

# TOUGH CHOICES

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FACING FLORIDA'S GOVERNMENTS



**GOOD NEWS & BAD NEWS:**  
AN UPDATE OF FLORIDA PENSION PLANS' GRADES



**MAY 2019**



## **Good News and Bad News: An Update of Florida Municipal Pension Plans' Grades**

Since 2011 the LeRoy Collins Institute has monitored and issued grades for most of Florida's municipal pension plans. Our earliest report, in [2011](#), found cause for alarm since nearly one-third of the plans earned a D or F grade. In [2014](#) we again assessed the health of the state's municipal plans, this time expanding the original measure of the funded ratio to five measures which provide a more comprehensive approach to assessing the financial condition of pension plans. In that report, 46 percent of municipal plans received a D or F grade in 2012—the most recent year available at the time of the report.

In this study, we again look at municipal pensions (using a similar five-measure approach) and find some good news.

The number of pension systems receiving an A grade significantly increased. We find that 2011 was a low point for the financial condition of public pensions. In that year, only 8 percent of municipal pension systems received an A grade, compared to 28 percent in 2017 (the most recent year of comparable data). Also, the number of systems receiving an F grade fell substantially during that same time period from 25 percent in 2011 to just 1 percent in 2017.

This improvement in grades is associated with two trends. First, funded ratios (i.e., the portion of pension liabilities that is covered by plan assets) have returned to levels that were common prior to the Great Recession. Since funded ratios comprise nearly half of our grading rubric (see Measure 1), improving funded ratios greatly raises system grades. Second, nearly all municipal pension systems have adopted more conservative investment return projections than in previous years. Our grading rubric provides credit for pension systems that adopt an estimated rate of return assumption that is at least as conservative as the one used by the Florida Retirement System, and many pension systems have done so over the past eight years.

While these are clearly positive changes, there are still signs of concern that warn against complacency:

- Despite years of favorable investment markets, most municipal pensions have not substantially improved their funded ratios beyond the levels experienced before the investment declines of 2008 and 2009. This means that if investments go through another period of lower returns, funded levels will likely, once again, drop to concerning levels in many local government plans.
- Nearly half of the municipal pension systems still only receive a C grade or lower. That means a significant portion of pension systems are still at considerable risk.
- The cost of the typical pension system escalated significantly during the Great Recession and has held steady since. This means pension costs continue to put budgetary pressure on local governments, crowding out other services and creating potentially severe constraints if local government revenues should decline in the coming years.

## How We Measure Financial Condition

We use five measures to grade the financial condition of local government pension plans in Florida. The five measures and the amount of points associated with each measure that contribute toward the total grade are as follows:

1. Funded Ratio (max points: 2.5)
2. UAAL Relative to Active Payroll (max points: 1.0)
3. Annual Contribution Relative to Active Payroll (max points: 1.0)
4. Assumed Return on Asset Investments (max points: 0.5)
5. Employee Contribution Levels (max points: 0.5)

The maximum amount of points a plan can receive is 5.5; the fewest points is 0. We calculate the number of points received by each plan in the years they report an actuarial valuation. The points are totaled and plans receive a letter grade on the following scale:

Total Points	Assigned Grade
4 to 5.5	A
3 or 3.5	B
2 or 2.5	C
1 or 1.5	D
0 or 0.5	F

Because plans do not receive an actuarial valuation every year, we do not provide grades every year. For example, over the 14 years examined in this study, Tallahassee's police plan reports seven actuarial valuations that occur approximately every other year; we only provide grades for those years. Because most plans do not conduct an actuarial valuation every year, some of the year-to-year variation in the following measures and the overall grades is partly associated with the plans that happen to report each year. However, because the analysis includes 13 years of data, and most years include at least two-thirds of all plans, the overall trends are meaningful.

## Reading the Figures and Statistics in this Report

This report often refers to "typical pension plans." We use median values to represent typical pension plans. The median is the middle observation—half of the observed values are larger than the median and half of the values are smaller. The median differs from the average because it is not significantly affected by extremely high or extremely low values (outliers).

This report also uses several box plots, such as Figure 1. The line in the center of each box is the median value. The top of the box identifies the value that is greater than 75 percent of the observed values. The bottom of the box identifies the value that is greater than 25 percent of the observed values. Each box, therefore, identifies the middle 50 percent of observations. The length of the lines coming out of the top and bottom of the boxes is equal to 1.5 times the height of their boxes and indicates the expected variation of the bottom and top 25 percent of the observations. Any observed values that fall outside of the box and its lines are considered outliers. Outliers, which are represented by black dots, were relatively rare and not presented in most of the figures in this report in order to improve the presentation of the most common trends.



## Measure 1: Funded Ratio

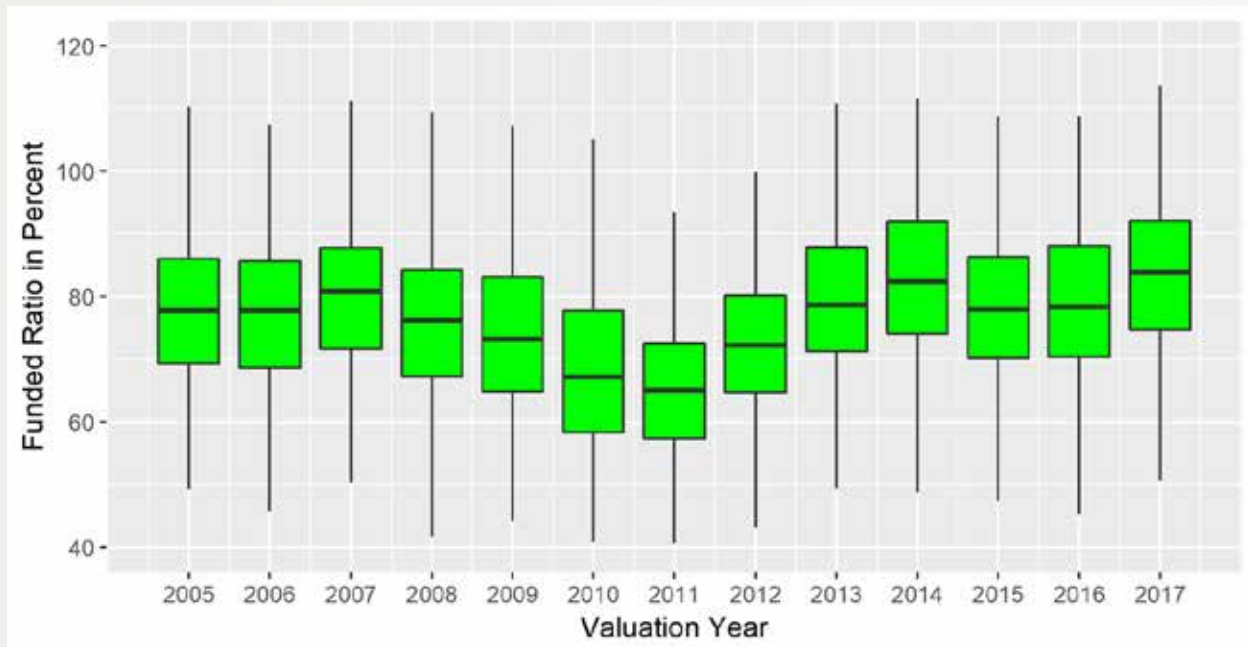
Funded ratios provide a snapshot view of the relationship between pension system assets and liabilities. Funded ratios are calculated as the size of pension fund assets (usually a weighted representation of the market value of assets in recent years) divided by accrued liabilities. The ratio is then presented as a percent value. Ratios that equal 100 percent indicate that fund assets are exactly equal to accrued liabilities. Ratios that fall below 100 percent reflect underfunded plans (i.e., a portion of the liability is unfunded). Ratios that exceed 100 percent are overfunded plans (i.e., the plan has a surplus of assets).

Pension analysts often use a minimum of 80 percent funded as a target funded ratio. The 80 percent target is partially supported by research showing that bond-market investors require governments to pay higher borrowing costs when their funded ratios fall below 80 percent.<sup>1</sup> Others contend that 80 percent is an arbitrary target and may be either overly ambitious or insufficient, depending on individual circumstances.

Figure 1 shows that the typical funded ratio of pension plans was about 80 percent prior to the Great Recession (in years 2005–2008). The typical funded ratio declined to about 65 percent in 2011 but largely recovered to prerecessionary levels by 2013. Since 2013 the typical funded ratio has remained around 80 percent, with some yearly variation that is largely due to which plans report their valuations in a given year.

