



# **INTRODUCTORY** SECTION

## INTRODUCTORY SECTION

### PERSI MISSION STATEMENT

To provide a sound retirement system and high quality service and education to help Idaho public employees build a secure retirement.

### CORE VALUES



### VISION

To be the premier public retirement system, respected by customers, peers, and the community, and known for professional service, technological advancement, and fund stability.

### FIDUCIARY DUTY OF LOYALTY

The primary duty of the Retirement Board and PERSI staff, as fiduciaries, is that of loyalty, or acting with an “eye single” to the interests of the beneficiaries. PERSI is required by law to make all its decisions solely in the interest of the beneficiaries and to avoid, at all costs, serving the interests of any other party not a beneficiary of the system.

## INTRODUCTORY SECTION

C.L. "Butch" Otter, Governor, State of Idaho

### RETIREMENT BOARD



**Jeff Cilek, Chairman**  
Term expires July 1, 2020



**Celia Gould**  
Term expires July 1, 2023



**Joy Fisher**  
Term expires July 1, 2019



**J. Kirk Sullivan**  
Term expires July 1, 2021



**Park Price**  
Term expires July 1, 2022

### PERSI EXECUTIVE ADMINISTRATIVE STAFF

Donald D. Drum, Executive Director  
Michael L. Hampton, Deputy Director  
Kelly Cross, Program Manager  
Cheryl George, Deputy Attorney General  
Robert M. Maynard, Chief Investment Officer  
Alex Simpson, Financial Executive Officer  
Diane Kaiser, Defined Contribution Plan Prg SP  
Larry Sweat, IT Info SVCS Manager  
Lisa Conn, Quality Assurance Manager  
Casey Hartwig, Member Services Manager

## INTRODUCTORY SECTION

### PROFESSIONAL CONSULTANTS

Actuary:	Milliman, Inc., Seattle, WA	
Auditor:	Eide Bailly, LLP, Boise, ID	
Medical:	Managed Medical Review Organization, Novi, MI	
Investment:	AEW Capital Management, L.P. Boston, MA Alban Row Investments, LLC, Mt. Pleasant, SC Berkadia Commercial Mortgage LLC, Irvine, CA Callan Associates, LLC, San Francisco, CA Chartwell Consulting, LLC, Sunapee, NH	Garrett A. Walls, New York, NY Hamilton Lane Advisors, LLC, Philadelphia, PA John R. Jenks, Sebastopol, CA Robert Storer, Juneau, AK
Legal:	Foster Pepper, PLLC, Seattle, WA Ice Miller, LLP, Indianapolis, IN Whiteford, Taylor & Preston, LLP, Baltimore, MD	
Other:	BCA Publications, Montreal Bloomberg, New York, New York Capital Economics LTD, London CT Corporation, Carol Stream, IL Empower Retirement, Denver, CO Yardeni Research Inc, Glen Head, NY	
Investment Custodians:	Bank of New York Mellon Asset Servicing, Pittsburgh, PA Wells Fargo Bank of Idaho, Boise, ID	
Investment Managers:	Adelante Capital Management LLC, Oakland, CA Advent International Corp, Boston, MA Alliance Bernstein, LP New York, NY Ascribe Capital, LLC, New York, NY Apollo Management, LP, New York, NY BNY Mellon Asset Management N. A., San Francisco, CA Blackstone Group, LP, New York, NY BLS Capital, Copenhagen Brandes Investment Partners, LP, San Diego, CA Bridgepoint Capital LTD, London Cascade Affordable Housing, LLC Seattle, WA Cerberus Capital Management, LP, New York, NY Clearwater Advisors LLC, Boise, ID CVC Capital Partners Advisory Co. LTD, Luxembourg D.B. Fitzpatrick & Co., Inc., Boise, ID Donald Smith & Co., Inc., New York, NY Endeavour Capital Partners, LP, Portland, OR Enhanced Equity Partners, LLC, New York, NY Epic Ventures, LLC, Salt Lake City, UT Fiera Capital, Montreal First Reserve Corporation, Greenwich, CT Frazier Technology Ventures, LP, Seattle, WA Galen Management, LLC, Stamford, CT Genesis Asset Managers, LTD, Channel Islands Goense Bounds & Partners, LP, Highland Park, IL Hamilton Lane Advisors, LLC, Santa Clara, CA	Hamilton Lane, GP, Baja Cynwyd, PA Highway 12 Capital Partners, LLC, Boise, ID Ida-West Operating Services, Inc., Boise, ID Income Research Management, Boston, MA JH Whitney & Co., New Canaan, CT Kohlberg Kravis Roberts & Co., LP, New York, NY Kohlberg & Co., Mt Kisco, NY Leonard Green & Partners, LP, Los Angeles, CA Lindsay Goldberg, LLC, New York, NY Longview Partners, LP, Channel Islands Mondrian Investment Partners, LTD, London Mountain Pacific Investment Advisers, Inc., Boise, ID Nautic Partners, LLC, Providence, RI Olympic Investors, LLC, Seattle, WA Peregrine Capital Management, Inc., Minneapolis, MN Providence Equity Partners LLC, Providence, RI Prudential Investment Management LLC, New York, NY Silver Lake Partners V., Menlo Park, CA State Street Global Advisors, Boston, MA TPG Capital, LP, San Francisco, CA The Gores Group, LLC, Beverly Hills, CA Veritas Capital, LP New York, NY Walter Scott & Partners LTD, Edinburgh W. Capital Partners, LLC, New York, NY Western Asset Management Co., Pasadena, CA

