Alameda County Employees' Retirement Association (ACERA)

Schedule of Employer Allocations and Schedule of Pension Amounts by Employer

As of and for the Year Ended December 31, 2022

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	Pages
Independent Auditor's Report	1
Schedule of Employer Allocations - Contributions	3
Schedule of Employer Allocations - Net Pension Liability	4
Schedule of Pension Amounts by Employer	5
Notes to the Schedule of Employer Allocations and Schedule of Pension Amounts by Employer	6



Independent Auditor's Report

Board of Retirement Alameda County Employees' Retirement Association Oakland, California

Opinion

We have audited the accompanying schedule of employer allocations of the Alameda County Employees' Retirement Association (ACERA); and the specified column totals included in the schedule of pension amounts by employer of ACERA (the columns titled net pension liability, total deferred outflows of resources, total deferred inflows of resources and total employer pension expense), as of and for the year ended December 31, 2022; and the related notes (collectively the schedules).

In our opinion, the schedules referred to above present fairly, in all material respects, the employer allocations and net pension liability, total deferred outflows of resources, total deferred inflows of resources, and total employer pension expense for ACERA, as of and for the year ended December 31, 2022, in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinion

We conducted our audit in accordance with auditing standards generally accepted in the United States of America. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Schedules section of our report. We are required to be independent of ACERA and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Responsibilities of Management for the Schedules

Management is responsible for the preparation and fair presentation of these schedules in accordance with accounting principles generally accepted in the United States of America, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of the schedules that are free from material misstatement, whether due to fraud or error.

In preparing the schedules, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about ACERA's ability to continue as a going concern for twelve months beyond the date of the schedules, including any currently known information that may raise substantial doubt shortly thereafter.

Auditor's Responsibilities for the Audit of the Schedules

Our objectives are to obtain reasonable assurance about whether the schedule of employer allocations and the specified column totals included in the schedule of pension amounts by employer are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with generally accepted auditing standards will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the schedules.

WILLIAMS ADLEY

In performing an audit in accordance with generally accepted auditing standards, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatements of the schedules, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the schedules.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of ACERA's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the schedules.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about ACERA's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

Report on the Audit of the Financial Statements

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, the financial statements of ACERA, as of and for the year ended December 31, 2022, and our report thereon, dated June 23, 2023, expressed an unmodified opinion on those financial statements.

Restriction on Use

Our report is intended solely for the information and use of ACERA management, the Board of Retirement, ACERA employers and their auditors, and is not intended to be and should not be used by anyone other than these specified parties.

Williams, Adley & Company-ch, LLP

Oakland, California June 23, 2023

Alameda County Employees' Retirement Association (ACERA) Schedule of Employer Allocations as of and for the Year Ended December 31, 2022 Actual Employer Contributions by Employer and Membership Class

	Excluding ACO	E and LARPD	ACOE Members Only			LARPD Members Only				All General Members Combined			
Employer	General Contributions	Contribution Percentage ¹		General tributions	Contribution Percentage		General tributions	Contribution Percentage	Gene	ral Contributions	General NPL Percentage		
Alameda County	\$ 151,823,933	65.256%	\$	-	0.000%	\$	-	0.000%	\$	151,823,933	65.082%		
Alameda Health System	64,478,768	27.714%		-	0.000%		-	0.000%		64,478,768	27.640%		
Superior Court	13,151,755	5.653%		-	0.000%		-	0.000%		13,151,755	5.638%		
First 5	1,695,921	0.729%		-	0.000%		-	0.000%		1,695,921	0.727%		
Housing Authority	1,508,274	0.648%		-	0.000%		-	0.000%		1,508,274	0.647%		
LARPD	-	0.000%		-	0.000%		519,392	100.000%		519,392	0.223%		
ACOE	-	0.000%		100,000	100.000%		-	0.000%		100,000	0.043%		
Total for All Employers	\$ 232,658,651	100.000%	\$	100,000	100.000%	\$	519,392	100.000%	\$	233,278,043	100.000%		