The variation in funded ratios is fairly stable, as demonstrated by the consistent height of the boxes in Figure 1. The boxes show that in recent years half of the municipal plans are within 10 percentage points of 80 percent (i.e., between 70 to 90 percent funded). However, this means that half of the plans are also outside that band. This variation demonstrates the need to go beyond assessing the financial condition of pension systems as a group and rather, to pay close attention to individual plans in order to recognize exceptional performance as well as significant concern.

FIGURE 1: FUNDED RATIOS (2005–2017)



We also looked at the trends in funded ratios by plans that cover three employee types: general employees, police officers, or firefighters. The overall trend in Figure 1 is consistent for all municipal pension plans, regardless of employee type. The typical firefighter plan, however, has consistently reported a lower funded ratio (lower by about 5 percentage points) than police officer and general employee plans (see online appendix for an illustration of the trends in typical funded ratios by employee type).

Table 1 shows that as of the 2017 valuations just 9 percent of plans were fully funded, but that percentage is increasing. More importantly, 52 percent of all plans in 2017 were funded between 80 and 99 percent, which is a significant increase from 2015. Unfortunately, 40 percent of plans are still funded below the 80 percent level. While the number of plans reporting a funded ratio lower than 80 percent has declined significantly since 2015, a large portion of plans are not strongly positioned for the extended period of lower asset returns that many capital market professionals expect.<sup>2</sup>

TABLE 1: FUNDED RATIO (MEASURE 1)

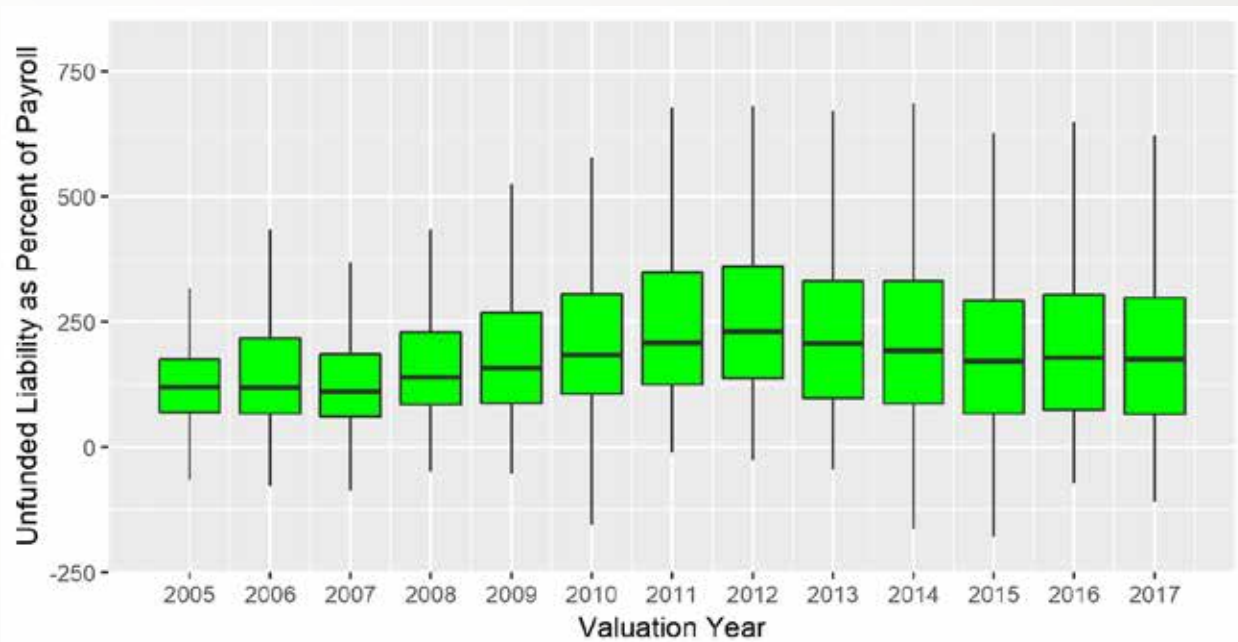
Funded Ratio	Points	% Observed in		
		2015	2016	2017
100% or greater	2.5	5%	6%	9%
80% to 99%	2.0	39%	40%	52%
60% to 79%	1.0	50%	49%	37%
Less than 60%	0.0	6%	5%	3%

## Measure 2: Unfunded Liabilities as Percent of Active Payroll

It is possible for pension plans to be underfunded (i.e., have low funded ratios) and still have relatively affordable pension liabilities. This happens when pension benefits are affordable compared to the costs of operating government services. Therefore, we also consider the size of the unfunded liability in relation to the total cost of the active payroll of the participating employees. The active payroll is the payroll for employees who are actively employed during a valuation period and covered by the pension plan benefits.

Figure 2 illustrates that unfunded liabilities grew significantly from 2008 to 2012 as asset values declined in relation to liabilities. Since 2012 unfunded liabilities have declined slightly, but have stabilized at levels that are still higher than prior to the Great Recession. The reason the typical level in 2014 to 2017 is higher than prior to 2008 is primarily due to slow growth in government payrolls.

FIGURE 2: UNFUNDED LIABILITY AS PERCENT OF ACTIVE PAYROLL (2005–2017)



We also compared the trends for plans covering general employees, police officers, and firefighters. The shape of the trend is similar for all three types of plans, but the typical firefighter plan has a higher unfunded liability than the typical police officer plan, and the trend for general employee plans is the lowest of the three. These differences are meaningful. In 2017 the unfunded liability for the typical firefighter plan was 216 percent of payroll, compared to 167 percent for the typical police officer plan, and just 129 percent for the typical general employee plan. See online appendix for an illustration of the trend from 2005 to 2017 by employee type.

Table 2 shows that nearly half of the municipal pension systems in Florida have unfunded liabilities that are twice the value of their active payrolls.

TABLE 2: SIZE OF UNFUNDED LIABILITY (MEASURE 2)

Unfunded Liability/Payroll	Points	% Observed in		
		2015	2016	2017
Less than 100%	1.0	32%	29%	32%
100% to 200%	0.5	22%	24%	20%
More than 200%	0.0	46%	47%	48%

### Measure 3: Annual Contribution as Percent of Active Payroll

Another measurement included in our grading scale focuses on the annual contributions that actuarial valuations determine need to be contributed to pension plans to fund on an actuarially sound basis. This is often called the annual required contribution (ARC), but due to changes in governmental accounting practices, it is now called the actuarially determined contribution. We use an annual contribution measure that is calculated as a percent of active payroll.

To establish our grading scale, we looked at the national average for this measure in locally-administered pension plans that were at least 80 percent funded and that use the same actuarial methods as the plans in this study.<sup>3</sup> From 2006 to 2017 the national average for pension plan contributions ranged from 13 percent to 27 percent of payroll. As such, we use 20 percent, the middle of the range, as a benchmark for identifying higher-than-average contributions. Twenty percent is also consistent with the measure we used in our 2014 study.

FIGURE 3: ANNUAL CONTRIBUTION AS PERCENT OF PAYROLL (2005–2017)

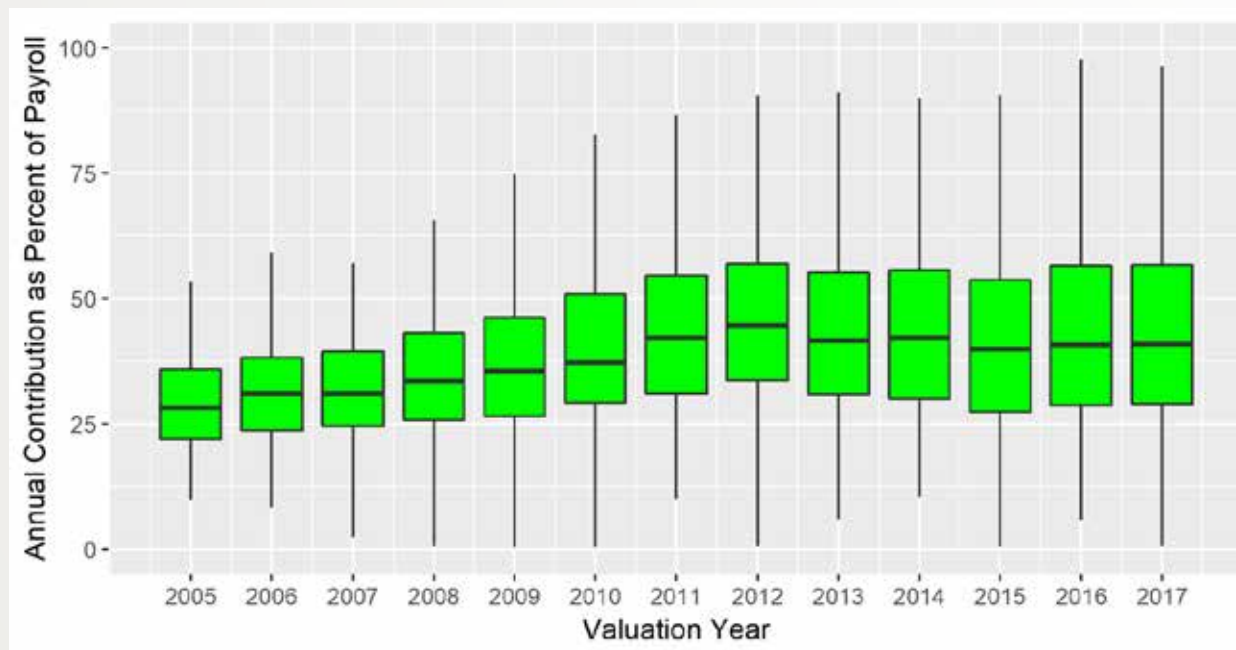




Figure 3 illustrates that the typical pension system faced escalating costs from 2005 to 2012 and that contribution costs have held steady ever since. There was also an increase in variation among contribution costs over the 14-year period, as indicated by the increased height in the boxes in Figure 3. As variation increases, it becomes more important to look further at individual pension plans to identify which plans have especially high contribution levels.