*Additional information on the above-mentioned investment professionals can be found on pages 80-81 in the Investment Section of this report. Fees and commissions are found on page 85-86.*



Government Finance Officers Association

**Certificate of  
Achievement  
for Excellence  
in Financial  
Reporting**

Presented to

**Public Employee Retirement System  
of Idaho**

For its Comprehensive Annual  
Financial Report  
for the Fiscal Year Ended

**June 30, 2017**

*Christopher P. Morill*

Executive Director/CEO

## INTRODUCTORY SECTION



Public Pension Coordinating Council

***Public Pension Standards Award  
For Funding and Administration  
2018***

Presented to

**Public Employee Retirement System of Idaho**

In recognition of meeting professional standards for  
plan funding and administration as  
set forth in the Public Pension Standards.

*Presented by the Public Pension Coordinating Council, a confederation of*

National Association of State Retirement Administrators (NASRA)  
National Conference on Public Employee Retirement Systems (NCPERS)  
National Council on Teacher Retirement (NCTR)

A handwritten signature in black ink that reads "Alan H. Winkle". The signature is written in a cursive style with a large initial 'A'.

Alan H. Winkle  
Program Administrator

## INTRODUCTORY SECTION

### ORGANIZATIONAL CHART (As of June 30, 2018)

#### Retirement Board

<p><b>Donald D. Drum</b> Executive Director</p>	<p><b>Michael L. Hampton</b> Deputy Director</p> <p><b>Kathy Adams</b> Administrative Assistant</p>	<p><b>Cheryl George</b> Deputy Attorney General</p>	<p><b>Vacant</b> Purchasing Agent</p>	<p><b>Lena Rupp</b> Management Assistant</p>
<p><b>Robert M. Maynard</b> Chief Investment Officer</p>	<p><b>Richelle Sugiyama</b> Investment Officer</p>	<p><b>Rose Marie Sawicki</b> Administrative Assistant</p>	<p><b>Investment Managers</b> See Investment Section for a list (pages 82-83)</p>	
<p><b>Kelly Cross</b> Program Manager</p>	<p><b>Diane Kaiser</b> Defined Contribution Plan Prg SP</p> <p><b>Maria Quitugua</b> Training Specialist</p>	<p><b>Jenny Flint</b> Public Information Officer</p> <p><b>Brian Hattingh</b> Training Specialist</p>	<p><b>Kody Krigbaum</b> Training Specialist</p>	<p><b>Kelsey White</b> Training Specialist</p>
<p><b>Alex Simpson</b> Financial Executive Officer</p>	<p><b>Eric Carpenter</b> Financial Specialist PR</p> <p><b>Brenda Cronin</b> Financial Specialist SR</p> <p><b>Timothy Davis</b> Financial Technician</p> <p><b>Tess Myers</b> Administrative Assistant</p>	<p><b>Cecile McMonigle</b> Financial Specialist PR</p> <p><b>Barbara Sargent</b> Financial Technician</p> <p><b>Bev Ross</b> Financial Technician</p>	<p><b>Kelly Rowlands</b> Financial Specialist SR</p> <p><b>Barbara Weirick</b> Financial Technician</p> <p><b>Sharon Simon</b> Financial Support Tech.</p>	<p><b>Adel Stacy</b> Financial Specialist SR</p> <p><b>Ellise Fowler</b> Financial Technician</p> <p><b>Mei Liu</b> Financial Technician</p>
<p><b>Lisa Conn</b> Quality Assurance Manager</p>	<p><b>Catherine Atchison</b> Business Analyst</p> <p><b>Vacant</b> Retirement Specialist</p>	<p><b>Brett Harper</b> Retirement Specialist</p>	<p><b>Dusty Schild</b> Retirement Specialist</p>	<p><b>Lynette Headings</b> Retirement Specialist</p>
<p><b>Larry Sweat</b> IT Info SVCS Manager</p>	<p><b>Branden Kennah</b> IT Resource Manager</p> <p><b>Kurtis Leatham</b> IT Sys Integr. Analyst</p>	<p><b>Stacy Parr</b> Web Master</p> <p><b>Jason Smith</b> IT Sys Integr. Analyst, Assoc.</p>	<p><b>Andrea Fannesbeck</b> Project Manager</p> <p><b>Kris Colt</b> IT Info System Tech.</p>	<p><b>Darren Trumbull</b> IT Sys Integr. Analyst, SR</p> <p><b>Timothy Wolfrum</b> Technical Writer</p>
<p><b>Casey Hartwig</b> Member Services Manager</p>	<p><b>Shasta Wardle</b> Office Services Supervisor</p> <p><b>Andrea Colglazier</b> Customer Service Rep.</p> <p><b>Debera Anderson</b> Technical Records Specialist</p> <p><b>Teresa Froehke</b> Customer Service Rep.</p> <p><b>Sherry Slocum</b> Technical Records Specialist</p> <p><b>Janet Cole</b> Office Specialist</p>	<p><b>Jess Simonds</b> Office Services Supervisor</p> <p><b>Bonnie Chaffin</b> Customer Service Rep.</p> <p><b>April Bias-Fourstar</b> Retirement Specialist</p> <p><b>Karen Oster</b> Customer Service Rep.</p> <p><b>Tina Duran</b> Technical Records Specialist</p>	<p><b>Sheila Summers</b> Retirement Specialist</p> <p><b>Wayne Millar</b> Technical Records Specialist</p> <p><b>Stephen Mytrysak</b> Technical Records Specialist</p> <p><b>Mary Holleron</b> Technical Records Specialist</p> <p><b>Cathy Anderews</b> Technical Records Specialist</p>	<p><b>Linda Parker</b> Retirement Specialist</p> <p><b>Cathy Miles</b> Retirement Specialist</p> <p><b>Sheena Olszewski</b> Technical Records Specialist</p> <p><b>Eliza Storms</b> Technical Records Specialist</p> <p><b>Ginger Bradburn</b> Customer Service Rep. (temp)</p>

