

Report on the



GOVERNMENT SUPERANNUATION FUND
Te Pūtea Penihana Kāwanatanga

ACTUARIAL VALUATION

as at 30 June 2021



2021

Presented to the House of Representatives pursuant to section 94
of the Government Superannuation Fund Act 1956

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Section 1: Introduction

This Report has been prepared for the Government Superannuation Fund Authority (the **Authority**). Limitations relating to the use of this Report are set out in Section 10.

The previous actuarial report, as at 30 June 2020, was prepared by Matthew Burgess FNZSA, FIAA, of Towers Watson Australia Pty Ltd and dated 15 October 2020.

The requirement for actuarial valuations of the Government Superannuation Fund (the **Fund**) is set out under Section 94 of the Government Superannuation Fund Act 1956 (the **Act**). This states that the Authority must obtain an actuarial report that examines the financial position of the Fund as at dates determined by the Minister of Finance but no more than three years apart.

The report must show the financial position of the Fund as at the valuation date and the probable annual contributions required by the Fund to provide benefits falling due within the next three years without affecting or having recourse to the actuarial reserve appertaining to the contributors' contributions.

Under Section 95 of the Act the Authority must certify, after receiving advice from an actuary, as to the share of benefit payments to be met from the Fund assets. The Authority must also certify, after receiving advice from an actuary, the payments to be made to the Fund by employers whose employees are paid from money that is not public money (**funding employers**).

Therefore, the purpose of this Report is to:

1. evaluate the unfunded liability of the Fund in respect of past service as at 30 June 2021;
2. calculate the proportion of benefits payable from the Fund that is to be met from the Fund assets;
3. calculate the probable annual contributions required by the Crown to cover a proportion of the benefits payable over the next five years; and
4. make recommendations in respect of contributions to the Fund to be made by employers of contributors to the Fund with effect from 1 July 2022.

Our report also provides a summary of the data used to calculate the above results, details of the assumptions and methodology adopted and a summary of the benefit design for each of the schemes within the Fund.

Section 2: The Fund

The Fund is established under the Act, as amended from time to time, which governs a number of separate superannuation schemes. We used the version of the Act reprinted on 7 August 2020. In accordance with Section 19H of the Act, each of the schemes in the Fund must be treated as if it is registered on the register of managed investment schemes under the Financial Markets Conduct Act 2013 as a superannuation scheme, but Part 4 of that Act does not apply.

The schemes established under the Act are:

Scheme	Part of the Act
Government Service Superannuation (Old General)	Part 2
New Government Service Superannuation (New General)	Part 2A
Armed Forces	Part 3A
Judges and Solicitor-General	Part 5A
Parliamentary	Part 6
Police	Part 6A
Prisons Service	Part 6B

Members under Part 2 or Part 2A of the Act who are or were employed by the Public Services of the Cook Islands, Niue or Tokelau are valued separately and described as “Islands” in this report.

The Judges and Solicitor-General scheme and the Parliamentary scheme have no contributing members but there remain former members receiving pensions. The Judges and Solicitor-General scheme and the Parliamentary scheme are managed on a fully pay-as-you-go basis. The remainder of the schemes are managed on a partially funded basis. Contributions from members and funding employers (employers whose employees are paid from money which is not public money) are paid into the Fund and invested. For non-funding employers the employer contributions are paid to the Crown.

Benefits are paid partly from the assets of the Fund and partly by the Crown.

The level of employer contributions and the proportion of the benefits payable from the Fund assets are reviewed at each statutory valuation of the Fund.

The schemes have been closed to new members since 1 July 1992, apart from Islands members who were able to join up until 1995.

Section 3: Membership Data

The membership data required to produce our actuarial calculations was provided by the Fund Administrator, Datacom Connect Limited, and is effective as at 30 June 2021.

Where possible, we placed checks on the data to test for internal consistency between 30 June 2020 data and 30 June 2021 data. We also reconciled the movements in contributors and pensioners between 30 June 2020 and 30 June 2021.

At 30 June 2021 there were 2,226 contributors with total salaries of \$249.1 million. Additionally, at 30 June 2021, there were 43,413 current and suspended pensioners with total pensions of \$900.7 million per annum and 2,629 deferred pensioners.

We did not perform data checks in respect of the group of members commonly known as Inactives. More information on inactive members is set out in Appendix A. These are members who have ceased contributing to the Fund, but have not yet received an entitlement. The impact on the overall liabilities of the Fund from this inactive group is modest in relative terms and therefore we are comfortable to make an approximation in the 30 June 2021 valuation. There were 1,806 Inactives members at 30 June 2021. Movements in membership of the contributors and inactive group of the Fund by scheme are shown below.

Scheme	30 June 2020	Retirements	Withdrawals	Deaths	Refunds	Ill-Health	Transfer	Re-Enrolments	30 June 2021
Armed Forces	55	-	-	1	5	-	-	-	49
General (ex Islands)	3,858	348	1	10	52	3	9	2	3,437
Islands	417	27	-	1	4	-	-	-	385
Police	161	18	-	-	-	-	-	-	143
Prisons Service	20	1	-	-	-	-	1	-	18
Judges	-	-	-	-	-	-	-	-	-
Parliamentary	1	1	-	-	-	-	-	-	-
Total	4,512	395	1	12	61	3	10	2	4,032

The movements in the contributor and inactives data for the 2020/21 year are summarised below.

30 June 2020 category (From)		30 June 2021 category (To)		
		Contributor	Inactives	Exits
Contributor	2,611	2,221	25	365
Inactives	1,901	5	1,780	116
Re-enrolments ¹	n/a	-	1	1
Total	4,512	2,226	1,806	482

¹ 2 members who had been exited from member data in prior years but were identified as a remaining member or for whom payment was processed through the year ending 30 June 2021.

Many of the exits shown in the above table will have commenced a pension or become entitled to a deferred pension. New pensions also commence from the previous pensioners, for example a reversionary pension may become payable on the death of a retirement pensioner.

The movements in the pensioner membership, including deferred pensioners, over the year were as follows.

Pensioners at 30 June 2020	46,835
Less pensioners ceasing to receive pensions	(1,914)
Plus new pensioners commencing	1,121
Pensioners at 30 June 2021	46,042

For former Armed Forces members with deferred pensions which have not yet commenced, the pension amount held on the administration system is the pension amount calculated at the date of deferral with indexation to the current date. When valuing the liability for these pensioners we then allow for indexation from 30 June 2021 to the date of commencement of the pension using the assumed future rates of Consumer Price Index (CPI) increase.

Key summary membership statistics are provided in Appendix A. Also, Appendix B includes a summary of circumstances where assumptions were necessary to complete our calculations because of the nature of the data.

In our opinion, the data we received was sufficient to carry out this valuation of the Fund.

Section 4: Fund Accounts and Assets

Assets

The net assets of the Fund had a market value of \$5,218.160 million at 30 June 2021. This figure was obtained from audited financial statements as at 30 June 2021, provided by the Authority. The information includes the market value of the Fund assets, contributions, benefit payments and expenses information over the period since 30 June 2020.

Asset values in respect of prior years have been taken from the audited accounts included in the Annual Report of the Fund.

The transactions of the Fund for the year ending 30 June 2021 together with the prior year's figures for comparative purposes are summarised in the following table.

Year ending 30 June:	2020 \$M*	2021 \$M*
Opening balances	4,536	4,270
Plus:		
Member contributions	21	18
Funding employers	14	13
Government contributions	692	749
Investment income (pre-tax)	(41)	1,255
Less:		
Pensions paid	879	888
Commutations	16	16
Refunds and payments on death	7	7
Tax provision	9	109
Operating costs	41	67
Closing balances	4,270	5,218

*Total may not add up due to rounding

The accuracy of our results is dependent upon the accuracy of the underlying data provided. We are confident of the sufficiency and reliability of the information provided for the purposes of this report. We consider that the use of the market value of assets is consistent with the assumptions used in determining the discount rate for valuing liabilities. There are no material contingent liabilities included in the asset value of which we are aware.

Investments

The Authority, under Section 15J(2) of the Government Superannuation Fund Act 1956, is responsible for investing the assets in a prudent, commercial basis. The Authority has set an Investment Objective which is to maximise the Fund's excess return relative to NZ Government Bonds (before New Zealand tax), without undue risk of under-performing NZ Government Bonds over rolling ten-year periods.

The Authority has determined that the long term strategic asset allocation (also known as the Target Portfolio) for the investments of the Fund is as shown in the table below. As at 30 June 2021 the Target Portfolio was as set out in the Statement of Investment Policies, Standards and Procedures dated 3 May 2021, as follows.

Asset Class	Proportion
New Zealand equities	9.5%
International equities	60.5%
Global fixed interest	8.5%
Catastrophe risk assets	3.0%
Life settlement assets	3.0%
Global private equity	8.5%
Style premia fund	7.0%
Total	100.0%

At 30 June 2021 the financial statements showed the asset allocation of the Fund as set out in the table below, along with the 30 June 2020 allocation for comparison.