We also looked at differences among the plans covering general employees, police officers, and firefighters. The overall trend is consistent among the different types of plans. However, the typical general employee plan requires a significantly lower annual contribution rate compared to public safety plans. In 2017 the typical general employee plan required a 32 percent contribution, but the rate was 50 percent for the typical firefighter plan and 43 percent for the typical police officer plan. See online appendix for an illustration of the trend in median values by employee type.

Table 3 shows that the contributions are greater than 30 percent for more than three-quarters of all pension systems—well above the 20 percent benchmark. That level appears to be stable and suggests that pension costs will remain a significant portion of most local government employees’ total compensation for the foreseeable future.

TABLE 3: ANNUAL CONTRIBUTION AS PERCENT OF PAYROLL (MEASURE 3)

Annual Contribution as % of Payroll	Points	% Observed in		
		2015	2016	2017
Less than 20%	1.0	8%	9%	7%
20% to 30%	0.5	19%	17%	18%
More than 30%	0.0	73%	74%	76%

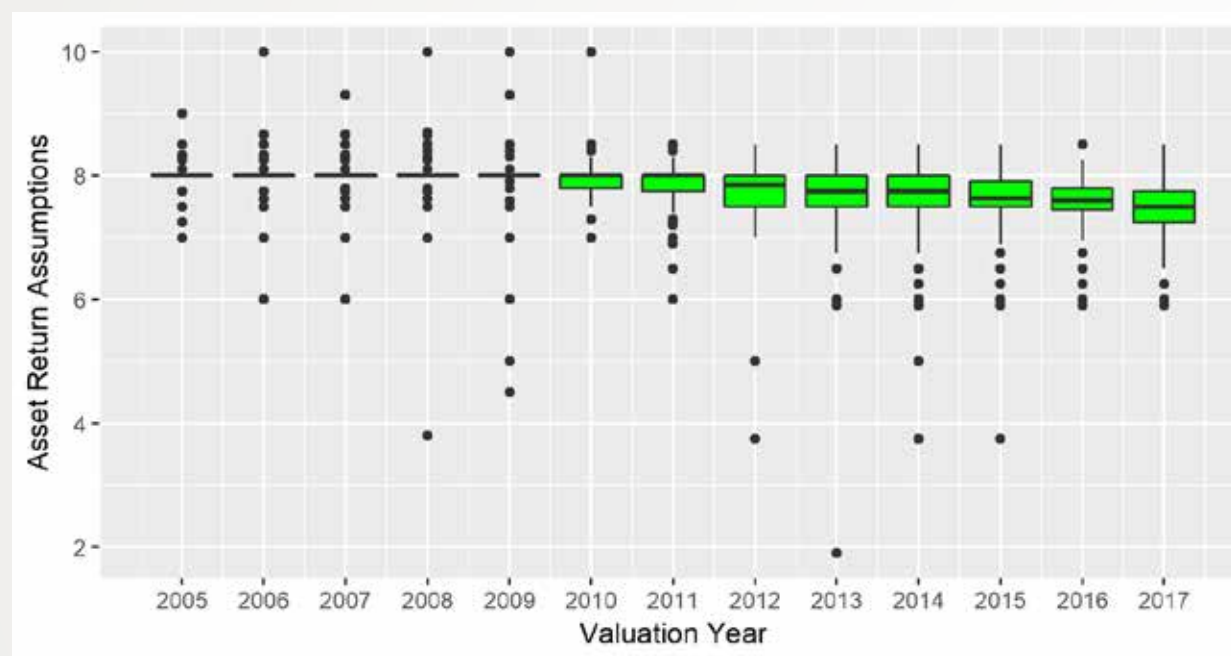
## Measure 4: Assumed Return on Investments

Our next measure looks at the asset return assumptions in pension plans. The National Institute on Retirement Security identifies reasonable assumptions of the long-term economic conditions of public pensions as critical to their affordability and sustainability.<sup>4</sup> The rate-of-return assumption is important because it is used to identify how much money needs to be set aside today (the liability) in order to have sufficient funds to pay retirement benefits in the future. Lower rate-of-return assumptions necessitate a larger amount of money to be set aside because investment earnings are not assumed to provide as large a proportion of the necessary increase the asset values to pay out future retirement benefits. This means larger liability valuations. In contrast, higher rate-of-return assumptions indicate that fewer assets are needed today in order to achieve a target value in the future. Research clearly demonstrates the importance of asset return assumptions on the valuation of pension liabilities.<sup>5</sup>

There is significant disagreement on the best approach to selecting a rate-of-return assumption. We identify the rate-of-return assumption adopted by the Florida Retirement System in their 2016 published actuarial report (7.60 percent) as the benchmark for our grading. This benchmark is slightly lower than the 7.75 percent assumption the Florida Retirement System used as of our 2014 report. The Florida Retirement System further lowered their assumption in 2017, and therefore it is likely that future grades will employ an even more conservative benchmark.

Figure 4 shows a significant departure in rate-of-return assumptions since 2009, when it was rare to find a municipal pension system in Florida that assumed anything other than an 8 percent return. As of 2017 more than 90 percent of pension plans assumed investment returns that were less than 8 percent, and the typical rate-of-return assumption was 7.5 percent.

FIGURE 4: ASSUMED RATE OF RETURN ON INVESTMENTS (2005–2017)



The general trend of reducing return assumptions is observed in pension plans covering general employees, police officers, and firefighters. However, the typical general employee plan has adopted a slightly lower assumption and tends to reduce its assumptions before the other types of plans. As of 2017 the typical general employee plan had adopted an assumption of 7.25 percent, while the typical firefighter and police officer plan assumed a 7.50 percent return. See online appendix for an illustration of the trend in median values by employee type.

Table 4 shows that as of 2017 more than 60 percent of local government pension systems use a return assumption of 7.60 percent or less. Table 4 also demonstrates a sizable increase in the proportion of plans adopting an assumption that is 7.60 percent or less in 2017 (a 12 percentage-point increase from 2016).

TABLE 4: ASSUMED RATE OF RETURN (MEASURE 4)

