

Peace Officers' Retirement, Accident, and Disability System and Municipal Fire and Police Retirement System

ISSUE

This **Issue Review** examines the basic benefit structure of the Peace Officers' Retirement, Accident, and Disability System (PORS) and the Municipal Fire and Police Retirement System of Iowa (MFPRSI), often referred to as "sister systems." This **Issue Review** does not include an analysis of peace officers covered by the special services groups of the Iowa Public Employee Retirement System (IPERS).¹ An emphasis is placed on the maximum benefit attainable, the annual adjustment of pension benefits, and the contribution rates for employers and employees. This **Issue Review** does not examine the pension benefit options available to members of either system and does not compare the funded status or the actuarial assumptions of the two systems.

AFFECTED AGENCIES

Public Safety Peace Officers' Retirement, Accident, and Disability System (PORS)
Municipal Fire and Police Retirement System of Iowa (MFPRSI)

CODE AUTHORITY

Iowa Code chapters [97A](#) (PORS) and [411](#) (MFPRSI)

BACKGROUND

The PORS was created on July 4, 1949, by the 53rd Iowa General Assembly² and provides benefits to peace officer members of the Iowa Department of Public Safety (DPS). As of the July 1, 2012, [POR valuation report](#), there were 618 active members and 590 retired and beneficiary members.

The MFPRSI was created by the 1990 General Assembly and was established January 1, 1992³ by consolidating the governance and administration of fire and police retirement systems in 49 of Iowa's largest cities. The MFPRSI provides benefits to fire and police employees of cities with populations of 8,000 or more prior to the federal census conducted in 1990. The 1990 law change consolidated 87 local fire and police pension systems, organized under [Iowa Code chapter 411](#), first enacted in 1935, into the current statewide system with one governing body rather than governance provided by each city. As of the July 1, 2012, [MFPRSI valuation report](#), there were 3,888 active members and 4,112 retired and beneficiary members.

¹ The special services groups of the IPERS include county sheriffs and deputies, peace officers of city police departments not covered by [Iowa Code ch. 411](#), conservation officers of the Department of Natural Resources, peace officers of the Department of Transportation, correctional officers, etc. A complete list is available on pages 6 and 7 of the [IPERS member handbook](#).

² House File 152, Public Safety Peace Officers' Retirement System Act (1949).

³ [Iowa Code ch. 411](#). See 1990 Iowa Acts ch. 1240 § 48-90, 94.

SERVICE RETIREMENT PROVISIONS

The age and years of service requirements for a basic service retirement allowance has remained the same since the inception of both systems. A member is only eligible for a service retirement at age 55 with 22 or more years of creditable service. Service for six months or more of a year is equivalent to one year of service. However, in no case can more than one year of service be creditable for all service in one calendar year for either system. As a result, a member who is age of 55 with 21 years and six months of service is considered to have completed 22 years of service and is eligible to retire.

The service retirement benefit provisions of both systems were essentially identical and unchanged from 1949 through 1990 and equal to 50.0% of the member's average final compensation.⁴ Substantive changes were made to the benefit structure of both systems multiple times between 1990 and 2000 and resulted in differing retirement benefits between the two systems.

The basic allowances provided by the two systems for 22 years of service were identical until the changes made in the 2000 Iowa Acts when the base pension was increased to 60.5% for the PORS and 66.0% for the MFPRSI.

In [1998 Iowa Acts, Chapter 1183, section 2](#), the retirement allowance for years of service in excess of 22 years became different when the PORS provided for the additional allowance of 1.50% applied to no more than 10 additional years of service, while MFPRSI applied the additional allowance of 1.50% to no more than eight additional years of service. The [2000 Iowa Acts, Chapter 1077](#), again changed the additional retirement allowance provisions by increasing the allowance in PORS to 2.75% applied to no more than 10 additional years of service, and MFPRSI increased the allowance to 2.0% applied to no more than eight additional years of service. The changes to both systems are summarized in **Table 1** and **Table 2** below.

