

VILLAGE OF DOWNERS GROVE
Report for the Village
10/1/2019

SUBJECT:	SUBMITTED BY:
Other Post-Employment Benefits (OPEB) Trust	Judy Buttny Finance Director

SYNOPSIS

Resolutions have been prepared to authorize the creation of an OPEB Trust and to adopt an OPEB Investment Policy and an OPEB Funding Policy.

STRATEGIC PLAN ALIGNMENT

The goals for 2017-2019 include *Steward of Financial, Environmental and Neighborhood Sustainability*.

FISCAL IMPACT

The FY19 Budget provides \$20,000 in the Health Fund related to creation of the OPEB Trust. Actual expenses were \$5,025. The FY20 will budget \$5,000 for annual trustee fees for U.S. Bank.

UPDATE & RECOMMENDATION

This item was discussed at the September 17, 2019 Village Council meeting. Staff recommends approval on the October 1, 2019 consent agenda.

BACKGROUND

All municipalities in Illinois are required to provide retired employees access to the employee health benefit program. The required provision of health benefits is known as Other Post-Employment Benefits (OPEB). While retirees pay health benefit premiums to help cover the cost of the benefits, the cost to the Village of providing the health benefits to retirees exceeds the amount paid to the Village in premiums. This difference creates a liability for the Village. The unfunded liability for OPEB is the actuarially calculated difference between the amount paid to the Village by retirees and the amount the Village will have to pay to provide their health benefits. The Government Accounting Standards Board (GASB) requires municipalities to calculate financial liability of OPEB. The unfunded liability appeared in the Village's financial statements beginning in 2018.

Failure to create a plan to fund the OPEB liability will likely negatively impact the Village's bond rating, which would increase the cost of issuing bonds for capital improvement projects. The Village's OPEB unfunded liability is \$10.5 million.

The Village has been aware of the OPEB unfunded liability issue for several years and has been taking actions to reduce the liability. In 2012, the Village reduced the OPEB unfunded liability by \$7.2 million by using a fully insured Medicare Supplement plan to provide health benefits to retirees 65 years of age and older. As part of the FY18 Budget, the Village created an OPEB Fund and placed \$300,000 in the fund. The 2017-2019 Long Range Plan identified OPEB Unfunded Liability as a key issue. The LRP recommends a strategy of establishing an OPEB trust to fund current and future liabilities similar to a pension fund. The LRP includes Develop a Plan to Address OPEB Unfunded Liability as a Priority Action Item. Specific actions for this Priority Action Item are to draft and approve a Trust Document, Funding Policy and Investment Policy.

Trust Document

The OPEB Trust is the mechanism through which assets are accumulated and retiree benefits are funded. It ensures that:

- the employer contributions to the trust are irrevocable
- trust assets are dedicated to providing benefits to Village retirees in accordance with the terms of the trust
- trust assets are legally protected from creditors.

In addition, the Trust has broader investment powers which will enable the trust to attain a higher investment return.

Staff is proposing that the Village establish an irrevocable trust with a Section 115 Trust Agreement with U.S. Bank serving as trustee for the OPEB assets. Annual fees for this service will be \$5,000. U.S. Bank will have custody of the OPEB assets, and execute investments upon direction from Village staff.

Funding Policy

The purpose of the policy is to state the funding goals and actuarial assumptions to be used for the OPEB Trust. Similar to the pension funding policy, this policy should state the amount to be contributed each year to the OPEB Trust. Staff worked with the Village's actuary, Lauterbach & Amen, to prepare the policy. The current approach recommended by staff is to use a phase-in strategy with a fixed amount invested for the first few years, with funding the Actuarially Determined Contribution as the long term goal. The initial contributions will be \$300,000 per year.

Investment Policy

The purpose of the investment policy is to provide a clear understanding of the objectives, goals, risk tolerance, and investment guidelines established for the OPEB Trust. The Investment policy covers permitted investments, targets and ranges for asset allocation. The Village worked with PFM Asset Management LLC to develop an investment strategy and policy. The investment policy proposes an asset allocation of 60/40 Equity/Fixed Income and also defines an asset allocation range with a 20% corridor on each side of the target to account for market shifts. When the allocations breach the specified ranges, the portfolio will be rebalanced. Staff will report investment performance on a quarterly basis to Village Council.