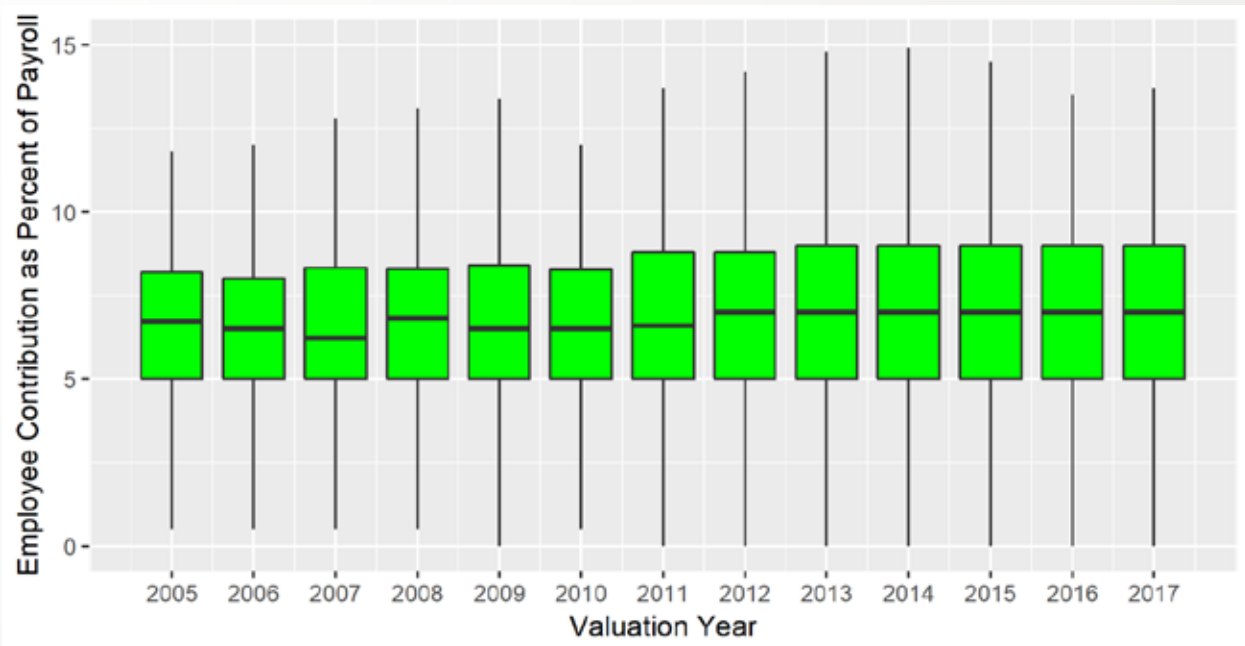
Rate of Return Assumption	Points	% Observed in		
		2015	2016	2017
7.60% or less	0.5	49%	50%	62%
More than 7.60%	0.0	51%	50%	38%

## Measure 5: Employee Contribution Levels

The last measure we use in our grading rubric is the size of employee contributions into the pension funds. The National Institute of Retirement Security suggests that an indicator of a sustainable pension plan is sharing contribution costs between employers and employees. The AARP indicates that the national average of employee contribution rates into public pension funds is 5 percent of their salaries.<sup>6</sup> This measure awards points based on whether or not a plan requires employees to contribute at least 5 percent of their pay.

Figure 5 shows that employee contribution levels have slightly increased since 2010, but the change does not represent a large shift in pension management practices. The figure also demonstrates that the vast majority of municipal pension systems in Florida receive at least 5 percent of their total contributions from their employees.

FIGURE 5: EMPLOYEE CONTRIBUTION RATES (2005–2017)



The stable trend in Figure 5 is consistent among plans for general employees, police officers, and firefighters. General employee plans tend to require lower contribution rates than plans that only cover public safety workers. In 2017 the employee contribution rate was 5.9 percent for the typical general employee plan, 7.9 percent for the typical police officer plan, and 7.6 percent for typical firefighter plan. See online appendix for an illustration of the trend in median values by employee type from 2005 to 2017.

Table 5 shows that approximately 80 percent of municipal pension systems receive at least 5 percent of plan contributions from their employees; and, that value is stable over the past three years.

TABLE 5: EMPLOYEE CONTRIBUTION (MEASURE 5)

Employee Contribution	Points	% Observed in		
		2015	2016	2017
5% or more	0.5	80%	79%	83%
Less than 5%	0.0	20%	21%	17%

## The Best and Worst Performers

For the purpose of identifying the best and worst performing plans, we examined each pension plan's grades in the past three years. We identified all plans whose most recent grade in the past three years was an "A" as "top performers" and all plans whose most recent grade was an "F" as "poor performers."

Eighty-three plans (27 percent) were identified as top performers and only 4 plans (1 percent) were identified as "poor performers". The top performers are listed in Table 6 and the poor performers are listed in Table 7.

In Tables 6 and 7, we identify the following:

- sponsoring municipal governments;
- employee types (e.g., sometimes police officers and firefighters are in the same plans, like in Key Biscayne, while other times they are in separate plans, like in Apopka); and
- plan status (i.e., whether the plan is frozen (\*\*) or closed (\*) in the most recent annual report).

In frozen pension plans, benefit levels are "frozen" at a point in time and plan participants no longer earn additional benefits moving forward. Pension freezes can affect all employees or just a portion of employees, and can affect all pension benefits or just select benefits. In a closed pension plan, members who are in the pension plan before it is closed continue to accrue benefits, but new employees are not able to join the plan. Pension liabilities in closed plans continue to grow as current employees move



closer to retirement, but eventually those liabilities decline, especially as a larger portion of the active participants enter retirement and proceed through their retirement years.

The diversity of local governments and plan types in Table 6 demonstrates the folly of judging the financial sustainability of individual retirement plans based on the types of employees they cover or the size of the governments that sponsor them. Readers who are interested in the characteristics of the best performing pension plans should review our [2013](#) report titled “Doing It Right: Recognizing Best Practices in Florida’s Municipal Pensions.”

It is perhaps interesting to note that the state’s Florida Retirement System (FRS), which covers all state, county, and school district employees along with some municipal and special district employees, is clearly a top performing pension plan. Under our rubric, it would have earned A grades in each of the years studied in this report.

TABLE 6: LIST OF TOP PERFORMING PENSION PLANS

ALTAMONTE SPRINGS	JACKSONVILLE BEACH	PALATKA
General Employees	Police Officers	Police Officers
APOPKA	JUPITER	PALMETTO
General Employees	Police Officers	General Employees
Police Officers	KEY BISCAYNE	PINELLAS PARK
Firefighters	Police Officers and Firefighters	General Employees
AVENTURA	KEY WEST	Police Officers
Police Officers	General Employees	RIVIERA BEACH
AVON PARK	LADY LAKE	Firefighters
Police Officers	Police Officers	General Employees*
BAY HARBOR ISLANDS	LAKE ALFRED	Police Officers
General Employees	General Employees	ROCKLEDGE
Police Officers	Police Officers and Firefighters	General Employees
BELLEVIEW	LAKE CITY	Police Officers
Police Officers	Police Officers	SAINT AUGUSTINE
BOCA RATON	LAKE MARY	Police Officers
General Employees	Firefighters	SAINT CLOUD
BUSHNELL	Police Officers	General Employees
General Employees*	LAKE WALES	SAINT PETERSBURG
CLEARWATER	Police Officers	Firefighters
General Employees, Police Officers, and Firefighters	LAKELAND	General Employees
CORAL SPRINGS	General Employees	SANFORD
Firefighters	LEESBURG	Police Officers
CRESTVIEW	General Employees*	SOUTH MIAMI
General Employees	LYNN HAVEN	General Employees
DELRAY BEACH	Firefighters	Police Officers

General Employees	General Employees	SURFSIDE
DUNEDIN	Police Officers	General Employees
Firefighters	MARCO ISLAND	Police Officers
EDGEWATER	Firefighters	TALLAHASSEE
Firefighters	Police Officers	General Employees
FLAGLER BEACH	MIAMI SHORES VILLAGE	TAMARAC
Police Officers	General Employees	General Employees
FLORIDA CITY	MIAMI SPRINGS	TAMPA
Elected	General Employees	Police Officers and Firefighters
FORT LAUDERDALE	MILTON	TARPON SPRINGS
General Employees*	Police Officers	Police Officers
Police Officers and Firefighters	MIRAMAR	TEQUESTA
FORT PIERCE	General Employees	Firefighters
Police Officers (Supplemental)	NAPLES	Police Officers*
General Employees and Police Officers***	General Employees	WINTER GARDEN
GULFPORT	NEW PORT RICHEY	General Employees
Firefighters	Police Officers	Police Officers and Firefighters
General Employees	NORTH PORT	
HAINES CITY	Firefighters*	
General Employees**	OCOE	
HIALEAH	General Employees	
Elected	ORANGE PARK	
INDIAN RIVER SHORES	General Employees	
General Employees*	OVIEDO	
Police Officers and Firefighters	Police Officers	

\* indicates plan status is "closed" as of the 2018 report (i.e., the plan is not adding new members)

\*\* indicates plan status is "frozen" as of the 2018 report (i.e., benefits no longer accrue)

\*\*\* Fort Pierce's general employee and police officer plans were merged in 2017 and so we only report a single plan.

Table 7 lists plans that received an F grade. These plans all cover public safety workers, but this list represents a small proportion of all plans that cover public safety workers, so that characteristic should not be interpreted as causing their poor performance. Most of the plans' grades are relatively stable over the period of time studied in this report. Only Milton's firefighters plan received a strong grade before the Great Recession.

To learn a little more about the plans in Table 7, we reviewed the most recently published audited financial statements for their sponsoring local governments. We observed the following:

- All of the sponsoring local governments tend to pay their full actuarially determined contribution in recent years.

- Hollywood and Port Orange changed the retirement benefits for newer employees within the last eight years, which should slow the growth rate in pension liabilities, though it will likely take several years for the changes to affect plan grades.