	Safety M	embers	General and S	afety Total	Adjusted 1	otal ^{2,3,4}
Employer	Safety Contributions	Contribution Percentage	Total Contributions	Contribution Percentage	Adjusted Total Contributions	Adjusted Contribution Percentage ¹
Alameda County	\$ 48,368,659	100.000%	\$ 200,192,592	71.079%	\$ 283,811,533	² 77.476%
Alameda Health System	-	0.000%	64,478,768	22.893%	64,478,768	17.602%
Superior Court	-	0.000%	13,151,755	4.670%	13,151,755	3.590%
First 5	-	0.000%	1,695,921	0.602%	1,695,921	0.463%
Housing Authority	-	0.000%	1,508,274	0.536%	1,508,274	0.412%
LARPD	-	0.000%	519,392	0.184%	1,514,139	³ 0.413%
ACOE	-	0.000%	100,000	0.036%	159,854	4 0.044%
Total for All Employers	\$ 48,368,659	100.000%	\$ 281,646,702	100.000%	\$ 366,320,244	100.000%

¹ The unrounded percentages are used in the allocation of the NPL amongst the employers.

² This includes \$151,823,933 of County General actual employer contributions and \$131,987,600 of County Safety adjusted employer contributions used for purposes of determining the proportionate share of the non-OPEB SRBR NPL for the County. The County made voluntary County Safety contributions of \$800,000,000 on June 29, 2021 to reduce their Safety UAAL and associated contribution rates. The voluntary County Safety UAAL contributions are amortized to provide a UAAL contribution rate credit for County Safety over 13 years effective FY 21-22. Similar to the approach approved by ACERA for ACOE to determine ACOE's proportionate share of the non-OPEB SRBR NPL, the County Safety's proportionate share of the non-OPEB SRBR NPL is determined by using the County Safety's actual contributions made in 2022 in the amount of \$48,368,659 plus the contribution credit applied in 2022 in the amount of \$48,3618,941 for a total adjusted County Safety contribution of \$131,987,600.

³ LARPD made voluntary LARPD General contributions of \$12,611,250 on June 29, 2021 to reduce their General UAAL and associated contribution rates. The voluntary LARPD General UAAL contributions are amortized to provide a UAAL contribution rate credit for LARPD General over 16 years effective FY 21-22. Similar to the approach approved by ACERA for ACOE to determine ACOE's proportionate share of the non-OPEB SRBR NPL, LARPD's proportionate share of the non-OPEB SRBR NPL is determined by using LARPD's actual contributions made in 2022 in the amount of \$519,392 plus the contribution credit applied in 2022 in the amount of \$994,747 for a total adjusted LARPD contribution of \$1,514,139.

⁴ ACOE made a lump sum contribution of \$750,000 in 2019 to partially pay off their UAAL. That lump sum is greater than the amount that ACOE would have to make on an installment basis over 20 years. In order to have a more level allocation of the NPL to ACOE, ACERA approved an approach to determine ACOE's proportionate share of the non-OPEB SRBR NPL by using ACOE's required contributions determined in the December 31, 2020 valuation in the amount of \$100,000 based on an April 1, 2022 payment date plus the amortization of the remaining balance of the original \$750,000 lump sum amount (an amount of \$59,854 which represents the additional UAAL Contribution ACOE would have been required to pay had they not made the additional lump sum contribution in 2019).