ATTACHMENTS

Resolutions

Section 115 Trust Agreement

OPEB Funding Policy

OPEB Investment Policy



Village of Downers Grove

Official Village Policy Approved by Village Council

Description:	Other Post-Employment Benefits (“OPEB”) Trust Investment Policy		
Res. or Ord. #:	2019-	Effective Date:	10/01/19
Category:	Financial Services		
	<input checked="" type="checkbox"/> New Council Policy		
	Amends Previous Policy Dated: _____		
	Description of Previous Policy (if different from above): _____		

1.0 INTRODUCTION AND PURPOSE

1.1 Introduction

The Village of Downers Grove has established the Village of Downers Grove Other Post-Employment Benefits Trust (the “Trust”). This Trust is intended to provide funding of non-pension other post-employment benefits (“OPEB”) for those employees who meet the age and service requirements outlined in the plan document.

1.2 Purpose

The purpose of this policy is to achieve the following:

1. Document investment objectives, investment guidelines and performance expectations for Trust assets.
2. Establish an appropriate investment strategy for managing all Trust assets, including an investment time horizon, risk tolerance ranges and asset allocation to provide sufficient diversification and overall return over the long-term time horizon of the Trust.
3. Establish investment guidelines to control overall risk and liquidity.
4. Establish periodic performance reporting requirements to monitor investment results and confirm that the investment policy is being followed.
5. Comply with fiduciary, prudence, due diligence and legal requirements for Trust assets.

2.0 INVESTMENT OBJECTIVES

The investment objectives of the Trust are as follows:

1. To achieve long-term growth of Trust assets by maximizing long-term rate of return on investments and minimizing risk of loss to fulfill the Village’s current and long-term OPEB obligations.

2. To invest assets of the Trust in a manner consistent with the following fiduciary standards: (a) all transactions undertaken must be for the sole interest of Trust beneficiaries, and (b) assets are to be diversified in order to minimize the impact of large losses from individual investments.
3. To provide for funding and anticipated withdrawals on a continuing basis for payment of benefits and reasonable expenses of operation of the Trust.
3. To enhance the value of Trust assets in real terms over the long-term through asset appreciation and income generation, while maintaining a reasonable investment risk profile.
4. To minimize principal fluctuations over the Time Horizon (as defined below) subject to performance expectations over the long-term.
5. To achieve a long-term level of return commensurate with contemporary economic conditions and equal to or exceeding the performance objective set forth below.

3.0 INVESTMENT AUTHORITY

The Village Manager, or his/her designee has the authority to implement this Policy. The Village Manager has the authority to:

1. Select a custodian to maintain possession of physical securities and records of street name securities owned by the Trust, collect dividend and interest payments, redeem maturing securities, and effect receipt and delivery following purchases and sales. The custodian may also perform regular accounting of all assets owned, purchased, or sold, as well as movement of assets into and out of the Trust.
2. Appoint a trustee, such as a bank trust department to assume fiduciary responsibility for the administration of Trust assets.
3. Engage specialists such as attorneys, auditors, actuaries and retirement plan consultants to assist in performing the responsibilities and obligations to administer Trust assets prudently.

4.0 INVESTMENT GUIDELINES

4.1 Definitions:

4.1.1 "Growth Assets" - a collection of investments and/or asset classes whose primary risk and return characteristics are focused on capital appreciation. Investments within the Growth Assets category can include income and risk mitigating characteristics, so long as the predominant investment risk and return characteristic is capital appreciation. Examples of such investments or asset classes are: domestic and international equities or equity funds.

4.1.2 "Income Assets" - a collection of investments and/or asset classes whose primary risk and return characteristics are focused on income generation. Investments within the Income Assets category can include capital appreciation and risk mitigating characteristics, so long as the primary investment risk and return characteristic is income generation. Examples of such investments or asset classes are: fixed income securities and fixed income security funds.

4.2 Time Horizon

The Trust's investment objectives are based on a long-term investment horizon ("Time Horizon") of five (5) years or longer, such that the risks and duration of investment losses are carefully weighed against the long-term potential for appreciation of assets.

