

# **STATE TEACHERS' RETIREMENT SYSTEM**

Cost Analysis Report

## **EARLY RETIREMENT INCENTIVE PROGRAM**

*Fiscal Year Ended June 30, 2004*



**STEVE WESTLY**  
California State Controller

March 2005



**STEVE WESTLY**  
**California State Controller**

March 30, 2005

California State Legislature  
State Capitol  
Sacramento, CA 95814

Dear Senators and Assemblymembers:

I am pleased to provide you with the State Controller's cost analysis of the Early Retirement Incentive Program for members of the State Teachers' Retirement System for fiscal year 2003-04. This report complies with *Education Code* Section 14502.1(d).

If your staff have any questions regarding the report, please have them contact Vincent P. Brown, Chief Operating Officer, at (916) 552-8080.

Sincerely,

*Original signed by*

**STEVE WESTLY**  
California State Controller

# Contents

## Cost Analysis Report

<b>Summary</b> .....	1
<b>Background</b> .....	1
<b>Scope and Methodology</b> .....	2
<b>Cost Analysis</b> .....	2
<b>Conclusion</b> .....	3

# Cost Analysis Report

## Summary

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

During fiscal year (FY) 2003-04, a total of 84 California local education agencies (LEAs) (school districts and county offices of education) participated in this program. This was an increase from the prior year, when 17 LEAs participated in the program.

The analysis was prepared using information included in LEA audit reports submitted to the State Controller's Office for FY 2003-04. We did not perform any procedures to verify the accuracy of the information included in the LEA audit reports. Those reports were reviewed to determine the net savings or costs resulting from formal actions taken by LEAs to encourage the retirement of certificated or academic employees.

An analysis of the audits of LEAs indicates that the STRS Early Retirement Incentive Program resulted in a net cost of \$10,082,367 during FY 2003-04. The total program cost was \$23,834,384 through June 30, 2004, and was calculated based on one-time retirement contributions by the LEAs. The annual savings realized in FY 2003-04 is estimated to be \$13,752,017. Accordingly, the total program costs will be recovered in 1.73 years. Based upon data presented in this report, the LEAs will continue to achieve cost savings in future years.

## Background

*Education Code* Section 14502.1(d) states that the State 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.

In addition, *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 the retirement of 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].

## Scope and Methodology

The State Controller's Office receives the annual audit reports of LEAs prepared by independent auditors. The State Controller's Office 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, *Education Code* Section 14502.1(c) prescribes the specific format and audit report disclosure criteria. The analysis presented in this report was based solely on the data disclosed in those audit reports.

During FY 2003-04, a total of 84 LEAs participated in the STRS Early Retirement Incentive Program. The audit reports for those LEAs must disclose the following in the supplementary information:

- The number and type of positions vacated;
- The age, service credit, salary, and 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 healthcare benefit costs incurred by the employer.

## Cost Analysis

This cost analysis was limited to the 84 LEAs that participated in the STRS Early Retirement Incentive Program. The supplementary information in the LEAs' audit reports was compiled to obtain the totals and averages shown in Table 1; the LEAs' independent auditors did not perform any procedures to verify the accuracy of the supplementary information relative to early retirement. We did not perform any procedures to verify the accuracy of the supplementary information included in the LEA audit reports. The table also shows cost data for FY 2001-02 and FY 2002-03 for use in making comparisons.

**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 for the Initial Year <sup>2</sup>
2003-04	59.79	26.36	4.99	\$13,752,017	\$23,834,384	\$10,082,367
2002-03	60.60	28.23	7.24	\$ 4,274,896	\$ 5,922,522	\$ 1,647,626
2001-02	59.88	26.34	7.16	\$ 5,247,407	\$ 7,165,233	\$ 1,917,826

Source: LEA annual audit reports

<sup>1</sup> Current-year savings only.

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

## Conclusion

As shown in Table 1, for FY 2003-04, 4.99 positions, on average, per participating LEA were vacated in exchange for the extra two years of service credit. The LEAs incurred additional one-time retirement costs totaling \$23,834,384, which will be recovered in 1.73 years. Although some of the vacated positions were refilled during the year, the annual net savings of personnel costs is projected to be \$13,752,017 under the premise that, without the Early Retirement Incentive Program, all of the retirees would have chosen to remain on the job. The payroll savings total is the difference between the payroll costs of retirees and the payroll costs of their less-costly replacements. However, since the replacements will receive periodic pay raises, the payroll savings total will decline by the amount of the raises. The net cost to the LEAs in FY 2003-04 was \$10,082,367. Based on data presented in this report, the LEAs will continue to achieve cost savings in future years.

**State Controller's Office  
Division of Audits  
Post Office Box 942850  
Sacramento, California 94250-5874**

**<http://www.sco.ca.gov>**