Table 1
Summary of Peace Officers' Retirement System Benefit Changes

Acts	Chapter	Benefit First Available	Service Retirement Allowance	Years of Service > 22 Allowance	Applied to Maximum Years of Service	Maximum Pension Allowance
		1949-90	50.00%	0.00%	N/A	50.00%
1990	1240	1991	54.00%	0.30%	8	56.40%
1990	1240	1994	60.00%	0.60%	8	64.80%
1996	1187	1997	60.00%	1.50%	8	72.00%
1998	1183	1999	60.00%	1.50%	10	75.00%
2000	1077	2001	60.50%	2.75%	10	88.00%

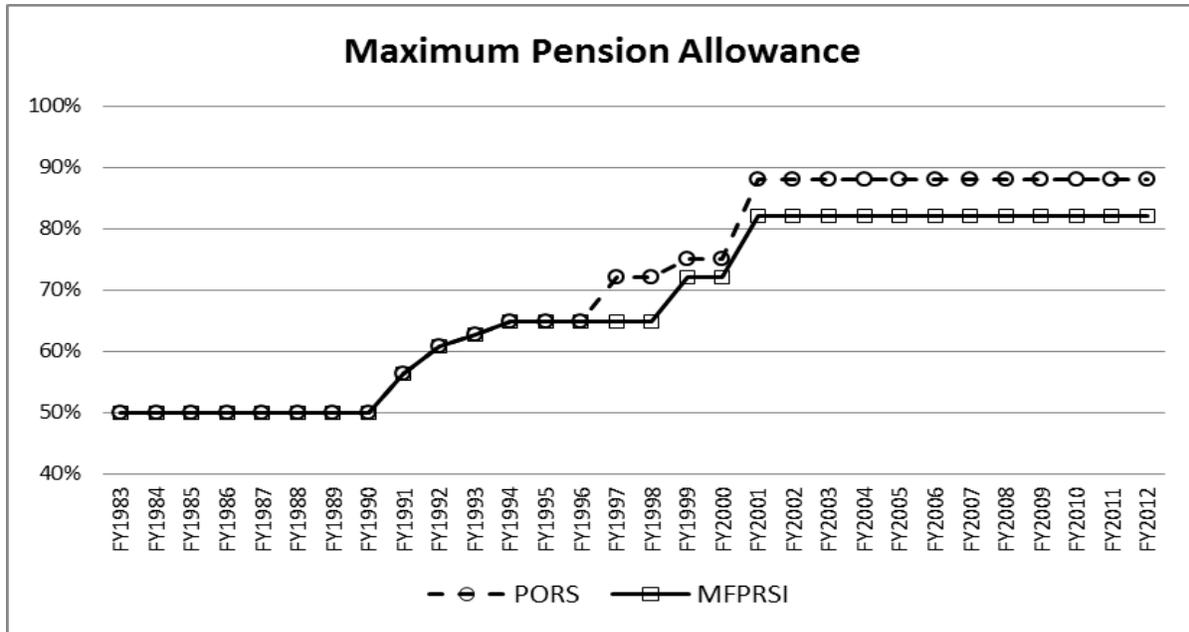
Table 2
Summary of Municipal Fire and Police Retirement System Benefit Changes

Acts	Chapter	Benefit First Available	Service Retirement Allowance	Years of Service > 22 Allowance	Applied to Maximum Years of Service	Maximum Pension Allowance
		1990	50.00%	0.00%	N/A	50.00%
1990	1240	1991	54.00%	0.30%	8	56.40%
1990	1240	1994	60.00%	0.60%	8	64.80%
1998	1183	1997	60.00%	1.50%	8	72.00%
2000	1077	2001	66.00%	2.00%	8	82.00%

⁴ Average final compensation for PORS means "the average regular compensation a member would earn during the high three years on the basis of the stated compensation for the rank or position from which the member retired". [Iowa Code §97A.1\(3\)](#). For MFPRSI, average final compensation means "the average regular compensation a member earned during the three years of service the member earned the highest salary". [Iowa Code §411.1\(3\)](#).