4.3 Liquidity and Diversification

In general, the Trust may hold some cash, cash equivalent, and/or money market funds for near-term Trust benefits and expenses (the "Trust Distributions"). Remaining assets will be invested in longer-term investments and shall be diversified with the intent to minimize the risk of long-term investment losses. Consequently, the total portfolio will be constructed and maintained to provide diversification with regard to the concentration of holdings in individual issues, issuers, countries, governments or industries.

4.4 Asset Allocation

4.4.1 In order to meet the Trust's investment objectives, assets will be invested in accordance with the targets for each asset class as follows to achieve an average total annual rate of return that is equal to or greater than the Trust's target rate of return over the long-term, as described below.

<u>Asset Classes</u>	<u>Asset Weightings</u>	
	<u>Range</u>	<u>Target</u>
Growth Assets		
Domestic Equity	19% - 59%	39%
International Equity	1% - 41%	21%
Total Equity		60%
Income Assets		
Fixed Income	20% - 60%	40%
Cash Equivalents	0% - 20%	0%

4.4.2 The asset allocation range established by this policy represents a long-term perspective. As such, rapid unanticipated market shifts or changes in economic conditions may cause the asset mix to fall outside policy ranges. When allocations breach the specified ranges, the portfolio assets will be rebalanced within the specified ranges.

4.5 Performance Expectations

Over the established Time Horizon, the performance expectations for the Trust will be to achieve an average total annual rate of return that is equal to or greater than the Trust's actuarial discount rate. Additionally, it is expected that the annual rate of return on Trust assets will be commensurate with the then prevailing investment environment. Measurement of this return expectation will be judged by reviewing returns in the context of industry standard benchmarks, peer universe comparisons for individual Trust investments and blended benchmark comparisons for the Trust in its entirety.

5.0 SUITABLE AND AUTHORIZED INVESTMENTS

5.1 Investment Types:

5.1.1 Equities

No more than the greater of 5% or weighting in the relevant index (Russell 3000 Index for U.S. issues and MSCI ACWI ex-U.S. for non-U.S. issues) of the total equity portfolio valued at market may be invested in the common equity of any one corporation; ownership of the shares of one company shall not exceed 5% of those outstanding; and not more than 40% of equity valued at market may be held in any one sector, as defined by the Global Industry Classification Standard (GICS).

5.1.1.1 Domestic Equities. Other than the above constraints, there are no quantitative guidelines as to issues, industry or individual security diversification. However, prudent diversification standards should be developed and maintained.

5.1.1.2 International Equities. The overall non-U.S. equity allocation should include a diverse global mix that is comprised of the equity of companies from multiple countries, regions and sectors.

5.1.2 Fixed Income

Fixed income securities of any one issuer shall not exceed 5% of the total bond portfolio at time of purchase. The 5% limitation does not apply to issues of the U.S. Treasury or other Federal Agencies. The overall rating of the fixed income assets shall be investment grade, based on the rating of one Nationally Recognized Statistical Rating Organization ("NRSRO").

5.1.3 Cash Equivalents

Cash equivalents shall be held in funds complying with Rule 2(a)-7 of the Investment Company Act of 1940.

5.2.1 Prohibited Investments

Except for purchases within authorized investments, securities having the following characteristics are not authorized and shall not be purchased: letter stock and other unregistered securities, direct commodities or commodity contracts, or private placements. Further, derivatives, options, or futures for the sole purpose of direct portfolio leveraging are prohibited. Direct ownership of real estate, natural resource properties such as oil, gas or timber and the purchase of collectibles are also prohibited.

5.3 Safekeeping

All assets of the Trust shall be held by a custodian approved by the Village Manager for safekeeping of Trust assets. The custodian shall produce statements on a monthly basis, listing the name and value of all assets held, and the dates and nature of all transactions in accordance with the terms in the Trust Agreement. Investments of the Trust not held as liquidity or investment reserves shall, at all times, be invested in interest-bearing accounts. Investments and portfolio securities may not be loaned.

6.0 CONTROL PROCEDURES

6.1 Review of Investment Objectives and Performance

The Village Manager shall review annually and report to the Village Council the appropriateness of this policy for achieving the Trust's stated objectives. The Village Manager shall report on a quarterly basis to the Village Council to review the investment performance of the Trust. This investment report should provide a comparison of investment results to appropriate peer universe benchmarks, as well as market indices in both equity and fixed income markets.