

---

# Wisconsin Legislative Council

Anne Sappenfield  
Director



## 2023-24 COMPARATIVE STUDY OF MAJOR PUBLIC EMPLOYEE RETIREMENT SYSTEMS

Prepared by:

Daniel Schmidt, Deputy Director  
Wisconsin Legislative Council

October 2024  
(Revised March 2025)



---

# 2023-24 COMPARATIVE STUDY OF MAJOR PUBLIC EMPLOYEE RETIREMENT SYSTEMS

Prepared by:  
Daniel Schmidt, Deputy Director  
October 2024 (Revised March 2025)

---

## CONTENTS

	<u>Page</u>
Introduction.....	3
<b>Part I - Description of Retirement Systems in Study .....</b>	<b>4</b>
A. Introduction .....	4
B. Number of Participants .....	4
C. Categories of Employees Included in Plans .....	4
D. Ratio of Active Employees to Retired Employees .....	4
E. Social Security Coverage .....	4
F. Trends .....	5
G. The WRS.....	5
<b>Part II - Normal and Early Retirement Provisions.....</b>	<b>9</b>
A. Introduction .....	9
B. Normal Retirement.....	9
C. Early Retirement.....	10
D. Trends.....	11
E. The WRS .....	11
<b>Part III - Contribution Rates and Vesting Requirements.....</b>	<b>16</b>
A. Introduction .....	16
B. Employee Contributions .....	16
C. Employer Contributions .....	17
D. Vesting .....	17
E. Trends.....	17
F. The WRS.....	18
<b>Part IV - Retirement Benefit Calculations.....</b>	<b>21</b>
A. Introduction .....	21
B. “Basic” Plans in Which Employees are not Covered by Social Security .....	21
C. “Coordinated” Plans in Which Employees are Covered by Social Security .....	21
D. Final Average Salary .....	22
E. Limitations on Benefits .....	22
F. Trends .....	22
G. The WRS.....	22

<b>Part V - Post-Retirement Annuity Increases and Taxes.....</b>	<b>27</b>
A. Introduction .....	27
B. Social Security .....	27
C. Post-Retirement Annuity Cost-of-Living Adjustments.....	28
D. State Income Taxation of Annuities .....	28
E. Trends.....	28
F. The WRS.....	29
<b>Part VI - Actuarial and Accounting Information.....</b>	<b>35</b>
A. Introduction .....	35
B. Actuarial Methods .....	35
C. Interest Assumption.....	35
D. Economic Spread.....	35
E. Funding Ratio.....	36
F. Trends .....	36
G. The WRS.....	36

## INTRODUCTION

The Comparative Study of Major Public Employee Retirement Systems compares significant features of major state and local public employee retirement systems in the United States. The study compares retirement benefits provided to general employees and teachers, rather than benefits applicable only to narrower categories of employees such as police, firefighters, or elected officials. The study consists of reports that have generally been prepared every two years since 1982. These reports have been prepared by the Legislative Council staff, of late, and by the Wisconsin Retirement Research Committee staff, in earlier years.

The 2023-24 Report includes data from the same 87<sup>1</sup> public employee retirement systems that were compared in the prior report. Although it does not cover all major public employee retirement systems, it describes at least one statewide plan from each state. The same public employee retirement systems have been covered in previous reports in an effort to show long-term trends in public employee retirement systems.

The methodology for preparing the 2023-24 Report was to primarily use the data reported to the Public Plans Data database (<http://publicplansdata.org/>), and secondarily use information from the 2023 or 2024 actuarial analyses of the respective plans where data was collected for the Public Plans Data database (in a few instances, the 2022 analyses were used when the 2023 or 2024 analyses were not available). We thank the Center for Retirement Research at Boston College, the MissionSquare Research Institute, the Government Finance Officers Association, and the National Association of State Retirement Administrators for the use of this valuable tool.

In most cases, the public employee retirement systems in the study have features that differ according to the identity of the employer or when an employee was initially hired. Where these situations exist, this report describes the features of the plan applicable to the category of employees who are most recently hired.

Recent reports feature a discussion of how retirement benefits and certain other aspects of the Wisconsin Retirement System (WRS) compare to the other plans in the study. This feature is intended to be useful to Wisconsin legislators and persons interested in comparing the WRS to other plans, while maintaining the structure of prior reports for the convenience of retirement system administrators and policymakers from other states.

While attempts were made to ensure the accuracy of the large amount of data in this report, it is inevitable that errors have occurred in both prior and current reports. Please communicate any errors or comments you may have about this report to: Daniel Schmidt, Deputy Director; Wisconsin Legislative Council Staff; Suite 401, One East Main Street; Madison, Wisconsin, 53703; or at the following e-mail address: [dan.schmidt@legis.wisconsin.gov](mailto:dan.schmidt@legis.wisconsin.gov).

Any corrections made to this report will be included in the version maintained at the Wisconsin Legislative Council website: <http://www.legis.wisconsin.gov/lc>.

---

<sup>1</sup> Note that as of January 1, 2024, new employees of the City of Milwaukee and Milwaukee County who are eligible for retirement benefits are enrolled in the Wisconsin Retirement System. Future reports will be reduced to 85 plans and the legacy Milwaukee plans will be removed.

# PART I

## DESCRIPTION OF RETIREMENT SYSTEMS IN STUDY

### A. INTRODUCTION

Chart 1, on pages 5 to 7, provides descriptive data pertaining to the public employee retirement systems covered in this study.

### B. NUMBER OF PARTICIPANTS

The 87 plans in the 2023-24 Report provide pension coverage for 11,215,658 active employees and 9,306,270 retirees and beneficiaries, for a total of 20,521,928 participants. This total is 2.6% higher than the 20,007,376 participants in the prior report. The number of active participants has increased between the 2020-21 and 2023-24 Reports by less than .02% while the number of beneficiaries and annuitants has increased by 5.8% in the same time period.

### C. CATEGORIES OF EMPLOYEES INCLUDED IN PLANS

The column entitled “Employee Coverage” in Chart 1 shows whether each plan provides pension coverage to state employees (“S”), local employees (“L”), teachers (“T”), or some combination thereof. The 87 plans are categorized as follows:

<u>Employee Coverage</u>	<u>Number of Plans</u>
State employees only	13
Teachers only	26
Local employees only	10
State and local employees	13
State employees and teachers	3
State employees, local employees, and teachers	22

See Figure 1, *2023-24 Employee Coverage*, for a graphical representation of the categories.

### D. RATIO OF ACTIVE EMPLOYEES TO RETIRED EMPLOYEES

Chart 1 also shows the ratio of active employees to retired employees in the 87 systems surveyed. The average ratio has generally declined over prior years and continued to decline in 2023-24. For 2023-24, the average ratio was 1.29 while the comparable figures for the 2020-21 Report, the 2017-18 Report, the 2015 Report, and the 2012 Report respectively, were 1.38, 1.48, 1.76, and 2.01 (see Figure 2, *Participant Growth 2012 to 2023-24*). Eighty-three of the systems (95.4%) had an active employees to retired employees ratio of less than two, with 17 systems (19.5%) having a ratio of less than one.

### E. SOCIAL SECURITY COVERAGE

In 70 of the 87 plans (80%), participants are also covered under the federal Social Security program. Of the 17 public employee retirement systems included in this study that do not provide Social Security coverage, 10 cover teachers only. The decision on whether to participate in the Social Security program was at one time elective, rather than mandatory, for public employers. However, for those employers who have elected coverage, future participation is mandatory.

## F. TRENDS

Chart 1 shows a small increase in the total number of participants in the plans surveyed. The number of active employees has increased slightly, perhaps indicating a small increase in hiring of government employees, while the number of beneficiaries and annuitants has increased, likely due to further retirements. Ultimately, this has resulted in a general trend toward declining ratios of active to retired participants since 2000, but a minor change since the 2020-21 Report.

## G. THE WRS

In 2023-24, the WRS had 263,737 active employees and 238,111 beneficiaries and annuitants for a total of 501,848 participants. This total is an increase of 20,787 total participants and is 4.3% higher than the 481,061 participants in the 2020-21 Report. The number of active employees covered by the WRS increased by 5,399 (2.1%) and the number of beneficiaries and annuitants covered by WRS increased by 15,388 (6.9%) between 2020-21, and 2023-24. The WRS covers state and local employees and teachers. The ratio of active employees to retired employees in the WRS in 2023-24 is 1.11, which is a decrease of 4.3% from the ratio of 1.16 in the 2020-21 Report. The ratio of active employees to retired employees in the WRS for 2023-24 (1.11) is 14% lower than the average ratio for all plans (1.29). WRS employees are generally covered by Social Security.

CHART 1  
PUBLIC RETIREMENT SYSTEMS SURVEYED

	<u>State</u>	<u>Fund Name</u>	<u>Employee Coverage<sup>1</sup></u>	<u>Active Employees</u>	<u>Beneficiaries &amp; Annuitants</u>	<u>Ratio</u>	<u>S.S. Coverage</u>
1	Alabama	ERS	S, L	84,697	56,743	1.49	Yes
2	Alabama	TRS	T	135,783	105,549	1.29	Yes
3	Alaska	PERS	S, L	8,795	38,243	0.23	No
4	Alaska	TRS	T	3,023	14,126	0.21	No
5	Arizona	SRS	S, L, T	215,299	171,137	1.26	Yes
6	Arkansas	PERS	S, L	43,352	42,276	1.03	Yes
7	Arkansas	TRS	T	68,249	57,784	1.18	Yes
8	California	PERS-PERF	S, L	884,943	775,285	1.14	Yes
9	California	TRS	T	449,418	325,468	1.38	No
10	Colorado	PERA	S, L, T	50,738	44,517	1.14	No
11	Connecticut	SERS	S	47,269	57,327	0.82	Yes
12	Connecticut	TRS	T	53,436	39,843	1.34	No
13	Delaware	SEPP	S, T	39,412	31,745	1.24	Yes
14	Florida	FRS	S, L, T	440,134	482,510	0.91	Yes
15	Georgia	ERS	S	52,526	54,378	0.97	Yes
16	Georgia	TRS	T	230,326	144,043	1.60	Yes
17	Hawaii	ERS	S, L, T	64,243	54,973	1.17	Yes
18	Idaho	PERS	S, L, T	74,409	53,190	1.40	Yes
19	Illinois	SERS	S	61,651	78,189	0.79	Yes
20	Illinois	TRS	T	166,714	130,051	1.28	No
21	Illinois	MRF	L	175,446	149,869	1.17	Yes
22	Indiana	PERF	S, L, T	119,398	99,635	1.20	Yes
23	Indiana	TRF	S, L, T	66,344	63,409	1.05	Yes

24	Iowa	PERS	S, L, T	179,875	133,575	1.35	Yes
25	Kansas	PERS	S, L, T	151,984	113,031	1.34	Yes
26	Kentucky	KERS	S	35,269	53,296	0.66	Yes
27	Kentucky	CERS	L	88,015	82,535	1.07	Yes
28	Kentucky	TRS	T	75,644	59,559	1.27	No
29	Louisiana	SERS	S	38,414	50,958	0.75	No
30	Louisiana	TRSL	T	88,527	85,634	1.03	No
31	Maine	PERS	S, L, T	40,586	39,038	1.04	No
32	Maryland	SRPS-RCPB	S, L, T	193,954	168,960	1.15	Yes
33	Massachusetts	SERS	S	87,554	69,167	1.27	No
34	Massachusetts	TRS	T	101,286	70,769	1.43	No
35	Michigan	SERS	S	4,509	60,174	0.07	Yes
36	Michigan	MERS	L	30,438	45,839	0.66	Yes
37	Michigan	PSERS	T	155,229	225,215	0.69	Yes
38	Minnesota	MSRS-SERF	S	52,459	48,053	1.09	Yes
39	Minnesota	PERA -GERP	L	154,261	119,080	1.30	Yes
40	Minnesota	TRA	T	84,983	70,344	1.21	Yes
41	Mississippi	PERS	S, L, T	145,985	115,890	1.26	Yes
42	Missouri	SERS	S	43,088	55,363	0.78	Yes
43	Missouri	LAGERS	L	35,691	28,995	1.23	Yes
44	Missouri	PSRS	T	78,437	73,539	1.07	No
45	Montana	PERS	S, L	29,622	25,554	1.16	Yes
46	Montana	TRS	T	19,553	17,707	1.10	Yes
47	Nebraska	SERS	S	25,466	3,781	6.74	Yes
48	Nebraska	CERS	L	7,093	1,004	7.06	Yes
49	Nebraska	SRS	T	43,853	28,854	1.52	Yes
50	Nevada	PERS	S, L, T	99,132	70,956	1.40	No
51	New Hampshire	NHRS	S, L, T	48,687	42,415	1.15	Yes
52	New Jersey	PERS	S, L	244,324	193,988	1.26	Yes
53	New Jersey	TPAF	T	160,261	112,843	1.42	Yes
54	New Mexico	PERA	S, L	47,855	45,216	1.06	Yes
55	New Mexico	ERA	T	61,503	54,774	1.12	Yes
56	New York	ERS	S, L	481,547	474,561	1.01	Yes
57	New York	TRS	T	263,475	178,569	1.48	Yes
58	North Carolina	TSERS	S, T	297,802	246,374	1.21	Yes
59	North Carolina	LGERS	L	135,706	82,466	1.65	Yes
60	North Dakota	PERS	S, L	25,019	14,997	1.67	Yes
61	North Dakota	TRF	T	11,766	9,615	1.22	Yes
62	Ohio	PERS	S, L	281,966	227,048	1.24	No
63	Ohio	STRS	T	175,032	156,511	1.12	No
64	Oklahoma	PERS	S, L	28,671	36,899	0.78	Yes
65	Oklahoma	TRS	T	100,959	69,432	1.45	Yes
66	Oregon	PERS-OPSRP	S, L, T	183,642	163,196	1.13	Yes
67	Pennsylvania	SERS	S	96,395	135,647	0.71	Yes
68	Pennsylvania	PSERS	T	247,873	246,901	1.00	Yes
69	Rhode Island	ERS	S, T	24,513	22,923	1.07	Yes
70	South Carolina	SCRS	S, L, T	205,985	153,588	1.34	Yes
71	South Dakota	SRS	S, L, T	42,504	33,281	1.28	Yes