The effect of these changes on the maximum pension allowance can be more easily seen in **Chart 1**.

CHART 1



CONTRIBUTION RATES

Effective July 1977, the PORS and the MFPRSI member contribution rates were set at 2.1% of the member’s earnable compensation. For members of both systems, earnable compensation included only the stated compensation for the member’s rank and did not include overtime or allowances for meals, clothing, travel, or other types of compensation. Since 1977, the definition of earnable compensation for the PORS has changed to include longevity⁵ and meal allowances.

As a result of the benefit enhancements to both systems outlined above, changes in actuarial assumptions, and asset loss⁶ over the decade of the 2000s, the employee and employer contribution rates have been adjusted periodically to coincide with the increased costs of providing the additional benefits or failure to meet investment return goals. Employee contribution rates of the two systems were identical for the period 1979 through 2009. Employer contribution rates have been determined differently by the two governing Boards of Trustees and more recently in amendments to [Iowa Code chapter 97A](#).

Since 1979, the contribution rates for the PORS employers and employees have been changed by three General Assemblies. Contribution rates for employees were increased in [1990 Iowa Acts, Chapter 1240](#), coupled with the improvements to benefits noted in **Table 1**. Employer contributions to the PORS have been increased during two recent sessions of the General Assembly. In [2008 Iowa Acts, Chapter 1171](#), and [2010 Iowa Acts, Chapter 1167](#), the employer contribution rate was increased from 17.0% of covered wages in FY 2008 to 37.0% of covered wages by FY 2018. The employee contribution rate was also increased from 9.35% of covered

⁵ Longevity is the provision of additional pay based on years of service with the state and compensation rates for the DPS peace officers are set in [Iowa Code § 80.8](#). Longevity pay for all other employees of state government is prohibited by [Iowa Code § 8A.439](#), except as provided in [Iowa Code § 307.48](#).

⁶ Asset loss is the actual return on investment shortfall when compared to the actuarial rate of return.

wages in FY 2007 to 11.35% of covered wages by FY 2015. In addition to the increase in rates as a percentage of covered wages, [2010 Iowa Acts, Chapter 1167](#) included an annual appropriation of \$5.0 million to the PORS until the funded ratio⁷ reaches 85.0% of the Accrued Actuarial Liability. [House File 648](#) (FY 2014 Bond Defeasance Bill) appropriated a lump sum of \$91.3 million to the PORS to bring the funded status of the system up to approximately 80.0%. The language was subsequently item vetoed by Governor Branstad, noting that “While these retirement plans have funding shortfalls, trying to make up for these shortfalls should not be borne only by the taxpayers of the state. Iowa needs a comprehensive, long-term, sustainable plan for making up the shortfall in these retirement funds.” **Table 3** provides a history of employer and employee contribution rates for PORS.

Table 3
PORS Contribution Rates

Fiscal Period	Employer Contribution	Employer Lump Sum (\$5.0 million)	Employee Contribution	Proportion (Employer - Employee)
1979 – 1983	16.00%		2.21%	88% - 12%
1983 – 1990	16.00%		3.10%	84% - 16%
1991	16.00%		4.10%	80% - 20%
1992	18.00%		5.10%	78% - 22%
1993	18.00%		6.10%	75% - 25%
1994	18.00%		7.10%	72% - 28%
07/01/1994	18.00%		8.10%	69% - 31%
01/01/1995	18.00%		8.35%	68% - 32%
1996 – 1997	18.00%		9.35%	66% - 34%
1998 – 2008	17.00%		9.35%	65% - 35%
2009	19.00%		9.35%	67% - 33%
2010	21.00%		9.35%	69% - 31%
2011	23.00%		9.35%	71% - 29%
2012	25.00%		9.85%	72% - 28%
2013	27.00%		10.35%	72% - 28%
2014	29.00%	11.39%	10.85%	79% - 21%
2015	31.00%	11.39%	11.35%	80% - 20%
2016	33.00%	11.39%	11.35%	80% - 20%
2017	35.00%	11.39%	11.35%	81% - 19%
2018	37.00%	11.39%	11.35%	81% - 19%