TABLE 7: LIST OF POORLY PERFORMING PENSION PLANS

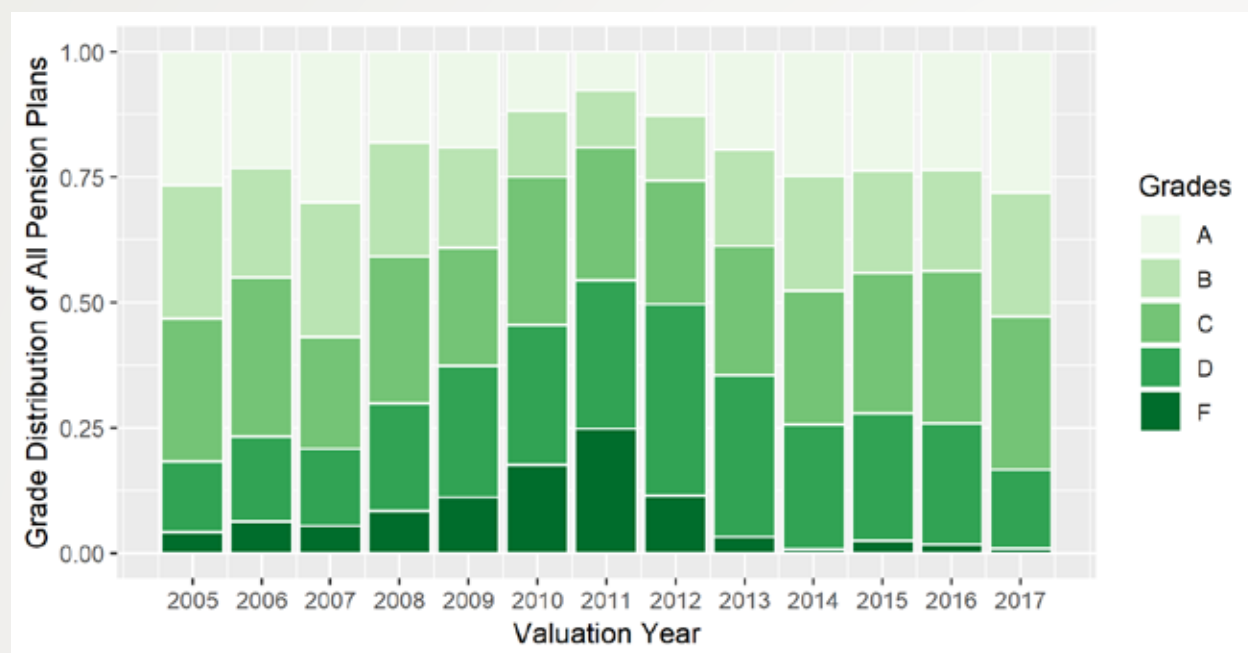
HOLLYWOOD	MILTON
Police Officers	Firefighters
MADISON	PORT ORANGE
Firefighters	Firefighters

## Final Grades

Figure 6 illustrates the trends in the distribution of grades over the 13 years studied. As expected, there was a significant decline in grades immediately following the Great Recession. The largest number of D and F grades, along with the fewest number of A grades, were reported in 2011. Since 2011, however, there has been significant growth in the number of plans that received A grades and a welcome decline in plans that received D and F grades, though most of those improvements were achieved by 2014, with only slight improvement since.

While the general trend in improvements to pension conditions since the Great Recession is important, Figure 6 also shows that more than 50 percent of pension plans still receive a C grade or lower. This is concerning because many market professionals expect we are entering a low-return environment in the next 10 years when market returns in all asset classes will be lower than assumed by most plans.

FIGURE 6: TRENDS IN PENSION GRADES (2005–2017)



## Data for this Report

Data for this report was retrieved from the Local Government Annual Reports published by the State of Florida's Department of Management Services (DMS). Reports from 2005 to 2018 were used to generate grades. This report includes plans that were assessed from 2005 to 2017. Too few records were assessed for 2018 to provide comparable information, and so valuations for 2018 were excluded from this report.

For grading and additional analysis purposes, information on plans was retrieved from the following appendices of the DMS reports:

- Appendix A: Unfunded Actuarially Accrued Liability (UAAL), Active Payroll, Annual Required Contribution (ARC), and Employee Contribution Rates
- Appendix E: Assumed Rate of Return and Actual Rate of Return
- Appendix F: City/County Population and Active Membership
- Appendix G: Funding Ratio

Some of the appendixes in the DMS reports provide information on multiple valuation years, producing duplicate entries when merging multiple DMS reports. After duplicate data are removed, with priority to the most complete and recent reported data, 6,117 records were available for analysis.

Next, entries were removed that lacked sufficient data to allow for grading. Removing records with blank data left 4,681 individual records. Plans use a variety of actuarial cost methods. It is not advisable to use the same methods for the Aggregate (AGG) and Frozen Initial Liability (FIL) methods and the Entry Age Normal (EAN) and Projected



Unit Cost (PUC) methods. Removing plans that did not use EAN or PUC cost methods took the number of records to 3,292. Removing special district and county supplemental plans left us with 3,036 individual records. Finally, removing plans without an active payroll left 2,939 total individual records in this report.

## Conclusions

This study looked at the financial condition of municipal pension plans in Florida. We used a five-measure approach to examine the condition of municipal pension plans over the past 13 years.

We found several positive findings:

- Funded ratios (i.e., the portion of pension liabilities that are covered by plan assets) have returned to levels that were common prior to the Great Recession.
- Most municipal pension systems have adopted more conservative investment return estimates.
- The number of pension systems receiving an A grade increased significantly, from just 21 pension systems in 2011 to 73 systems in 2017. Also, the number of systems receiving an F grade fell substantially during that same time period from 60 in 2011 down to just 4 in 2017.

We also found several reasons to continue to closely observe Florida's many local government pension plans:

- While there is significant improvement in the financial condition of public pension plans, across the board, nearly half of the plans still only receive a C grade or lower. This suggests that a large number of pension plans are at significant risk of slipping back into lower grades.
- The typical funded ratio is back to the same position that it was before the investment declines in 2008 and 2009. Much of that recovery is due to substantial gains in investment markets. Unfortunately, the extended period of solid investment returns has not left most pension systems even better off, and many market observers expect that we are entering an extended period of lower investment returns, where asset growth may lag liability growth, reducing funded levels and increasing contribution costs.
- The budgetary costs of pension systems are still relatively high and have not come down significantly since the Great Recession. Some three-quarters of all pensions systems have annual contributions as a percent of active payroll higher than our benchmark. This percentage across the plans has risen slightly since 2015 and is a cause for concern since it means pension costs continue to put budgetary pressure on local governments by crowding-out other services. This is particularly problematic if local governments experience revenue declines in future years.

## Endnotes

1. Martell, Christine R., Sharon N. Kioko, and Tima Moldogaziev. "Impact of Unfunded Pension Obligations on Credit Quality of State Governments." *Public Budgeting & Finance* 33, no. 3 (2013): 24–54.
2. For example, see: (a) Goldman Sachs Asset Management's *Seven is the New Eight* (2015); (b) Horizon Actuarial Services' *Survey of Capital Market Assumptions* (2016 edition); and (c) BNY Mellon's *Staying Focused in a Low-Return Environment* (2017).
3. *Public Plans Data*. 2001–2016. Center for Retirement Research at Boston College, Center for State and Local Government Excellence, and National Association of State Retirement Administrators.
4. The National Institute on Retirement Security's report on pension lessons is available at <http://www.ncpublicschools.org/docs/humanresources/benefits/lessons-pensions.pdf>.
5. Novy-Marx, Robert, and Joshua Rauh. "Public Pension Promises: How Big Are They and What Are They Worth?" *The Journal of Finance* 66, no. 4 (2011): 1211–1249. Chen, Gang and David S. T. Matkin. "Actuarial Inputs and the Valuation of Public Pension Liabilities and Contribution Requirements: A Simulation Approach." *Public Budgeting & Finance* 37, no. 1 (2017): 68–87.
6. "Pension Contribution Requirements," NRTA Pension Education Toolkit, <https://assets.aarp.org/www.aarp.org/articles/work/contribution-requirements.pdf>.