72	Tennessee	CRS	S, L, T	138,403	116,463	1.19	Yes
73	Texas	ERS	S	139,958	124,504	1.12	Yes
74	Texas	TRS	T	953,295	489,921	1.95	No
75	Texas	MRS	L	119,723	80,608	1.49	Yes
76	Utah	SRS-PERS	S, L, T	88,495	65,723	1.35	Yes
77	Vermont	SRS	S	8,611	8,058	1.07	Yes
78	Vermont	TRS	T	10,618	10,431	1.02	Yes
79	Virginia	SRS	S, L, T	337,310	263,620	1.28	Yes
80	Washington	PERS 2/3	S, L	164,468	76,115	2.16	Yes
81	Washington	TRS 2/3	T	81,199	25,871	3.14	Yes
82	West Virginia	PERS	S, L	34,952	29,405	1.19	Yes
83	West Virginia	TRS	T	34,871	37,097	0.94	Yes
84	Wyoming	WRS	S, L, T	34,712	30,855	1.13	Yes
85	Milwaukee*	City	L	10,094	13,265	0.76	Yes
86	Milwaukee*	County	L	3,215	7,819	0.41	Yes
87	Wisconsin	WRS	S, L, T	263,737	238,111	1.11	Yes
Totals: (87 Funds)				11,215,658	9,306,270	1.29	

<sup>1</sup>Coverage: S = State; L = Local; T = Teachers

**Figure 1. 2023-24 Employee Coverage**

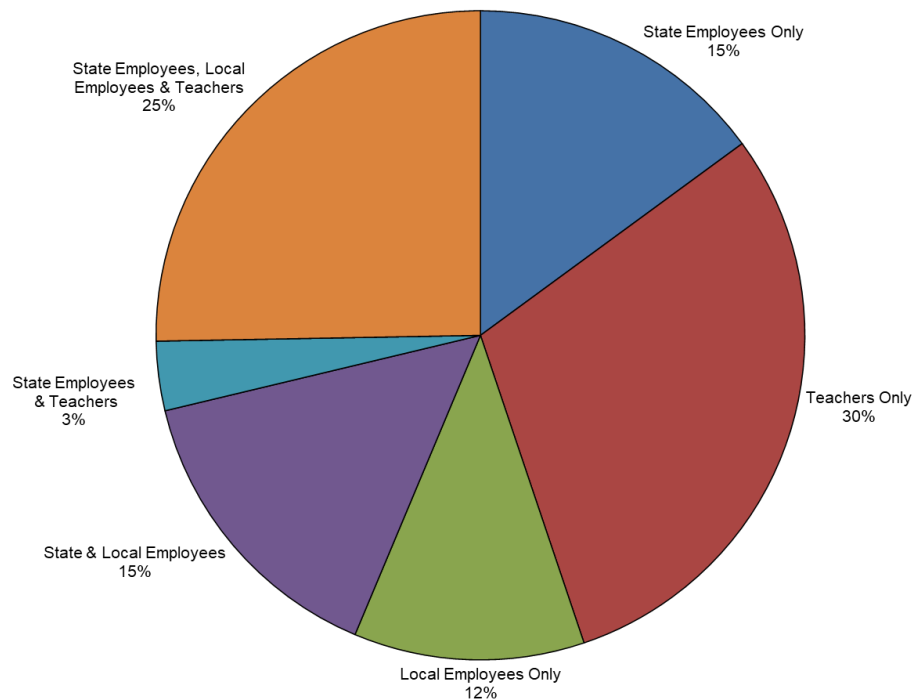
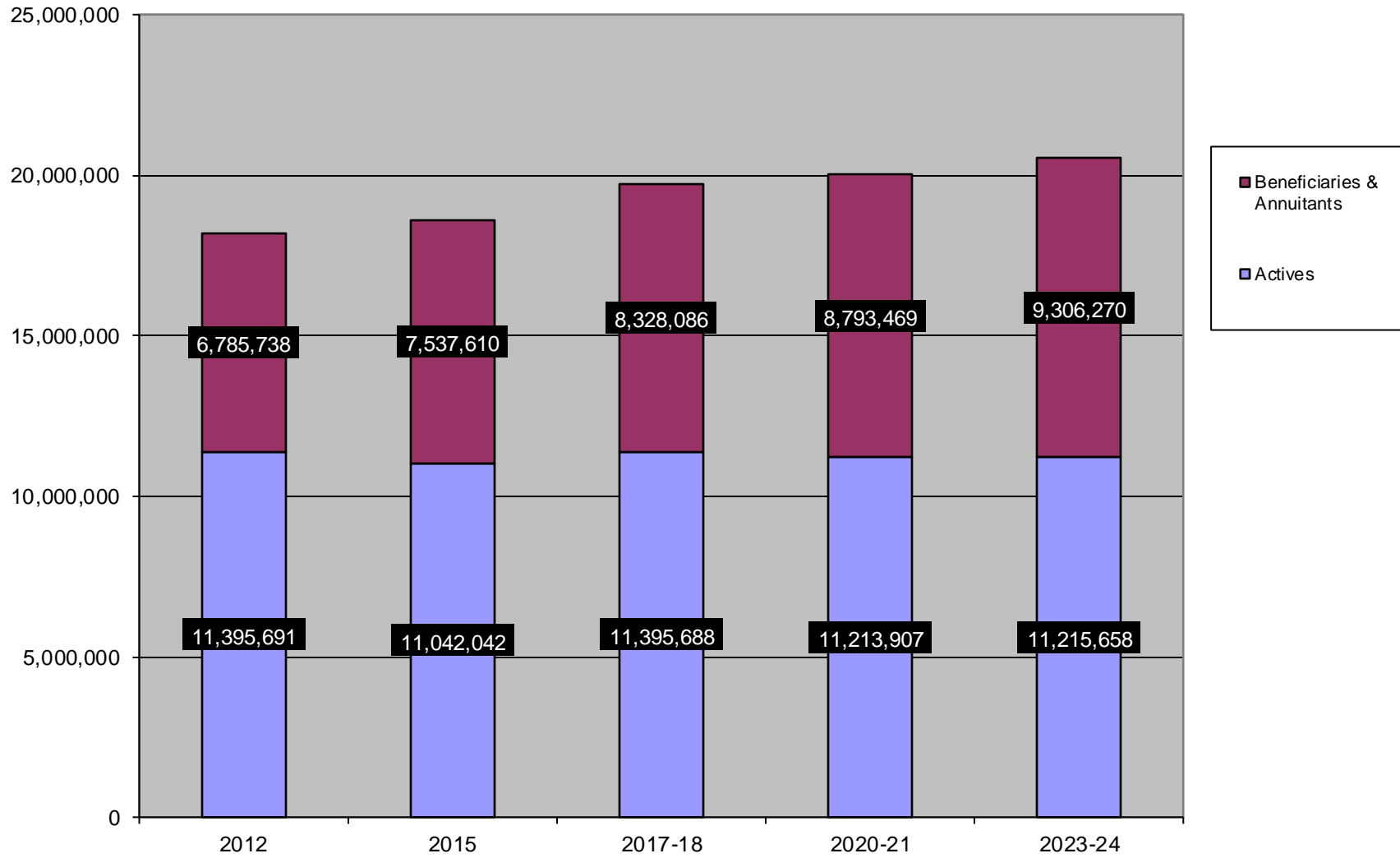


Figure 2. Participant Growth 2012 to 2023-24



## **PART II**

### **NORMAL AND EARLY RETIREMENT PROVISIONS**

#### **A. INTRODUCTION**

Chart 2, on pages 12 to 14, shows the normal and early retirement provisions for each of the plans covered in the study. Generally, the plans covered in the study are classified as “defined benefit plans” in which retirement benefits are calculated by a formula that takes into account years of service and final average salary.

Note that some of the defined benefit plans may also contain elements of defined contribution or money purchase plans. These provisions are generally not reflected in Chart 2, which seeks to describe the features of each plan that are standard and that apply to employees in general.

#### **B. NORMAL RETIREMENT**

“Normal retirement” refers to the age, number of years of service, or both, that a person must attain in order to qualify for full retirement benefits without an actuarial reduction in his or her annuity for early retirement. Most plans in the study have adopted multiple combinations of age and service under which a person may qualify for normal retirement. These are shown in the column entitled “Normal Retirement” in Chart 2.

Some retirement plans integrate normal retirement with the age under which a person is entitled to receive retirement benefits under the Social Security system. Age 65 is the age at which a person is entitled to receive full Social Security benefits, but this age is scheduled to increase to 66 and then to 67 over time.

Age 62 is the earliest age at which a person can receive Social Security retirement benefits, although the amount of the benefits are reduced to reflect the longer payout period. Chart 2 shows that 69 of the 87 plans (79.3%) allow normal retirement at age 62 or earlier for persons with many years of service. In addition, Chart 2 shows that 25 of the 87 plans (28.7%) permit normal retirement at age 62 or earlier with 10 or less years of service. Fifteen of the plans (17.2%) restrict normal retirement to persons who are at least 65.

Some plans that permit persons to retire earlier than age 62 also allow them to elect to increase their annuity prior to age 62 to reflect the amount of Social Security benefits it is estimated that they will receive at that time. The amount of the annuity paid after age 62 is then adjusted to compensate for the earlier payments.

Many of the plans in the study have adopted “**X years and out**” provisions, which allow employees to retire at any age (or at a minimum age) with normal retirement benefits after “X” years of service. The most common provision is 30 years of service combined with a minimum age of 55. The following table shows the number of “X years and out” provisions that were in effect in 2020-21, and compares these with the number of “X years and out” provisions in effect in the 2023-24 Report:

	<u>2020-21</u>	<u>2023-24</u>
35 years of service/age 55 or older	6 plans	4 plans
32 or 33 years of service/age 55 or older	5 plans	5 plans
30 years of service/age 55 or older	23 plans	25 plans
27 or 28 years of service/age 55 or older	3 plans	2 plans
25 years of service/age 55 or older	5 plans	5 plans
20 years of service/age 55 or older	6 plans	5 plans
<b>TOTAL</b>	<b>48 plans</b>	<b>46 plans</b>

Forty-nine plans have no “x years and out” provision.

In addition to the “X years and out” provisions, some plans have adopted “**Rule of Y**” provisions under which a person can retire with normal retirement benefits when that person's number of years of service, plus his or her age, equals a specified number. The following table shows the number of plans that, in 2023-24, had “Rule of Y” provisions and compares these with the number of plans that had “Rule of Y” provisions in 2020-21:

	<u>2020-21</u>	<u>2023-24</u>
Rule of 97	2 plans	2 plans
Rule of 92	0 plans	0 plans
Rule of 90	11 plans	10 plans
Rule of 88	1 plan	1 plan
Rule of 87	4 plans	4 plans
Rule of 85	6 plans	5 plans
Rule of 80	4 plans	4 plans
<b>TOTAL</b>	<b>28 plans</b>	<b>26 plans</b>

See Figure 3, *2023-24 Normal Retirement “Rule of Y” Provisions*, for a graphical representation of the 2023-24 “Rule of Y” provisions.

### C. EARLY RETIREMENT

Most of the plans covered in the 2023-24 Report permit “early retirement” before the normal age and service requirements of the plans have been met. The annuity of a person who elects early retirement is reduced from the amount that would have been received if the person had reached the normal retirement requirements. The early retirement provisions of each of the plans are shown in the column entitled “Early Retirement” in Chart 2. The most common minimum age for early retirement is age 55, with some minimum years of service. The second most common minimum age for early retirement is age 60.

Sixty-one of the 87 plans in the 2023-24 Report allow early retirement at a minimum age of 55 or more. Four of the 87 plans allow early retirement at a minimum age of less than 55. Four of the 87 plans either do not allow early retirement or early retirement provisions are not applicable to the plan (generally cash balance plans). (See Figure 4, *2023-24 Early Retirement Provisions*.)

The annuity of a person who elects to retire before reaching the minimum age and years of service required for normal retirement is subject to a reduction that is commonly referred to as an “**actuarial discount**.” The amount of the reduction for each of the plans is shown in the column entitled “Reduction for Early Retirement” in Chart 2. In many cases, the column in Chart 2 is not able to show the details of how the amount of the reduction is actually computed, because this amount is

frequently different for employees at different ages or with different numbers of years of service or for various classifications of employees. The data in the column, however, seeks to demonstrate the most common percentage reduction for each of the plans in the study.

## D. TRENDS

The 2023-24 Report indicates that the trend noted in previous reports that permitted retirement at earlier ages has largely stabilized. Between the 2000 and 2004 Reports, nine plans reduced their normal retirement provisions by reducing the minimum age or the number of years of service required, or both. Between the 2004 and 2006 Reports, only two plans did so. Between the 2006 and 2008 Reports, an additional seven plans reduced their normal retirement provisions. Between the 2008 and 2010 Reports, 21 states increased their normal retirement provisions and one decreased its normal retirement provision. Between the 2010 and 2012 Reports, 29 states increased their normal retirement provisions and four decreased their normal retirement provisions. Between 2012 and 2015, nine states increased their normal retirement provisions and no states decreased their normal retirement provisions. Between 2015 and 2017-18, six states increased their normal retirement provisions and three states decreased their normal retirement provisions. Between 2017-18 and 2020-21, three states increased their normal retirement provisions and there were no decreased normal retirement provisions. Between 2020-21 and 2023-24, there were no increased or decreased normal retirement provisions.