## INTRODUCTORY SECTION

### THE SYSTEM

The Public Employee Retirement System of Idaho (the System) is the administrator of seven fiduciary funds. This includes three defined benefit retirement plans, the Public Employee Retirement Fund Base Plan (PERSI Base Plan) the Firefighters' Retirement Fund (FRF) and the Judges' Retirement Plan (JRF); two defined contribution plans, the Public Employee Retirement Fund Choice Plan 401(k) and 414(k) (PERSI Choice Plans); and two Sick Leave Insurance Reserve Trust Funds – one for state employers and one for school district employers.

The Retirement Board consists of five members, each appointed by the Governor to fulfill a 5-year term. The Board meets monthly to conduct System business, usually on the third Tuesday of each month at 8:30 a.m. at PERSI's headquarters office in downtown Boise.

Administrative expenditures, consisting of the personnel costs, operating expenditures, and capital outlay necessary to operate the System, are limited to those approved and appropriated by the Legislature for that purpose. In Fiscal Year 2018 (FY 2018), these costs totaled \$9,304,635 including \$1,510,528 depreciation and amortization, which are not cash expenditures and, therefore, not appropriated.

The majority of the System's 68 staff works in the headquarters office located at 607 North 8th Street, Boise, Idaho. There are two staff members in the Coeur d'Alene office, and two in the Pocatello office. The Executive Director and Investment Officers are exempt positions appointed by the Retirement Board to serve at its pleasure. The Deputy Director and Public Information Officer are exempt positions serving under the Executive Director. The Deputy Attorney General is assigned to PERSI by the Office of the Attorney General. All other staff members serve under statutes and personnel rules governing classified state service.

The System staff oversees the investment of the trust corpus and new contributions with professional investment managers and funding agents. The Retirement Board maintains fiduciary responsibility for investment policy, asset allocation, and the selection of individual investment managers as discussed in the Investment Section.

## SUMMARY OF PLAN PROVISIONS

### DEFINED BENEFIT "BASE PLAN" PROVISIONS

Note: The items in parentheses are the provisions applicable to members designated as either PERSI firefighters or as PERSI police officer members for retirement purposes.

#### MEMBER CONTRIBUTION RATE

The employee contribution rate is set by statute at 60% (72%) of the employer rate. As of June 30, 2018, it was 6.79% (8.36%).

#### EMPLOYER CONTRIBUTION RATE

The employer contribution rate set by the Retirement Board was 11.32% (11.66%) as of June 30, 2018.

### SERVICE RETIREMENT

#### ELIGIBILITY

Five years of service and age 65 (age 60 or between 60 and 65, depending on the ratio of police officer/firefighter service to total credited service).

#### AMOUNT OF ALLOWANCE

For each year of credited service, the monthly service retirement allowance as of June 30, 2018, was 2% (2.3% for police/firefighters) of the monthly average salary of the member's highest 42 consecutive months.

#### MINIMUM MONTHLY BENEFIT ALLOWANCE

Until February 28, 2018: for each year of service, the monthly minimum benefit allowance was \$25.90 (\$31.08) to a maximum of the member's accrued benefit. Effective March 1, 2018 the monthly minimum benefit allowance was \$26.39 (\$31.68).

