate share of the net pension liability associated with the employer	\$xx,xxx
<b>Total</b>	<b><u>\$xx,xxx</u></b>

The net pension liability was measured as of June 30, 2022, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of June 30, 2022. The employer’s proportion of the net pension liability was based on the employer’s share of contributions to TRS for the measurement year ended June 30, 2022, relative to the contributions of all participating TRS employers and the state during that period. At June 30, 2022, the employer’s proportion was xx.xx percent, which was an increase (decrease) of xx.xx from its proportion measured as of June 30, 2021.

For the year ended June 30, 2023, the employer recognized pension expense of \$xx,xxx and revenue of \$xx,xxx for support provided by the state. At June 30, 2023, the employer reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	<b>Deferred Outflows of Resources</b>	<b>Deferred Inflows of Resources</b>
Differences between expected and actual experience	\$xx,xxx	\$xx,xxx
Net difference between projected and actual earnings on pension plan investments	xx,xxx	xx,xxx
Changes of assumptions	xx,xxx	xx,xxx
Changes in proportion and differences between employer contributions and proportionate share of contributions	xx,xxx	xx,xxx
Employer contributions subsequent to the measurement date	xx,xxx	xx,xxx
<b>Total</b>	<b><u>\$xx,xxx</u></b>	<b><u>\$xx,xxx</u></b>

\$xx,xxx reported as deferred outflows of resources related to pensions resulting from employer contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the reporting year ended June 30, 2024. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows in these reporting years:

<b>Year ended June 30:</b>	
2024	\$xx,xxx
2025	\$xx,xxx
2026	\$xx,xxx
2027	\$xx,xxx
2028	\$xx,xxx

### Actuarial assumptions

The total pension liability in the June 30, 2022 actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

<b>Inflation</b>	2.5 percent
<b>Salary increases</b>	varies by amount of service credit
<b>Investment rate of return</b>	7.00 percent, net of pension plan investment expense, including inflation

In the June 30, 2022 actuarial valuation, mortality rates were based on the PubT -2010 Table with appropriate adjustments for TRS experience. The rates are based on a fully-generational basis using projection table MP-2020. In the June 30, 2021 actuarial valuation, mortality rates were based on the PubT-2010 White Collar Table with appropriate adjustments for TRS experience. The rates were used on a fully-generational basis using projection table MP-2020.

The long-term (20-year) expected rate of return on pension plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. The target

allocation and best estimates of arithmetic real rates of return for each major asset class that were used by the actuary are summarized in the following table:

<b>Asset Class</b>	<b>Target Allocation</b>	<b>Long-Term Expected Real Rate of Return*</b>
U.S. equities large cap	16.3%	5.73%
U.S. equities small/mid cap	1.9	6.78
International equities developed	14.1	6.56
Emerging market equities	4.7	8.55
U.S. bonds core	6.9	1.15
Cash equivalents	1.2	(0.32)
TIPS	0.5	0.33
International debt developed	1.2	6.56
Emerging international debt	3.7	3.76
Real estate	16.0	5.42
Private Debt	12.5	5.29
Hedge Funds	4.0	3.48
Private equity	15.0	10.04
Infrastructure	2.0	5.86
<b>Total</b>	<b><u>100.0%</u></b>	

\*Based on the 2021 Horizon Survey of Capital Market Assumptions

### Discount rate

At June 30, 2022, the discount rate used to measure the total pension liability was 7.0 percent, which was the same as the June 30, 2021 rate. The projection of cash flows used to determine the discount rate assumed that employee contributions, employer contributions and state contributions will be made at the current statutorily-required rates.

Based on those assumptions, TRS’s fiduciary net position at June 30, 2022 was projected to be available to make all projected future benefit payments to current active and inactive members and all benefit recipients. Tier 1’s liability is partially funded by Tier 2 members, as the Tier 2 member contribution is higher than the cost of Tier 2 benefits. Due to this subsidy, contributions from future members in excess of the service cost are also included in the determination of the discount rate. All projected future payments were covered, so the long-term expected rate of return on TRS investments was applied to all periods of projected benefit payments to determine the total pension liability.