Early retirement provisions have stabilized as well. Between the 2000 and 2004 Reports, 10 plans reduced their early retirement provisions by reducing the minimum age or the number of years of service required, or both. Between the 2004 and 2006 Reports, only two plans did so. Between the 2006 and 2008 Reports, an additional eight plans reduced their early retirement provisions. Between the 2008 and 2010 Reports, 11 plans increased their early retirement provisions. Between the 2010 and 2012 Reports, 19 states increased their early retirement provisions. Between the 2012 and 2015 Reports, five states increased their early retirement provisions and three states decreased them. Between the 2015 and 2017-18 Reports, three states increased their early retirement provisions and no states decreased them. Between the 2017-18 and 2020-21 Reports, one state increased an early retirement provision and no states decreased them. Between the 2020-21 and 2023-24 Reports, two states increased an early retirement provision and no states decreased them.

## E. THE WRS

The normal retirement requirement for general employees in the WRS is 65 years of age. However, general employees who are at least 57 years of age and who have at least 30 years of service can retire without an actuarial discount. Also, general employees in the WRS may retire at 55 years of age with an actuarial discount. The amount of actuarial discount for early retirement for general employees in the WRS varies according to the employee's number of years of service.

CHART 2  
NORMAL AND EARLY RETIREMENT REQUIREMENTS

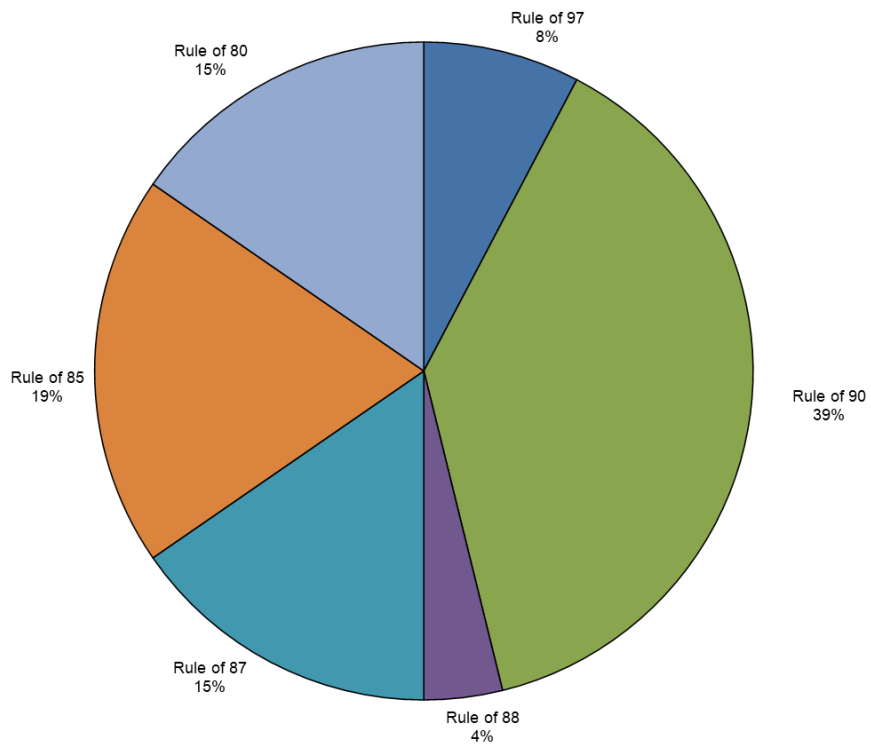
	<u>State</u>	<u>Fund Name</u>	<u>Coverage*</u>	<u>Normal Retirement (Age/Years)</u>	<u>Early Retirement (Age/Years)</u>	<u>Annual Reduction for Early Retirement</u>
1	Alabama	ERS	S, L	62/10; any 30	Age less than 62	2% yr
2	Alabama	TRS	T	62/10; any 30	Age less than 62	2% yr
3	Alaska	PERS	S, L	60/5; any 30	55/5	6% yr
4	Alaska	TRS	T	60/8; any 20	55/8	Actuarially determined
5	Arizona	SRS	S, L, T	65; 62/10; 60/25; 55/30	50/5	Table
6	Arkansas	PERS	S, L	65/5; any/28	55/5; any/25	6% yr
7	Arkansas	TRS	T	60/5; any/28	Any/25	10% yr < 28 yrs/age 60
8	California	PERS-PERF	S, L	55/5; 62/5	50/5	Table
9	California	TRS	T	60/5; 62/5	55/5	6% yr
10	Colorado	PERA	S, L, T	65/5; 64/R94; any/35	55/25; 60/5	6% yr to 55; 3% yr 55 to 60; 4% yr after 60
11	Connecticut	SERS	S	63/25; 65/10	58/10	6% yr
12	Connecticut	TRS	T	60/20; any/35	Any/25; 55/20	6% yr 1st 5 yr; 4% yr next 5 yr; 3% with 30 yr
13	Delaware	SEPP	S, T	65/10; 60/20; any/30	55/15; any/25	4.8% yr
14	Florida	FRS	S, L, T	65/8; any/33	Any/8	5% yr
15	Georgia	ERS	S	60/10; any/30	Any/25	7% yr
16	Georgia	TRS	T	60/10; any/30	Any/25	7% yr
17	Hawaii	ERS	S, L, T	65/10; 60/30	55/20	5% yr
18	Idaho	PERS	S, L, T	65/5; R90	55/5	3% yr for 1st 5 yr, then 5.75 yr
19	Illinois	SERS	S	60/8, any 35; R85	55/25	6% yr
20	Illinois	TRS	T	67/10	62/10	6% yr
21	Illinois	MRF	L	67/10; 62/35	62/10	6% yr
22	Indiana	PERF	S, L, T	65/10; 60/15; 55/R85	50/15	5% yr to 60; 1.2% yr age 60 to 65
23	Indiana	TRF	T	65/10; 60/15; 55/R85	50/15	5% yr to 60; 1.2% yr age 60 to 65
24	Iowa	PERS	S, L, T	65; 62/20; 55/R88	55/4	6% yr
25	Kansas	PERS	S, L, T	65/5; 60/30	55/10	Factor-based -- 35% at age 60; 57.5% at age 55
26	Kentucky	KERS	S	65/5; 57/R87	60/10 (New participants = N/A)	6.5% 1st 5 yrs; 4.5% next 5 yrs (New participants = account balance converted to annuity)
27	Kentucky	CERS	L	65/5; 57/R87	60/10 (New participants = N/A)	6.5% 1st 5 yrs; 4.5% next 5 yrs (New participants = account balance converted to annuity)
28	Kentucky	TRS	T	65/5; 57/10	55/10	6% yr
29	Louisiana	SERS	S	62/5	Any/20	Actuarially determined
30	Louisiana	TRSL	T	62/5	Any/20	Actuarially determined
31	Maine	PERS	S, L, T	65/5	Any/25	6% yr
32	Maryland	SRPS-RCPB	S, L, T	65/10; R90	60/15	6% yr
33	Massachusetts	SERS	S	67/10	60/10	.125% yr, for each yr before 67
34	Massachusetts	TRS	T	67/10	60/10	.125% yr, for each yr before 67
35	Michigan	SERS	S	60/10; 55/30	55/15	6% yr
36	Michigan	MERS	L	60/10; 55/15-30; 50/25 or 30	55/15	Table
37	Michigan	PSERS	T	60/10; 55/30	55/15	6% yr

38	Minnesota	MSRS-SERF	S	65/5	55/5	3% yr
39	Minnesota	PERA - GERP	L	65/5	55/5	3% yr
40	Minnesota	TRA	T	66/3	55/3	Table
41	Mississippi	PERS	S, L, T	60/8; any/30	Any less than 30	Table
42	Missouri	SERS	S	67/5; 55/R90	62/5	6% yr
43	Missouri	LAGERS	L	60/5; R80 option	55/5	6% yr
44	Missouri	PSRS	T	60/5; R80; any/30	55/5	Actuarially determined
45	Montana	PERS	S, L	65/5; age 70	55/5	Actuarially determined
46	Montana	TRS	T	60/5; 55/30	55/5	Actuarially determined
47	Nebraska	SERS	S	55	N/A	Cash balance
48	Nebraska	CERS	L	55	N/A	Cash balance
49	Nebraska	SRS	T	65	60/R85	Actuarially determined
50	Nevada	PERS	S, L, T	65/5; 62/10; 55/30; any 33 1/3	Any/5	6% yr
51	New Hampshire	NHRS	S, L, T	65/any	60/30	3% yr
52	New Jersey	PERS	S, L	65/any	Any/30	3% yr
53	New Jersey	TPAF	T	65/any	Any/30	3% yr
54	New Mexico	PERA	S, L	65/5; R85/5	N/A	N/A
55	New Mexico	ERA	T	67/5; any/30; R80/65	R80	Table
56	New York	ERS	S, L	63/5	55/5	6.5% yr
57	New York	TRS	T	63/5	55/5	6.5% yr
58	North Carolina	TSERS	S, T	65/5; 60/25; any/30	60/5; 50/20	3% yr >65 + 5% yr for each year > 60
59	North Carolina	LGERS	L	65/5; 60/25; any/30	60/5; 50/20	3% yr >65 + 5% yr. for each year > 60
60	North Dakota	PERS	S, L	65/any; 60/R90	60/3	8% yr
61	North Dakota	TRF	T	65/5; 60/R90	55/5	8% yr
62	Ohio	PERS	S, L	67/5; 55/32	57/25; 62/5	Table
63	Ohio	STRS	T	65/5; 55/25; 30+ Table	Prior to Age 65/5; >30	Table
64	Oklahoma	PERS	S, L	65/8; 60/R90	55/10	6.67% yr
65	Oklahoma	TRS	T	65/7; R90	60/7	Table
66	Oregon	PERS-OPSRP	S, L, T	60; 58/30	55/5	Full actuarial reduction
67	Pennsylvania	SERS	S	67/3; R97 with 35 yrs	Any/10	Actuarially reduced
68	Pennsylvania	PSERS	T	67/3; R97 with 35 yrs	57/25	3% yr
69	Rhode Island	ERS	S, T	65/30; 64/31; 63/32; 62/33	60/20	7% - 9% yr
70	South Carolina	SCRS	S, L, T	65/8; R90	60/8	5% a yr age/4% yr service
71	South Dakota	SRS	S, L, T	67/3	57/3	5% yr
72	Tennessee	CRS	S, L, T	60/5; 30 yrs	55/10; 25 yrs	4.8% yr
73	Texas	ERS	S	65/5	N/A	N/A
74	Texas	TRS	T	65/5; 62/R80	55/5; any/30	5% yr before 62
75	Texas	MRS	L	60/5; any/20	Varies	Varies
76	Utah	SRS-PERS	S, L, T	65/4; any/30	25 years	Table
77	Vermont	SRS	S	65/any; R87	55/5	Table
78	Vermont	TRS	T	65/any; R90	55/5	Full actuarial reduction
79	Virginia	SRS	S, L, T	Social Security normal age/5; R90	60/5	Varies dep on yrs svc
80	Washington	PERS 2/3	S, L	65/10; 65/5 w/12 mo svc after age 44	55/10	5% yr
81	Washington	TRS 2/3	T	65/10; 65/5 w/12 mo svc after age 44	55/10	5% yr
82	West Virginia	PERS	S, L	62/10	60/10; 57/20; 55/30	Full actuarial reduction

83	West Virginia	TRS	T	62/10	60/10; 57/20; 55/ 30	Full actuarial reduction
84	Wyoming	WRS	S, L, T	65/4; R85	55/4; any/25	5% yr
85	Milwaukee	City	L	65; 60/30	55/15	Table
86	Milwaukee	County	L	64; 55/30; R75	55/15	5% yr
87	Wisconsin	WRS	S, L, T	65/5; 30/R87	55	4.8% yr

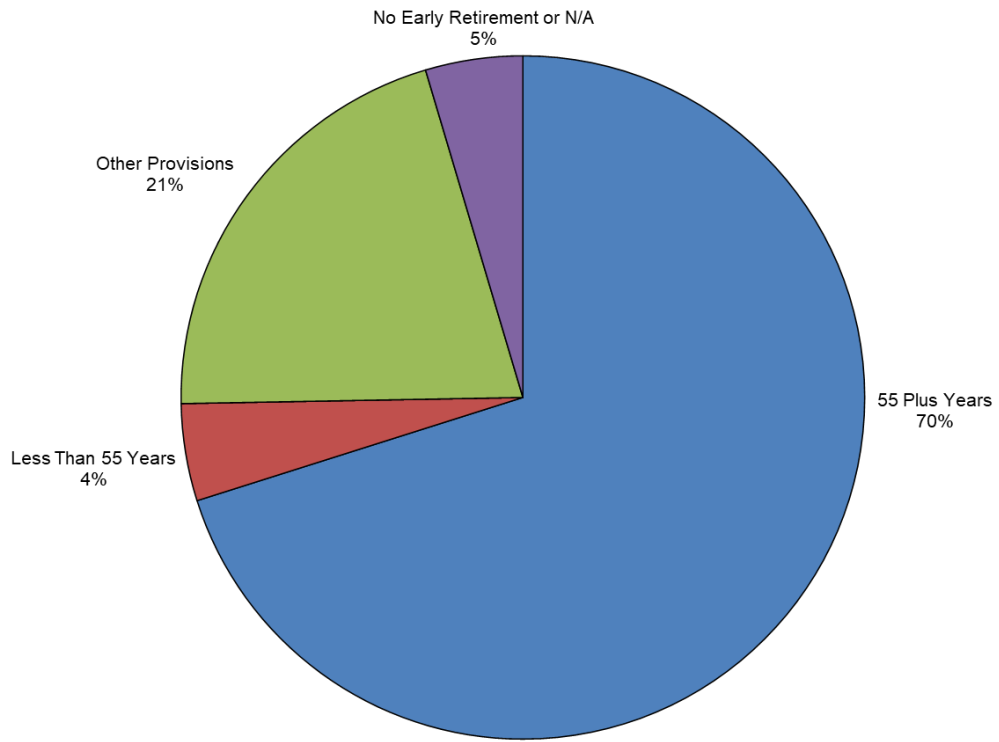
\*Coverage: S = State; L = Local; T = Teachers; x/y = Age/Service

Figure 3. 2023-24 Normal Retirement "Rule of Y" Provisions





**Figure 4. 2023-24 Early Retirement Provisions**



## PART III

# CONTRIBUTION RATES AND VESTING REQUIREMENTS

### A. INTRODUCTION

Chart 3, on pages 18 and 19, shows the employee normal cost contribution rate, the employer normal cost contribution rate, and the vesting period for each of the 87 plans in the study. The contribution rates are shown as a percentage of salary.