TABLE 8: COMPLETE LIST OF GRADES

Sponsor and Plan Type	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
ALTAMONTE SPRINGS													
General Employees			A		A	A	A	A	A	A	A	A	A
Police Officers					C		B	A	A		A		B
APOPKA													
Firefighters	A	A	A		A	A	B		A		A		A
General Employees	B	A	A		A		C		A		B		A
Police Officers	B	B	B		B	B	C		A	A	A		A
ARCADIA													
General Employees												B	
Police Officers and Firefighters	A	B	B	B	B	C	D	D	C	C	B	B	B
ATLANTIC BEACH													
General Employees*	B		B	B	B	C	C	C	C	C	C		C
Police Officers	C		C	D	D	D	D	D	D	C	C	C	C
AUBURNDALE													
Firefighters							D	D	D	D	D	D	C
General Employees*						C	D	D	D		D	D	D
AVENTURA													
Police Officers			B		B			A		A		A	
AVON PARK													
Firefighters	A	B	A	B	C	C	D	D	D		D	D	B
Police Officers			A	A	A	B	B		A		A	A	A
BAL HARBOUR VILLAGE													
General Employees				C		C		C		C	C	C	
Police Officers	D	F	F		F	F	F	D	D	D	D	D	D
BARTOW													
General Employees		A		C		D	D	C	C	C	C	C	
Police Officers						D	D	D	C		C	C	C
BAY HARBOR ISLANDS													
General Employees							B		A	A	A		A
Police Officers							C		A	A	A		A
BELLE GLADE													
General Employees	A	A		A	A	A							
BELLEVIEW													
Police Officers			B	B	B	C	C	D	B		B	A	A
Boca Raton													
General Employees				A	A	A	A	A	A	A	A	A	
Police Officers and Firefighters				B		D	D	D	D	D	D	D	D
General Executives				C		C	F	D	D	C	C		C

BOYNTON BEACH													
Firefighters		D		D	D	F	F	D	D	C	C	C	C
General Employees	B			C	C		C	C	C	B	B	B	B
Police Officers	D			D	F	F	F	D	D	D	D	C	C
BRADENTON													
Firefighters	B	C	B	D	D	D	D	D	D	C	B	B	B
Police Officers	B	B	B	B	B	C	C	D	C	B	B	B	B
BROOKSVILLE													
Firefighters	C	B	C	C	C	D	D	D	D	C	C	C	C
BUNNELL													
Firefighters	A			A		A							
BUSHNELL													
General Employees*		A		B	B		B	A	A	A	A	A	
CAPE CORAL													
Firefighters	B	C	C	D	D	F	F	D	D	D	D	D	C
General Employees	B	B		C	C	F	F	D	D	D	D	C	C
Police Officers	C		B	C	D	D	F	D	C	C	B	B	B
CLEARWATER													
Firefighters*										A			
General Employees, Police Officers, and Firefighters												A	A
COCOA													
Firefighters		D		F		F	F	F		D	D	D	D
General Employees*	C	C		C	D	D	D	D	D	C	C	C	B
Police Officers				B	B	C	C	B	B	B	A	B	B
COCOA BEACH													
Firefighters	F	F	F	F	F	F	F	D	D	D	D	D	C
Police Officers	D	D	D	F	F	F	F	F	D	D	D	D	D
COOPER CITY													
Firefighters*	D	D	D	D									
Police Officers*												B	C
Management				F			D			C			B
CORAL GABLES													
General Employees, Police Officers, and Firefighters				D	F		F	F	F	D	F	F	D
CORAL SPRINGS													
Firefighters	D		C			B	C	B	A	A	A		A
General Employees*	B	C	D	D	D	C	C	C	B	B	C	C	
Police Officers							D	D	D	D	C		C
CRESTVIEW													
General Employees												A	
DADE CITY													
Firefighters							D	C	C		D	D	C



DANIA BEACH													
Firefighters*				D	D		F						C
DAVIE													
Firefighters	C	C	C		C	D	D	D		C	D	C	
Police Officers	C		C		D	D	D	D	B	B	C	C	
DAYTONA BEACH													
Police Officers and Firefighters	B	C		C		C		C	C	C	C	C	C
DEERFIELD BEACH													
Firefighters*		A	A	A	A	C	D			D	D		C
General Employees*							B	B		B	B		B
DELAND													
Firefighters			A		B	C	C	B	B	B	B	C	B
General Employees*	A			B	B	C	C	B	B	B	B		B
Police Officers	A		B	B		C	C	C	C	C	C		C
DELRAY BEACH													
Firefighters												D	
General Employees						A	A	A	A	A	A	A	
Police Officers												D	
Police Officers and Firefighters	D	D	C		D	F	F	D	D	D	D		
DELTONA													
Firefighters				B	C	C	C	C	C	C	C	D	D
DUNEDIN													
Firefighters	A	A		A	B	B	B	A	A	A	A	A	A
EDGEWATER													
Firefighters	A		A	A	A	B	C	A	A	A	A	A	A
General Employees*								D	D	D	D		D
Police Officers									C	C	C	C	C
EUSTIS													
Firefighters	B	B	B	B	D	D	D		D	D	D	D	D
Police Officers		D	D		D	D			D	D	D	D	D
FERNANDINA BEACH													
General Employees	B	B		B	C	D	D	F	D		D	C	C
Police Officers and Firefighters	C	C		D	D	F	F	F	D	D	D	D	D
FLAGLER BEACH													
Police Officers											A	A	A
FLORIDA CITY													
Elected								F		D		A	
FORT LAUDERDALE													
General Employees*				C	C		F	B	B		A	A	A
Police Officers and Firefighters					D			C	A	A	A		A

FORT MYERS													
Firefighters	D	D	D	F	F	F	F	F	D	D	D	D	D
General Employees	C		C	F	F	F	F	F	D	D	F	D	
Police Officers	C		D	F	F	F	F	F	F		D	D	D
FORT PIERCE													
General Employees					A	A	B	A	A	A	A		
General Employees and Police Officers													A
Police Officers					A	A	A	A	A	A	A		
Police Officers (Supplemental)		A	A		A	A	A	A	A	A		A	A
FORT WALTON BEACH													
Firefighters	B	B	B	D	D	F	F	D	D	D	D	D	D
General Employees*					A	C	C		B	B	B	C	C
Police Officers	B	B	B	C	D	D	D	D	D	C	D	D	
FROSTPROOF													
Police Officers*	B	B		B	C	D	D	D	C	C	C	C	C
GAINESVILLE													
General Employees			A		B	B		B	B	C	C		C
Police Officers and Firefighters	A			A		B		C		B		B	B
General Employees (Disability)			A			A							
GULFPORT													
Firefighters													A
General Employees				A	A	A	A	A	A	A	A	A	A
HAINES CITY													
Firefighters	C	C		C	C	D	D	D	C		C	C	C
General Employees**				B	B	B	B	C	A	A	A	A	
Police Officers	B	B		B	B	B	C	C	C		B		C
HALLANDALE BEACH													
General Employees*													C
Police Officers and Firefighters								F	D	D	D	D	D
Professional & Management*													B
HIALEAH													
General Employees, Police Officers, and Firefighters				B	B	D		D		D	D	D	
Elected	A		A		A		A		A		A		A
HOLLY HILL													
Firefighters	B			C	C	C	C	C	C		C	C	C
Police Officers	C	C		C	C	C	D	C	C		C	C	
HOLLYWOOD													
Firefighters		F		F		F			C	C	D		C
General Employees	C	D	D	D		F		F		D	F	D	
Police Officers		D	D		F		F	D		D		F	F

HOMESTEAD													
General Employees*			C	C		C	C		B	B		B	
Police Officers	D	D			D		D	D		C		C	
Elected (Old)*						D			D	C		D	
INDIALANTIC													
Police Officers and Firefighters				B	C	C	C	B	A	A	A	A	B
INDIAN HARBOUR BEACH													
Police Officers	C	C	B	C	C	C	C	D		B	B	B	B
INDIAN RIVER SHORES													
General Employees*					F		D		D	C	C	B	A
Police Officers and Firefighters					C		C		B	A	B	B	A
JACKSONVILLE													
Correction Officers				D			F			D	D		D
General Employees				B			C	D		C	C		C
Police Officers and Firefighters				F			F	D	D	D	D	D	C
General Employees (Disability)					A			C			C		
JACKSONVILLE BEACH													
Firefighters	C	C			C		C	C	C	A	C	C	C
General Employees	A	C	A		A		B	C	B	A	C	C	C
Police Officers	A	A		B	C		C	C	B	A	A	A	A
JUPITER													
Police Officers		C		C		C	C	C	B	B	B		A
JUPITER ISLAND													
General Employees, Police Officers, and Firefighters**													D
KEY BISCAYNE													
Police Officers and Firefighters	B	B	B	B	B	B	B	C	C	A	A	A	A
KEY WEST													
General Employees			A	A		A						A	
Police Officers and Firefighters	C	B	B		B		C	D	C	B	C	C	C
KISSIMMEE													
Firefighters		C	C		D	D	D	D	D	C	D	D	D
General Employees					A	B	B						
Police Officers				B	C	D	D	D	C	C	C	C	C
LADY LAKE													
Police Officers	A	A	A	A	A	A	A	A	A	A	A	A	A