Asset Class	Proportion of total assets at 30 June 2020	Proportion of total assets at 30 June 2021
New Zealand equities (including property)	8.3%	8.0%
International equities	48.3%	56.8%
Global private equity	7.9%	9.8%
Fixed interest	4.2%	6.1%
Insurance linked assets	9.8%	6.4%
Style premia fund	7.6%	7.0%
Short term investments and cash *	13.9%	5.9%
Total	100%	100%

* Also includes Derivatives, Prepayments, Receivables and Liabilities

Total may not add up due to rounding

The investment policy allows the Authority to take temporary positions away from the Target Portfolio, within specified limits.

Market risk means that the investment returns could be volatile. The investment portfolio includes normal investment risks of investing, but I am not aware of any other material risks posed by the assets.

Within these asset classes the Fund utilises a range of specialist investment managers. These are listed in the table below.

New Zealand equities	Devon Funds Management Direct Capital Management Limited (NZ private equity) Harbour Asset Management Limited Pencarrow Private Equity Management Limited (NZ private equity) Pioneer Capital Management Limited (NZ private equity)
International equities	Ardevora Asset Management, LLP Arrowstreet Capital Limited Partnership Hyperion Asset Management Limited Lazard Asset Management, LLC Makena Capital Management (Cayman), LLC (global private equity) Pzena Investment Management, LLC Qtron Investments LLC StepStone Group LP (global private equity) T.Rowe Price Australia Limited
New Zealand Property	Willis Bond and Company Management Limited
Fixed interest	Brandywine Global Investment Management, LLC Pacific Investment Management Company, LLC
Style Premia Fund	AQR Capital Management, LLC
Multi assets	Makena Capital Management (Cayman), LLC
Insurance linked assets	Apollo Global Management, LLC Credit Suisse Securities (Europe) Limited Fermat Capital Management, LLC Nephila Capital Ltd
New Zealand private infrastructure	HRL Morrison and Company
Currency management	State Street Global Advisors, Australia, Limited
Transition Manager	Russell Investment Management Limited

In our opinion, given the circumstances of the Fund, in particular the long-term nature of the benefits and the partially funded status, the assets and the investment strategy are within the range of what is suitable for the purposes of the Fund.

Investment Return

The long term after tax investment return was assumed to be 5.0% p.a. for the purposes of the 30 June 2020 statutory valuation. The estimated return for the 2020/21 year was 27.54%. This has been estimated using the formula $2I/(A + B - I)$, where I is investment income less tax provisions, A is the opening balance and B is the closing balance. The estimate is after tax and before investment costs so that it can be compared to the investment return assumed for the financial year to 30 June 2021.

The higher than expected investment return in 2020/21 means that the assets at 30 June 2021 are significantly higher than expected in last year's actuarial investigation.

Estimated after tax returns for prior years, as reported in our previous valuation reports were:

Fund return (before investment fees and after tax)	
Year ended 30 June 2020	-1.14%
Year ended 30 June 2019	3.6%
Year ended 30 June 2018	11.1%

The Fund's annual report as at 30 June 2021 states that the investment return for the year was 28.9% before tax and after investment fees. The Fund switched to a before tax investment objective from 1 July 2014 and hence investment returns are now reported on a before tax basis.

Section 5 : Fund Experience

Salary Increases

The average salary increases for the year for contributors at 30 June 2021 are shown in the table below, segregated by scheme. The expected increase based on last year's actuarial assumptions was 2.5% plus an assumed promotional salary increase based on a member's scheme and age. As General scheme members make up about 90% of the total salary roll for active members, the overall level of salary increases was higher than expected. Therefore, the liabilities have increased by slightly more than expectations.

Scheme	Actual salary increase
Armed Forces	-0.1%
General	3.1%
Islands	2.8%
Police	4.9%
Prisons Service	1.6%

Pension Increases

Most pensions increased by 1.44% in the 2020/21 year. This increase was based on the increase in the CPI over the year ended 31 December 2020. The overall pension increase was slightly higher than the assumed rate of 0.83%, which has resulted in the value of the liabilities increasing by slightly more than expected.

Pensioner mortality

In preparation for this statutory valuation, a review was carried out of the pensioner mortality experience over the three-year period to 30 June 2020. The results of that review are set out in a separate report dated 28 May 2021.

The experience of both males and females were broadly close to expected based on the current mortality assumptions, adjusted for mortality improvement. However, based on Fund experience and other mortality studies we reduced the previous mortality improvement assumptions from 2.5% p.a. at ages up to 75 and progressively smoothed to 1% p.a. at ages above 83 to 2.0% p.a. at ages up to 75 progressively smoothed to 0.5% p.a. at ages above 90.

As the mortality improvement assumptions were developed, the base mortality assumptions were updated to reflect improvements up to 1 January 2019 (the middle of the analysis period) based on the previous improvement assumptions, with the new assumptions applying thereafter.

Demographic

The demographic experience of the Fund, other than the pensioner mortality experience, has been reviewed as part of this statutory valuation, using data from the three-year period to 30 June 2021.

The results of the review are set out in a separate report dated 6 October 2021. Based on the analysis the following changes have been made to the actuarial assumptions:

- The retirement decrement assumption for the General Scheme of immediate retirement at age 69 and above has been pushed back to age 73, with a constant 30% retirement decrement rate assumed from age 69 to 72.
- The assumptions regarding the number of married pensioners at death have been revised at ages exceeding 75 to align with mortality assumptions.

Impact of assumption changes

We calculated that the impact of the alternative mortality improvement assumptions would lead to a reduction of 1.1% in the Fund's past service liabilities.

The impact of the other changes to the demographic assumptions is small, resulting in a further reduction of 0.1% in the Fund's past service liabilities.

In respect of employer contributions for non-funding employers, the combined effect of all of the demographic changes is to reduce the Armed Forces Scheme contribution rate by 0.4% of salary, reduce the General Scheme contribution rate by 1.2% of salary, reduce the Islands Scheme contribution rate by 0.3% of salary and reduce the Police Scheme contribution rate by 0.3% of salary. There will be other impacts on the contribution rates compared to last year's rates due to changes in the financial assumptions and changes in the active membership.

Next review of demographic experience

The next review of the demographic experience will be carried out as part of the 30 June 2024 statutory valuation, unless circumstances are such that an earlier review is required.

Employer Contributions

The employer contributions paid in the 2020/21 year were based on recommendations in the 30 June 2019 statutory valuation report, for non-funded employers, and separate advice provided in December 2019 for funding employers. Contribution rates were increased from 1 April 2021 to incorporate an increase in the Employer Superannuation Contribution Tax rate from 33% to 39% and in accordance with the 2020 statutory valuation report. Advice on the increased contribution rates was provided in our letter dated 19 January 2021 for non-funded employers, and separate advice provided 3 February 2021 for funding employers.

We are not in a position to check whether contributions were paid in accordance with the recommendations, particularly for non-funding employers, where the contributions are paid directly to Treasury. However, from the Fund's perspective the key funding mechanism is the Crown contribution, determined as described in Section 6. From the financial statements we were able to confirm that the Crown contribution for 2020/21 was in accordance with recommendations.

In total the contributions received from funding employers in 2020/21 were of the order that we expected.

Administration expenses

The administration expenses of the Fund for the 2020/21 year were \$10.633 million, as set out in the financial statements. This represents 0.20% of the year end assets.

Section 6: Valuation Methodology

All members have been valued individually using Willis Towers Watson's proprietary software. Each member's age, gender, category of membership, salary, service, deferred pension, current pension, and/or contributions have been taken into consideration.

Valuing the Fund's liabilities involves projecting the benefits payable in future to members and their dependants. Benefits are payable on retirement, death, leaving service, ill health or on withdrawal from the Fund and are calculated using membership at the valuation date. The amount of the entitlement typically depends on the length of membership, the level of salary in the years leading up to the event and the pension increases subsequently given (in the case of the pension entitlements).

A summary of the main entitlements for each scheme is provided in Appendix C. This summary has been reviewed and agreed by the Authority.

Past Service Liabilities

The Past Service Liabilities for the Fund are calculated by projecting these payments, using assumptions about the likelihood of an entitlement becoming payable at any future date (the demographic assumptions) and about members' future salary growth and pension increases (the financial assumptions). The projected payments are discounted back to the valuation date using the assumed discount rate.

The benefits for contributors are apportioned to past service as follows:

- Retirement/Death/Medical Retirement: the benefit calculated only with service to the valuation date, with allowance for future salary increases to the assumed date of exit.
- Resignation: For deferred retiring allowances, the benefit calculated only with service to the valuation date, with allowance for future salary increases to the assumed date of exit and increased in line with CPI to date of payment; for immediate lump sums, the member contributions with interest to the date of payment assuming no further contributions.

For pensioners, inactive and deferred members the entire benefit relates to past service.

Unfunded Liabilities

The Unfunded Liabilities are then calculated as the difference between the Past Service Liabilities and the Fund assets.

Crown contribution

The Crown makes contributions (known as the Crown subsidy) to the Fund which are equal to:

- the benefit payments arising from members of the Judges and Solicitor-General scheme and the Parliamentary scheme, which are both funded on a pay-as-you-go basis, after deducting member contributions for the period;
- a proportion of the benefit payments arising from other members, with the amount determined by deducting from the total benefit payments in respect of the relevant members the amount received from funding employers and the Fund Share; and
- a proportion of the Fund's expenses, with the balance met by the funding employers.