### B. EMPLOYEE CONTRIBUTIONS

Large private sector corporations that provide defined benefit pension plans frequently do not require employee contributions to the primary plan, but frequently also provide supplemental profit-sharing or savings plans that allow employees to contribute to the plan and receive an employer “match” to some or all of the contribution. Conversely, most public employee pension plans at least nominally require employees to contribute a certain percentage of their salary to the plan, although some public employee pension plans provide for employer “pick-up” of the employee contribution. In addition, secondary savings plans for public employees, such as Section 457 deferred compensation plans, are funded totally from employee contributions with no employer match.

In plans where amounts designated as employee contributions for accounting purposes are paid by the employer, there are financial advantages to both the employer and the employee if, instead of granting compensation increases, an employer pays the employee contribution to the retirement plan. Compensation payments are subject to old-age, survivors and disability insurance payments (Social Security), and Medicare payments while contributions to a retirement plan are not. In addition, the practice may be attractive to employers because employer pick-up of retirement contributions is not added into employee base wages, reducing the amount of future percentage-based salary increases.

The column in Chart 3 entitled “Employee Contribution” shows the 2023-24 employee normal cost contribution rates for the 87 plans covered in the study, derived from the Public Plan Database and expressed as a percentage of payroll. The normal cost rate is stated exclusive of accrued liabilities and appears to offer improved comparability relative to data from prior reports. Medical and other non-pension costs are generally not included. These requirements are compared with employee contributions in the 2020-21 Report in the following table:

<u>Employee Contribution Rates</u>	<u>2020-21</u>	<u>2023-24</u>
5% or less	28 plans	24 plans
5% to 8%	40 plans	36 plans
More than 8%	19 plans	25 plans
Varies	N/A	2 plans
<b>TOTAL</b>	87 plans	87 plans

See Figure 5, *2023-24 Employee Contribution Rates*, for a graphical representation.

## C. EMPLOYER CONTRIBUTIONS

The employer contribution rates shown in Chart 3 are derived from self-reported data from the Public Plan Database mentioned in the introduction of this report. Again, the normal cost rate is stated exclusive of accrued liabilities and appears to offer improved comparability relative to data from prior reports. Medical and other non-pension costs are generally not included.

In addition, the employer contributions reported in Chart 3 are intended to reflect actual contributions made by the employer. In some plans covered by this report, employers may have paid contributions to the retirement plans at rates less than those that were determined by actuarial valuation as necessary to fully fund the pension plan.

## D. VESTING

The term “vesting” refers to an employee’s right, after satisfying some minimum service requirement, to receive some pension benefits regardless of whether the employee remains in a job covered by the pension plan. Vesting requirements for the plans included in the 2023-24 Report are displayed in the last column of Chart 3. The following table shows the changes that have occurred between 2020-21 and 2023-24:

	<u>2020-21</u>	<u>2023-24</u>
Immediate or >1 year vesting	1 plan	1 plan
Vesting after 3 years	5 plans	5 plans
Vesting after 4 or 5 years	42 plans	45 plans
Vesting after 7 or 8 years	6 plans	7 plans
Vesting after 10 years	30 plans	26 plans
Graded or varying	3 plans	3 plans
<b>TOTAL</b>	<b>87 plans</b>	<b>87 plans</b>

In 2023-24, a total of 51 plans, or 58.6% of the 87 plans in the study, require five or less years of service to vest. This is an increase of 3 plans since the 2020-21 Report. The number of plans that require 10 years of service to vest decreased by 4 between 2020-21 and 2023-24. See Figure 6, *2023-24 Vesting Rates*, for a graphical representation.

## E. TRENDS

The long-term trend in public employee pension plan vesting is generally biased toward vesting periods of five years or less. Thirty-five of the 87 plans covered in the 2023-24 Report had vesting requirements that were greater than five years, versus 36 plans in 2020-21. Normal cost contribution rates generally fluctuate with investment returns where they are not statutorily prescribed. It is important to note that many of the reported normal cost rates are separated from existing accrued liabilities. If accrued liabilities were included, many of these rates would be significantly higher.

## F. THE WRS

No vesting period was required for employees in the WRS prior to 2011. Employees who began work on or after July 1, 2011 must accrue five years of creditable service to be fully vested in the WRS. The employee contribution rate for general employees for 2023-24 increased to 6.9% from 6.5% in the 2020-21 report. Employees and employers split the annual actuarial cost of maintaining the retirement trust fund by splitting the full cost into equal contributions. Thus, the employer contribution rate for 2023-24 was also 6.9%.

CHART 3  
CONTRIBUTION AND VESTING REQUIREMENTS

	<u>State</u>	<u>Fund Name</u>	<u>Social Security</u>	<u>Employee Normal Cost Contribution</u>	<u>Employer Normal Cost or Statutory Contribution</u>	<u>Vesting Period</u>
1	Alabama	ERS	Yes	7.05%	1.15%	10 years
2	Alabama	TRS	Yes	7.04%	2.05%	10 years
3	Alaska	PERS	No	6.96%	7.81%	5 years
4	Alaska	TRS	No	4.36%	10.31%	8 years
5	Arizona	SRS	Yes	12.22%	1.88%	Immediate
6	Arkansas	PERS	Yes	3.71%	7.77%	5 years
7	Arkansas	TRS	Yes	6.54%	6.43%	5 years
8	California	PERS- PERF	Yes	7.89%	11.65%	5 years
9	California	TRS	No	10.24%	10.06%	5 years
10	Colorado	PERA	No	10.58%	2.39%	5 years
11	Connecticut	SERS	Yes	4.32%	5.79%	10 years
12	Connecticut	TRS	No	6.00%	5.65%	10 years
13	Delaware	SEPP	Yes	3.80%	6.13%	10 years
14	Florida	FRS	Yes	3.00%	7.23%	8 years
15	Georgia	ERS	Yes	1.65%	4.63%	10 years
16	Georgia	TRS	Yes	6.00%	7.35%	10 years
17	Hawaii	ERS	Yes	6.08%	7.82%	10 years
18	Idaho	PERS	Yes	7.43%	7.50%	5 years
19	Illinois	SERS	Yes	5.65%	13.75%	10 years
20	Illinois	TRS	No	9.00%	10.66%	10 years
21	Illinois	MRF	Yes	4.50%	5.22%	10 years
22	Indiana	PERF	Yes	0.00%	3.56%	10 years
23	Indiana	TRF	Yes	0.00%	5.02%	10 years
24	Iowa	PERS	Yes	6.29%	4.21%	4 years
25	Kansas	PERS	Yes	6.09%	2.27%	5 years
26	Kentucky	KERS	Yes	5.33%	7.16%	5 years
27	Kentucky	CERS	Yes	5.54%	6.51%	5 years
28	Kentucky	TRS	No	9.03%	5.57%	5 years
29	Louisiana	SERS	No	8.06%	2.35%	5 years
30	Louisiana	TRSL	No	7.98%	3.10%	5 years
31	Maine	PERS	No	7.65%	3.88%	5 years
32	Maryland	SRPS- RCPB	Yes	6.74%	3.60%	10 years
33	Massachusetts	SERS	No	8.72%	5.29%	10 years
34	Massachusetts	TRS	No	9.78%	3.59%	10 years
35	Michigan	SERS	Yes	4.00%	5.19%	10 years
36	Michigan	MERS	Yes	2.84%	4.15%	5 to 10 years

37	Michigan	PSERS	Yes	5.00%	5.93%	10 years
38	Minnesota	MSRS- SERF	Yes	6.00%	1.99%	5 years
39	Minnesota	PERA - GERP	Yes	6.50%	1.18%	5 years
40	Minnesota	TRA	Yes	7.50%	1.73%	3 years
41	Mississippi	PERS	Yes	7.93%	1.09%	8 years
42	Missouri	SERS	Yes	1.80%	6.73%	5 years
43	Missouri	LAGERS	Yes	1.13%	9.83%	5 years
44	Missouri	PSRS	No	14.50%	2.97%	5 years
45	Montana	PERS	Yes	7.90%	1.91%	5 years
46	Montana	TRS	Yes	8.15%	1.60%	5 years
47	Nebraska	SERS	Yes	4.80%	7.50%	3 years
48	Nebraska	CERS	Yes	4.50%	6.75%	3 years
49	Nebraska	SRS	Yes	9.78%	3.52%	5 years
50	Nevada	PERS	No	3.26%	12.80%	5 years
51	New Hampshire	NHRS	Yes	7.73%	3.35%	10 years
52	New Jersey	PERS	Yes	7.40%	3.29%	10 years
53	New Jersey	TPAF	Yes	7.23%	3.63%	10 years
54	New Mexico	PERA	Yes	12.20%	4.07%	5 years
55	New Mexico	ERA	Yes	10.70%	3.87%	5 years
56	New York	ERS	Yes	2.37%	8.20%	10 years
57	New York	TRS	Yes	1.40%	9.41%	10 years
58	North Carolina	TSERS	Yes	6.00%	5.16%	5 years
59	North Carolina	LGERS	Yes	6.00%	5.74%	5 years
60	North Dakota	PERS	Yes	6.93%	4.53%	3 years
61	North Dakota	TRF	Yes	12.00%	0.53%	5 years
62	Ohio	PERS	No	9.76%	4.79%	Varies
63	Ohio	STRS	No	14.00%	-3.14%	Varies
64	Oklahoma	PERS	Yes	4.24%	6.75%	8 years
65	Oklahoma	TRS	Yes	7.00%	3.57%	7 years
66	Oregon	PERS- OPSRP	Yes	0.04%	11.45%	5 years
67	Pennsylvania	SERS	Yes	4.96%	1.50%	10 years
68	Pennsylvania	PSERS	Yes	7.61%	7.37%	10 years
69	Rhode Island	ERS	Yes	3.95%	3.86%	5 years
70	South Carolina	SCRS	Yes	9.00%	1.63%	8 years
71	South Dakota	SRS	Yes	6.60%	4.48%	3 years
72	Tennessee	CRS	Yes	4.96%	4.91%	5 years
73	Texas	ERS	Yes	9.50%	4.66%	10 years
74	Texas	TRS	No	7.70%	4.06%	5 years
75	Texas	MRS	Yes	6.69%	8.79%	5 years
76	Utah	SRS- PERS	Yes	0.00%	11.63%	4 years
77	Vermont	SRS	Yes	6.79%	5.88%	5 years
78	Vermont	TRS	Yes	5.00%	5.58%	5 years
79	Virginia	SRS	Yes	4.57%	4.69%	5 years
80	Washington	PERS 2/3	Yes	5.49%	5.49%	10 years
81	Washington	TRS 2/3	Yes	7.61%	7.61%	10 years
82	West Virginia	PERS	Yes	4.50%	4.54%	10 years
83	West Virginia	TRS	Yes	6.00%	3.84%	10 years
84	Wyoming	WRS	Yes	9.13%	1.73%	4 years
85	Milwaukee	City	Yes	5.62%	10.18%	4 years
86	Milwaukee	County	Yes	6.03%	3.21%	5 years
87	Wisconsin	WRS	Yes	6.50%	6.50%	5 years