The employee contribution rates also changed for the MFPRSI from 1979 through 2008. In 2009, the presumptive cause provision for certain types of cancer and infectious diseases of active members was included in [Iowa Code chapter 411](#), resulting in an increase (0.05%) in the employee contribution rate. Since consolidation of the MFPRSI, the employer contribution rate has been set at the normal contribution rate, computed as the difference between the required contribution rate, as determined by the system actuary, and the employee contribution rate. The fluctuation in the employer contribution rate is reflected in **Table 4**. Since FY 1982, the state has appropriated a total of \$87.7 million in General Fund supplemental funding to MFPRSI. The state contribution to MFPRSI ceased in FY 2013.

⁷ The funded ratio is the ratio of actuarial value of assets to the past service liability (benefits already earned).

Table 4
MFPRSI Contribution Rates

Fiscal Period	City/State Contribution	Employee Contribution	Proportion (Employer - Employee)
1979 – 1983		2.21%	88% - 12%
1983 – 1990		3.10%	84% - 16%
1991 *	19.95%	4.10%	83% - 17%
1992 *	19.59%	5.10%	79% - 21%
01/01/1992 – 06/30/1993	22.25%	6.10%	78% - 22%
1994	21.21%	7.10%	75% - 25%
07/01/1995	20.07%	8.10%	71% - 29%
01/01/1996	20.07%	8.35%	70% - 30%
1996	19.34%	9.35%	67% - 33%
1997*	19.22%	9.35%	67% - 33%
1998*	19.08%	9.35%	67% - 33%
1999*	19.00%	9.35%	67% - 33%
2000*	18.93%	9.35%	67% - 33%
2001*	18.79%	9.35%	67% - 33%
2002	18.77%	9.35%	67% - 33%
2003	22.11%	9.35%	70% - 30%
2004	26.48%	9.35%	74% - 26%
2005	29.68%	9.35%	76% - 24%
2006	29.15%	9.35%	76% - 24%
2007	26.81%	9.35%	74% - 26%
2008	20.04%	9.35%	68% - 32%
2009	18.23%	9.40%	66% - 32%
2010	20.98%	9.40%	69% - 31%
2011	25.38%	9.40%	73% - 27%
2012	26.42%	9.40%	74% - 26%
2013	30.12%	9.40%	76% - 24%

*Employer rate certified at the statutory minimum

SUMMARY OF CHANGES TO ESCALATION OF BENEFITS

Pension adjustment provisions of both chapters, more commonly referred to as the escalator, have also changed several times. For the PORS, the escalation of benefits began effective July 1, 1965⁸, and occurred July 1 of each year until 2001 when a second escalation period was added. Since 1980, the escalation formula for retirees and beneficiaries has been based in some fashion on the earnable compensation of an active member at the same rank and position on the salary scale as was held by the member at the time of retirement or in-service death. The amount of escalation is based on only the covered wages of an active member, that is, base wages, longevity, and meal allowance. As a consequence, wage packages that do not result in an increase to the base are not included when calculating pension benefit increases. Effective January 1, 2001, and on January 1 of each year, an additional escalation of benefits is provided if there has been an increase in the earnable compensation of an active member of the same rank as was held by the member at retirement.

Retired members and beneficiaries are also entitled to an additional amount added to the escalation of benefits, based on the number of years since the retirement or death of the member. The incremental amount provided is reflected in **Table 5**.

Table 5

<5 Years	>5 <10 Years	>10 <15 Years	>15 <20 Years	>20 Years
\$15/month	\$20/month	\$25/month	\$30/month	\$35/month

⁸ [Iowa Code §97A.6](#). See 1965 Iowa Acts ch. 112 (HF 31).

The history of the escalation formula for the PORS is provided in **Table 6**.