LAKE ALFRED													
General Employees		A		A	A	A	A	A	A	A	A	A	A
Police Officers		A		A	A	A							
Police Officers and Firefighters							A	A	A	A	A	A	
LAKE CITY													
Firefighters			B			C		B		B	B		B
General Employees*				C		D		D		C	D		C
Police Officers		A		B	B	B	C	B	B		A	A	
LAKE MARY													
Firefighters	B	C		C		C	C	C	B	A	A		A
Police Officers	A	A	A	A	A	A	B	A	A	A	A	A	
LAKE WALES													
Firefighters		D	D	D	D	F	F	F	D	D	D	D	D
Police Officers	C	A	A		C	C	C	C	A	A	A	A	A
LAKE WORTH													
Firefighters*					D		F		C	D	C		C
General Employees	C	C			C	D	F	F	D	D	D	C	C
Police Officers*	C	D			D	F	F	F	F	D	D	D	D
LAKELAND													
General Employees							B		B		B		A
General Employees, Police Officers, and Firefighters						A	A						
Police Officers						D		D	D	C	D	C	
LANTANA													
Firefighters*	D	D	D	D	D	D	D			C	C		C
Police Officers						A	B	B		A	A		C
LARGO													
Police Officers and Firefighters	A	A	A	D	D		C	C	C	C	C	C	C
LAUDERHILL													
Firefighters		F	D		D		F			C	D		C
General Employees		B	B	C			D		D	C	C		B
Police Officers	B			C	C		C	C	C	C	C	C	
General Employees (Confidential & Managerial)				C	C	D	F			C	D	C	
LEESBURG													
Firefighters										B	B	B	B
General Employees*				A	A	A	B	A	A	A	A	A	A
LIVE OAK													
Firefighters*			A			C							
LONGBOAT KEY													
Firefighters**	F	F		F	F	F	F	F					
General Employees**	C	C		D	F	F	F	F					
Police Officers**	D	D		F	F	F	F	D					



LYNN HAVEN													
Firefighters													A
General Employees	B	B	B	B	C	C	B	B	A	A	A	A	A
Police Officers											A	A	A
MADISON													
Firefighters	D	D		D	D	F	F	F	D		F		
MAITLAND													
Police Officers and Firefighters						C	C	D		B	C	C	B
MARCO ISLAND													
Firefighters			A		B	B	B	B	B	B		A	A
Police Officers			D	D	D	D		C		C	B	B	A
MELBOURNE													
Firefighters	B			B		C		D		D	D		C
General Employees*				A		A	A	A	A	A			
Police Officers	C	C	C	C	C	D	D	C	C	C	C	C	
General Employees (Special Risk)*				C		F	F	D	B	B	B	B	B
MELBOURNE BEACH													
Police Officers				C	D		F	D	D	C	C	C	C
MIAMI													
General and Sanitation Employees	D		B			D			D	D	C	C	C
General and Sanitation Employees (Excess)		C		C		C							C
General and Sanitation Employees (Staff)	B			B		C		F		D	C	C	C
MIAMI BEACH													
General Employees	B	B		B	C	D		D	D	D	D	D	C
Police Officers and Firefighters	C	C	D	D	D		D	D	D	D	D		D
MIAMI SHORES VILLAGE													
General Employees							B		A		A		A
Police Officers									D	C	C		B
MIAMI SPRINGS													
General Employees					A	A	A	A	A	A	A	A	A
Police Officers and Firefighters					A	B	C	B	B	B	B	B	B
MILTON													
Firefighters	A	B	B	D	F	F	F	F	F		F	F	F
General Employees	A	A		A	B	C	C	C	B	B	A	B	B
Police Officers	A	A	A	A	A	B	B	B	A	A	A	A	

MIRAMAR													
Firefighters		F	F	F		F	F			D		C	
General Employees				C		C	B		C	A	B		A
Police Officers		D		F	F	F		F	D		C	C	
General Employees (Management)	B			D	D	D	D		C	C	D	D	C
NAPLES													
Firefighters			D	D	D	D		C	C	B	D	D	C
General Employees	A	A	C	B	C	C	B	B	B	A	B	B	A
Police Officers			D	D	D	D	D	D	D	D	D	D	D
NEPTUNE BEACH													
Police Officers	C	C		C	C	C	C	C	B	B	B	B	
NEW PORT RICHEY													
Firefighters	B		A	A	B								
Police Officers	C	C	C	C	D	D	D	D	C	C	B		A
NEW SMYRNA BEACH													
Firefighters	F	F		D	D	D	F	D	D		D	D	D
NORTH MIAMI													
General Employees (Ordinance 691)				C		C		C	C	B	B		B
Police Officers (Ordinance 691)*				B		C		A	A	A	A		B
Police Officers (Ordinance 748)*	A	C		C		F		D	D	D			C
NORTH MIAMI BEACH													
General Employees	C	C		C		C	F	D	D	D	D		D
Police Officers and Firefighters				D		F		D		D		D	D
NORTH PORT													
Firefighters*	C	C	B	B	C	C	C	B	B	A	B	B	A
Police Officers*		C	C	C	C	C	C	C	B	B	B	B	B
OAKLAND PARK													
General Employees	C	C	F	F	F	F							
Police Officers and Firefighters			C		D	D	D	D	D	C	C	C	C
OCALA													
Firefighters	C	C	B	C	C	C			D	D	C	C	B
General Employees*	D	C		D	F	F		F	F	F	F	D	C
Police Officers	C	C	C	C	D	D	F	D	D		D	D	D
OCOE													
General Employees	A	A		B	B	B	C	B	A	A	A	A	A
Police Officers and Firefighters				C	C	C	D	C	C	B	B	B	B

ORANGE PARK													
Firefighters	B	B	B	B	C	C	D	D	B		B	B	
General Employees**				C	D	D	D			C	C	A	A
Police Officers		C	B	C	C	D	D		C	B	B	B	
ORLANDO													
Firefighters				B	B	C	C	C	B	B	C	D	C
Police Officers				B	B	C	C	C	C	B	B	D	B
ORMOND BEACH													
Firefighters	D	C	C	D		F	D	C	C	C	C	C	C
General Employees*	A	A		A	C	C	C	C	C	B	C	C	B
Police Officers	B	B		B	B	D	D	C	C		C	C	C
OVIEDO													
Police Officers	B	B	A	A	B	C	C	C	B	A	A	A	A
PALATKA													
Firefighters				B	B	C	D	D	D	C	D	D	
General Employees					A	C	C	D		B	C	C	
Police Officers					A	A	B	A	A	A	A	A	
PALM BAY													
Firefighters		C		B	B	B	D	C	C	C	D	C	C
Police Officers				A	B	B	C	C	B	B	B	B	B
PALM BEACH													
Firefighters				C	D	D	D	D	D	D	D	D	
General Employees				A			A	B	B	A	C	C	
General Employees, Police Officers, and Firefighters													C
Lifeguards				C			D	D	D	D	D	D	
Police Officers				B	B	C	C	C		D	D	C	
PALM BEACH GARDENS													
Firefighters	D		D	D	D	C	D	D	C	B	B	C	B
General Employees*	C	C	C	C									
Police Officers			D		D	D	D		C	C	C		B
PALMETTO													
General Employees	A	A	B	C	B	C	D	C	C	C	C	B	A
Police Officers	A	A	A	A	A	C	C	B	B	B	B	B	B
PANAMA CITY													
Firefighters	D	D	C	C	D	D	F	D	D		D	D	D
Police Officers	B	B	B	B	B	D	D	D	B		C	C	B
PARKLAND													
Police Officers*				D	D	B							
PEMBROKE PINES													
General Employees*								C	B	A	A	B	
Police Officers and Firefighters							F	D	D	D	D		D