Figure 5. 2023-24 Employee Contribution Rates

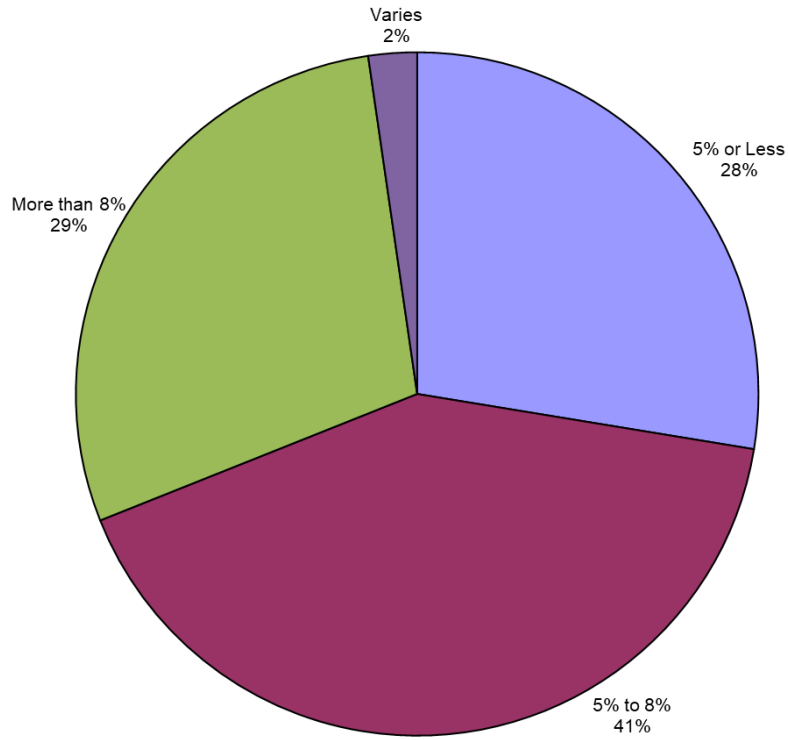
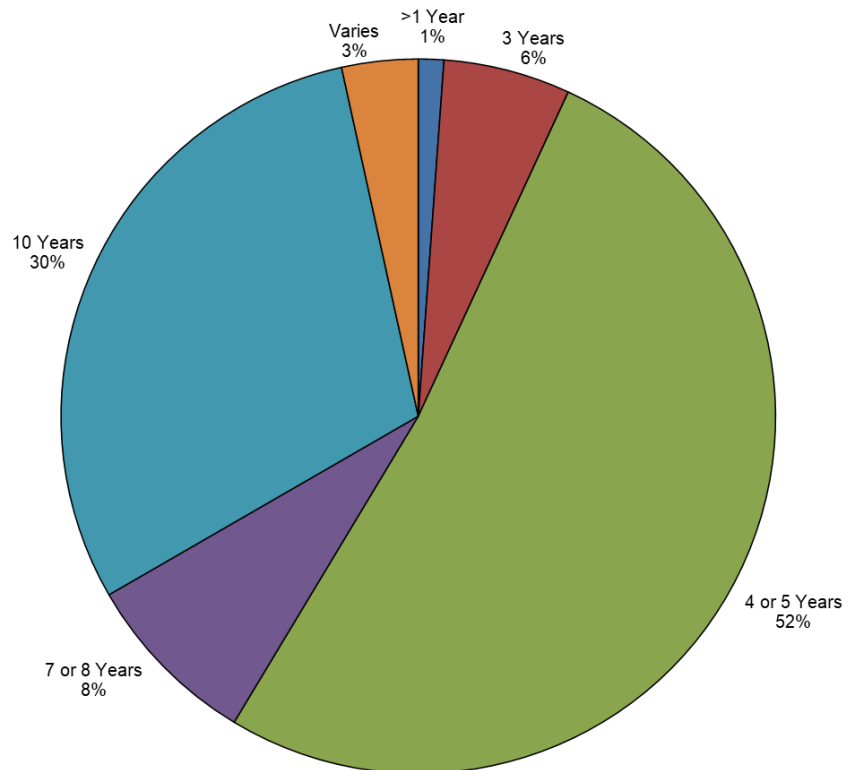


Figure 6. 2023-24 Vesting Rates



## PART IV RETIREMENT BENEFIT CALCULATIONS

### A. INTRODUCTION

Chart 4, on pages 23 to 25, shows the retirement benefit formulas in effect for 2023-24 for each of the plans. The formulas are those used to calculate the benefits of general employees and teachers and may not apply to other categories of employees. For example, elected officials and employees who are classified as “protective employees” generally have higher formula benefit multipliers and earlier normal retirement dates.

In addition, many of the plans in the study have different “tiers” of formula benefits that apply to employees depending upon when they were hired. In Chart 4, the data presented for each plan generally refers to the **most recent** category of newly hired employees. Generally, the lowest category of formula multiplier is noted where states’ multipliers vary by years of service.

As is shown in Chart 4, currently all but eight of the plans in the study are “defined benefit plans” in which an employee’s retirement benefits are generally calculated by multiplying the employee’s number of years of service by a “formula multiplier” and multiplying the product of this calculation by the employee’s final average salary:

$$\text{Years of Service} \times \text{Formula Multiplier} \times \text{Final Average Salary} = \text{Retirement Annuity}$$

In effect, the formula multiplier is the annualized percentage of the final average salary that an employee earns as a retirement annuity for each year of service.

The remaining plans are defined contribution or cash balance plans where the value of contributions plus interest equals the retirement benefit. Some of the defined benefit plans in the study also include “money purchase” elements.

### B. “BASIC” PLANS IN WHICH EMPLOYEES ARE NOT COVERED BY SOCIAL SECURITY

Employees of 17 of the 87 plans in the study are not covered by Social Security (see Chart 1). The plans in which employees are not covered by Social Security frequently have a higher formula multiplier to compensate for the lack of Social Security coverage. The 17 plans in which employees are not covered by Social Security generally have formula multipliers ranging between 2% and 2.5% for each year of service.

### C. “COORDINATED” PLANS IN WHICH EMPLOYEES ARE COVERED BY SOCIAL SECURITY

Seventy of the 87 plans in the study are “coordinated” with the Social Security system, meaning that employees earn Social Security benefits for their employment. There are a wide range of formula multipliers in effect for these 70 plans, which sometimes vary by number of years of service, by date of employment, or by age at retirement. For 2023-24, the formula multiplier for the coordinated plans that are not money purchase plans, defined contribution plans, or plans in which the employer determines the formula multiplier generally fall into a range between 1.25% and 2.0%. This number may actually be somewhat higher because a number of plans increase their multiplier rates following a certain number of years of service, generally 15, 25, or 30 years, or have other returns (defined contribution or money purchase) associated with the core multiplier.

The formula benefits for 2023-24, as shown in Chart 4, are summarized and compared with the data found in the 2020-21 Report in the following table:

<u>Formula Multiplier</u>	<u>2020-21</u>	<u>2023-24</u>
1.25 to 1.7	17 plans	18 plans
Over 1.7% to 1.9%	9 plans	9 plans
Over 1.9% to 2.1%	17 plans	12 plans
Over 2.1%	11 plans	7 plans
Varies or N/A	30 plans	36 plans

See Figure 7, *2023-24 Formula Multipliers*, for a graphical representation.

#### D. FINAL AVERAGE SALARY

Defined benefit plans base the amount of a retirement annuity on the employee’s “final average salary,” or FAS. The FAS is generally the employee’s highest earnings over a specified number of years or months, which are sometimes required to be consecutive years or months. Typically, an employee’s highest salary will be the amount of salary he or she earned immediately prior to retirement.

Since the 2020-21 Report, plans utilizing a 3-year FAS increased by 1, plans utilizing a 5-year FAS increased by 6 and plans that utilize another FAS period or for which an FAS period is not applicable have decreased by 5. The most common method is to use a five-year average, which may require calculation of consecutive years or of years that fall within a given period (for example, the five highest years within a 10-year period). Fifty-one of the 87 plans (59%) use a five-year FAS. The next most prevalent calculation of FAS is a three-year period: 25 of the 87 plans (27%) used a three-year period in 2023-24. See Figure 8, *2023-24 Final Average Salary Period*, for a graphical representation.

#### E. LIMITATIONS ON BENEFITS

The last column of Chart 4 shows the plans that have established a limit on the amount of pension benefits that may be received by a retiree. This limitation may be expressed as a maximum percentage of final average salary, as a maximum number of years that may be credited, or as a maximum percentage of highest salary. The majority of plans surveyed state no maximum benefit limitation. They are followed by those with a limit of 100% of final average salary.

#### F. TRENDS

Multipliers at the higher end were trending lower between 2020-21 and 2023-24, particularly in plans with multipliers over 1.9% (a decrease of 9). As noted in Section D., a 5-year FAS remains predominant. Plan caps continue to trend toward lower limits with a few states adopting maximums for new employees in recent years.

#### G. THE WRS

The WRS is primarily a defined benefit plan. However, it also has a “money purchase” feature that computes an employee’s retirement benefits by the amount of an annuity that can be purchased with moneys in the employee’s retirement account. The employee receives the higher of either the formula-based defined benefit annuity or the money purchase annuity.



The formula multiplier for non-protective employees in the WRS is 1.6%. Final average salary under the WRS is an average of the three highest years of an employee's salary. Formula-based defined benefit annuities for general employees are capped at 70% of final average salary.

CHART 4  
FINAL AVERAGE SALARY PERIODS-FORMULAS-LIMITATIONS

	<u>State</u>	<u>Fund Name</u>	<u>FAS Period<sup>1</sup></u>	<u>Formula Multiplier</u>	<u>Limitation</u>
1	Alabama	ERS	5 H/10	1.65%	80%
2	Alabama	TRS	5 H/10	1.65%	80%
3	Alaska	PERS	5 HC	2.0% (1st 10 yrs); 2.25% (next 10 yrs); 2.5% (rem. yrs)	None
4	Alaska	TRS	3 H	2.0% (1st 20 yrs); 2.5% (rem. yrs)	None
5	Arizona	SRS	5 HC	2.1% (1st 20 yrs); 2.15% (next 5); 2.2% (next 5); 2.3% 30+ yrs	80% FAS
6	Arkansas	PERS	5 H	2% + .5% for yrs of service over 28 yrs	None
7	Arkansas	TRS	5 H	2.15% (for contributory plan)	None
8	California	PERS-PERF	3 H	2% at 62; increases with retirement age	None
9	California	TRS	3 H	2% at 62; increases with retirement age	None
10	Colorado	PERA	3 H	2.5% or money purchase value	100% FAS
11	Connecticut	SERS	5 H (130% cap)	1.30%	None
12	Connecticut	TRS	3 H	2%	75% FAS
13	Delaware	SEPP	3 H	1.85%	None
14	Florida	FRS	8 H	1.6% to 1.68% (age and yrs of service)	100% FAS
15	Georgia	ERS	2 HC	2%	None
16	Georgia	TRS	2 HC	2%	40 yrs max
17	Hawaii	ERS	5 H	1.75%	None
18	Idaho	PERS	3 1/2 HC	2%	100% FAS
19	Illinois	SERS	4h/10	1.67%	75% FAS
20	Illinois	TRS	8 HC/10	Life Annuity based on Contributions + Interest	75% FAS
21	Illinois	MRF	8 HC/10	1.67% (1st 15 yrs); 2% (addtl. yrs)	75% FAS
22	Indiana	PERF	5 H	1.1% + Def. Contrib. money purchase annuity	None
23	Indiana	TRF	5 H	1.1% + Def. Contrib. money purchase annuity	None
24	Iowa	PERS	5 H	2% (1st 30 yrs); 3% (next 5 yrs)	65% FAS
25	Kansas	PERS	5 H	1.85% (New participants = cash balance plan)	None
26	Kentucky	KERS	Last 5 (New part.= NA)	1.1%-2.0% Dep. On YOS (New part. = contributions + interest credits)	None
27	Kentucky	CERS	Last 5 (New part.= NA)	1.1%-2.0% Dep. On YOS (New part. = contributions + interest credits)	None

28	Kentucky	TRS	5 H; 3 H w/27 yr	1.7%-2.4% Dep. on YOS	None
29	Louisiana	SERS	3 HC	2.5%	100% FAS
30	Louisiana	TRSL	5 HC	2.5%	100% FAS
31	Maine	PERS	3 H	2%	None
32	Maryland	SRPS-RCPB	5 HC	1.5%	None
33	Massachusetts	SERS	5 HC or Last 5	.5 to 2.5% (age-related)	80% FAS
34	Massachusetts	TRS	5 HC or Last 5	.5% to 2.5% (age-related)	80% FAS
35	Michigan	SERS	3 HC	1.5%	None
36	Michigan	MERS	3 or 5 HC	1.0% to 2.5% (employer option)	80% FAS
37	Michigan	PSERS	5 HC	1.5%	None
38	Minnesota	MSRS-SERF	5 HC	1.7%	None
39	Minnesota	PERA - GERP	5 HC	1.7%	None
40	Minnesota	TRA	5 HC	1.9%	None
41	Mississippi	PERS	4 H	2% (1st 30 yrs); 2.5% (added yrs)	Table
42	Missouri	SERS	3 HC	1.7% (+ .8% to age 62 if R90 met)	None
43	Missouri	LAGERS	5 HC/3 HC opt.	1-2.5% (varies by employer option)	None
44	Missouri	PSRS	3 HC	2.50%	100%
45	Montana	PERS	5 HC	1.5% less than 10 yrs; 1.785% 10 to 30 yrs; 2.0% 30+ yrs	110%
46	Montana	TRS	5 HC	1.85%	None
47	Nebraska	SERS	N/A	Cash balance	N/A
48	Nebraska	CERS	N/A	Cash balance	N/A
49	Nebraska	SRS	5 H	2%	None
50	Nevada	PERS	3 HC	2.25%	75% FAS
51	New Hampshire	NHRS	5 H	1.52%	85% FAS
52	New Jersey	PERS	5 HC	1.67%	None
53	New Jersey	TPAF	5 HC	1.67%	None
54	New Mexico	PERA	5 HC	2.5%	90% FAS
55	New Mexico	ERA	5 HC	1.35/1st 10; 2.35/11 to 20; 3.35/21 to 30; 2.4/30+	None
56	New York	ERS	5 HC (10% cap)	1.67% (to 20 yrs); 35% of FAS + 2% per yr (20 yrs+)	Governor's salary
57	New York	TRS	5 HC	1.67% (under 25 yrs); 1.75% @ 20 yrs; 35% of FAS + 2% per yr (over 20 yrs)	Governor's salary
58	North Carolina	TSERS	4 HC	1.82%	None
59	North Carolina	LGERS	4 HC	1.85%	None
60	North Dakota	PERS	3 H/last 15	1.75%	None
61	North Dakota	TRF	5 H	2.00%	None
62	Ohio	PERS	5 H	2.2%; 2.5% for 35+ yrs	100% FAS
63	Ohio	STRS	5 H	2.2%; 2.5% for 35+ yrs	None
64	Oklahoma	PERS	5 H/last 10	2%	None