Table 6
Pension Escalation Formula - PORS

Fiscal Year	Service Retiree	Ordinary Disability Retiree	Survivor	Accidental Disability Retiree
1965	45.0% of the difference between the recomputed pension and the amount payable at retirement	45.0% of the difference between the recomputed pension and the amount payable at retirement	45.0% of the difference between the recomputed pension and the amount payable at retirement	45.0% of the difference between the recomputed pension and the amount payable at retirement
1976	50.0% of the difference between the recomputed pension and the amount payable at retirement	50.0% of the difference between the recomputed pension and the amount payable at retirement	50.0% of the difference between the recomputed pension and the amount payable at retirement	50.0% of the difference between the recomputed pension and the amount payable at retirement
1980	25.0% of the increase provided to an active member at the same rank and position on the salary scale	20.0% of the increase provided to an active member at the same rank and position on the salary scale	12.5% of the increase provided to an active member at the same rank and position on the salary scale	33.3% of the increase provided to an active member at the same rank and position on the salary scale
1997	30.0% of the increase provided to an active member at the same rank and position on the salary scale	30.0% of the increase provided to an active member at the same rank and position on the salary scale	15.0% of the increase provided to an active member at the same rank and position on the salary scale	33.3% of the increase provided to an active member at the same rank and position on the salary scale
2001	40.0% of the increase provided to an active member at the same rank and position on the salary scale, plus an incremental increase based on the number of years since retirement	40.0% of the increase provided to an active member at the same rank and position on the salary scale, plus an incremental increase based on the number of years since retirement	24.0% of the increase provided to an active member at the same rank and position on the salary scale, plus an incremental increase based on the number of years since retirement	40.0% of the increase provided to an active member at the same rank and position on the salary scale, plus an incremental increase based on the number of years since retirement

For the MFPRSI, the escalation of benefits began effective July 1, 1965,⁹ and occurs July 1 of each year. The escalation formula for MFPRSI had also been based on the earnable compensation of an active member at the same rank or position on the salary scale as was held by the member at the time of retirement or death, until the passage of [1996 Iowa Acts, Chapter 1187](#). The Act changed the basis for escalation from a percentage (25.0%) of the increase in the earnable compensation of an active member to a flat percentage (1.5%) increase on the member's prior monthly pension allowance. In addition to the flat percentage increase, a retired member receives a flat dollar incremental increase based on the number of years since retirement. The change in the formula was intended to meet four objectives. Those objectives were:

- 1) Maintain projected plan costs;
- 2) Provide for equitable increases across the retired membership and beneficiaries;
- 3) Provide for regular and consistent increases; and
- 4) Decrease plan complexity.¹⁰

⁹ [Iowa Code § 411.6](#). See 1965 Iowa Acts, ch. 341 (HF 7).

¹⁰ Page 2 of the 1996 Legislative Recommendations presentation to the Public Retirement Systems Committee of the Iowa General Assembly by the MFPRSI, dated December 14, 1995.

The history of the escalation formula for the MFPRSI is reflected in **Table 7**.

**Table 7
Pension Escalation Formula - MFPRSI**

Fiscal Year	Service Retiree	Ordinary Disability Retiree	Survivor	Accidental Disability Retiree
1965	50.0% of the difference between the recomputed pension and the amount payable at retirement	50.0% of the difference between the recomputed pension and the amount payable at retirement	50.0% of the difference between the recomputed pension and the amount payable at retirement	50.0% of the difference between the recomputed pension and the amount payable at retirement
1980	25.0% of the increase provided to an active member at the same rank and position on the salary scale	20.0% of the increase provided to an active member at the same rank and position on the salary scale	12.5% of the increase provided to an active member at the same rank and position on the salary scale	33.3% of the increase provided to an active member at the same rank and position on the salary scale
1997	Increase equals 1.50% of the member's monthly pension, plus an incremental increase based on the number of years since retirement	Increase equals 1.50% of the member's monthly pension, plus an incremental increase based on the number of years since retirement	Increase equals 1.50% of the member's monthly pension, plus an incremental increase based on the number of years since retirement	Increase equals 1.50% of the member's monthly pension, plus an incremental increase based on the number of years since retirement

The incremental increase language¹¹ for both the MFPRSI and the PORS is essentially identical. Retired members and beneficiaries are entitled to an additional amount added to the escalation of benefits, based on the number of years since the retirement or death of the member. The incremental amount provided is reflected in **Table 8**.