Alameda County Employees' Retirement Association (ACERA) Schedule of Employer Allocations as of and for the Year Ended December 31, 2022 Allocation of Net Pension Liability (NPL)

	General NPL, Excluding ACOE and LARPD (Excl. non-OPEB SRBR NPL)			ACOE Members Only (Excl. non-OPEB SRBR NPL)			LARPD Members Only (Excl. non-OPEB SRBR NPL)			All General Members Combined (Excl. non-OPEB SRBR NPL)		
Employer	NPL	Percentage ¹		NPL	Percentage ¹		NPL	Percentage ¹		NPL	General NPL Percentage	
Alameda County	\$ 1,168,107,079	65.256%	\$	-	0.000%	\$	-	0.000%	\$	1,168,107,079	65.022%	
Alameda Health System	496,088,488	27.714%		-	0.000%		-	0.000%		496,088,488	27.614%	
Superior Court	101,187,328	5.653%		-	0.000%		-	0.000%		101,187,328	5.632%	
First 5	13,048,123	0.729%		-	0.000%		-	0.000%		13,048,123	0.726%	
Housing Authority	11,604,399	0.648%		-	0.000%		-	0.000%		11,604,399	0.646%	
LARPD	-	0.000%		-	0.000%		5,231,149	100.000%		5,231,149	0.291%	
ACOE		0.000%		1,241,602	100.000%		_	0.000%		1,241,602	0.069%	
Total for All Employers	\$ 1,790,035,417	100.000%	\$	1,241,602	100.000%	\$	5,231,149	100.000%	\$	1,796,508,168	100.000%	

	Safety Me (Excl. non-OPE		General and Safety Total (Excl. non-OPEB SRBR NPL)		General and Safety Non-OPEB SRBR NPL				Total		
Employer	 NPL	Percentage ¹		NPL	Percentage		NPL	Percentage ²		NPL	Percentage
Alameda County	\$ 341,190,621	100.000%	\$	1,509,297,700	70.604%	\$	72,487,690	77.476%	\$	1,581,785,390	70.892%
Alameda Health System	-	0.000%		496,088,488	23.207%		16,468,383	17.602%		512,556,871	22.972%
Superior Court	-	0.000%		101,187,328	4.733%		3,359,061	3.590%		104,546,389	4.686%
First 5	-	0.000%		13,048,123	0.610%		433,152	0.463%		13,481,275	0.604%
Housing Authority	-	0.000%		11,604,399	0.543%		385,225	0.412%		11,989,624	0.537%
LARPD	-	0.000%		5,231,149	0.245%		386,723	0.413%		5,617,872	0.252%
ACOE	 -	0.000%		1,241,602	0.058%		40,828	0.044%		1,282,430	0.057%
Total for All Employers	\$ 341,190,621	100.000%	\$	2,137,698,789	100.000%	\$	93,561,062	100.000%	\$	2,231,259,851	100.000%

¹ Allocation based on the actual employer contributions within each membership class.

² Allocated based on the actual employer contributions in total, with an adjustment to reflect the total annual UAAL contribution ACOE would have been required to make of \$159,854 in 2022 had they not made the additional contribution in 2019 to partially pay off their UAAL. Following the approach approved by ACERA for ACOE, there is an adjustment to reflect the total annual contribution County Safety would have been required to make of \$131,987,600 in 2022 had they not made the voluntary County Safety UAAL contribution in 2021. There is also an adjustment to reflect the total annual contribution LARPD would have been required to make of \$1,514,139 in 2022 had they not made the voluntary LARPD General UAAL contribution in 2021.

Alameda County Employees' Retirement Association (ACERA) Schedule of Pension Amounts by Employer As of and for the Year Ended December 31, 2022