65	Oklahoma	TRS	5 H	2%	None
66	Oregon	PERS- OPSRP	3 H	1.50%	None
67	Pennsylvania	SERS	3 H	1.25%	100% FAS
68	Pennsylvania	PSERS	3 H	1.25%	100% FAS
69	Rhode Island	ERS	5 HC	1.6-2.5%	80% FAS
70	South Carolina	SCRS	5 HC	1.82%	None
71	South Dakota	SRS	5 HC of last 10	1.80%	None
72	Tennessee	CRS	5 HC	1.5% up to SSIL; 1.75 over SSIL	90% FAS
73	Texas	ERS	5 H	Cash balance	None
74	Texas	TRS	5 H	2.3%	None
75	Texas	MRS	N/A	Cash balance	None
76	Utah	SRS-PERS	3 H	2%	None
77	Vermont	SRS	3 HC	1.67%	60% FAS
78	Vermont	TRS	3 HC	1.25% to 2% dep. on yrs svc	60% FAS
79	Virginia	SRS	5 HC	1% + defined contribution return	Member's contributions + interest
80	Washington	PERS 2/3	5 HC	1% + .25% with 20 yrs.+	None
81	Washington	TRS 2/3	5 HC	1% + .25% with 20 yrs.+	None
82	West Virginia	PERS	5 H/Last 15	2%	None
83	West Virginia	TRS	5 H/Last 15	2%	None
84	Wyoming	WRS	5 HC	2%	None
85	Milwaukee	City	3 H	1.6%	70% FAS
86	Milwaukee	County	3 HC	1.6%	80% FAS
87	Wisconsin	WRS	3 H	1.6%	70% FAS

<sup>1</sup>FAS = final average salary H = highest HC = highest consecutive

Figure 7. 2023-24 Formula Multipliers

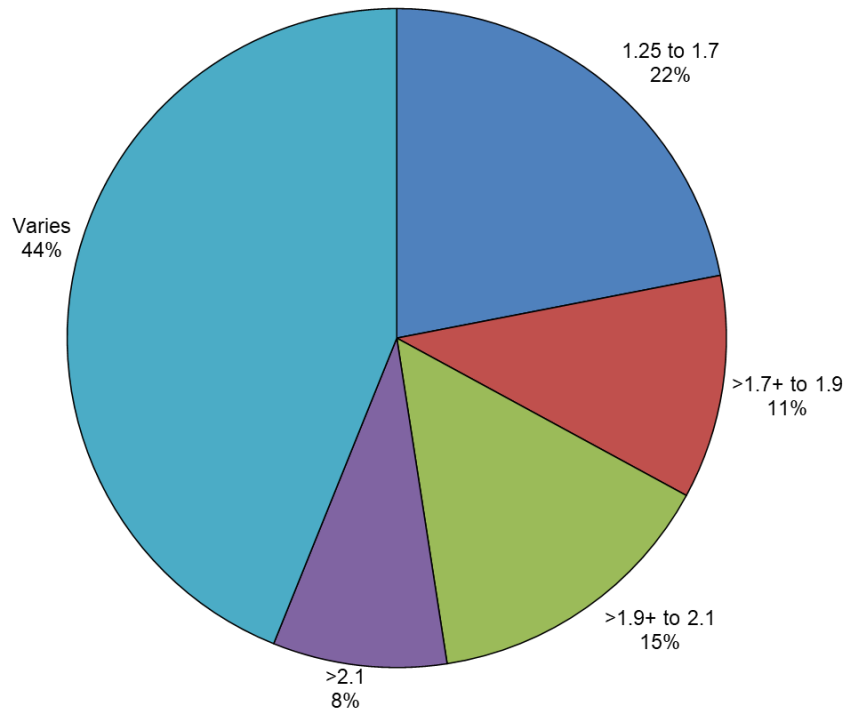
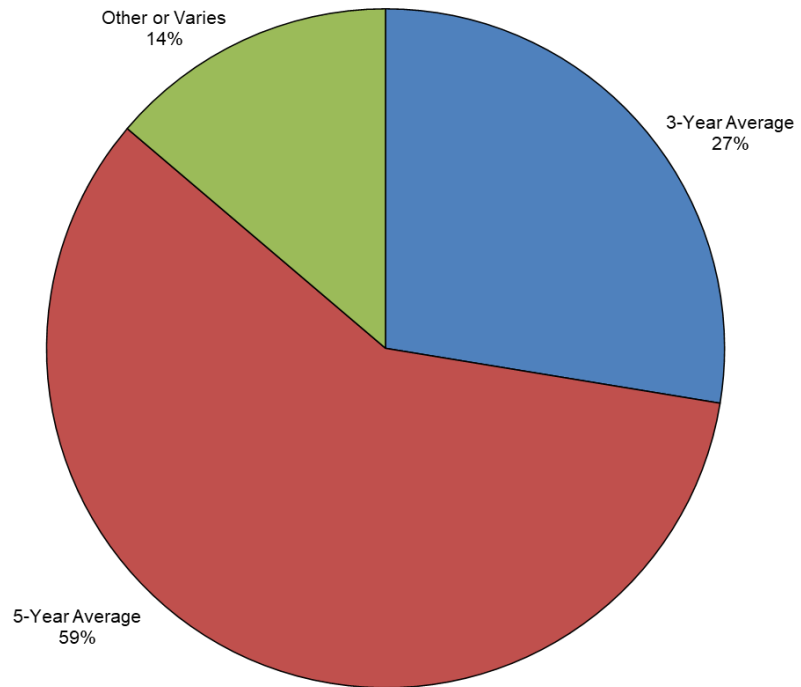


Figure 8. 2023-24 Final Average Salary Period



<p><b>PART V</b></p> <p><b>POST-RETIREMENT ANNUITY INCREASES AND TAXES</b></p>
--

**A. INTRODUCTION**

Chart 5, on pages 30 to 32, shows the provisions of each plan for increasing retirement annuities after an employee has retired. Chart 5 also shows how annuity payments from each plan are treated under that state's income tax laws. In addition, benefit adjustments in the Social Security program over the last 10 years and income taxation of Social Security benefits are also discussed in this part.

**B. SOCIAL SECURITY**

Pension designers are concerned with the adequacy of benefits at the time of retirement and also with the continuing purchasing power of those benefits during retirement as affected by inflation. Since 1975, Social Security benefits have been automatically adjusted each year by the percentage increase in the consumer price index (CPI). The increases in Social Security benefits for each of the last 10 years are shown below and displayed in Figure 9, *Social Security CPI % Adjustments 2014 to 2024*:

<u>CPI Year</u>	<u>Date on Which First Payable</u>	<u>Percentage Increase</u>
2014	1/1/2015	1.7%
2015	1/1/2016	0.0%
2016	1/1/2017	0.3%
2017	1/1/2018	2.0%
2018	1/1/2019	2.8%
2019	1/1/2020	1.6%
2020	1/1/2021	1.3%
2021	1/1/2022	5.9%
2022	1/1/2023	8.7%
2023	1/1/2024	3.2%
2024	1/1/2025	2.5%

For those employees in the 70 of the 87 plans (80%) that are also covered by the Social Security program, the portion of their total retirement income that is received from Social Security automatically keeps pace with inflation.

Under federal law, up to 50% of Social Security benefits are subject to income taxation if the taxpayer's adjusted gross income is between \$25,000 and \$34,000 for single taxpayers or between \$32,000 and \$44,000 for married taxpayers filing a joint income tax return. If a taxpayer's income exceeds these levels, then up to 85% of the taxpayer's Social Security benefits are subject to federal income taxation.

State income taxation of Social Security benefits varies. As of 2025, 41 states will exempt Social Security benefits from income taxation, or have no personal income tax or very limited income tax that does not affect Social Security payments. Nine states impose income taxes on some portion of Social Security benefits.

## C. POST-RETIREMENT ANNUITY COST-OF-LIVING ADJUSTMENTS

Most of the plans in the study have provisions for post-retirement annuity adjustments to protect the purchasing power of annuities against inflation. The provisions of each of the plans are described in the fourth column of Chart 5. The following table summarizes and compares the post-retirement annuity adjustment provisions found in the 2020-21 Report against those found in the 2023-24 Report:

	<u>2020-21</u>	<u>2023-24</u>
Adjustments indexed to CPI	36 plans	35 plans
Automatic percentage increase	13 plans	14 plans
Other	12 plans	14 plans
Ad hoc or none	26 plans	24 plans
<b>TOTAL</b>	87 plans	87 plans

Note that, as shown in Chart 5, many of the plans in which post-retirement annuity increases are indexed to the CPI also include a cap on the total percentage adjustment that may be made within any given year. Also, many of the plans in which post-retirement annuity increases are indexed to the CPI or are automatic include provisions for additional annuity adjustments if there are investment surpluses in the retirement fund. Twenty-four of the 87 plans provide no post-retirement annuity increases or provide increases only on an “ad hoc” basis, where either the Legislature or a decision-making board determines whether, and when, a post-retirement annuity increase is granted. See Figure 10, *2023-24 Cost-of-Living Adjustments*, for a graphical representation.

## D. STATE INCOME TAXATION OF ANNUITIES

The last column of Chart 5 shows the treatment of pension benefits under each of the plans by the state income tax laws in effect in that state. In 15 of the 87 plans (17.2%), pension benefits are subject to state income taxation and no specific amount of retirement benefits is tax exempt or deductible. In 32 of the 87 plans (36.8%), pension benefits are totally exempt from state income taxation or there is no applicable income tax. The remainder of the plans vary in the amounts of retirement income that may be exempt or deductible from taxation.

Caution must be used in interpreting the information in the last column of Chart 5. In many of the states in which pension income is fully taxable, other provisions of state income tax laws may ameliorate or completely eliminate the effect of the state income tax laws on retirees. For example, some state income tax laws have a level of exemptions, deductions, or tax credits that substantially reduce or eliminate state income taxation for persons at certain income levels. In addition, some of these exemptions, deductions, or tax credits may be increased for taxpayers who have reached a certain age. In these states, the level of income taxation on retirees may be equal to or less than that in states where public employee pension income is exempt from state income taxation.

## E. TRENDS

Most of the plans in the study have adopted provisions in which retirement annuities are annually increased, either by a set percentage or in response to changes in the CPI. Recently, there has been an increasing trend toward state tax exemptions for retirement benefits, in general, including public employee retirement systems.

## F. THE WRS

Retirees in the WRS whose annuities are paid from the “core” fund receive annual annuity adjustments tied to whether reserve surpluses in the fund, as adjusted by a formula, are sufficient to generate an increase. In addition, the annual adjustment may result in a reduction of annuities if investment losses are severe, particularly if investment losses occur over a number of consecutive years. However, annuities paid from the “core” fund may not be reduced below the level initially paid to a retiree. For 2024, the annuity adjustment in the core fund was 3.6%.

WRS retirement benefits are subject to state income taxation except for certain payments made with respect to persons who were employees prior to 1964 or who had retired prior to 1964. Income from Social Security is exempt from Wisconsin income taxes. In addition, up to \$5,000 per year of income from qualified retirement plans is exempt from Wisconsin income taxes for taxpayers with an adjusted gross income of \$15,000 or less (\$30,000 for married joint filers) who are 65 or older.

CHART 5  
POST-RETIREMENT INCREASES AND STATE TAX PROVISIONS

	<u>State</u>	<u>Fund Name</u>	<u>Social Security</u>	<u>Annual Post-Retirement Increases</u>	<u>State Taxation of PERS Benefits</u>
1	Alabama	ERS	Yes	Ad hoc	Benefits exempt
2	Alabama	TRS	Yes	Ad hoc	Benefits exempt
3	Alaska	PERS	No	50-75% of CPI	No income tax
4	Alaska	TRS	No	50-75% of CPI	No income tax
5	Arizona	SRS	Yes	Excess Investment earnings - up to 4%	Exempt to \$2,500
6	Arkansas	PERS	Yes	3%	Exempt to \$6,000
7	Arkansas	TRS	Yes	3%	Exempt to \$6,000
8	California	PERS- PERF	Yes	2% standard, based on CPI	Benefits taxable
9	California	TRS	No	2%	Benefits taxable
10	Colorado	PERA	No	1%; Lesser of 1% or CPI-W, if neg. return	Exempt to \$20,000/\$24,000
11	Connecticut	SERS	Yes	60% of CPI-W up to 6%, 2.0% min; 7.5% max	72% of pension income is exempt; 100% in 2025
12	Connecticut	TRS	No	1-3% based on return on fund assets	72% of pension income is exempt; 100% in 2025
13	Delaware	SEPP	Yes	Ad hoc	Exempt to \$12,500
14	Florida	FRS	Yes	None	No income tax
15	Georgia	ERS	Yes	1.05%	Individuals 62 and older excluded from income tax
16	Georgia	TRS	Yes	1.5% max in any 6 mo. period, based on CPI	Individuals 62 and older excluded from income tax
17	Hawaii	ERS	Yes	1.5%	Benefits exempt
18	Idaho	PERS	Yes	>1% = CPI, 6% max reduction; 1% -6% < CPI	Benefits taxable
19	Illinois	SERS	Yes	3%	Benefits exempt
20	Illinois	TRS	No	3% or 1/2 of CPI	Benefits exempt
21	Illinois	MRF	Yes	3% or 1/2 of CPI	Benefits exempt
22	Indiana	PERF	Yes	Ad Hoc; Up to 1% annually	Benefits taxable
23	Indiana	TRF	Yes	Ad Hoc; Up to 1% annually	Benefits taxable
24	Iowa	PERS	Yes	Excess earnings - CPI; 3% cap	Benefits exempt
25	Kansas	PERS	Yes	2% (New Participants = self-funded option)	Benefits exempt
26	Kentucky	KERS	Yes	75% of investment returns in excess of 4%	Exempt to \$31,110
27	Kentucky	CERS	Yes	75% of investment returns in excess of 4%	Exempt to \$31,110
28	Kentucky	TRS	No	1.5%	Exempt to \$31,110
29	Louisiana	SERS	No	Ad Hoc	Benefits exempt
30	Louisiana	TRSL	No	Ad Hoc	Benefits exempt
31	Maine	PERS	No	CPI - 3% cap	Exempt to \$35,000