Table 8

<5 Years	>5 <10 Years	>10 <15 Years	>15 <20 Years	>20 Years
\$15/month	\$20/month	\$25/month	\$30/month	\$35/month

The application of the language had also been the same, making the increases additive, until the passage of [2010 Iowa Acts, Chapter 1167](#), section 17, when clarification about the formula as it relates to the PORS was enacted. The PORS now adjusts the pension only once every five years, by \$15 per month the first year, and by an additional \$5 per month in years five, 10, 15, and 20. **Tables 9 and 10** depict the difference in application of this benefit between the PORS and MFPRSI.

Table 9 – Comparison of the Operation of Sections 97A.6(14)(a)(2) and 411.6(12)(b)

Before Passage of Chapter 1167							
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
PORS	\$15/mo	\$30/mo	\$45/mo	\$60/mo	\$80/mo	\$100/mo	\$120/mo
MFPRSI	\$15/mo	\$30/mo	\$45/mo	\$60/mo	\$80/mo	\$100/mo	\$120/mo

Table 10 – Comparison of the Operation of Sections 97A.6(14)(a)(2) and 411.6(12)(b)

After Passage of Chapter 1167							
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
PORS	\$15/mo	\$15/mo	\$15/mo	\$15/mo	\$20/mo	\$20/mo	\$20/mo
MFPRSI	\$15/mo	\$30/mo	\$45/mo	\$60/mo	\$80/mo	\$100/mo	\$120/mo

¹¹ For PORS, the applicable citation is [Iowa Code § 97A.6\(14\)\(a\)\(2\)](#) and for MFPRSI/411 the applicable citation is [Iowa Code § 411.6\(12\)\(b\)](#).

As a result of the change, a PORS member that would have received an additional benefit of \$85,740 over a 25-year period using the previous application of the law would now receive an additional \$7,740 over the same period.