## INTRODUCTORY SECTION

### ***DISABILITY TO SERVICE RETIREMENT***

The regular retirement allowance for disability changes to service retirement allowance when the member reaches service retirement age. The disabled member completes the normal retirement application, offering the ability to select other retirement options.

### ***OPTIONAL FORMS***

Retirees may also choose 50% or 100% contingent annuitant options as well as Social Security “bridge” options. These are actuarial equivalents of the normal form based on the mortality and interest assumptions adopted by the Retirement Board. The allowance is payable for the life of the retiree and designated contingent annuitant.

### **EARLY RETIREMENT**

#### ***ELIGIBILITY***

Five years of service and age 55 (age 50 or between 50 and 55, depending on the ratio of police officer/firefighter service to total credited service).

#### ***AMOUNT OF ALLOWANCE***

Unreduced accrued service retirement allowance if age plus service, upon separation from employment, total 90 (80, or between 80 and 90, depending on the ratio of police officer/firefighter service to total credited service); otherwise, the accrued service retirement allowance is reduced 3% for each of the first 5 years by which the early retirement date precedes the date the member would be eligible to receive the unreduced benefit, and by 5.75% for each additional year to a maximum of a second 5 years. The unreduced benefit entitlement may be either at the service retirement eligibility date or the date eligible for the rule of 90(80).

#### ***FORMS***

Regular retirement allowance; contingent annuitant allowances for the life of the retiree and a designated contingent annuitant; Social Security level income option for the life of the retiree only or for the life of the retiree and designated survivor.

### **DISABILITY RETIREMENT**

#### ***ELIGIBILITY***

Active members must have 5 years of service, be unable to perform work of any kind, and be expected to remain disabled for life. They are eligible from first day on the job if the disability is due to occupational causes.

#### ***AMOUNT OF ALLOWANCE***

Projected service retirement allowance based on the highest 42-consecutive month average salary at the time of disability. The benefit is calculated using the accrued service at the time of disability plus the service which would have accrued through service retirement age had the disability not occurred. If a member has less than 360 months of service as of the date he is eligible for disability retirement, he will be given credit for the months of service he would have earned from the date of disability to the date he would have reached Service Retirement Age (65 for general members/62 for police and firefighters) had he not become disabled (360 months of credited service maximum). In other words, PERSI will give members up to 30 years of credit or to Service Retirement Age, whichever comes first. Monthly allowance is payable after all temporary compensation ceases and is offset by the amount payable as income benefit under worker’s compensation law, except when offset by Social Security. Effective July 1, 2009, public safety officers who are injured in the line of duty and determined to be permanently disabled under Idaho Code 59-1302(12), may be eligible to receive a one-time, lump-sum payment of \$100,000.

### ***DISABILITY TO SERVICE RETIREMENT***

The regular retirement allowance for disability changes to service retirement allowance when the member reaches service retirement age. The disabled member completes the normal retirement application offering them the ability to select other retirement options.

## INTRODUCTORY SECTION

### DEATH BENEFITS

#### **AFTER RETIREMENT**

Under the normal form of the retirement allowance, a Social Security adjustment option, or a disability retirement, the balance, if any, of the member's accumulated contributions and interest at retirement over all payments received is paid to the beneficiary in a lump sum. In the case of a disability retirement, the beneficiary may waive the lump sum if the retiree is married so that the spouse will receive a lifetime monthly allowance, or the beneficiary may take a lump-sum payment of two times the amount in the member's account at the time of disability retirement minus any amount paid. Under the contingent annuitant options, the designated annuitant receives a lifetime monthly benefit following the member's death. If the survivor dies before the balance of the member's accumulated contributions and interest has been paid, the balance will be paid to the beneficiary in a lump sum. If the member's designated contingent annuitant predeceases him/her, the member's allowance will be recalculated to a single life payment.

#### **BEFORE RETIREMENT**

1. Non-vested Members:
  - a. Beneficiary receives a lump sum payment of the member's accumulated contributions plus interest.
2. Vested Members:
  - a. Beneficiary receives a lump sum payment of two times the member's accumulated contributions plus interest.
  - b. If the member is married, and the spouse is the sole beneficiary, the spouse may select a lump sum payment or a lifetime monthly benefit.
  - c. If the member is married, but the spouse is not the sole beneficiary, the beneficiary may waive the lump sum, in which case, a lifetime monthly benefit is available to the surviving spouse.
3. A \$100,000 death benefit for duty-related deaths for police officers/firefighters became effective July 1, 2003.

### SEPARATION BENEFIT

Accumulated member contributions with regular interest is payable upon becoming an inactive member separated from eligible employment. The Regular Interest Rate in effect for FY18 was 11.03% from January 1 through June 30, 2018 (1.29% from July 1 through December 31, 2017) compounded monthly per annum.