32	Maryland	SRPS- RCPB	Yes	CPI - 3% cap	Exempt to \$34,300
33	Massachusetts	SERS	No	CPI - on 1st \$13,000- conditional, 3% cap	Benefits exempt
34	Massachusetts	TRS	No	CPI - on 1st \$13,000- conditional, 3% cap	Benefits exempt
35	Michigan	SERS	Yes	3%	Deduction for \$20,000/\$40,000
36	Michigan	MERS	Yes	Varies depending on employer agreement	Deduction for \$20,000/\$40,000
37	Michigan	PSERS	Yes	Investment earnings in excess of 8%	Deduction for \$20,000/\$40,000
38	Minnesota	MSRS- SERF	Yes	1.50%	Benefits taxable
39	Minnesota	PERA - GERP	Yes	1% - 1.5% based on 50% of annual SS incr.	Benefits taxable
40	Minnesota	TRA	Yes	1.50%	Benefits taxable
41	Mississippi	PERS	Yes	3%	Benefits exempt
42	Missouri	SERS	Yes	80% CPI - 5% cap	100% exempt up to \$85,000/\$100,000 AGI
43	Missouri	LAGERS	Yes	CPI - 4% cap	100% exempt up to \$85,000/\$100,000 AGI
44	Missouri	PSRS	No	CPI - 2% or 5% cap	100% exempt up to \$85,000/\$100,000 AGI
45	Montana	PERS	Yes	1.5% based on funded status	Exempt to \$800/\$1,600
46	Montana	TRS	Yes	0.5 to 1.5% based on funded status	Exempt to \$800/\$1,600
47	Nebraska	SERS	Yes	2.5% Annuity option	Benefits taxable
48	Nebraska	CERS	Yes	2.5% Annuity option	Benefits taxable
49	Nebraska	SRS	Yes	CPI - 1.0% cap	Benefits taxable
50	Nevada	PERS	No	CPI - 3% max	No income tax
51	New Hampshire	NHRS	Yes	Ad hoc	Not taxed
52	New Jersey	PERS	Yes	None	Exclusion up to \$75,000/\$150,000
53	New Jersey	TPAF	Yes	None	Exclusion up to \$75,000/\$150,000
54	New Mexico	PERA	Yes	.5 to 5% based on value of actuarial assets	Exempt to \$8000 (low income only)
55	New Mexico	ERA	Yes	50% of CPI - 2% min; 4% cap; Full CPI, if >2%	Exempt to \$8000 (low income only)
56	New York	ERS	Yes	50% of CPI: min. 1% - max 3%	Benefits exempt
57	New York	TRS	Yes	50% of CPI: min. 1% - max 3%	Benefits exempt
58	North Carolina	TSERS	Yes	Ad hoc	Benefits Taxable
59	North Carolina	LGERS	Yes	Ad hoc	Benefits Taxable
60	North Dakota	PERS	Yes	None	Up to \$5000 excluded
61	North Dakota	TRF	Yes	Ad hoc	Up to \$5000 excluded

62	Ohio	PERS	No	CPI - 3% cap	\$200 credit
63	Ohio	STRS	No	Ad Hoc	\$200 credit
64	Oklahoma	PERS	Yes	Ad hoc	Exclude up to \$10,000
65	Oklahoma	TRS	Yes	Ad hoc	Exclude up to \$10,000
66	Oregon	PERS- OPSRP	Yes	1.25% on 1st \$60,000 + .15% on \$60,000+ & CPI up to 2%	Credit of up to \$6,250 (dep on income)
67	Pennsylvania	SERS	Yes	Ad hoc	Benefits exempt
68	Pennsylvania	PSERS	Yes	Ad Hoc	Benefits exempt
69	Rhode Island	ERS	Yes	CPI - 3.5% cap	\$20,000 exclusion
70	South Carolina	SCRS	Yes	Lesser of 1% or \$500	\$10,000 exclusion + \$15,000/\$30,000 deduction
71	South Dakota	SRS	Yes	CPI - 0% to 3.5%	No income tax
72	Tennessee	CRS	Yes	CPI - 3% cap	No income tax
73	Texas	ERS	Yes	Ad hoc	No income tax
74	Texas	TRS	No	Ad hoc	No income tax
75	Texas	MRS	Yes	Varies depending on employer agreement	No income tax
76	Utah	SRS- PERS	Yes	CPI - 4% cap	Tax credit up to \$450/\$900
77	Vermont	SRS	Yes	1/2 of CPI - 5% cap	Benefits taxable
78	Vermont	TRS	Yes	1/2 of CPI - 4% cap	Benefits taxable
79	Virginia	SRS	Yes	CPI - 3% cap	Deduction up to \$12,000, age-based
80	Washington	PERS 2/3	Yes	CPI - 3% cap	No income tax
81	Washington	TRS 2/3	Yes	CPI - 3% cap	No income tax
82	West Virginia	PERS	Yes	Ad Hoc	\$2,000 deduction; Exclusions for \$8000/\$16000
83	West Virginia	TRS	Yes	Ad Hoc	\$2,000 deduction; Exclusions for \$8000/\$16000
84	Wyoming	WRS	Yes	1% to 3% - self-funded	No income tax
85	Milwaukee	City	Yes	CPI - 3% cap	\$5000 subtraction for income of less than \$15000/\$30000
86	Milwaukee	County	Yes	2%	\$5000 subtraction for income of less than \$15000/\$30000
87	Wisconsin	WRS	Yes	Investment earnings; reductions possible	\$5000 subtraction for income of less than \$15000/\$30000

**Figure 9. Social Security Cost of Living Adjustments (%) 2014-2024**

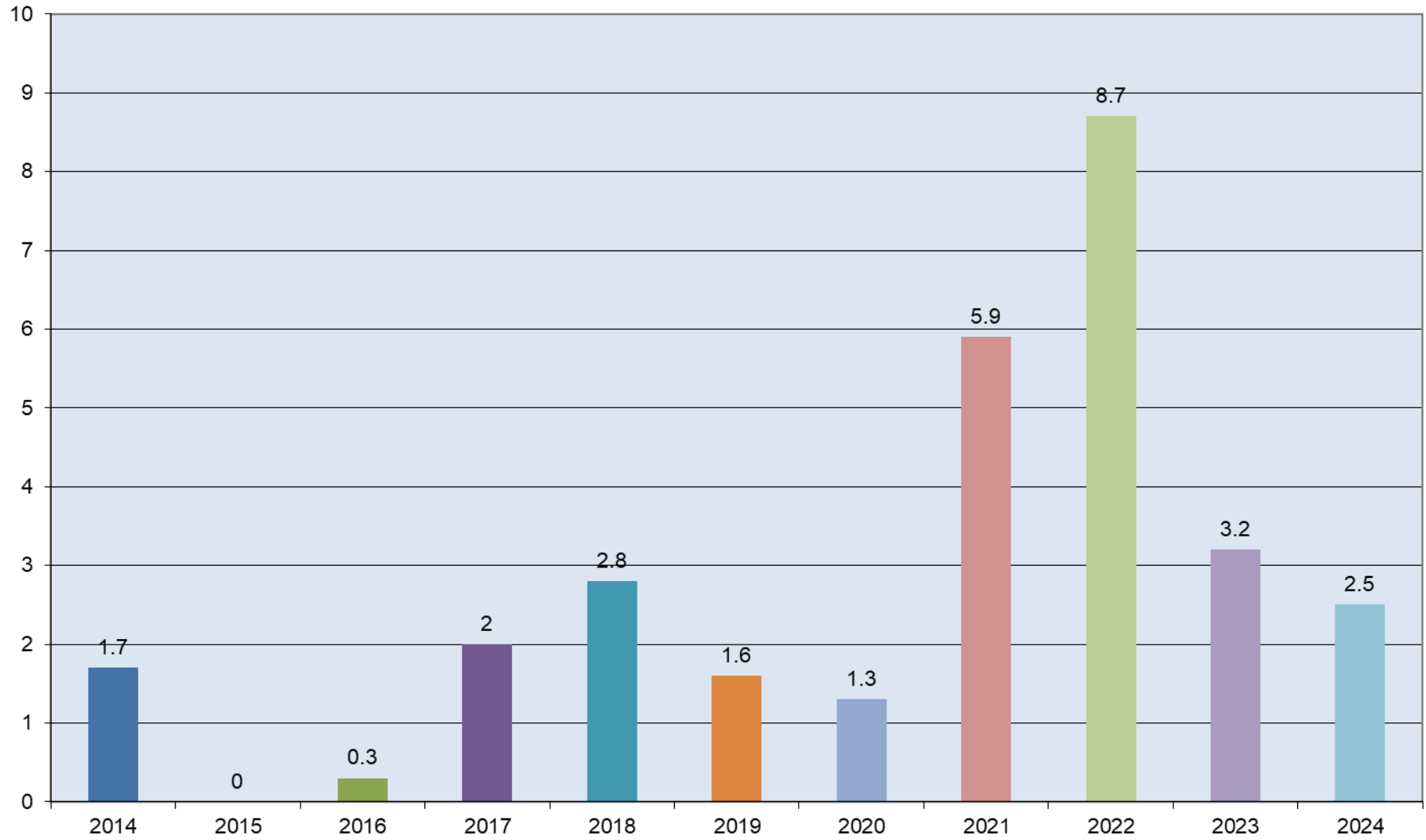
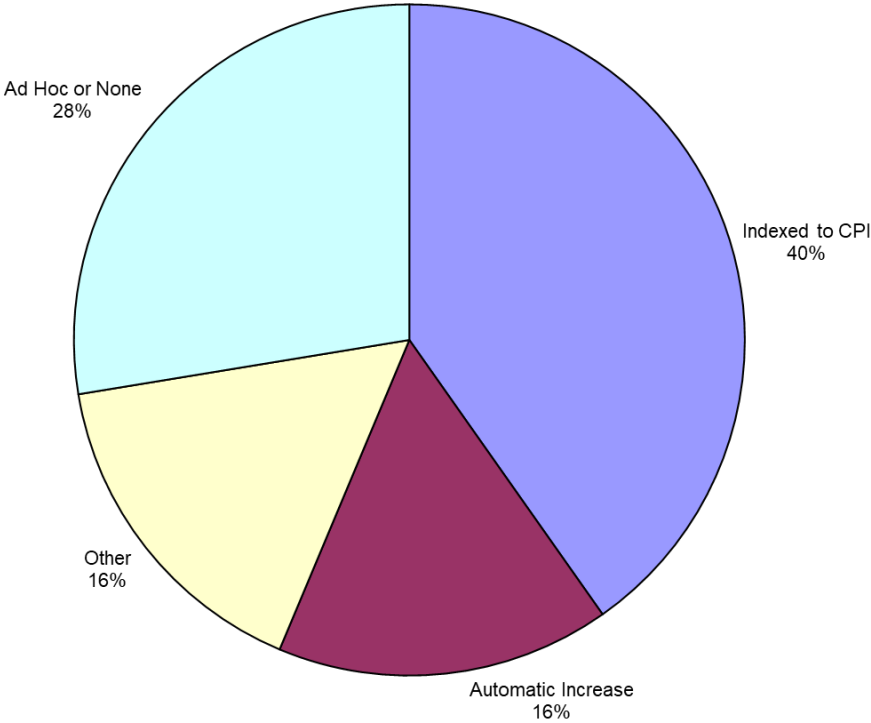


Figure 10. 2023-24 Cost of Living Adjustments



<b>PART VI</b> <b>ACTUARIAL AND ACCOUNTING INFORMATION</b>
---

### A. INTRODUCTION

Chart 6, on pages 37 and 38, provides selected actuarial and accounting information about each of the plans in the study. This part of the report discusses the actuarial method used by each of the plans, provides the interest assumption, wage inflation assumption, and economic spread for each of the plans, and provides the Governmental Accounting Standards Board (GASB) 25 funding ratio for each of the plans for 2023-24.

### B. ACTUARIAL METHODS

The third column in Chart 6 lists the actuarial methods used by each of the 87 plans. An actuarial method is a procedure for determining the present value of pension benefits that will be paid in the future and allocating that value and the cost of the benefits to specific time periods. There are a number of accepted actuarial methods that presumably will reach the goal of fully funding all pension obligations as they become due, but they allocate costs in different ways during the period of employment of participants in the plan.

Eighty-one of the 87 plans (93.1%) use the entry age actuarial method, two of the 87 plans use the unit credit method, and four of the 87 plans use the aggregate cost method. This is an increase of three plans that use the entry age method compared to the prior report.