Fund Share of Benefits

The Fund Share of Benefits is the proportion of benefits arising, excluding benefit payments from the Judges and Solicitor-General scheme and the Parliamentary scheme, which are paid from the Fund.

This proportion is calculated as the ratio of the Fund assets plus expected future member contributions to the total Fund liabilities in respect of past and expected future service. It is calculated using risk-free discount rates determined by Treasury, reduced for estimated investments tax. The Fund Share of Benefits is expected to be reasonably stable over time, but will vary from year to year based on changes to assumptions and experience. For example, a higher than expected investment return would be expected to increase the Fund Share of Benefits.

This calculation methodology has been used for many years and is one of a number of reasonable approaches that could be adopted. The Fund Share of Benefits is updated annually to reflect the actual experience of the Fund, which ensures that over time the Crown contributions are adjusted ensuring all benefit payments will be funded.

Employer Contribution Rates

Funding employers (employers whose employees are paid from money which is not public money) make employer contributions to the Fund. Non-funding employers do not make employer contributions to the Fund, but the Government requires employer contributions to be made to the Crown.

The method used for determining the employer contribution rates is to use the Standard Contribution Rates calculated using the Attained Age Method. This method calculates the employer contributions required to fund benefits accruing to contributory members over potential future service by:

- calculating the amount of all benefits expected to be paid in the future in respect of the current Fund members, based on potential future service, and allowing for all the contingencies under which benefits can be paid (retirement, death, ill health or resignation), the probabilities of these contingencies arising and for future salary increases;
- projecting future pension benefits allowing for increases arising from cost of living adjustments and for probabilities of survival;

- discounting the stream of expected future benefit and pension payments to determine the present value of future liabilities;
- similarly, discounting the projected stream of expected future member contributions to determine the present value of these contributions and then offsetting this amount from the present value of future liabilities above;
- dividing this net future liability by the present value of 1% of future members' salaries to derive the Standard Contribution Rate; and
- grossing up the calculated rate to allow for Employer Superannuation Contribution Tax (ESCT) for the schemes where the tax applies.

In fully funded superannuation schemes where this method is used, the Standard Contribution Rate is usually adjusted to allow for any difference between the scheme assets and past service liabilities. However, since 1 July 2008 employer contributions have been calculated using the Standard Contribution Rates without adjustment. This means that the Standard Contribution Rates are only adjusted for emerging experience to the extent future assumptions are updated. Crown contributions will reduce (or increase) to the extent that emerging experience is better (or worse) than expected.

Up until 30 June 2008 the Standard Contribution Rates were adjusted with reference to the surplus or deficit of the notional fund for each scheme, calculated commencing 1 July 1992, when the Fund was largely closed to new entrants. The significant reduction in the value of assets as a result of the global financial crisis, combined with the reduced number of contributors made it difficult for stable contribution rates to be maintained under this approach.

The exception to this is the Prisons Service scheme, which continues to have a high notional surplus and for which no contributions are currently necessary.

A consequence of the approach is that, for funding employers, there is likely to be a cross subsidy to or from the Crown because of differences between assumptions and experience. The Fund Share of Benefits will adjust over time to reflect the differences ensuring all benefits are funded. For the funding employers the Standard Contribution Rates are calculated based on only their own employees. The approach is intended to fully fund members' benefits by the time they leave employment.

The non-funding employer contribution rates are calculated based on all members of the relevant scheme. No allowance for expenses is included in the non-funding employer contribution rates.

Section 7: Assumptions

Financial assumptions

The key financial assumptions are the rate of return on assets, and the rates of salary growth and pension increases.

Discount Rate – Statutory Basis

The valuation of the Fund on the statutory basis provides a picture of the financial condition of the Fund and a determination of the employer contribution rates on an ongoing basis. Therefore, a discount rate based on a realistic best estimate assumption of the expected return on assets is required.

The expected return on assets is based on modelling carried out by the Authority. The modelling derives a set of expected real returns for each of the major asset classes in which the Fund invests and is combined with the price inflation assumption to develop nominal returns. The discount rate has allowed for the effects of taxation and is expressed net of New Zealand tax. No adjustments for investment expenses were made as they are met by the Crown and the funding employers. The discount rate is calculated based on the long term strategic asset allocations and long-term expectations of investment returns net of taxation at the valuation date. The long term strategic asset allocation for the Fund as at 30 June 2021 is set out in Section 4 of this report.

Based on this methodology the discount rate assumption is 5.0% p.a., net of tax. The discount rate assumption for the statutory valuation as at 30 June 2020 was also 5.0% p.a., net of tax.

Discount Rate – Fund Share Basis

In accordance with established practice, the discount rates for the Fund Share basis are calculated by reference to market prices for Government stock as at the valuation date but are reduced for estimated investment tax.

The discount rates for this valuation and the previous statutory valuation are set out in Appendix B. The rates for this valuation are greater than or equal to the rates used for the previous valuation at all durations.

Pension Increases

The pension increase assumption is linked to expected increases in the Consumer Price Index (CPI). For the purposes of certain accounting valuations Treasury publishes assumptions relating to CPI increases. In our opinion it is reasonable to also use these assumptions for this valuation. The CPI increase assumptions released in July 2021 relate to years ending 30 June. As at 30 June 2021, the assumed CPI increases based on the Treasury rates are 1.88% p.a. for the first 20 years then increasing to, and remaining at 2.00% after 29 years.

For the 30 June 2020 statutory valuation, the assumed CPI increases were 0.83% initially, gradually increasing to 1.58% p.a. after 4 years, remaining at 1.58% up to 17 years, then gradually increasing to 2.0% p.a. after 62 years.

The assumption of major significance in the valuation of the Fund's liabilities is the long-term difference (or 'gap') between the assumed discount rate and the assumed rate of future pension increases. These two assumptions offset each other in their financial effect, hence the difference between the rates is important rather than the absolute values ascribed to them. The greater the assumed gap, the lower the value placed on the liabilities.

The assumed 'gap' for this valuation is 3.12% for the year ending 30 June 2022, gradually decreasing to 3.0% p.a. from 1 July 2051 onwards. The gap for the 30 June 2020 statutory valuation was 4.17% p.a. for the year ending 30 June 2021, gradually decreasing to 3.0% from 1 July 2083 onwards. In isolation, this means that the value of liabilities will be higher than the value of liabilities under the 30 June 2020 basis.

Salary Growth

The salary inflation assumption is based on market expectations of price inflation and on consideration of Treasury's expected range for inflation, together with an allowance for the margin of salary inflation over price inflation. The salary assumption adopted is a flat salary increase of 2.5% p.a., which is the same as that used for the statutory valuation as at 30 June 2020. In addition, an age-based scale of promotional salary increases has been used, as set out in Appendix B, which is also the same as adopted for the 30 June 2020 statutory valuation.

Demographic Assumptions

Changes to the demographic assumptions subsequent to a review of Fund experience as a part of this statutory valuation are as detailed in Section 5 of this report. All other demographic assumptions adopted are the same as used in the most recent statutory valuation as at 30 June 2020.

Expenses

The expenses of the administration and investment management of the Fund are currently met in part by the funding employers, with the balance paid by the Crown as provided by Section 15E of the Act. An allowance for future expenses has been made in the calculations of the contribution rates for funding employers.

Recommendations on the apportionment of expenses between Crown and funding employers for the year ending 30 June 2022 were made in our letter dated 16 September 2020. It was recommended that the Crown should meet 97% of the expenses of the Authority relating to investment management and administration, with the balance to be met by funding employers. In addition, in our letter dated 19 January 2021, it was recommended that the expenses to be met by funding employers are recouped through a loading of 2.0% of salaries in the recommended contribution rates (1.2% of salary for Islands members).

We have provided advice to the Authority on the apportionment of expenses for the year to 30 June 2023. Full details of our calculations and recommendations are set out in a separate letter dated 27 October 2021. In summary, our recommendations are that the share of expenses to be met by the Crown and by funding employers remain the same as the 2021/22 year, and are 97% and 3% respectively and that the expenses to be met by funding employers are met by a loading of 2.0% of salaries on the recommended contribution rates (1.2% where ESCT does not apply).

The assumptions used are best estimate assumptions and do not include any margins for adverse deviations. Appendix B sets out a summary of the key financial and demographic assumptions adopted.

Section 8: Results

Total Service Liabilities

The valuation balance sheet at 30 June 2021 under each basis is set out below.

	Statutory valuation \$M*	Fund Share valuation \$M*
Total Service Liabilities		
Armed Forces	4	6
General (excluding Islands)	1,474	2,354
Islands	70	120
Police	138	220
Prisons Service	9	13
Parliamentary	-	-
Current pensioners	10,059	13,751
Deferred pensioners	<u>604</u>	<u>1,071</u>
Total Liabilities	12,359	17,535
Assets		
Value of Fund Assets	5,218	5,218
Present value of future member contributions		
Armed Forces	0	0
General (excluding Islands)	53	61
Islands	3	3
Police	1	1
Prisons Service	0	0
Parliamentary	-	-
Total Assets	5,274	5,283
Present value of amounts to be funded by Government contributions and funding employer contributions	7,085	12,253
Fund Share of Benefits		30.6%

* Total may not add up due to rounding

The Fund Share of Benefits is calculated as the ratio of the value of assets plus the value of future member contributions to the value of total liabilities. For this calculation the liabilities and contributions in respect of the Judges and Solicitor-General scheme and the Parliamentary scheme are excluded. The liabilities for these two schemes (including pensioner liabilities) are \$249 million and the value of contributions is nil as there are no active members remaining in either of these schemes.