### POSTRETIREMENT ADJUSTMENTS

An annual postretirement adjustment based on and limited by a cost-of-living factor reflecting the changes in the Consumer Price Index-Urban (CPI-U) is effective in March each year. If the CPI-U change from August of the previous year to August of the second previous year is 1% or more, a 1% mandatory adjustment is made. The Board may authorize additional discretionary adjustments based on the CPI-U increase (up to a total maximum annual COLA of 6% or the CPI-U rate, whichever is lower) if it determines that the System can do so and still maintain an appropriately funded position as required by Idaho Code Section 59-1355(1). When discretionary COLA adjustments in excess of the 1% are authorized by the Board, they are reported to the Legislature. If the Legislature has not acted on the Board adjustment by the 45th day of the legislative session, the discretionary COLA, if any, becomes effective on March 1 of that year.

The Board is also authorized to award postretirement adjustments for prior years in which the actual amount of adjustment was less than the CPI-U for those years. If the CPI-U change is downward, in no event will any benefit be reduced below its initial amount.

The net COLA authorized and implemented March 1, 2018 was up to 1.9%.

## INTRODUCTORY SECTION

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# INTRODUCTORY SECTION



Public Employee Retirement System of Idaho

HELPING YOU BUILD A SECURE RETIREMENT

November 21, 2018

**Governor**  
C. L. "Butch" Otter

**Retirement Board**  
Jeff Cilek, Chairman  
J. Kirk Sullivan  
Joy Fisher  
Celia R. Gould  
Park Price

**Executive Director**  
Donald D. Drum

Dear Governor Otter, Legislators, and Members of the Retirement System:

We are pleased to present to you the Public Employee Retirement System of Idaho (the System) comprehensive annual financial report, for the fiscal year ended June 30, 2018 (FY 2018). This financial report is a historical perspective of benefits, services, and fiscal activities of the System. Included is a summary of our actuarial valuations, an independent auditors' report, an investment summary, and a statistical section.

Generally accepted accounting principles require management to provide a narrative introduction, overview, and analysis to accompany the basic financial statements in the form of Management's Discussion and Analysis (MD&A). This letter of transmittal is designed to complement the MD&A and should be read in conjunction with it. The System's MD&A can be found immediately following the independent auditors' report.

The Government Finance Officers Association of the United States and Canada (GFOA) awarded a Certificate of Achievement for Excellence in Financial Reporting to PERSI for its comprehensive annual financial report for the fiscal year ended June 30, 2017. This was the 27th consecutive year PERSI has achieved this prestigious award. To be awarded a Certificate of Achievement, a government must publish an easily readable and efficiently organized comprehensive annual financial report. This report must satisfy both generally accepted accounting principles and applicable legal requirements.

A Certificate of Achievement is valid for a period of one year only. We believe our current comprehensive annual financial report continues to meet the Certificate of Achievement Program's requirements, and we are submitting it to GFOA to determine its eligibility for another certificate.

For the 16<sup>th</sup> consecutive year, PERSI has been awarded the *Public Pension Coordinating Council Standards Award*. This award signifies that PERSI complies with the standard benchmarks for public defined benefit systems in the United States. The standards require a high level for the following: comprehensive benefit program, funding adequacy, accepted actuarial and audit practices, investment policy and evaluation, and member communications. This award is given to 50 to 60 public retirement systems each year.

This Letter of Transmittal is intended to serve as an overview of the System and to convey information on the topics that follow.

**Governor**

C. L. "Butch" Otter

**Retirement Board**

Jeff Cilek, Chairman  
J. Kirk Sullivan  
Joy Fisher  
Celia R. Gould  
Park Price

**Executive Director**

Donald D. Drum

**Phones**

Answer Center 208-334-3365  
FAX 208-334-3805

**Toll Free**

Answer Center 1-800-451-8228  
Employer Line 1-866-887-9525

**Mailing Address**

P.O. Box 83720  
Boise ID 83720-0078

**Boise**

Office Location Address  
607 North 8<sup>th</sup> Street  
Boise ID 83702-5518

**Pocatello**

Office Location Address  
1246 Yellowstone Ave., Ste. A5  
Pocatello ID 83201

**Coeur d' Alene**

Office Location Address  
2005 Ironwood Pkwy #226  
Coeur d' Alene ID 83814-2680

**Choice 401(k) Plan**

**Record Keeper**  
1-866-437-3774

[www.persi.idaho.gov](http://www.persi.idaho.gov)

Equal Opportunity Employer

## INTRODUCTORY SECTION

### PLAN HISTORY

The Public Employment Retirement System of Idaho (PERSI) was created by the thirty-seventh Legislature, Regular Session of 1963 with funding effective July 1, 1965. It is a tax qualified, defined benefit system to which both the member and the employer contribute. Participation in the System is mandatory for eligible state and school district employees and available to other public employers and their employees on a contractual basis.

When the Teachers Retirement System of Idaho was abolished, members of that system were integrated into PERSI, and all other eligible school district employees became PERSI members effective July 1, 1967.

Legislative amendments since 1965 have made it possible for municipal police officer retirement funds to merge with the System, and two of the five police officer systems have since merged. The other three are being phased out, and police officers hired since 1969 have become PERSI members.