### C. INTEREST ASSUMPTION

The interest assumption, which is also sometimes referred to as the “earnings assumption,” is one of the key economic assumptions in determining the level of contribution rates. The fourth column in Chart 6 provides the interest assumption for each of the 87 plans in the study. This information is compared with previous reports in the following table:

<u>Interest Assumption</u>	<u>2012</u>	<u>2015</u>	<u>2017-18</u>	<u>2020-21</u>	<u>2023-24</u>
From 5% to 7%	4 plans	6 plans	19 plans	36 plans	65 plans
Over 7% to 8%	72 plans	78 plans	66 plans	51 plans	22 plans
Over 8%	8 plans	3 plans	2 plans	0 plans	0 plans
Not determined or not applicable	3 plans	0 plans	0 plans	0 plans	0 plans
<b>TOTAL</b>	<b>87 plans</b>	<b>87 plans</b>	<b>87 plans</b>	<b>87 plans</b>	<b>87 plans</b>

See Figure 11, *2023-24 Plan Interest Assumptions*, for a graphical representation of current data.

### D. ECONOMIC SPREAD

Another key economic assumption in pension planning is the assumption of the wage inflation rate or general salary increases in excess of those provided for merit or seniority. The difference between the wage inflation assumption and the interest assumption is often referred to as the “economic spread,” which is the assumed real rate of return on invested assets above the wage inflation rate. The fifth and sixth columns of Chart 6 show the wage inflation assumptions and the resultant economic spread for each of the plans in the study.

## E. FUNDING RATIO

Until 1995, the GASB required public pension plans to disclose the “pension benefit obligation,” which is a measure of the present value of pension benefits, adjusted for the effects of projected salary increases. The pension benefits were estimated only on service earned by employees up to the date of the estimate.

GASB 25, issued in 1994, required that, beginning with periods after June 15, 1996, funding disclosures be based upon regular actuarial valuations. Included in the requirements under GASB 25 is a “schedule funding progress that reports the actuarial value of assets, the actuarial accrued liability and the relationship between the two over time...”

GASB 67, issued in 2012, replaced GASB 25, with the intention of further improving financial reporting for government pension plans. It similarly requires reporting of “a statement of fiduciary net position (the amount held in a trust for paying retirement benefits) and a statement of changes in fiduciary net position.”

The following table summarizes the funding ratios for each of the plans in the 2023-24 Report and compares them with the 2020-21, 2017-18, 2015, 2012, and 2010 Reports.

<u>Funding Ratio</u>	<u>2012</u>	<u>2015</u>	<u>2017-18</u>	<u>2020-21</u>	<u>2023-24</u>
More than 100%	0 plans	3 plans	2 plans	3 plans	3 plans
90% to 100%	11 plans	11 plans	13 plans	13 plans	14 plans
80%, but less than 90%	17 plans	15 plans	14 plans	12 plans	18 plans
70%, but less than 80%	18 plans	22 plans	21 plans	21 plans	23 plans
60%, but less than 70%	21 plans	23 plans	20 plans	20 plans	15 plans
50%, but less than 60%	12 plans	9 plans	11 plans	10 plans	10 plans
Less than 50%	5 plans	4 plans	6 plans	8 plans	4 plans
Not determined	3 plans	0 plans	0 plans	0 plans	0 plans
<b>TOTAL</b>	<b>87 plans</b>	<b>87 plans</b>	<b>87 plans</b>	<b>87 plans</b>	<b>87 plans</b>

See Figure 12, *2023-24 Plan Funding Ratios*, for a graphical representation of current data.

## F. TRENDS

Funding ratios of more than 100% have generally remained stable over the last 10 years. Overall funding has improved over the last few years with an increase in 7 plans that are more than 80% funded (35 total).

The entry age method remains the predominant actuarial method used by the plans studied.

## G. THE WRS

The actuarial method used by the WRS is the entry age method. The interest assumption for unretired employees has been reduced to 6.8% and the “economic spread” is currently 3.8%.

For 2023-24, the funding ratio for the WRS dropped slightly to 98.6%.

CHART 6  
ACTUARIAL AND ACCOUNTING PROVISIONS

	<u>State</u>	<u>Fund Name</u>	<u>Actuarial Method</u>	<u>Interest Assumption</u>	<u>Wage Inflation<sup>1</sup></u>	<u>Economic Spread</u>	<u>Funded Ratio</u>
1	Alabama	ERS	Entry age	7.45%	2.75%	4.70%	65.65%
2	Alabama	TRS	Entry age	7.45%	2.75%	4.70%	67.02%
3	Alaska	PERS	Entry age	7.25%	2.50%	4.75%	68.11%
4	Alaska	TRS	Entry age	7.25%	2.50%	4.75%	78.17%
5	Arizona	SRS	Entry age	7.00%	2.30%	4.70%	71.76%
6	Arkansas	PERS	Entry age	7.00%	3.25%	3.75%	81.40%
7	Arkansas	TRS	Entry age	7.25%	2.75%	4.50%	82.12%
8	California	PERS-PERF	Entry age	7.00%	2.80%	4.20%	72.99%
9	California	TRS	Entry age	7.00%	3.50%	3.50%	74.41%
10	Colorado	PERA	Entry age	7.25%	3.00%	4.25%	66.20%
11	Connecticut	SERS	Entry age	6.90%	3.00%	3.90%	52.04%
12	Connecticut	TRS	Entry age	6.90%	3.00%	3.90%	59.83%
13	Delaware	SEPP	Entry age	7.00%	2.50%	4.50%	87.00%
14	Florida	FRS	Entry age	6.70%	3.25%	3.45%	81.45%
15	Georgia	ERS	Entry age	7.20%	3.00%	4.20%	72.22%
16	Georgia	TRS	Entry age	6.90%	3.00%	3.90%	80.40%
17	Hawaii	ERS	Entry age	7.00%	3.00%	4.00%	62.15%
18	Idaho	PERS	Entry age	6.30%	3.05%	3.25%	82.60%
19	Illinois	SERS	Unit credit	6.75%	2.75%	4.00%	44.65%
20	Illinois	TRS	Unit credit	7.00%	2.50%	4.50%	44.81%
21	Illinois	MRF	Entry age	7.25%	2.75%	4.50%	98.17%
22	Indiana	PERF	Entry age	6.25%	2.65%	3.60%	85.45%
23	Indiana	TRF	Entry age	6.25%	2.65%	3.60%	74.96%
24	Iowa	PERS	Entry age	7.00%	3.25%	3.75%	89.70%
25	Kansas	PERS	Entry age	7.00%	3.00%	4.00%	73.44%
26	Kentucky	KERS	Entry age	5.33%	2.30%	3.03%	21.78%
27	Kentucky	CERS	Entry age	6.50%	2.30%	4.20%	54.82%
28	Kentucky	TRS	Entry age	7.10%	2.75%	4.35%	58.62%
29	Louisiana	SERS	Entry age	7.25%	2.30%	4.95%	68.48%
30	Louisiana	TRSL	Entry age	7.25%	2.30%	4.95%	75.80%
31	Maine	PERS	Entry age	6.50%	2.75%	3.75%	93.88%
32	Maryland	SRPS- RCPB	Entry age	6.80%	2.75%	4.05%	88.66%
33	Massachusetts	SERS	Entry age	7.00%	2.50%	4.50%	71.30%
34	Massachusetts	TRS	Entry age	7.00%	2.50%	4.50%	58.66%
35	Michigan	SERS	Entry age	6.00%	2.75%	3.25%	69.59%
36	Michigan	MERS	Entry age	6.80%	3.00%	3.80%	72.50%
37	Michigan	PSERS	Entry age	6.00%	2.75%	3.25%	64.27%
38	Minnesota	MSRS- SERF	Entry age	7.00%	3.00%	4.00%	95.11%
39	Minnesota	PERA - GERP	Entry age	7.00%	3.00%	4.00%	83.60%
40	Minnesota	TRA	Entry age	7.00%	3.00%	4.00%	76.85%
41	Mississippi	PERS	Entry age	7.00%	2.65%	4.35%	56.07%

42	Missouri	SERS	Entry age	6.95%	2.25%	4.70%	57.63%
43	Missouri	LAGERS	Entry age	5.50%	2.75%	2.75%	95.14%
44	Missouri	PSRS	Entry age	7.30%	2.25%	5.05%	85.89%
45	Montana	PERS	Entry age	7.65%	3.50%	4.15%	74.77%
46	Montana	TRS	Entry age	7.50%	3.25%	4.25%	72.50%
47	Nebraska	SERS	Entry age	7.00%	2.85%	4.15%	101.78%
48	Nebraska	CERS	Entry age	7.00%	2.85%	4.15%	101.95%
49	Nebraska	SRS	Entry age	7.10%	3.05%	4.05%	98.57%
50	Nevada	PERS	Entry age	7.15%	3.50%	3.65%	75.52%
51	New Hampshire	NHRS	Entry age	6.75%	3.00%	3.75%	65.58%
52	New Jersey	PERS	Unit credit	7.00%	2.00%	5.00%	54.30%
53	New Jersey	TPAF	Unit credit	7.00%	2.00%	5.00%	43.81%
54	New Mexico	PERA	Entry age	7.25%	3.00%	4.25%	67.69%
55	New Mexico	ERA	Entry age	7.00%	2.60%	4.40%	62.88%
56	New York	ERS	Aggregate	5.90%	2.90%	3.00%	98.03%
57	New York	TRS	Aggregate	6.95%	2.40%	4.55%	99.26%
58	North Carolina	TSERS	Entry age	6.50%	3.25%	3.25%	88.34%
59	North Carolina	LGERS	Entry age	6.50%	3.25%	3.25%	88.19%
60	North Dakota	PERS	Entry age	7.00%	3.50%	3.50%	66.91%
61	North Dakota	TRF	Entry age	7.25%	3.80%	3.45%	71.21%
62	Ohio	PERS	Entry age	6.90%	2.75%	4.15%	83.63%
63	Ohio	STRS	Entry age	7.00%	3.00%	4.00%	81.26%
64	Oklahoma	PERS	Entry age	6.50%	3.00%	3.50%	98.52%
65	Oklahoma	TRS	Entry age	7.00%	3.25%	3.75%	75.08%
66	Oregon	PERS- OPSRP	Entry age	6.90%	3.40%	3.50%	72.76%
67	Pennsylvania	SERS	Entry age	6.88%	3.25%	3.63%	67.98%
68	Pennsylvania	PSERS	Entry age	7.00%	2.80%	4.20%	61.71%
69	Rhode Island	ERS	Entry age	7.00%	3.25%	3.75%	62.79%
70	South Carolina	SCRS	Entry age	7.00%	3.00%	4.00%	57.90%
71	South Dakota	SRS	Entry age	6.50%	3.15%	3.35%	100.07%
72	Tennessee	CRS	Entry age	6.75%	2.75%	4.00%	98.20%
73	Texas	ERS	Entry age	7.00%	2.30%	4.70%	70.80%
74	Texas	TRS	Entry age	7.00%	2.90%	4.10%	77.53%
75	Texas	MRS	Entry age	6.75%	2.75%	4.00%	89.70%
76	Utah	SRS-PERS	Entry age	6.85%	2.90%	3.95%	92.69%
77	Vermont	SRS	Entry age	7.00%	2.30%	4.70%	70.31%
78	Vermont	TRS	Entry age	7.00%	2.30%	4.70%	59.30%
79	Virginia	SRS	Entry age	6.75%	3.50%	3.25%	81.38%
80	Washington	PERS 2/3	Aggregate	7.00%	3.25%	3.75%	97.50%
81	Washington	TRS 2/3	Aggregate	7.00%	3.25%	3.75%	91.63%
82	West Virginia	PERS	Entry age	7.25%	2.75%	4.50%	98.84%
83	West Virginia	TRS	Entry age	7.25%	2.75%	4.50%	78.43%
84	Wyoming	WRS	Entry age	6.80%	2.50%	4.30%	77.25%
85	Milwaukee	City	Entry age	7.50%	2.00%	5.50%	82.70%
86	Milwaukee	County	Entry age	7.50%	3.50%	4.00%	77.50%
87	Wisconsin	WRS	Entry age	6.80%	3.00%	3.80%	98.60%

<sup>1</sup>Where no specific wage inflation or payroll growth figure was given, the price inflation assumption was used.



Figure 11. 2023-24 Plan Interest Assumptions

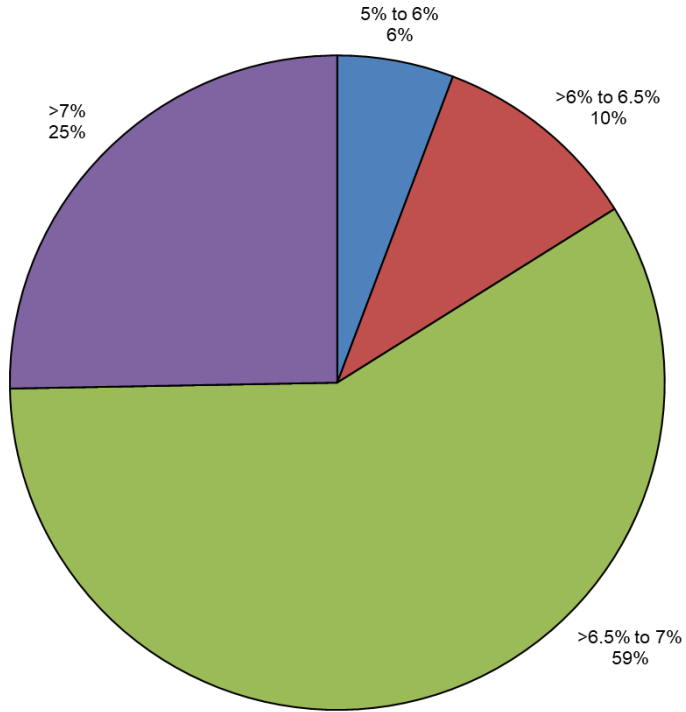


Figure 12. 2023-24 Plan Funding Ratios