The Fund Share of Benefits calculated at the 2020 valuation was 22.6%. The calculation above shows that the Fund Share of Benefits at 30 June 2021 has increased to 30.6%. This is primarily due to strong investment returns over the course of the year ending 30 June 2021, as well as the increase in the real discount rates used to value the liabilities as at 30 June 2021 compared with those used at 30 June 2020. The strong investment returns over the year result in a higher value being placed on the Fund's assets. The increase in real discount rates on the Fund share basis reflects the increase in bond yields over the year and results in a lower value being placed on the Fund's liabilities. Other changes will have had smaller impacts.

Past Service Liabilities

The valuation results at 30 June 2021 are:

Past Service Liabilities	Statutory valuation \$M*	Fund Share Valuation \$M*
Armed Forces	4	6
General	1,341	2,125
Islands	61	103
Police	136	217
Prisons Service	9	13
Parliamentary	-	-
Total Contributors and Inactives	1,551	2,464
Current pensioners	10,059	13,751
Deferred pensioners	<u>604</u>	<u>1,071</u>
Total Pensioners	10,664	14,822
All Past Service Liabilities	12,214	17,286
Assets	5,218	5,218
Unfunded Past Service Liabilities	6,996	12,068

*Total may not add up due to rounding

The change in the Past Service Liabilities (PSL) over the 2020/21 year is detailed below.

	\$M*	\$M*
PSL at 30 June 2020		12,080
Expected change		
Service cost (including member contributions)	35	
Interest cost	583	
Benefit payments	(928)	(311)
Experience (gains)/losses		189
Assumption changes		
Financial (CPI assumption change)	403	
Financial (Discount rate change)	-	
Financial (Salary increase assumption)	-	
Demographic	(147)	256
PSL at 30 June 2021		12,214

*Total may not add up due to rounding

The corresponding movement in the assets over the year was:

	\$M*	\$M*
Assets at 30 June 2020		4,270
Expected change		
Return on assets	208	
Contributions	723	
Benefit payments	(928)	3
Experience gains/(losses)		
Investment		939
Other		6
Assets at 30 June 2021		5,218

*Total may not add up due to rounding

The movement of the unfunded past service liability (actuarial deficit) over the year is, therefore:

	\$M*	\$M*
Unfunded PSL at 30 June 2020		7,810
Expected change		
Service cost	35	
Interest cost	583	
Return on assets	(208)	
Contributions	<u>(723)</u>	<u>(314)</u>
Experience (gains)/losses		
Assets	(945)	
Liabilities	<u>189</u>	<u>(756)</u>
Change in basis		
Financial (CPI assumption change)	403	
Financial (Discount rate change)	-	
Financial (Salary increase assumption)	-	
Demographic	<u>(147)</u>	<u>256</u>
Unfunded PSL at 30 June 2021		6,996

*Total may not add up due to rounding

Vested Benefits

Vested benefits are calculated as the amount payable in the event that all contributors ceased membership as at the valuation date. For this purpose, I have assumed that:

- for all schemes other than Armed Forces, contributors with at least 10 years contributory service will receive a deferred retiring allowance commencing at age 50 if they are currently under age 50, otherwise an immediate pension,
- for all schemes other than Armed Forces, contributors with less than 10 years contributory service will receive an immediate withdrawal benefit (there are very few members in this situation),
- all contributors in the Armed Forces scheme have at least 20 years contributory service and receive an immediate retirement pension, and
- the pension benefits have been valued using the same assumptions about commutation as were used to value the past service liabilities, as set out in Appendix B.

The vested benefit values are shown in the following table. The ratio of vested benefits to past service liabilities is also shown.

Group	Vested Benefits \$M*	As a percentage of past service liability
<u>Contributors and Inactives:</u>		
Armed Forces	4	100%
General	1,490	111%
Islands	64	105%
Police	135	99%
Prisons Service	9	100%
Parliamentary	-	-
Total Contributors and Inactives	1,702	110%
<u>Pensioners:</u>		
Current Pensioners	10,059	100%
Deferred Pensioners	604	100%
Total Pensioners	10,664	100%
Grand Total	12,366	101%
Less Assets	5,218	
Shortfall	7,148	

**Total may not add up due to rounding*

The relationship between the vested benefits and the assets is unlikely to change materially by the date of the next investigation.

The implications of the Fund winding up have not been considered in this report due to the nature of the Fund. Because the Crown funds benefits as they are paid, there is not sufficient assets in the Fund for pensions to be outsourced to a life insurance company that provides annuities.

Projected Subsidy

A projection of the amount of Government contributions under the Fund Share basis, before any offset for contributions by funding employers and excluding expenses, has been made for the next five years assuming that experience will match the valuation assumptions. The results of the projection are shown below.

Year ending 30 June	Projected subsidy \$M
2022	720
2023	646
2024	645
2025	642
2026	639

Employer Contributions – Funding Employers

The information produced by our valuation software enables us to carry out calculations on an employer by employer basis and calculate a Standard Contribution Rate based solely on the members employed by each employer.

The contribution rates for the funding employers for the period from 1 April 2021 to 30 June 2022 are set out in our letter dated 19 January 2021.

We have calculated the contribution rates for funding employers for the year commencing 1 July 2022 under the methodology and assumptions set out in sections 6 and 7. There are a small number of employers who have pre-existing arrangements whereby the Crown has provided that the contribution rates are capped at either 10% or 12% of salary.

To avoid small changes in contribution rates from year to year it has been the standard practice agreed with the Authority to leave an employer's contribution rate unchanged if the most recently calculated rate is within 0.3% of the existing rate. This approach has again been taken.

A sample of average contribution rates at selected ages is set out in the following table. In general, the contribution rate of a funding employer can be calculated by weighting together the contribution rates based on the age of their employees. The rates in the table are inclusive of ESCT at 39%.

Age nearest	Males	Females
55	18.5%	18.6%
57	18.8%	18.9%
59	19.0%	19.1%
61	18.9%	19.0%
63	18.6%	18.7%
65	17.2%	17.1%
67	16.2%	16.2%

Age nearest	Males	Females
69	15.5%	15.3%
71	15.3%	15.2%

The rates have increased by up to 0.5% from those applicable for the 2021/22 year up to age 63 primarily due to the increase in the CPI assumption, partially offset due to changes in the demographic assumptions. At older ages (65 and above) the rates decrease by up to 1.3% because the change in demographic assumptions, and particularly the impact of the assumed latest retirement age, have larger impact.

At most ages there is only a small variation in contribution rates between employees of the same age. However, at ages above 65 the actual contribution rate for an individual at a particular age may differ from the average rate at that age, particularly if the individual has had a recent significant change in salary. In this case, if the number of employees of a funding employer is small the calculated contribution rate may differ from the rate that would be estimated based only on the average contribution rates.

Due to a change to the methodology for valuing future contributions in the 2016 valuation, the calculated contribution rates for 2017/18 were generally higher than the 2016/17 rates. In 2016 the Authority adopted a smoothing approach for the increase in contributions. The approach allows for the impact of the change in methodology to be phased in by way of a cumulative 0.5% of salary per year until the higher rates are attained. Under this approach the contribution rates for funding employers for 2022/23 will lie in the range of 14.6% to 19.1% of salary.

Employer Contributions – Islands

The four employers of the Islands members are funding employers. We have continued the existing practice to treat the Islands members as a single group for the purposes of calculating the employer contribution rates.

Consistent with the previous actuarial investigation, an allowance for expenses has been included in the recommended contribution rate for the Islands group of members. The expense loading is 1.2% of salaries (net of ESCT) for the 2022/23 year and the calculated contribution rate is 17.3% for Islands members.

For comparison, the contribution rate for the 2021/22 year is 16.5% of salaries.

Employer Contributions – Non-funding Employers

The calculated Standard Contribution Rates for non-funding employers, inclusive of ESCT, for the different schemes from 1 July 2022 are shown in the following table. Since 2016 the smoothing approach outlined above has been adopted by the Authority for the non-funding employers. However, smoothing has now been completed for all schemes.

Scheme	Non-funding Employer contribution rates
Armed Forces	15.9%
General	16.4%
Police	15.0%
Prisons Service	Nil

For comparison the contribution rates for the 2021/22 year are 17.7% for the Armed Forces scheme, 16.2% for the General scheme, 15.9% for the Police scheme and nil for the Prisons scheme.

The contribution rates for the Armed Forces and Police schemes have reduced due to changing membership characteristics.

The contribution rates may change from year to year depending on changes to assumptions and the emerging experience of each group of Fund members.

