

# **CALIFORNIA STATE TEACHERS' RETIREMENT SYSTEM**

Reissued Cost Analysis Report

## **EARLY RETIREMENT INCENTIVE PROGRAM**

*Fiscal Year Ended June 30, 2020*



**BETTY T. YEE**  
California State Controller

August 2021



**BETTY T. YEE**  
**California State Controller**

August 24, 2021

The Honorable Gavin Newsom  
Governor of the State of California  
State Capitol, First Floor  
Sacramento, CA 95814

Dear Governor Newsom:

I am pleased to provide you with the State Controller's cost analysis of the Early Retirement Incentive Program for members of the California State Teachers' Retirement System for Fiscal Year 2019-20. This report complies with California Education Code section 14502.1(d).

Due to the COVID-19 pandemic, all California local educational agencies received an automatic extension of the due date for submission of their annual audit reports. Per California Education Code section 41020.9(b), the due date was extended to March 31, 2021.

The original cost analysis report, dated June 30, 2021, was prepared based on a limited number of annual audit reports received as of March 9, 2021. This revised cost analysis report is based on reports for fiscal year 2019-20, submitted by all 14 local educational agencies participating in the Early Retirement Incentive Program.

Questions regarding the report should be directed to my Chief Administrative Officer, Russell G. Fong, at (916) 206-0511.

Sincerely,

*Original signed by*

**BETTY T. YEE**



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**California State Controller**

August 24, 2021

Members of the California State Legislature  
State Capitol Building  
Sacramento, CA 95814

Dear Senators and Assembly Members:

I am pleased to provide you with the State Controller's cost analysis of the Early Retirement Incentive Program for members of the California State Teachers' Retirement System for Fiscal Year 2019-20. This report complies with California Education Code section 14502.1(d).

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Sincerely,

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## Summary

In accordance with California Education Code section 14502.1(d), the State Controller's Office (SCO) conducted a cost analysis of the Early Retirement Incentive Program for members of the California State Teachers' Retirement System (CalSTRS).

The analysis was prepared using information included in local educational agency (LEA) audit reports submitted to SCO for Fiscal Year (FY) 2019-20. SCO did not perform any procedures to verify the accuracy of the information included in the LEA audit reports. SCO reviewed the reports to determine the net savings or costs resulting from formal actions taken by LEAs to encourage the retirement of certificated or academic employees.

The CalSTRS Early Retirement Incentive Program resulted in a net cost of \$2,421,728 during FY 2019-20. The total program cost was \$8,132,538 through June 30, 2020, and was calculated based on one-time retirement contributions by the LEAs. The annual savings realized in FY 2019-20 is estimated to be \$5,710,810. Accordingly, the total program cost will be recovered in 1.42 years. Based on data presented in this report, the LEAs will achieve cost savings in future years.

## Background

California Education Code section 14502.1(d) states:

The Controller shall annually prepare a cost analysis, based on the information included in the audit reports for the prior fiscal year, to determine the net savings or costs resulting from formal actions taken by school districts and county offices of education pursuant to Sections 22714 and 44929, and shall report the results of the cost analysis to the Governor and the Legislature by April 1 of each year.

California Education Code section 22714(a) states:

Whenever the governing board of a school district or a community college district or a county office of education, by formal action, determines pursuant to Section 44929 or 87488 that, because of impending curtailment of, or changes in, the manner of performing services, the best interests of the district or county office of education would be served by encouraging certificated employees or academic employees to retire for service and that the retirement will result in a net savings to the district or county office of education, an additional two years of service credit shall be granted [to employees if certain specified conditions exist].

California Education Code section 41020.9(b) states:

Notwithstanding subdivision (h) of Section 41020 or subdivision (m) of Section 47605, for audit reports for the 2019-20 fiscal year, a local educational agency shall file an annual audit report with the county superintendent of schools of the county in which the local educational agency is located, the Superintendent, the Controller, and, if applicable, to its chartering authority, by March 31, 2021, and notwithstanding subdivision (k)

of Section 41020, the county superintendent of schools shall submit the required certification to the Superintendent and the Controller by July 15, 2021.

## Scope and Methodology

SCO receives the annual audit reports of LEAs prepared by independent auditors and completes an extensive review of the financial and compliance information presented in the reports. In order to maintain consistency in the presentation of the data received, California Education Code section 14502.1(c) prescribes the audit report disclosure criteria. The analysis presented in this report is based solely on the data disclosed in those audit reports.

During FY 2019-20, a total of 14 LEAs participated in the CalSTRS Early Retirement Incentive Program. The audit reports for those LEAs must disclose the following in the Notes to the Basic Financial Statements:

- The number and type of positions vacated;
- The age, service credit, salary, and, separately, the benefits of the retirees receiving the additional service credit;
- A comparison of the salary and benefits of each retiree with the salary and benefits of the replacement employee, if any; and
- The resulting retirement cost, including interest, if any, and post-retirement health care benefit costs incurred by the employer.

## Cost Analysis

This cost analysis was limited to the 14 LEAs that participated in the CalSTRS Early Retirement Incentive Program for FY 2019-20. The LEA independent auditors did not perform any procedures to verify the accuracy of the early retirement information contained in the Notes to the Basic Financial Statements. SCO compiled information from the Notes to the Basic Financial Statements to obtain the totals and averages shown in Table 1. The table also shows cost data for FY 2017-18 and FY 2018-19 for purposes of comparison.

**Revised Table 1—Cost Analysis**

Fiscal Year	Average Age of Retiree (Years)	Average Years of Service Credit	Average Number of Positions Vacated	Total Annual Personnel Savings <sup>1</sup>	Total Additional One-Time Costs	Net (Cost) or Savings for the Initial Year <sup>2</sup>
2019-20	61.69	27.98	7.07	\$ 5,710,810	\$ 8,132,538	\$ (2,421,728)
2018-19	62.66	26.02	5.57	\$ 3,836,903	\$ 5,531,272	\$ (1,694,369)
2017-18	62.15	26.96	6.54	\$ 2,976,661	\$ 5,975,318	\$ (2,998,657)

Source: LEA Annual Reports

<sup>1</sup> Current year's savings

<sup>2</sup> Net costs for the initial year that employees participated in the program is the difference between the total annual personnel savings and the total additional one-time costs.

**Reason for  
Reissuance**

Due to the COVID-19 pandemic, all California LEAs received an automatic extension of the due date for submission of their annual audit reports. Per California Education Code section 41020.9 (b), the due date was extended to March 31, 2021.

The report issued June 30, 2021, was prepared based on a limited number of annual audit reports received as of March 9, 2021. This revised cost analysis report is based on reports for FY 2019-20, submitted by all 14 LEAs participating in the Early Retirement Incentive Program.

**Conclusion**

As shown in Revised Table 1, for FY 2019-20, an average of 7.07 positions per participating LEA were vacated in exchange for the extra two years of service credit. The LEAs incurred additional one-time retirement costs totaling \$8,132,538; these costs will be recovered in 1.42 years. Although some of the vacated positions were refilled during the year, the annual net savings of personnel costs is projected to be \$5,710,810 on the presumption that, without the Early Retirement Incentive Program, all of the retirees would have chosen to continue working.

The payroll savings total is the difference between the payroll costs of retirees and the payroll costs of their less-costly replacements. However, as the replacements will receive periodic pay raises, the payroll savings total will decline by the amount of the raises. The net savings for the LEAs in FY 2019-20 was \$2,421,728. Based on data presented in this report, we believe that the LEAs will achieve cost savings in future years.

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