### Sensitivity of the employer’s proportionate share of the net pension liability to changes in the discount rate

The following presents the employer’s proportionate share of the net pension liability calculated using the discount rate of 7.00 percent, as well as what the employer’s proportionate share of the net pension liabil-





ity would be if it were calculated using a discount rate that is 1-percentage-point lower (6.00 percent) or 1-percentage-point higher (8.00 percent) than the current rate.

	<b>1% Decrease (6.00%)</b>	<b>Current Discount Rate (7.00%)</b>	<b>1% Increase (8.00%)</b>
Employer's proportionate share of the net pension liability	\$xx,xxx	\$xx,xxx	\$xx,xxx

### TRS fiduciary net position

Detailed information about TRS's fiduciary net position as of June 30, 2022 is available in the separately issued TRS Comprehensive Annual Financial Report.

### Payables to TRS

If the employer reported payables to TRS, information required by paragraph 122 of Statement No. 68 should be disclosed.

### Required Supplementary Information

**SCHEDULE OF THE EMPLOYER'S PROPORTIONATE SHARE OF THE NET PENSION LIABILITY**  
**Teachers' Retirement System of the State of Illinois**  
(Dollar amounts in thousands)

	<b>FY22*</b>	<b>FY21*</b>	<b>FY20*</b>	<b>FY19*</b>	<b>FY18*</b>
Employer's proportion of the net pension liability	x%	x%	x%	x%	x%
Employer's proportionate share of the net pension liability	\$xx,xxx	\$xx,xxx	\$xx,xxx	\$xx,xxx	\$xx,xxx
State's proportionate share of the net pension liability associated with the employer	xx,xxx	xx,xxx	xx,xxx	xx,xxx	xx,xxx
<b>Total</b>	<u>\$xx,xxx</u>	<u>\$xx,xxx</u>	<u>\$xx,xxx</u>	<u>\$xx,xxx</u>	<u>\$xx,xxx</u>
Employer's covered-employee payroll	\$xx,xxx	\$xx,xxx	\$xx,xxx	\$xx,xxx	\$xx,xxx
Employer's proportionate share of the net pension liability as a percentage of its covered-employee payroll	x%	x%	x%	x%	x%
Plan fiduciary net position as a percentage of the total pension liability	42.8%	45.1%	37.8%	39.6%	40.0%

\* The amounts presented were determined as of the prior fiscal-year end.

**SCHEDULE OF EMPLOYER CONTRIBUTIONS**  
**Teachers' Retirement System of the State of Illinois**  
(Dollar amounts in thousands)

	<b>FY22</b>	<b>FY21</b>	<b>FY20</b>	<b>FY19</b>	<b>FY18</b>
Statutorily-required contribution	\$xx,xxx	\$xx,xxx	\$xx,xxx	\$xx,xxx	\$xx,xxx
Contributions in relation to the statutorily-required contribution	xx,xxx	xx,xxx	xx,xxx	xx,xxx	xx,xxx
Contribution deficiency (excess)	<u>\$xx,xxx</u>	<u>\$xx,xxx</u>	<u>\$xx,xxx</u>	<u>\$xx,xxx</u>	<u>\$xx,xxx</u>
Employer's covered-employee payroll	\$xx,xxx	\$xx,xxx	\$xx,xxx	\$xx,xxx	\$xx,xxx
Contributions as a percentage of covered-employee payroll	x.xx%	x.xx%	x.xx%	x.xx%	x.xx%

The information in both schedules will accumulate until a full 10-year trend is presented as required by Statement No. 68.

## Notes to Required Supplementary Information

### Changes of assumptions

For the 2022 measurement year, the assumed investment rate of return was of 7.0 percent, including an inflation rate of 2.50 percent and a real return of 4.50 percent. Salary increases were assumed to vary by service credit. These actuarial assumptions were based on an experience study dated Sept. 30, 2021.

For the 2021-2017 measurement years, the assumed investment rate of return was 7.0, including an inflation rate of 2.25 percent and a real return of 4.75 percent. Salary increases were assumed to vary by service credit. The assumptions used for the 2020-2018 and 2017-2016 measurement years were based on an experience study dated September 18, 2018 and August 13, 2015, respectively.

For the 2015 measurement year, the assumed investment rate of return was 7.5 percent, including an inflation rate of 3.0 percent and a real return of 4.5 percent. Salary increases were assumed to vary by service credit. Various other changes in assumptions were adopted based on the experience analysis for the three-year period ending June 30, 2014.