		Deferred Outflows of Resources					Deferred Inflows of Resources					Pension Expense		
Schedule of Employer Allocations	Net Pension Liability	Differences Between Expected and Actual Experience	Net Difference Between Projected and Actual Investment Earnings on Pension Plan Investments	Changes of Assumptions	Changes in Proportion and Differences Between Employer Contributions and Proportionate Share of Contributions	Total Deferred Outflows of Resources	Differences Between Expected and Actual Experience	Net Difference Between Projected and Actual Investment Earnings on Pension Plan Investments	Changes of Assumptions	Changes in Proportion and Differences Between Employer Contributions and Proportionate Share of Contributions	Total Deferred Inflows of Resources	Proportionate Share of Plan Pension Expense	Net Amortization of Deferred Amounts from Changes in Proportion and Differences Between Employer Contributions and Proportionate Share of Contributions	Total Employer Pension Expense
Alameda County	\$ 1,581,785,390	\$ 51,616,393	\$ 510,684,110	\$ 107,621,239	\$ 6,331,747	\$ 676,253,489	\$ 24,013,009	\$-	\$ 32,369,540	\$-	\$ 56,382,549	\$ 334,489,559	\$ 2,532,862	\$ 337,022,421
Alameda Health System	512,556,871	13,081,204	111,944,639	27,976,705	4,569,214	157,571,762	4,773,932	-	7,353,993	9,546,476	21,674,401	90,887,830	(2,069,217)	88,818,613
Superior Court	104,546,389	2,668,177	22,833,384	5,706,418	2,925,105	34,133,084	973,740	-	1,499,996	5,072,327	7,546,063	18,538,420	(689,406)	17,849,014
First 5 of Alameda County	13,481,275	344,062	2,944,369	735,843	974,936	4,999,210	125,564	-	193,425	-	318,989	2,390,533	400,060	2,790,593
Housing Authority	11,989,624	305,993	2,618,586	654,425	226,256	3,805,260	111,670	-	172,023	387,041	670,734	2,126,030	(155,426)	1,970,604
LARPD	5,617,872	1,363,341	4,965,270	683,344	29,656	7,041,611	1,984,200	-	172,692	60,215	2,217,107	2,422,441	(13,496)	2,408,945
ACOE	1,282,430	282,902	214,759	21,721	10,345	529,727	2,948	-	18,232	1,200	22,380	415,853	(5,377)	410,476
Total for All Employers	\$ 2,231,259,851	\$ 69,662,072	\$ 656,205,117	\$ 143,399,695	\$ 15,067,259	\$ 884,334,143	\$ 31,985,063	\$-	\$ 41,779,901	\$ 15,067,259	\$ 88,832,223	\$ 451,270,666	\$ -	\$ 451,270,666

See accompanying notes, pages 6 - 9.

1. PLAN DESCRIPTION

ACERA is a cost-sharing multiple-employer defined benefit pension plan. The pension plan provides basic lifetime retirement, disability, and death benefits to members who meet the minimum age and length-of-service requirements. ACERA meets member and beneficiary obligations through member contributions, participating employer contributions, and investment income.

2. SUMMARY OF SIGNIFICANT ACCOUNTING AND REPORTING POLICIES

Basis of Accounting

ACERA follows generally accepted accounting principles and reporting guidelines set forth by the Governmental Accounting Standards Board (GASB). The schedule of employer allocations and schedule of pension amounts by employer are prepared on the accrual basis of accounting. Employer and employee contributions are recognized when due, pursuant to formal commitments as well as statutory or contractual requirements.

Estimates

The preparation of the schedule of employer allocations and schedule of pension amounts by employer in accordance with generally accepted accounting principles in the United States requires management to make estimates and assumptions that affect certain reported amounts and disclosures. Accordingly, actual results may differ from those estimates.

Contributions

Member and employer contribution rates are based on recommendations made by an independent actuary and adopted by the Board of Retirement. These rates are based on membership type (General and Safety) and tier (Tiers 1, 2, 3, and 4). Active members are required by statute to contribute toward pension plan benefits. Participating employers are required by statute to contribute the necessary amounts to fund estimated benefits not otherwise funded by member contributions or expected investment earnings.

3. ACTUARIAL METHODS AND ASSUMPTIONS

An actuarial valuation is performed for the pension plan on an annual basis. ACERA retains an independent actuarial firm to conduct the actuarial valuations and to establish the contribution rate requirements for the plan.