Legislation in 1979 mandated the Firefighters' Retirement Fund be administered by PERSI effective October 1, 1980. Paid firefighters who were members of the original system retained their original benefit entitlement, while paid firefighters hired after October 1, 1980, were entitled to PERSI benefits. An actuarial valuation of the firefighter member benefit entitlement is conducted at least every other year, separate from the annual PERSI valuation.

In January 2001, PERSI implemented a "Gain Sharing" program as a way to distribute \$155 million in excess investment earnings back to our active members, retirees, and employer members. Retirees received their gain sharing as a "13<sup>th</sup> check." Employers received their share as a contribution "holiday." Some 53,000 eligible active members received their portion as deposits into newly created defined contribution (DC) accounts. This new plan, named the "PERSI Choice 401(k) Plan," supplemented PERSI's traditional Defined Benefit (DB) "Base" Plan. It allowed employees for the first time to actively participate in saving for their retirement.

At the time of inception, the PERSI Choice 401(k) Plan was somewhat unique in the public sector. PERSI obtained permission from the Internal Revenue Service to expand a grandfathered State 401(k) to our members statewide. While some public employees were familiar with 457 or 403(b) plans, a 401(k) was something new to them. Many of our members had never had the opportunity to make such pre-tax voluntary contributions.

PERSI assumed the administration for the Judges' Retirement Fund (JRF) starting July 1, 2014.

### SERVICES PROVIDED

The ability of the System to serve both employee and employer members at the local level through the Boise, Pocatello, and Coeur d' Alene offices remains a key factor for efficient administration. The merging of other retirement systems with PERSI, plus statutory amendments over the years, have produced both multiple and diverse member benefit entitlements and administrative requirements. These can best be analyzed and explained to the members through personal contact with knowledgeable System staff members.

In its 53<sup>rd</sup> year of operation, the System continued a wide range of services to both employee and employer members. Members may visit the PERSI Web site, call, email, or visit one of the three offices for personal information and assistance regarding credited service, account balances, eligibility, benefit options and amounts, and other retirement matters.

Members receive advance notice of service retirement qualification and are provided with estimates of monthly allowances. They also receive information regarding the availability of alternate forms of retirement payments. Retirement applications are processed in a timely fashion, and monthly payments are made promptly. Direct deposit of benefit payments is available to retired members as is withholding for income tax, medical insurance, or other purposes.

## INTRODUCTORY SECTION

System retirees are provided notices whenever their net benefit amount changes. This notice gives retirees a list of their itemized deductions from their gross benefit. Retirees may also access additional account information through the online web portal.

Separation and death benefits are paid in an orderly manner and as rapidly as possible. Employee contributions and earned interest are posted to individual member accounts each month, and an annual statement is provided to each member confirming their average monthly salary, credited service, contributions, and earned interest. In addition, a report of benefits accrued to date is provided along with an estimate of benefits projected ahead to various retirement ages.

PERSI's employer units are responsible for reporting and handling retirement transactions and activities. They are provided regular training and assistance through monthly newsletters, employer training sessions throughout the State, and personal contacts with PERSI staff, as needed.

Upon request, public employers interested in affiliation with the System are counseled and provided with information regarding employee benefits, cost, and procedures associated with joining. Conversely, employers considering withdrawal are provided information and employee benefit projections to enable them to make an informed decision.

Pre-retirement and financial planning workshops, offered on a regular basis throughout the State, cover financial planning, budgeting, investment basics, and Social Security, Medicare, and System benefits.

### **EMPLOYEE AND EMPLOYER MEMBERSHIP**

During FY 2018, the number of active PERSI members increased from 70,073 to 71,112. The number of retired members or annuitants receiving monthly allowances increased from 45,468 to 46,907. The number of inactive members who have not been paid a separation benefit increased from 34,151 to 37,588. Of these inactive members, 13,133 have achieved vested eligibility. Total membership in PERSI increased from 149,692 to 155,607 during the fiscal year. There are currently 797 public employers in Idaho who are PERSI members. Participating employers are listed in the Statistical Section of this report.

### **MANAGEMENT RESPONSIBILITY**

The System's management is responsible for the complete and fair presentation of the data and the accompanying disclosures in this report. The financial statements and supplemental schedules included in this report have been prepared in accordance with generally accepted accounting principles for governmental accounting and reporting as pronounced or adopted by the Governmental Accounting Standards Board.

### **INDEPENDENT AUDIT**

The System is audited annually, and for the fiscal year ended June 30, 2018, the audit was conducted by Eide Bailly, LLP, an independent firm of Certified Public Accountants. Refer to the Independent Auditors' Report for their audit opinion.

### **INTERNAL ACCOUNTING CONTROL**

As an agency of the State of Idaho, the System's administrative expenses are subject to the State's budget controls. Management is responsible for maintaining a system of internal accounting control designed to provide reasonable assurance transactions are executed in accordance with management's general or specific authorization and are recorded as needed to maintain accountability for assets to permit preparation of financial statements. Internal controls have inherent limitations and their costs should not outweigh their benefits. Internal control procedures have been established, and a budget report is prepared for the Board. We believe the internal controls in effect during FY 2018 adequately safeguard the assets and provide reasonable assurance regarding the proper recording of financial transactions.