The Judges and Solicitor-General scheme and the Parliamentary scheme are both funded on a pay-as-you-go basis, and there are now no active members, so there are no recommended contribution rates for these schemes.

The notional fund in respect of the Prisons Service scheme continues to have a large surplus and no contributions are currently necessary. The notional fund position for the Prisons Service scheme at 30 June 2021 is as follows.

	\$ million
Notional fund:	136.4
Past service liability:	8.7

Sensitivity of Results

As explained earlier in the report the value of the liabilities is highly influenced by the size of the gap between the discount rate and the assumed rate of future inflation, whether salary inflation or price inflation. To illustrate the impact of a change in the gap we have re-valued the past service liabilities using discount rates of 6.0% p.a. and 4.0% p.a., whilst keeping all other assumptions unchanged.

The results are shown in the following table.

	Statutory basis (5.0% discount rate) \$M*	6.0% discount rate \$M*	4.0% discount rate \$M*
Contributors and Inactives	1,551	1,357	1,788
Current Pensioners	10,059	9,276	10,969
Deferred Pensioners	604	507	729
Total past service liabilities	12,214	11,140	13,487
Assets	5,218	5,218	5,218
Unfunded liability	6,996	5,922	8,269

* Total may not add up due to rounding

We have also carried out an analysis to show the impact of a 1% increase and a 1% decrease in the assumed CPI inflation rate, whilst keeping all other assumptions unchanged.

	Statutory basis \$M*	1% increase in assumed CPI rate \$M*	1% decrease in assumed CPI rate \$M*
Contributors and Inactives	1,551	1,745	1,382
Current Pensioners	10,059	10,943	9,286
Deferred Pensioners	604	729	505
Total past service liabilities	12,214	13,417	11,172
Assets	5,218	5,218	5,218
Unfunded liability	6,996	8,199	5,954

* Total may not add up due to rounding

These sensitivity analyses are not intended to show the full range of possible outcomes, but are intended to demonstrate that outcomes are highly dependent on future experience.

Section 9: Material Risks

The purpose of this section of this report is to identify the material risks for the Fund which are associated with the actuarial assumptions or actuarial management of the Fund, of which we are aware as Actuary. We also comment on the way in which the identified financial risks are being managed by the Authority.

The material risks are:

Increasing Life Expectancy

The Fund's liabilities relate almost wholly to current and future pensioners. The assumptions regarding pensioner mortality that were used for this valuation allow for future improvements in mortality. However, a future breakthrough in medical diagnosis or treatment which leads to a significant increase in life expectancy could increase the Fund's liabilities and require increased employer and Crown contributions.

Mortality experience should continue to be monitored at least every three years, in conjunction with relevant population data, to assess whether the current assumptions remain valid.

Investment Risk

The risk faced by the Fund is that the investment returns earned on the assets will not be as high as expected over the long term. This means that the Crown's share of benefit payments might need to increase.

The Authority has set an Investment Objective which is to maximise the Fund's excess return relative to NZ Government Bonds (before New Zealand tax), without undue risk of under-performing NZ Government Bonds over rolling ten year periods.

The Fund has a strategy of using diversified investment vehicles and requires investment managers to themselves invest in a range of underlying securities. Given the level of diversification in the underlying investments, the Fund is unlikely to suffer any significant loss from underperformance by the failure of an individual underlying security.

The Authority has a comprehensive Statement of Investment Policies Standards and Procedures in place for the governance and management of the assets held by the Fund.

Inflation

The Fund's liabilities for active members are linked to salary and therefore a higher than expected rate of inflation could have a negative impact on the required contribution amounts. Salary increases should continue to be monitored at each valuation.

Similarly, pension liabilities are linked to the CPI and increases above those assumed could lead to an increase in Crown contributions.

Liquidity Risk

The majority of the Fund's liabilities relate to current and future pensions which we expect to be paid out over a very long time frame. As the benefit payments are largely covered by Crown and employer contributions the amount of assets required to be redeemed to meet benefits is relatively small and is quite stable over time. Therefore, the Fund is unlikely to be faced with a need to redeem an unexpectedly large amount.

Furthermore, the Authority's Statement of Investment Policies Standards and Procedures includes a number of policies addressing liquidity risk.

In the very long term, as the Fund begins to decline in size, we would expect the assets to move gradually to a predominantly liquid position.

Self Insurance

By self-insuring the death and ill health benefits, the Fund runs the risk of higher than expected claims occurring. However, given the high average age of current active members the value of death or ill health benefits are not materially different from the value of retirement benefits.

Furthermore, in the event of a pandemic affecting the general population the effect of an increase in deaths amongst active members is likely to be offset to some extent by deaths among the current pensioners.

Other

The Fund faces a variety of operational, legislative and other risks which may in some circumstances lead to cost increases. There are also benefit options able to be elected by retiring contributing members and current pensioners that can increase benefit payments.

We understand that the Authority monitors and takes action on such risks as part of the risk management framework.

Section 10: Statements and Certifications

Fund Share of Benefits

The results in Section 8, carried out using valuation discount rates derived from those used for valuations for Crown Account purposes, shows a Fund Share proportion of 30.6%. The 2020 valuation resulted in a proportion of 22.6%. As the valuation result is sensitive to the level of actual investment returns received and the assumed discount rates used, I consider the Fund Share of Benefits proportion should be increased to 30.6%.

In terms of Section 95(1) of the Act, I advise that the proportion of benefits calculated as being provided by member contributions into the Fund is 30.6% for the 2022/23 year.

Funding employer contribution rates

Contributions for the year commencing 1 July 2021 have been calculated on an employer by employer basis, based solely on the members employed by each employer.

In terms of Section 95(2) of the Act I advise that the Standard Contribution Rates, as from 1 July 2022, for those employers of contributors whose salaries are payable out of money that is not public money is:

- for contributors who are members under Part 2 or Part 2A of the Act and employed by the Public Services of the Cook Islands, Niue or Tokelau, 17.3% of contributor salaries, exclusive of ESCT; and
- for contributors who are members under Part 2 or Part 2A of the Act, excluding those employed by the Public Services of the Cook Islands, Niue or Tokelau, contributions calculated on an employer by employer basis based only on the contributors employed by that employer. Contribution rates include ESCT and an allowance for expenses.

A sample of average contribution rates at selected ages is set out in the following table and for most employers the contribution rate can be calculated by weighting these rates based on the age of their employees who are contributory members. The rates in the table are inclusive of ESCT at 39%.

Age nearest	Males	Females
55	18.5%	18.6%
57	18.8%	18.9%
59	19.0%	19.1%
61	18.9%	19.0%
63	18.6%	18.7%
65	17.2%	17.1%
67	16.2%	16.2%
69	15.5%	15.3%
71	15.3%	15.2%

My advice is that the Authority require the relevant employers to contribute at the Standard Contribution Rates for 2022/23, or alternatively adopt a smoothing approach to allow for the phasing in of the impact of the change in methodology noted earlier in the report. One smoothing approach, which the Authority adopted for the 2017/2018, 2018/19, 2019/20, 2020/2021 and 2021/2022 years, is to allow for the impact of the change in methodology by way of a cumulative 0.5% of salary per year until the higher rates are attained. Under this approach the contribution rates for funding employers for 2022/23 would lie in the range of 14.6% to 19.1% of salary.

Non-funding employer contribution rates

The non-funding employers are required to budget for the superannuation contributions as if such contributions were payable to the Fund. These employer contribution rates do not include an allowance for a share of expenses as this is paid directly.

The calculated Standard Contribution Rates for non-funding employers, inclusive of ESCT, for the different schemes from 1 July 2022 are shown in the following table.

Scheme	Non-funding Employer contribution rates
Armed Forces	15.9%
General	16.4%
Police	15.0%
Prisons Service	Nil

In accordance with my professional obligations as a Fellow of the New Zealand Society of Actuaries, I make the following statements:

- In carrying out this valuation as required by the Act, in my view I have no conflict with any other of my professional activities.
- I am not aware of any material developments to the Fund or any external events that have had a material effect on the results of the investigation.
- I am not aware of any material events subsequent to the date of the current investigation.
- The Fund has no arrangements for external insurance of the benefits payable on death or disability. Having regard to the size of the Fund, the employer sponsors of the Fund and the nature of the benefits payable on death or disability, it is my view that there is no need for the Fund to hold such insurance.
- In completing this report, I have had regard to Professional Standard No. 40 - Actuarial Reporting for Superannuation Schemes - issued by the New Zealand Society of Actuaries. The valuation method and the financial, economic and demographic assumptions have been determined in accordance with the professional judgement of the actuary preparing the report.
- I am not aware of any discrepancy between the Act and subsequent Amendments and the practice of the Authority which would have a material bearing on the results of this investigation.
- The next valuation will be carried out as at 30 June 2022.

Reliances and Limitations

This report was prepared for you in the context of actuarial requirements under the Act, under the terms of our agreement with you dated 23 March 2017, as extended by the agreement dated 7 August 2020. It may not be suitable for use in any other context or for any other purpose and we accept no responsibility for any such use.