Actuarial Methods and Assumptions Used to Determine Total Pension Liability

The components of the collective net pension liability of the plan as of December 31, 2022 and December 31, 2021 are as follows:

(Dollars in thousands)	<u>12/31/2022</u>	<u>12/31/2021</u>
Total Pension Liability	\$11,489,051	\$11,009,509
Less: Plan Fiduciary Net Position	9,257,791	10,217,222
Net Pension Liability	<u>\$ 2,231,260</u>	<u>\$ 792,287</u>

The Net Pension Liability (NPL) was measured as of December 31, 2022 and 2021. Plan Fiduciary Net Position (FNP) was valued as of the measurement date while the Total Pension Liability (TPL) was determined by rolling forward the TPL from actuarial valuations as of December 31, 2021 and 2020, respectively.

The TPL and plan FNP include liabilities and assets for non-health postemployment benefits (non-OPEB). The assets for non-OPEB are held in the SRBR to pay non-vested Supplemental COLA and the retired death benefit. The TPL as of December 31, 2022 has been adjusted to include an additional \$144.8 million, calculated by rolling forward the total unlimited non-OPEB Actuarial Accrued Liability (AAL) as of December 31, 2021. The TPL as of December 31, 2021 has been adjusted to include an additional \$116.9 million, calculated by rolling forward the total unlimited non-OPEB AAL as of December 31, 2020.

The plan FNP as of December 31, 2022 was also adjusted to include \$51.3 million (\$54.9 million set aside in the SRBR reserve to pay non-OPEB benefits and subtracting \$3.6 million to reflect the proportionate share of the net deferred investment losses that is commensurate with the size of the non-OPEB reserve). The plan FNP as of December 31, 2021 was also adjusted to include \$78.1 million (\$51.9 million set aside in the SRBR reserve to pay non-OPEB benefits and adding \$26.2 million to reflect the proportionate share of one-half of the net deferred investment gain that is commensurate with the size of the non-OPEB reserve).

The liability and assets associated with the OPEB component of the SRBR have been excluded from the total pension liability and the fiduciary net position reported above.

The TPLs as of December 31, 2022 and 2021 were determined by actuarial valuations as of December 31, 2021 and 2020, respectively. The actuarial assumptions used to develop the December 31, 2022 and 2021 TPLs are the same assumptions used in the December 31, 2022 and 2021 funding valuations, respectively. These assumptions were applied to all periods included in the measurement:

Measurement Date Investment Rate of Return	December 31, 2022 7.00% , net of pension plan investment expense, including inflation	December 31, 2021 7.00% , net of pension plan investment expense, including inflation
Inflation Rate	2.75%	2.75%
Real Across-the- Board Salary Increases	0.50%	0.50%
Projected Salary Increases	General: 8.35% to 3.65% and Safety: 11.25% to 4.05%, vary by service, including inflation	General: 8.35% to 3.65% and Safety: 11.25% to 4.05%, vary by service, including inflation
Cost of Living Adjustments	2.75% of retirement income for General Tiers 1 and 3, and Safety Tier 1; 2.00% for General Tiers 2 and 4, and Safety Tiers 2, 2C, 2D, and 4	2.75% of retirement income for General Tiers 1 and 3, and Safety Tier 1; 2.00% for General Tiers 2 and 4, and Safety Tiers 2, 2C, 2D, and 4
Date of Experience Study	December 1, 2016 through November 30, 2019	December 1, 2016 through November 30, 2019

Changes to NPL Allocation Methodology

The Board of Retirement adopted the Declining Employer Payroll Policy on October 18, 2018 and determined that the Policy applied to the Alameda County Office of Education (ACOE) and the Livermore Area Recreation and Park District (LARPD) Tier-1 members who were included as part of the General (non-LARPD Tier-3 and Tier-4) membership class in prior funding and GASB valuations. As a result, an asset share calculated in accordance with the Policy was allocated to each of these two employers as of December 31, 2017. In addition, because the allocated assets were less than the actuarial accrued liability (AAL) attributable to these Tier-1 members for each of the two employers, there was also an implicit allocation of unfunded actuarial accrued liability (UAAL).