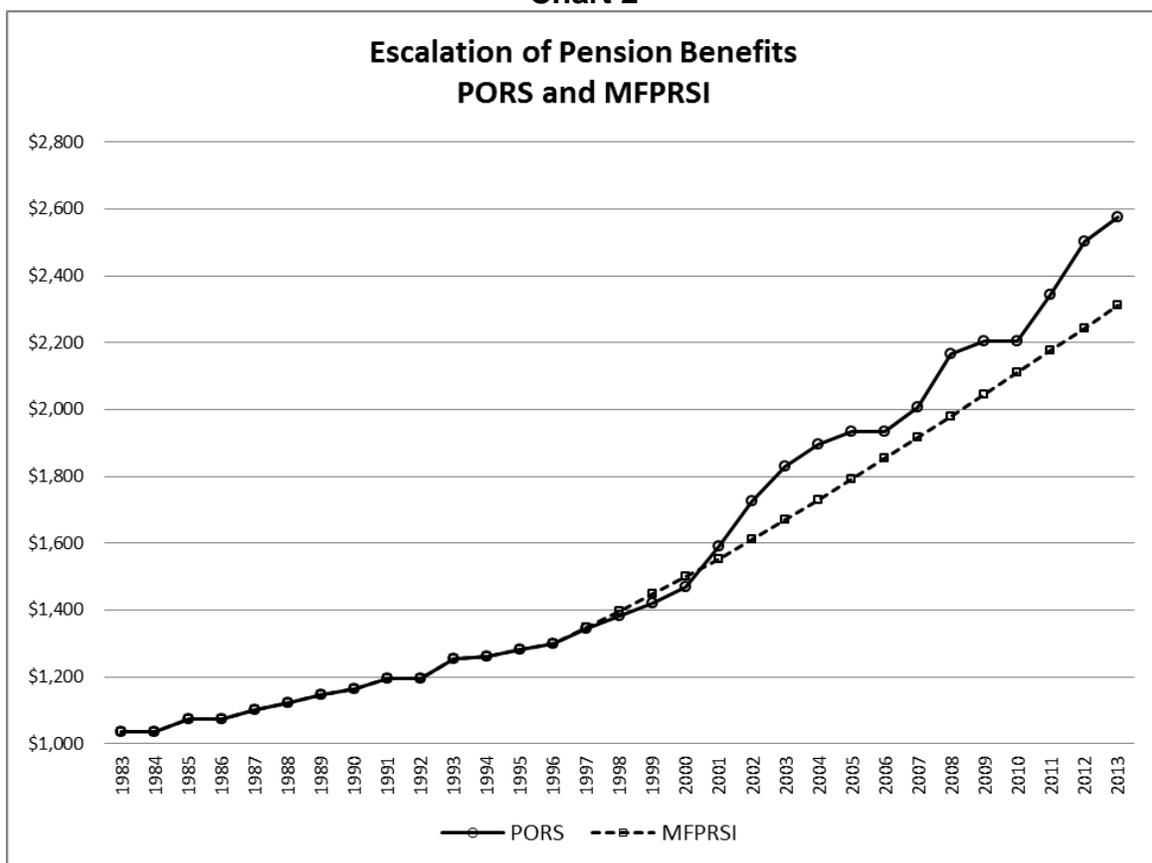
COMPARISON OF ESCALATION BENEFITS

A comparison of the escalation provisions of both chapters is difficult when using actual data because of the differing pay scales within and between the two systems. In order to make a comparison more practical, a hypothetical comparison was made, assuming that:

- A member from both systems retired at the same time (1983) and;
- A pension allowance at that time resulted in an identical monthly benefit (\$1,000).
- Further, to lend consistency throughout the comparison, it was assumed that the wages of an active member at the same rank as held by retired members increased by the same amount. In this case, the salary increases of a state trooper are used.

Utilizing the above assumptions and applying the escalation formula for both systems to the initial monthly benefit and taking into account the periodic changes contained in **Tables 6, 7, 8, and 10** reveals the differences between the provisions of both chapters as seen in **Chart 2**.

Chart 2



The provisions of the two systems were identical through 1997 and began to diverge with the changes made in [1996 Iowa Acts, Chapter 1187](#). At a minimum, it would appear that the changes to the MFPRSI provisions accomplished the goal of regular and consistent increases by taking the variability out of benefit growth, resulting in a steady incline.

The variations in benefit growth exhibited in the PORS can be explained by several wage increases provided to state troopers, used as the basis of this comparison. The increase during the period 2001 through 2004 is attributed to changing from an eight-step pay plan to an 11-step pay plan for active members and the time required for those members to progress through the additional steps. Again, the increase in 2008 is attributed to increasing the maximum of a state trooper's pay grade by 6.5% and the time required to progress to the new maximum. Finally, the jump in 2011 and 2012 is attributed to an increase of two pay grades provided to state troopers spanning the period.¹²

SUMMARY

The retirement benefits, escalation provisions, and contribution rates to both the PORS and the MFPRSI have changed since inception. The benefit structures were largely static during the first 40 years, but during the decade of the 1990s, when investment strategies and robust markets resulted in interest earnings in excess of actuarial assumptions for return on investment, changes with regard to the maximum benefit, escalation provisions, and contribution rates were made to both systems. The changes have resulted in differing retirement benefits and contribution rates between the two systems.

The minimum benefit for 22 years of service has increased from 50.0% to 60.5% for PORS and from 50.0% to 66.0% for MFPRSI over the last two decades. During the same period, the maximum benefit for PORS has increased from 50.0% to 88.0%, and for MFPRSI the maximum benefit has increased from 50.0% to 82.0%.