This report was prepared solely for the use of the Authority on the basis agreed with you. It was not prepared for use by any other party and may not address their needs, concerns or objectives. We note that the report will be available publicly on the Authority's web site. We do not assume any responsibility, or accept any duty of care or liability to any third party who may obtain a copy of this report and any reliance placed by such party on it is entirely at their own risk.

In preparing this report we have relied on information and data provided to us verbally, electronically and/or in writing by the Fund Administrator and the Authority. We have relied on all the data and information provided, including Fund provisions, membership data and asset information, as being complete and accurate. We have not independently verified the accuracy or completeness of the data or information provided, but we have performed limited checks for consistency.

The content and accuracy of this report are dependent on the completeness and accuracy of the information provided to us. Although independent verification of this information was not undertaken, we have reviewed the information for reasonableness and consistency with our knowledge of the Fund.

In our opinion, all calculations are in accordance with applicable legislative requirements, and the procedures followed and the results presented conform with applicable actuarial standards of practice.

If further explanation of the matters covered in this report or supplementary information is required please contact the Actuary to the Fund at the address below.



Matthew Burgess FNZSA, FIAA
Actuary to the Fund
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This report has been peer reviewed in accordance with Willis Towers Watson Excellence procedures.



Louise Campbell FNZSA, FIAA
Head of Retirement, Australasia, Willis Towers Watson

28 October 2021

DO: MZ | TR: EC, AS | ER: AS | CR: MB | SPR: LC

Appendix A: Summary of membership data

The following tables summarise the membership data as at 30 June 2021 received from the Fund Administrator.

Contributors

A summary of the membership data in respect of contributors split by scheme is as follows:

Scheme	Gender	Age Group	Number of Members	Average Age	Average Membership	Average FTE ¹ Salary (\$)
Armed Forces			3	57.5	39.8	153,686
	Female		1	*	*	*
	Female	45 to 54	1	*	*	*
	Male		2	*	*	*
	Male	55 to 64	2	*	*	*
General			1,928	61.9	33.9	119,303
	Female		799	61.7	31.8	109,994
	Female	45 to 54	87	52.6	25.1	107,373
	Female	55 to 64	513	60.6	32.0	107,907
	Female	65 and over	199	68.6	34.2	116,517
	Male		1,129	62.0	35.4	125,891
	Male	45 to 54	85	52.9	29.1	116,766
	Male	55 to 64	791	61.0	35.6	124,254
	Male	65 and over	253	68.1	36.6	134,076
Islands			212	53.9	32.2	38,857
	Female		112	53.8	32.1	36,312
	Female	35 to 44	1	*	*	*
	Female	45 to 54	67	50.6	30.1	37,313
	Female	55 to 64	41	58.3	34.9	35,157
	Female	65 and over	3	67.1	38.3	31,669
	Male		100	54.1	32.3	41,707
	Male	35 to 44	2	*	*	*
	Male	45 to 54	53	50.9	30.2	40,918
	Male	55 to 64	44	58.1	34.9	41,468
	Male	65 and over	1	*	*	*
Police			72	55.2	31.1	130,724
	Female		14	54.2	31.0	149,353
	Female	45 to 54	8	52.1	30.3	154,559
	Female	55 to 64	6	56.9	32.0	142,411

Scheme	Gender	Age Group	Number of Members	Average Age	Average Membership	Average FTE ¹ Salary (\$)
	Male		58	55.4	31.4	126,227
	Male	45 to 54	34	52.7	30.7	131,405
	Male	55 to 64	23	58.9	32.3	119,780
Prison Service			11	63.6	32.5	85,267
	Female		2	*	*	*
	Female	55 to 64	1	*	*	*
	Female	65 and over	1	*	*	*
	Male		9	63.4	32.5	78,529
	Male	55 to 64	5	59.0	27.7	76,558
	Male	65 and over	4	68.8	38.4	80,992
Judges and Solicitor-General			-	-	-	-
Parliamentary			-	-	-	-
All Schemes			2,226	60.9	33.6	111,889

¹ Full-Time Equivalent

Note: In the above table, * signifies that there were only one or two members in the age band and the statistics are not shown for privacy reasons.

Inactives

Inactives are members who have ceased contributing to the Fund, but have not yet received an entitlement. These members are split into two groups according to the data available to calculate entitlements:

- Inactive members with less than 10 years membership, or with a salary of nil or \$1, who are entitled to a withdrawal benefit.
- Inactive members with at least 10 years membership and a salary, who are entitled to a deferred pension..

A summary of the Inactives membership data as at 30 June 2021 is as follows:

Inactives (Withdrawal Benefit)	Number of Members	Average Age	Average Membership	Average Withdrawal Benefit (\$)
Armed Forces	45	61.4	1.7	610
General	1,214	64.2	2.3	1,431
Islands	151	55.9	2.7	739
Police	5	68.8	3.7	2,952
Prison Service	3	69.3	9.1	610
Grand Total	1,418	63.3	2.4	1,335

Inactives (Deferred Pension)	Number of Members	Average Age	Average Membership	Average Deferred Retiring Allowance (\$ p.a.)
Armed Forces	1	*	*	*
General	295	61.2	19.1	13,232
Islands	22	56.1	17.1	4,973
Police	66	60.7	32.0	36,715
Prison Service	4	65.5	34.3	29,901
Grand Total	388	60.9	21.3	16,929

Pensioners

A summary of the pensioner membership data as at 30 June 2021 is as follows:

	<u>Deferred pensions</u>			<u>Retirement pensions</u>		
	Number	Average Age	Average Pension ¹ (\$p.a.)	Number	Average Age	Average Pension (\$p.a.)
Females	278	53.6	13,854	6,828	75.1	19,761
Age 25 to 49	46	48.8	12,880	1	*	*
Age 50 to 59	232	54.6	14,048	203	57.2	16,424
Age 60 to 69	-	-	-	1,669	66.2	23,067
Age 70 to 79	-	-	-	3,191	74.9	19,638
Age 80 to 89	-	-	-	1,393	83.9	17,336
Age 90 to 99	-	-	-	362	93.2	16,916
Age 100 and over	-	-	-	9	101.3	15,434
Males	2,351	54.5	14,396	24,158	75.7	25,937
Age 25 to 49	295	48.7	14,100	4	48.5	5,608
Age 50 to 59	2,056	55.3	14,439	338	57.3	21,258
Age 60 to 69	-	-	-	6,247	65.6	23,885
Age 70 to 79	-	-	-	10,049	75.0	27,486
Age 80 to 89	-	-	-	6,122	84.1	25,789
Age 90 to 99	-	-	-	1,371	93.0	25,754
Age 100 and over	-	-	-	27	101.8	28,721
Grand Total	2,629	54.4	14,339	30,986	75.5	24,576

¹ Pension amounts disclosed for Armed Forces include indexation from the date of deferral to 30 June 2021 based on the actual increase in the CPI for the relevant period.

Note: In the above table, * signifies that there were only one or two members in the age band and the statistics are not shown for privacy reasons.

<u>Spousal and dependant pensions</u>			
	Number	Average Age	Average Pension (\$p.a.)
Females	11,993	81.2	11,343
Under age 25	21	13.7	3,300
Age 25 to 49	29	43.5	4,638
Age 50 to 59	209	56.7	7,794
Age 60 to 69	1,155	66.0	10,058
Age 70 to 79	3,463	75.6	10,965
Age 80 to 89	4,897	84.8	11,757
Age 90 to 99	2,150	93.4	12,218
Age 100 and over	69	101.6	11,198
Males	434	74.5	7,283
Under age 25	13	14.2	3,549
Age 25 to 49	20	42.1	4,597
Age 50 to 59	21	55.2	6,704
Age 60 to 69	57	66.1	7,240
Age 70 to 79	152	75.5	7,765
Age 80 to 89	125	84.5	7,154
Age 90 to 99	43	93.2	8,446
Age 100 and over	3	101.9	10,469
Grand Total	12,427	81.0	11,201

Appendix B: Summary of actuarial assumptions

Financial Assumptions

The financial assumptions which we have adopted are shown below.

Discount rates (Fund Share):

Year ended 30 June	Discount rate p.a. Fund Share 2021	Discount rate p.a. Fund Share 2020
2022	0.27%	0.18%
2023	0.58%	0.30%
2024	0.85%	0.45%
2025	1.10%	0.60%
2026	1.32%	0.73%
2027	1.53%	0.86%
2028	1.71%	0.97%
2029	1.87%	1.07%
2030	2.01%	1.15%
2031	2.15%	1.23%
2032	2.26%	1.30%
2033	2.37%	1.35%
2034	2.47%	1.39%
2035	2.56%	1.42%
2036	2.63%	1.44%
2037	2.69%	1.46%
2038	2.74%	1.49%
2039	2.78%	1.53%
2040	2.81%	1.56%
2041	2.83%	1.60%
2042	2.85%	1.63%
2043	2.87%	1.67%
2044	2.90%	1.71%
2045	2.93%	1.74%
2046	2.95%	1.78%
2047	2.98%	1.81%
2048	3.01%	1.85%
2049	3.03%	1.89%
2050	3.06%	1.92%
2051	3.09%	1.96%

Year ended 30 June	Discount rate p.a. Fund Share 2021	Discount rate p.a. Fund Share 2020
2052	3.10%	1.99%
2053	3.10%	2.03%
2054	3.10%	2.07%
2055	3.10%	2.10%
2056	3.10%	2.14%
2057	3.10%	2.17%
2058	3.10%	2.21%
2059	3.10%	2.25%
2060	3.10%	2.28%
2061	3.10%	2.32%
2062	3.10%	2.35%
2063	3.10%	2.39%
2064	3.10%	2.43%
2065	3.10%	2.46%
2066	3.10%	2.50%
2067	3.10%	2.53%
2068	3.10%	2.57%
2069	3.10%	2.61%
2070	3.10%	2.64%
2071	3.10%	2.68%
2072	3.10%	2.71%
2073	3.10%	2.75%
2074	3.10%	2.79%
2075	3.10%	2.82%
2076	3.10%	2.85%
2077	3.10%	2.89%
2078	3.10%	2.92%
2079	3.10%	2.96%
2080	3.10%	3.00%
2081	3.10%	3.03%
2082	3.10%	3.07%
2083	3.10%	3.10%
2084 onwards	3.10%	3.10%

Discount rate (Statutory): 5.0% p.a.