Pursuant to the Declining Employer Payroll Policy, (1) changes in assets and AAL for ACOE have been tracked separately since January 1, 2018, and effective with the December 31, 2018 valuation, ACOE is in its own separate membership class and ACOE's NPL was determined separately; (2) changes in assets and AAL for LARPD Tier-1 members have been tracked separately since January 1, 2018, and effective with the December 31, 2018 valuation, the assets and AAL for LARPD Tier-1 members were combined with the assets and AAL for LARPD Tier-3 and Tier-4, forming a new combined membership class that includes LARPD members from all tiers.

ACOE made a lump sum contribution of \$750,000 in 2019 to partially pay off their UAAL. That lump sum is greater than the amount that ACOE would have to make on an installment basis over 20 years. The non-OPEB SRBR NPL is allocated to the employers in proportion to the total employer contributions made by those employers to the Pension Plan. In order to have a more level allocation of the NPL to ACOE, ACERA approved an approach which determines ACOE's proportionate share of the non-OPEB SRBR NPL by using ACOE's required contributions determined in the December 31, 2020 valuation in the amount of \$100,000 based on an April 1, 2022 payment date plus the amortization of the remaining balance of the original \$750,000 lump sum amount (an amount of \$59,854 which represents the additional UAAL contribution ACOE would have been required to pay if they did not make the additional lump sum contribution in 2019).

The County made voluntary contributions of \$800.0 million on June 29, 2021 to reduce their Safety UAAL and associated contribution rates. Also on June 29, 2021, LARPD made voluntary contributions of \$12.6 million to reduce their General UAAL and associated contribution rates. The \$800.0 million County Safety UAAL contributions are amortized over 13 years effective with FY 21-22 to provide a UAAL contribution rate credit for County Safety members. The \$12.6 million LARPD General UAAL contributions are amortized over 16 years effective with FY 21-22 to provide a UAAL contribution rate credit for LORPD Ceneral WAAL contributions are amortized over 16 years effective with FY 21-22 to provide a UAAL contribution rate credit for LORPD General members. Similar to the approach approved for ACOE, County Safety and LARPD's proportionate shares of the non-OPEB SRBR NPL are determined by using the County Safety and LARPD's required contributions, respectively, as if they had not made the voluntary UAAL contributions in 2021.

Discount Rate

The discount rate used to measure the TPL as of December 31, 2022 and 2021 was 7.00%. In order to reflect the provisions of Article 5.5 of the Statute, future allocations of 50% excess earnings to the Supplemental Retiree Benefits Reserve (SRBR) have been treated as an additional outflow against the plan's FNP in the Governmental Accounting Standards Board (GASB) crossover test. It is estimated that the additional outflow would average approximately 0.65% of assets over time, based on the results of the actuary's stochastic modeling of the 50% allocation of future excess earnings to the SRBR.

The projection of cash flows used to determine the discount rates assumes plan member contributions will be made at the current member contribution rates, and that employer contributions will be made at rates equal to the actuarially determined contribution rates¹ plus additional future contributions that would follow from the future allocation of excess earnings to the SRBR. Projected employer contributions that are intended to fund the service cost for future plan members and their beneficiaries, as well as projected contributions from future plan members, are not included. Based on those assumptions, the pension plan's FNP was projected to be available to make all projected future benefit payments for the current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the TPL as of December 31, 2022 and 2021.

4. ADDITIONAL FINANCIAL AND ACTUARIAL INFORMATION

Additional financial and actuarial information supporting the schedule of employer allocations and schedule of pension amounts by employer can be obtained from ACERA's Annual Comprehensive Financial Report for the year ended December 31, 2022, and ACERA's GASB 68 Actuarial Valuation Based on December 31, 2022 Measurement Date for Employer Reporting as of June 30, 2023.

¹ For this purpose, only employer contributions that are intended to fund benefits of current plan members and their beneficiaries are included.