PENSACOLA													
Firefighters			C	C	C	C			C	C	C	C	B
General Employees*	D	D		D	D	D		D		D		C	
Police Officers*								D	C	C	C		C
PERRY													
Firefighters						D	F	D	D		B	D	
Police Officers		A		A		B	D	C	B		B	B	
PINELLAS PARK													
Firefighters	C	D		D	D	D	D	D	D	C	C	C	B
General Employees	A	A	A		A	B	C	B		A	A	A	A
Police Officers		A	A		B	C	C	B		A	A		A
PLANT CITY													
Police Officers and Firefighters	F	D	D	D	F	F	F	F	D	D	C	C	C
PLANTATION													
General Employees	A	A	A	A	A	B	C	C	C	B	C		B
Police Officers			C	C	C	C	D	C	C	C	C	C	B
POMPANO BEACH													
Firefighters			D		D	D	D	D	C	B	C		
General Employees	A		A	B	C	C	F	D	D	D	D	D	D
Police Officers					D	D	D	D	C	C	C		
Police Officers and Firefighters												C	C
PORT ORANGE													
Firefighters	F	F	F	F	F	F	F	F	F	F	F	F	
Police Officers			F		F			F	D	D	D		C
PORT ST. LUCIE													
Police Officers	D	B		B	C	C		C	C	B	C	C	C
PUNTA GORDA													
Firefighters	C	C	C	C	C	D	F	D	C		B	B	B
General Employees*	B	B	A	B	B	B	C	C	B	B	B	B	
QUINCY													
Police Officers and Firefighters									D		D	D	
RIVIERA BEACH													
Firefighters		B	B	B	B		C	B	B	B		A	A
General Employees*				C	D	D	F	C		C	A	A	A
Police Officers			B				C			B	A		A
ROCKLEDGE													
Firefighters			A		A	C		D	D	D	D		D
General Employees		A	A	A		A		A	A	A	B		A
Police Officers			A		A	A		A	A	A	A		A

SAINT AUGUSTINE													
General Employees				A	A		C		C	B	C		C
Police Officers					A	A	A	A		A	A		A
SAINT CLOUD													
General Employees				A	A	B	B	B	A	A	A	A	A
Police Officers and Firefighters				B	C	C	D	D	C	B	B	C	B
SAINT PETE BEACH													
Firefighters				D		F		F	D	D	D	D	D
General Employees				D	D	D		D	D	D	D	D	D
Police Officers*				D	D	D	F	F		D			
SAINT PETERSBURG													
Firefighters				B	B	C	D	B	B	B	A	A	A
General Employees					A	B	C	B	A	A	A	A	A
Police Officers				B	B	B	C	B	B	B	B	B	B
SANFORD													
Firefighters	C	C		C	D	D	D	D	C		B	B	
Police Officers	C			C	C	C	D	D	B		B	A	
SANIBEL													
General Employees	B	C	C	D	F	F	F	C	C	B	B	C	B
Police Officers	C	D		F	D	F	F	D	C	C	C	C	C
SARASOTA													
Firefighters*		D	B	D	D	D	D	D	D	C	D	D	C
General Employees*	A	A		A	A	B	C	C	C	C	C	C	C
Police Officers		B	B	B	B	C	D	C	C	B	C	B	B
SATELLITE BEACH													
General Employees*			C	C	C	D	D						
Police Officers and Firefighters			C	C	C	C	D	D	C	C	C	C	C
SEBASTIAN													
Police Officers											A	A	B
SEMINOLE													
Firefighters							B	B	B	A	A	B	
SOUTH MIAMI													
General Employees	B			A	B	B	B	A	A	A	A		A
Police Officers	B			C	C	C	C	C	B	A	A		A
SOUTH PASADENA													
Firefighters	B	B	C	C	D	D	D	D		C	D	D	
STARKE													
Firefighters				C		D		D	D	B	C		C
General Employees				D		F	F		D	D	C		D
Police Officers				A		B		B	B	B	B	B	



SUNRISE													
Firefighters			C		D		F		D	D	D		D
General Employees					C	D	F		C		C		C
Police Officers					F	F	F	D	D	D	D	D	D
SURFSIDE													
General Employees				A	A	A	A	A	A	A	A		A
Police Officers				A	A	A	B	A	A	A	A		A
TALLAHASSEE													
Firefighters	A		A		B			D		C			C
General Employees	A		A		A			A		A			A
Police Officers	A		A		A			B		B			B
TAMARAC													
Firefighters		C		C		C		C		B	B		B
General Employees	A			B		B		A		A	A	A	A
Police Officers*	C												
Elected											B	B	B
Executive					D		D		C	B			
TAMPA													
Police Officers and Firefighters		A		A	B	B		B	B	B	B	A	A
TARPON SPRINGS													
Firefighters	C	C	B	B	B	D	D	D	D		B	C	
Police Officers	C	B	A	A	B	B	C	B	A		A	A	A
TAVARES													
Firefighters		C		C			C	C	B	B	B	B	B
Police Officers	A	C	B		C		C	B	B	B	B	B	B
TEMPLE TERRACE													
Firefighters	B		C	D		D	F	D	D	C	C	C	C
Police Officers	D	D	D	F	F	F	F	F	F		D	D	D
TEQUESTA													
Firefighters					A		B	C	A	A	C	A	A
Police Officers*					A		A	A	A	A	A	A	A
TITUSVILLE													
General Employees	A	A	A	C	C	D	F	D	D	B	B	B	B
Police Officers and Firefighters	C	C		D		F	F	D		B	B	B	B
VENICE													
Firefighters*	F	F	F	F	F	F	F	F	F	D	D	D	D
General Employees	A	A											
Police Officers*	B	C	B	C	D	D	D	D	D	C	C	C	B
VERO BEACH													
General Employees		C			C	D	D	D	D	D	C		D
Police Officers	A		A	A	B	C	D	C		C	B		B

VILLAGE OF NORTH PALM BEACH													
Police Officers and Firefighters												B	B
VILLAGE OF PALM SPRINGS													
General Employees*				C	C	C	C			B		B	B
Police Officers and Firefighters*			C		D	D	D		C		C		B
WEST PALM BEACH													
Firefighters	D			D	D	D	C	D	D	D	D	D	D
Police Officers	B		A	A			D	D	C	C	C		B
WILLISTON													
General Employees				A									
WILTON MANORS													
General Employees*				C	D	C	C	C	B	C	C	C	C
Police Officers*				D	D	D	D	C	C	C	D	C	C
WINTER GARDEN													
General Employees						A	A	A	A	A	A	A	A
Police Officers and Firefighters						A	A	A	A	A	A	A	A
WINTER HAVEN													
Firefighters	C	D		D	F	F	F	D	D	D	C	C	
General Employees	C	C		C	C	F	F	F	D	D	D	C	
Police Officers	C	B	B	C	C	C	C	C	B	A	A	B	
WINTER PARK													
Firefighters			B		B	C	D	C	C	B	B		B
Police Officers		B			C	D	D	D	D	C	D		C
WINTER SPRINGS													
General Employees, Police Officers, and Firefighters				D		D		D	D	D	C		C

\* indicates plan status is “closed” as of the 2018 report (i.e., not adding new members)

\*\* indicates plan status is “frozen” as of the 2018 report (i.e., benefits no longer accrue)

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Established in 1988, the LeRoy Collins Institute is a nonpartisan, statewide policy organization which studies and promotes creative solutions to key private and public issues facing the people of Florida and the nation. The Institute is located in Tallahassee at Florida State University.

Named in honor of Florida Governor LeRoy Collins, the Institute is governed by a distinguished board of directors, chaired by Lester Abberger. Other board members include executive, state and local elected officials and senior professionals from throughout the state.

This report is part of a series of reports titled Tough Choices: Facing Florida's Governments. These publications provide an in-depth analysis of Florida tax and spending policy. Local retirement benefits, including both pensions and other post-employment benefits including other post-employment benefits (OPEBs), have been the subject of eight reports since 2011. This report is the second update of the original 2011 Report Card: Florida Municipal Pension Plans. The reports, all written by Dr. David Matkin, include:

Trouble Ahead: Florida Local Governments and Retirement Benefits. Feb. 2011

Report Card: Florida Municipal Pension Plans. Nov. 2011

Years in the Making: Florida's Underfunded Municipal Pension Plans. Sept. 2012

Doing it Right: Recognizing Best Practices in Florida's Municipal Pensions. Aug. 2013

Report Card Update: Florida Municipal Pension Plans. Sept. 2014.

Beyond Pensions: Florida Local Governments and Retiree Health Benefits. Feb. 2015.

The Financial Challenges of Retiree Healthcare Subsidies in Florida Cities and Counties. April 2016.

This report, the eighth in the series, was written by Dr. David Matkin, Associate Professor at Brigham Young University and Research Fellow at the LeRoy Collins Institute and Youngsung Kim, a PhD Candidate at University at Albany-SUNY, and Jonah Meherg, research assistant at Brigham Young University.

All Institute publications may be found here: <http://Collinsinstitute.fsu.edu>

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LeRoy Collins Institute - FSU Campus  
P: 850.644.1441 • F: 850.644.1442  
506 West Pensacola Street • Tallahassee, Florida 32306-1601  
<http://collinsinstitute.fsu.edu> - Follow us on Twitter: @LCInstitute\_FL