CPI: The assumed CPI increases based on the Treasury rates are assumed to be 1.88% p.a. for the first 20 years then increasing to, and remaining at 2.00% after 29 years.

Salary increases: 2.5% p.a.

Armed Forces deferred pensioners

For former Armed Forces members with deferred pensions which have not yet commenced, the pension amount held on the administration system is the pension amount calculated at the date of deferral, with indexation to the current date. When valuing the liability for these pensioners we then allow for indexation from 30 June 2021 to the date of commencement of the pension using the assumed future rates of CPI increase.

Demographic Assumptions

Promotional salary increases

In addition to salary increases from general salary inflation, age related promotional increases have been assumed. Specimen rates are as follows:

Age	Salary increases at each age				
	General schemes	Islands	Armed Forces	Police	Prisons Service
30	1.50%	1.00%	1.500%	2.250%	3.50%
35	1.25%	1.00%	1.125%	2.188%	2.60%
40	1.00%	1.00%	0.750%	2.125%	2.00%
45	0.75%	1.00%	0.375%	2.063%	0.50%
50	0.50%	-	-	2.000%	-
55	-	-	-	-	-
60	-	-	-	-	-

In-service decrements

Specimen rates for the General schemes are as follows:

<i>Number out of 10,000 members aged X at the beginning of the year assumed to leave the Fund during the year for the following modes of exit</i>					
Age	Male Death	Female Death	Resignation	Age Retirement	Ill-health Retirement
35	4	2	700	-	4
40	5	3	400	-	4
45	7	5	300	-	23
50	10	7	200	300	41
55	17	12	-	325	60
60	28	20	-	650	-
65	48	31	-	4,550	-
70	80	47	-	3,000	-
73	-	-	-	10,000	-

Specimen rates for the Islands are as follows:

<i>Number out of 10,000 members aged X at the beginning of the year assumed to leave the Fund during the year for the following modes of exit</i>					
Age	Male Death	Female Death	Resignation	Age Retirement	Ill-health Retirement
35	13	7	400	-	5
40	16	9	430	-	10
45	22	16	280	-	20
50	34	25	100	500	45
55	56	40	-	800	85
60	94	65	-	3,000	-
65	-	-	-	10,000	-

Specimen rates (which include age and membership based rates) for the Armed Forces scheme are as follows:

<i>Number out of 10,000 members aged X at the beginning of the year assumed to leave the Fund during the year for the following modes of exit</i>			
Age	Male Death	Female Death	Ill-health Retirement
35	5	3	5
40	6	4	0
45	9	6	0
50	14	10	0
55	22	16	0
60	38	26	0

<i>Number out of 10,000 members with membership X at the beginning of the year assumed to leave the Fund during the year for the following modes of exit</i>		
Membership	Resignation	Age Retirement
15	100	-
20	-	6,000
25	-	5,125
30	-	4,250
35	-	3,375
40	-	2,500

Specimen rates for the Police scheme are as follows:

Number out of 10,000 members aged X at the beginning of the year assumed to leave the Fund during the year for the following modes of exit					
Age	Male Death	Female Death	Resignation	Age Retirement	Ill-health Retirement
35	5	3	20	-	600
40	6	4	-	-	600
45	9	6	-	-	600
50	14	10	-	250	300
55	-	-	-	10,000	-

Specimen rates for the Prisons Service scheme are as follows:

Number out of 10,000 members aged X at the beginning of the year assumed to leave the Fund during the year for the following modes of exit					
Age	Male Death	Female Death	Resignation	Age Retirement	Ill-health Retirement
35	5	3	2,000	-	5
40	6	4	1,400	-	10
45	9	6	800	-	50
50	14	10	450	300	100
55	22	16	200	500	150
60	-	-	-	10,000	-

There are no active members remaining in the Parliamentary Scheme or the Judges and Solicitor-General Scheme. In-service decrement assumptions are no longer required.

Pensioner mortality

The underlying mortality for pensioners is based on experience over the period from 1 July 2017 to 30 June 2020, as set out in the report dated 28 May 2021.

Specimen rates effect 30 June 2019 are as follows:

Number assumed to die out of 10,000 at each age		
Age	Males	Females
65	63	46
70	107	68
75	184	119
80	410	279
85	773	554
90	1,531	1,265

In addition, we have made the following adjustments for mortality improvement:

- An allowance for past improvements (from 1 July 2019 to 30 June 2021) at the rate of 2.0% per annum at ages up to 75 and progressively smoothed to 0.5% per annum at ages including and above 90.
- An allowance for future improvements (from 30 June 2021 onwards) at the rate of 2.0% per annum at ages up to 75 and progressively smoothed to 0.5% per annum at ages including and above 90.

Proportion of members with a spouse or partner

It was assumed that the percentage of members with a spouse or partner gradually reduces as members age. Specimen rates are as follows:

% of members with a spouse or partner at each age		
Age	Male	Female
35	68	69
40	72	71
45	75	72
50	76	72
55	78	71
60	77	68
65	76	63
70	74	54
75	71	42
80	67	33

Expenses

The administration and investment expenses of the Fund are currently met in part by the funding employers, with the balance paid by the Crown as provided by Section 15E of the Act. An allowance for future expenses was incorporated in the employer contributions recommended for funding employers in this report.

The expenses for the financial year ended 30 June 2022 have been estimated by the Authority and beyond that date have been assumed to remain proportional to the value of assets.

Age difference and length of relationship between pensioners and their spouses or partners

It has been assumed that male pensioners were three years older than their spouse or partner while, for female pensioners, it was assumed they were three years younger than their spouse or partner.

It was assumed the length of the relationship between pensioners and their spouses or partners was such that 50% of the pension reverts to the spouse or partner upon the pensioner's death.

Assumed mix of lump sums/pensions

Members were assumed to take their entitlements as a combination of lump sum and pension as follows:

	General schemes	Islands	Armed Forces	Police	Prisons Service
Retirement	95%	80%	100%	100%	80%
Death (spouse pension)	100%	100%	100%	100%	100%
Invalidity	88%	75%	75%	88%	75%

Upon resignation, the percentage of members assumed to elect to receive a deferred retiring allowance is as follows:

Scheme	Percentage of resigned members assumed to elect to receive a deferred retiring allowance
General	75%
Islands	50%
Armed Forces ¹	100%
Police	20%
Prisons Service	20%

¹ eligible after 20 years of service

Other Assumptions

- Where a member has a part time fraction recorded in the 30 June 2021 data file that fraction is assumed to apply to all future service.
- The impact of past periods of part time service is summarised in the average part time factor supplied in the member data.
- For members who have ceased contributions for a period and then re-commenced contributing, we have been advised that the date of commencement of service provided in the data has already been adjusted by the administrator to reflect the alterations to contributory service required under Section 61R of the Government Superannuation Fund Act 1956.

Assumptions used for Inactive Contributors

The Inactives group is in respect of contributors who have ceased to be members and have not received an entitlement from the Fund, but for whom salary or contribution information is available. We have valued these members assuming they receive either an immediate refund of contributions (if less than 10 years membership, or with a salary of nil or \$1) or are entitled to a deferred pension (if more than 10 years membership and have a salary). The liability in respect of the members entitled to a deferred pension has been valued assuming commencement of the pension from the later of current age and age 50, and no mortality in deferment.

When valuing the liability for these deferred pensions we have increased the salary amount provided in the administration data file to allow for indexation from the date of suspension of membership to 30 June 2021, based on the actual increase in the CPI for the relevant period. We then allow for indexation from 30 June 2021 to the date of commencement of the pension using the assumed future rates of CPI increase.

The assumption that all inactive members with less than 10 years membership receive an immediate lump sum has the effect of bringing forward benefits that will, in practice, not be paid until later years and leads to a spike in the projected benefit payment amount for the 2021/22 year. Similarly, those inactive members with more than 10 years membership who are over the eligibility age to receive an immediate pension, are assumed to begin receiving the pension immediately.