## INTRODUCTORY SECTION

### FINANCIAL HIGHLIGHTS

Collection of employer and employee contributions, as well as income and gains from investments, provides the reserves necessary to finance retirement benefits. These income sources totaled \$2,160,839,022 for all pension funds during the fiscal year ended June 30, 2018.

#### ADDITIONS:

Contributions	\$ 706,688,978
Transfers/Rollovers In	14,179,305

#### INVESTMENT INCOME:

Net Appreciation (Depreciation) in Fair Value of Investments	1,106,003,154
Interest, Dividends and Other Investment Income	383,654,597
Less: Investment Expenses	<u>(49,736,557)</u>
Net Investment Income	1,439,921,194

#### OTHER INCOME

	49,545
Total Additions	<u><u>\$ 2,160,839,022</u></u>

The payment of benefits is the primary expense of a retirement system. The payments, together with the expenses to administer the Plan, constitute the total expenses of the System. Expenses for FY 2018 are as follows:

#### DEDUCTIONS:

Benefits and Refunds	\$ 994,117,104
Administrative Expenses	<u>9,304,635</u>
Total Deductions	<u><u>\$ 1,003,421,739</u></u>

### ACTUARIAL PRESENT VALUE OF FUTURE BENEFITS

Future benefits include all benefits estimated to be payable to plan members (retirees and beneficiaries, terminated employees entitled to benefits but not yet receiving them, and current active members) as a result of their service through the valuation date and their expected future salary. The actuarial present value of future benefits as of the valuation date is the present value of the cost to finance benefits payable in the future, discounted to reflect the expected effects of the time value (present value) of money and the probabilities of payment. Simply put, it is the amount that would have to be invested on the valuation date so the amount invested plus investment earnings will provide sufficient assets to pay total future benefits when due.

The actuarial present value was calculated as part of an actuarial valuation at July 1, 2018. Significant actuarial assumptions used include: a gross investment return rate of present and future assets of 7.05% compounded annually, (7.0% plus 0.05% for expenses); projected salary increases of 3.75% per year compounded annually, attributable to general wage increases; additional projected salary increases attributable to seniority/merit, up to 6.25% per year, depending on service and employee classification, and; 1.00% per year attributable to postretirement benefit increases.

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At June 30, 2018, the unfunded actuarial liability (UAAL) for the PERSI Base Plan, on a current contribution basis, was \$1.6 billion with an amortization period of 16.6 years, which is less than the 25 year maximum allowed by statute. The UAAL differs from the Net Pension Liability (NPL) in that the long-term expected rate of return for the UAAL was 7.0%, 7.05% net of 0.05% for expected administrative expenses. This is in contrast to the discount rate used to determine the Total Pension Liability (TPL) and NPL for purposes of GASB reporting. According to GASB Statement 67, the discount rate used to calculate TPL and NPL must be net of investment expenses but not administrative expenses. Therefore, TPL and NPL have been determined using a discount rate of 7.05%.

	PERSI Base Plan 2018	FRF 2018	JRF 2018
Total pension liability	\$ 17,749,847,910	\$ 281,878,396	\$ 106,756,695
Plan fiduciary net position	16,274,830,459	395,048,552	88071493
Employers' net pension liability (asset)	\$ 1,475,017,451	\$ (113,170,156)	\$ 18,685,202
Plan fiduciary net position as a percentage of total pension liability	91.69%	140.15%	82.50%

### ECONOMIC CONSIDERATIONS

The System operates within a dynamic economic environment, as do all investment funds. The objective of the Retirement Board is to minimize the effect of these external influences, where possible, by diversifying among a broad range of asset classes and investment management styles, both domestically and internationally. Such diversification, combined with prudent management by experienced investment professionals, increases the probability the earnings objective will be achieved. The investment return for Fiscal Year 2018 was 8.79% gross, 8.47% net of investment expenses, and 8.41% net of all expenses.

Defined benefit pension systems plan for and make decisions based on the long term (20 to 25 year) nature of pension funding and benefits. PERSI is funded on a sound actuarial basis, which protects future benefits for participants. Over the long-term, the Plan's investment assets have exceeded their expected returns. Short-term fluctuations in investment performance make good headline news, but are much less important when viewed in the long range context of pension plans. Sound investment strategies that are, in the words of CIO Bob Maynard, "Simple, Transparent, Focused, and Patient" along with reasonable actuarial assumptions are the key ingredients to a successful, well funded pension plan.