The change to a constant percentage escalator for the MFPRSI has added predictability to future benefit payments and has eliminated the fluctuations still experienced in the PORS, associated with coupling the escalator with increases provided to active members of the system. The escalation of benefits after retirement has provided growth in pensions for members of both systems.

Because the MFPRSI was created in 1992, data was not available for the initial benefit of members retired for a period of more than 21 years. The system also did not distinguish between supervisory and nonsupervisory retired members. Examples of escalation's impact for MFPRSI are provided in **Table 11**.

Table 11 – MFPRSI Escalation 1992 - 2013

Retirement Year	Monthly Pension as of 1/1/1992	Monthly Pension as of 7/1/2013	Monthly Benefit Increase	Percent Increase in Monthly Benefit
10/06/1979	\$924.16	\$2,055.00	\$1,130.84	122.4%
06/30/1979	\$1,509.29	\$3,073.00	\$1,563.71	103.6%

¹² The increases noted in 2000 through 2003 were negotiated in the 1999-2001 collective bargaining agreement (CBA) between the State Police Officers' Council (SPOC) and the State of Iowa. The increase noted in 2008 was negotiated in the 2007-2009 CBA between SPOC and the State of Iowa. The increase in 2011 and 2012 was the result of a pay study negotiated in the 2009-2011 CBA between SPOC and the State of Iowa, and was implemented July 1, 2011.

To make the data for POR more comparable, the pension benefits for two members retired in 1977 and 1981 are provided from January 1, 1992, to July 1, 2013, are shown in **Table 12**.

Table 12 – PORS Escalation 1992 - 2013

Retirement Year	Monthly Pension as of 1/1/1992	Monthly Pension as of 7/1/2013	Monthly Benefit Increase	Percent Increase in Monthly Benefit
01/08/1977	\$900.31	\$2,559.81	\$1,659.60	184.3%
10/08/1981	\$1,782.43	\$4,005.47	\$2,223.04	124.7%

The pension benefit information for POR members is available from the retirement date until July 1, 2013, and is shown in **Table 12** to provide a better indicator of the lifetime impact of escalation for a retired member of the system.

Table 13 – PORS Escalation – Lifetime Impact

Retirement Year	Monthly Pension at Retirement	Monthly Pension as of 7/1/2013	Monthly Benefit Increase	Percent Increase in Monthly Benefit
01/08/1977	\$521.61	\$2,559.81	\$2,038.20	387.6%
10/08/1981	\$1,241.61	\$4,005.47	\$2,763.86	222.6%

While it is impossible to identify the exact costs associated with the benefit enhancements that have occurred over time, the actuaries of both systems identify an estimated increase in the required contribution rates associated with various factors. Since the July 1, 1996, valuation report, the required contribution rate for the PORS has increased from 17.2% to 53.1%. The increase is attributed to:

- 16.1% to asset loss;
- 13.0% to benefit enhancements; and
- 6.8% to other experience.¹³

Using the latest value for covered payroll of approximately \$43.9 million, the asset loss requires estimated additional revenue through investment earnings or contributions totaling \$7.1 million annually, benefit enhancements require an additional \$5.7 million annually, and other experience requires \$3.0 million.

Over the same period, the required contribution rate for MFPRSI has increased from 27.5% to 39.5%. The increase is attributed to:

- 5.8% to asset loss
- 8.0% to benefit enhancements; and
- -1.7% to other experience.

Covered payroll for MFPRSI active members was estimated at \$258.5 million as of July 1, 2012. Covered payroll multiplied by the causes for contribution rate changes results in required estimated additional revenue through investment earnings or contributions totaling \$15.0 million annually due to asset loss, \$20.6 million annually due to benefit enhancements, and other experience requires increased revenue totaling \$1.1 million annually.

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¹³ Other experience includes but is not limited to changes in actuarial assumptions or methods, differing actual and actuarial contribution rates, changes in the normal cost rate, other actuarial experience.