Suspended pensioners

There are a number of pensioners who have a suspended pension – indicated by a suspension code in the data file. This excludes former Armed Forces members who have a deferred pension. For the majority of the suspended pensions it is possible that the pension could be reinstated in the future. We have taken a conservative approach and assumed that all suspended pensions are reinstated immediately, and have valued the liabilities accordingly.

For some types of suspension the pensioner (or his or her dependant) would be entitled to back payment of past pension amounts if the pension is reinstated. We have not allowed for these payments, but consider these are likely to be more than offset by the conservative approach described above.

Pension elections

Pensioners have various options available in respect of structuring the terms of their pension or assigning part of their pension to another person. These options are implemented using sets of actuarial factors which are intended to result in no change to the Fund's liabilities. However, over time, actual experience will be different to expected so the emerging liability will also be different from that assumed. No allowance has been made for any selection that may occur where members who exercise certain options do so based on their individual circumstances. To the extent that pensioners have already exercised these options, and they are not included in the membership data, they will not be reflected in our calculations.

Appendix C: Summary of entitlements

A summary of the entitlements of the seven schemes is set out below:

Membership	Part 2 / Old GS	Employees in Government service electing to join before 30 April 1985
	Part 2A / New GS	Employees in Government service electing to join before 30 June 1992 (1995 for Islands)
	Part 3A / AF	Members of the Armed Forces joining prior to 30 June 1992
	Part 5A and 5B / Judges	Judges and Associate Judges appointed prior to 30 June 1992
	Part 6 / MPs	Members of Parliament initially elected prior to 30 June 1992
	Part 6A / Police	Members of the Police joining prior to 30 June 1992
	Part 6B / PS	Members of the Prisons Service joining prior to 30 June 1992
Member Contributions	Old GS	6% if < 30 at date of joining 7% if 30–34 8% if 35–39 9% if 40–44 10% if 45–49 11% if >50 Some members may have elected, prior to 1 March 1970, to contribute at 1% less than the rates above. All members can elect to contribute at 6% for an entitlement reduced in the same proportion that 6% bears to the standard rate.
	New GS	6.5%
	AF	7.6%
	Judges	8%, until reach 16 years of service, then 0%.
	MPs	11%, until reach 20 years of service, then 8%
	Police	7.5%
	PS	8.5% (may cease contributing after 32 years)

Contributory Service	Old and New GS	Actual contributory service for all members	
		Actual contributory service plus any accrued leave at date of discharge or release	
	AF	Aggregate of all periods of contributory service as a Judge, temporary Judge or Associate Judge	
	Judges	Actual contributory service as a member of Parliament	
	MPs	For members who joined before 1 May 1985 and 55 or over at retirement, then service is calculated as potential service up to age 60, further increased by 1/7 th , to a maximum of 40 years.	
	Police	For all other members, 125% of actual contributory service as a member of the Police, to a maximum of 40 years	
		If actual contributory service is greater than 40 years, actual contributory service applies.	
	PS	125% of actual contributory service as a member of the Prison Service, to a maximum of 40 years	
		If actual contributory service is great than 40 years, actual contributory service applies.	
	All except Old GS, Judges and MPs	The lesser of salary in the last 12 months and the average of the last 5 years' salary, adjusted for CPI to date of exit.	
	Old GS	Average of the last 5 years' salary	
	Judges	Salary at date of resignation or date of retirement	
Final Salary	MPs	Salary payable to a backbencher at the date on which the retiring allowance first becomes payable.	
	Old GS	Age 65, or age 60 and 40 years of service, or age 50 and 20 years of service with employer consent (other requirements apply to members of NZ Railways Corp or the Police, and certain females)	
	New GS	Age 60 or age 50 with 10 years of service and employer consent	
	AF	20 years of service, with at least 10 years in AF	
	Judges	68 years or over 50 with 10 years of service	
Retirement Entitlement Eligibility	MPs	Over 50 with at least 9 years of service	
	Police	over 50 with 10 years of service with employer consent	
	PS	58 years or 50 years with 8 years of service and employer consent	
	Old GS	70% of 1/60 th per year of service up to 40 years plus 120 th per year of service after 40 years. For members of the Island Schemes, the 70% factor is not applied.	
	New GS	1.05% per year of service adjusted for retirement before or after age 60 (add 0.0168% per year between age 60 and 65, subtract 0.0336% per year between age 55 and 60, subtract 0.0168% per year below 55). For members of the Island Schemes, all accrual rates are divided by 70%.	
Retirement Allowance Multiple	AF	1.05% per year of service	
	Judges	70% of 1/24 th (less 1/750 th per year if age under 55) per year of service, to a maximum of 70% of 2/3rds.	

	MPs	70% of (1/30 th per year of service up to 20 plus 1/120 th per year of service over 20)
	Police	1.05% per year of service adjusted for retirement before age 55 (subtract 0.0336% per year between age 50 and 55)
	PS	1.05% per year of service adjusted for retirement before age 58 (subtract 0.0168% per year before age 53, subtract 0.0336% per year between age 53 and 58)
Retirement Entitlement	All parts except AF and MPs	Retirement allowance pension calculated at date of exit as Final Salary times Retirement Allowance Multiple. Pensions in payment are increased annually with CPI in April each year. Commutation of up to 25% of the pension is optional.
	AF and MPs	Retirement allowance pension calculated at date of exit as Final Salary times Retirement Allowance Multiple. Pensions in payment are increased annually with CPI. Commutation of up to 25% of the pension is optional. Members may defer their pension to age 55 or 60 for an additional lump sum.
	All except MPs	Retirement allowance calculated as per normal retirement at date of medical retirement.
Medical Retirement Entitlement	MPs	No special entitlement is payable on medical retirement
	All parts except Old GS and MPs	Either: A. The greater of: a. One year's salary at date of death b. Refund of member contributions with interest B. 50% of the retirement allowance received if member had medically retired (option to commute part of members pension)
Death while Active with spouse	Old GS	Either: A. The greater of: a. 50% of the retirement allowance received if member had retired on date of death b. \$390 pa B. Refund of member contributions
	MPs	Before 9 years of service, refund of two times member contributions without interest. With 9 or more years of service, either: A. The greater of: a. One year's salary at date of death b. Refund of two times member contributions without interest B. 50% of the retirement allowance received if member was eligible to retire at date of death (option to commute part of the member's pension)

Death without spouse	All parts except Old GS and MPs	Return of member contributions with interest, less any pension payments already paid
	Old GS	Refund of member contributions without interest, less any pension payments already paid and any child allowance payments paid or payable.
	MPs	Return of two times member contributions without interest, less any pension payments already paid.
	All parts except Old GS and MPs	Either: A. Up to 50% of the pension reverts to an eligible spouse dependant on the length of the relationship. B. Return of member contributions with interest, less any pension payments already paid
Death as Pensioner with spouse	Old GS	Either: A. The greater of: a. Up to 50% of pension reverts to an eligible spouse dependant on the length of the relationship. b. \$390 pa if married before beginning pension, otherwise \$0. B. Refund of member contributions, less any pension payments received
	MPs	Either: A. Up to 50% of the pension reverts to an eligible spouse dependant on the length of the relationship. B. Return of two times member contributions without interest, less any pension payments already paid
	All parts	Any member who dies leaving a child or children under 16 years (or are otherwise dependent on the deceased), each child receives an annual allowance of \$1,000 increased with CPI since 1982 until they reach age 16 or 18 if in full time education. Child allowances are paid in addition to any other death entitlements, except for Old GS where child allowances are deducted from the return of contributions on death without spouse, but are paid in addition to other death entitlements.
Resignation	All parts except MPs, and Old scheme	A. Refund of member contributions with interest; or B. With 10 or more years of service (8 years if PS), deferred retiring allowance payable from age 50 or later (this option is not available to AF), or C. With 10 or more years of service (8 years if PS), transfer value rolled into other superannuation fund equal to: Refund of member contributions with interest x (100%+10% per year of service from 10 to 20)

	MPs	Refund of two times member contributions without interest If have more than 9 years of service and less than 50 on resignation, then entitled to a deferred pension payable from age 50 based on an ordinary MPs salary at that age and also commute some to a lump sum to be taken immediately.
Withdrawal	All parts	A. Refund of member contributions without interest (not available to MPs, AF, Police and Judges); or B. If join another employer subsidised scheme and have sufficient service, entitled to a deferred pension from age 50.
Death after resignation or withdrawal with spouse	All parts except MPs	A. Refund of member contributions with interest; or B. 50% pension, where pension is calculated using Final Salary at date of exit/withdrawal, then increased with CPI to date of death.
	MPs	Two times member contributions without interest If ceased before age 50 and has more than 9 years of service, then entitlement of 50% spouse pension is payable from death if die before age 50 or from pension commencement age if chose to defer pension to 55 or 60.
Death after resignation or withdrawal without spouse	All parts except MPs	Refund of member contributions with interest to date of death
	MPs	Two times member contributions without interest

Additional Entitlements

Some Parts have entitlements on leave of absence without pay and temporary cessation of contributions. Entitlements are discounted per year of suspended service.

Members can surrender up to 50% of their retirement allowance to provide a pension for another person (the assignee). The value of the entitlement is actuarially determined so that the value of the entitlement is unchanged. The assignee's pension also increases with CPI and ceases on the assignee's death.