### INVESTMENT STRATEGY AND POLICIES

The Retirement Board utilizes and directs agents to provide whatever investment management and custodial functions best achieve the System's investment objectives. The Board establishes asset allocation policy, diversification guidelines, custodial functions including safe-guarding of investments, and investment guidelines and restrictions. Each money manager is generally granted full discretion in making investment decisions within their guidelines. The Board, staff, and consultants monitor and evaluate investment results. The Board, in its administration of this System and management of the investment program, is guided by the fiduciary standards in Section 59-1301 of the Idaho Code and the Idaho Uniform Prudent Investor Act, in Sections 68-501 through 68-514 of the Idaho Code and is empowered in its sole discretion to limit, control, and designate the types, kinds, and amounts of investments.

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PERSI's total fund return was 8.5% net of all expenses for Fiscal Year 2018. The policy benchmark return is 7.0% net of all expenses. PERSI continues to rank in the top quartile over the long term when compared to our peer universe of other state-wide public pension funds across the country.

The investment mix at fair value as of the end of Fiscal Year 2018 was 58% domestic and global equity, 15% international equity, and 27% percent fixed income. The System's investment outlook is long term, allowing the portfolio to take advantage of the favorable risk-return characteristics of equities by placing more emphasis on this category. The portfolio is broadly diversified with additional diversification achieved through domestic and international investing. See the Management's Discussion and Analysis and Investment Section of this report for more detailed analysis and information.

### FUNDING STATUS

The funding objective of PERSI is to accumulate sufficient assets to ensure funds will be available to meet current and future benefit obligations to participants on a timely basis. If the level of funding is high, the ratio of assets to the actuarial accrued liability is also greater, which means better investment income potential. Each year an independent actuary engaged by PERSI calculates the amount of the annual contribution the plans must make to fully meet their obligations to their members. As of July 1, 2018, the PERSI Base Plan had an amortization period of 16.6 years and a funding ratio of 91.2% of the present value of the projected benefits earned by employees. The closed Firefighters' Retirement Fund is fully funded as of the July 1, 2017 valuation. The Judges' Retirement Fund had a funding ratio of 82.12% and amortization period of 11.0 years. When the amortization period exceeds the statutory limit of 25 years, the Board reviews contribution rates. The actuarial method for calculating accrued liability for all three plans is Entry Age Normal with the objective of maintaining employer contributions approximately level as a percent of member payroll. For a more in-depth discussion of PERSI's funding, see Management's Discussion and Analysis and the Actuarial Section of this report.

### MAJOR INITIATIVES

PERSI's #1 priority is "Personalized Customer Service". In 2018, an independent research firm (CEM) rated PERSI's business practices against nine similar public retirement systems. Our administrative cost per member was \$82. This was \$36 below the peer average of \$119. This data reflects PERSI's commitment and dedication to providing personalized customer service while controlling costs. Our attention to customer service has always been one of our cornerstones, and PERSI leadership continues to believe personalized customer service is key to all generations of members. We cannot afford to have any generation ignore and/or be uninformed about the benefits of PERSI.

Communication between PERSI and our employers, members, and retirees remains a significant focal point. We continue to see great success from our new pension administration system which is currently the largest project ever undertaken by PERSI. Arrivos has greatly reduced inconsistencies in payroll reporting and improved the quality of member data used by PERSI. Every employer uses Arrivos to report payroll information to PERSI. Our Employer Service Center works closely with employers, to assist in answering matters with the new system.

PERSI's educational outreach remains focused on making sure members, employers and lawmakers understand and appreciate the value of the PERSI benefit. Our training staff continues to work directly with employers, engaging members earlier in their careers, and providing expanded workshops explaining the value of the PERSI benefit. We are committed to providing on-location workshops for members in every county of Idaho in 2018, and meeting that goal. Technology has enhanced our outreach, but will not replace our in-person efforts that have proven to be very successful. We continue to evaluate our methods but only utilize automation if we believe it provides increased value.

We are very pleased PERSI broke through the \$18 billion ceiling for the first time earlier this year, but by the end of June, the fund was below this historic marker. We are working hard to maintain and address challenges as they emerge. We are sincerely grateful to the Idaho Legislature for their wisdom during times of modest market returns. Idaho statute has measures in place that keep required

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contributions to the fund set at a rate that will sustain the fund during less than stellar market years. Due to this statute, in October 2017, PERSI's Board voted and recommended a 1% total contribution rate increase becoming effective July 1, 2019. During this past October (2018) the Board had the choice to postpone or implement this rate increase. The Board chose to implement the contribution rate increase due to market volatility. This decision will provide continued stability and strengthen the fund.

### ACKNOWLEDGMENTS

This financial report of the Public Employee Retirement System of Idaho was prepared by staff under the leadership of the Retirement Board. It is intended to provide complete and reliable information as a basis for making management decisions, as a means of determining compliance with legal provisions, and as a method of determining responsible stewardship for the assets contributed by the members and their employers.

This report is being sent to the Governor, State Legislators, and other interested parties.

Respectfully submitted,



Jeff Cilek, Chairman



Donald D. Drum, Executive Director



Alex Simpson, Financial Executive Officer

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