AON

Historical Review of Florida State Board of Administration (SBA) Expected Return on Pension Assets

Florida Retirement System (FRS) Assumption Conference

October 23, 2023

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Executive Summary

Executive Summary

Purpose

Review SBA's approach to capital market expectations and its implications on 2023 asset-liability analysis

Assumptions

SBA uses the equity risk premiums (ERP) from 3 consulting firms (Aon, Mercer, and Wilshire) to remove any biases from any one firm

The assumed ERP decreased from 3.30% in 2022 to 1.67% in 2023 resulting in an expected return assumption of **6.86%**[1,2] for the 2023 asset-liability analysis

- The ERP applies to 81% of the target asset allocation (i.e., the "return-seeking assets")

Aon benchmarks its assumptions annually against the Horizon Survey; our assumptions tend to be middle of the pack relative to other investment advisors, with a few minor exceptions

Portfolio Construction

The current portfolio is well-diversified

- Return-seeking assets are broadly diversified
- Safety / risk-reducing assets should withstand stressed markets

Peer Comparisons

FRS' actuarial assumed rate of return for FYE 2022 (6.70%) was below both the total public pension universe median (7.00%) and the median of peers of similar size (6.88%)

If FRS exceeds (or falls short of) the actuarial return assumption, lower (or higher) funding will be needed in future years

[1] Expected returns are using AIUSA Q3 2023 30-Year Capital Market Assumptions (CMAs) as of June 30, 2023 adjusted for the delta in average Global Equity Risk Premium (ERP) among three investment advisors: Aon, Mercer, and Wilshire (-53bps adjustment), which are projections about the future returns of asset classes. For asset classes that can be implemented passively, which includes most public assets, alpha and active management fees are not included in the return expectations. For asset classes that can only be implemented actively, such as hedge funds and private assets, we assume alpha and higher active manager fees. Expected returns are geometric (long-term compounded). Expected returns presented are models and do not represent the returns of an actual client account. Your actual returns may differ from the model expected returns presented based on your plan's individual fees/expenses. Expected returns are net of administrative fees of 4.25bps, which is inclusive of investment consulting fees. AIUSA's advisory fees are described in Part 2A of AIUSA's Form ADV. Not a guarantee of future results. See appendix for capital market assumptions disclosure pages.

[2] The portfolio's expected return of 6.86% is based upon current policy target weights for each asset class and the asset classes' expected returns and correlations. The portfolio's expected return is subject to change should the current policy targets change and/or the investment objective of an asset class change.

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Assumptions

- Development
- Benchmarking via Horizon Survey

Assumptions | Development
Overview

The SBA approach averages the global equity risk premiums[1] from three investment advisors (Aon Investments, Mercer, and Wilshire)

Building block approach is used

- Price inflation and fixed income returns reflect market conditions and yields
- For all other asset classes (“risk assets”), a risk premium is added to fixed income returns

Average risk premium is used to scale Aon Investments’ expected returns for the “risk assets”

The difference between Aon Investments’ equity risk premium and the average equity risk premium is added to “risk asset” capital market assumptions from Aon Investments to normalize the expected returns

Based on feedback from the Investment Advisory Council (IAC), the time period used in the averaging method was changed from 15 years to 10 years

[1] Equity Risk Premium is defined as the excess return earned over bonds that compensates investors for taking on higher risk

Assumptions | Development

Equity risk premium

The SBA averages the global equity risk premiums[1] from three consulting firms and then uses that average risk premium to scale Aon Investments' expected returns for the "risk assets"

2023 Average Global Equity Risk Premium = Average (Global Equity Return – U.S. Bond Return) = 1.67%

	Aon Investments	Mercer	Wilshire	Average
2023 Assumptions (10-year geometric average expected returns)				
- As of Date	June 2023	July 2023	June 2023	
- Global Equity	6.70%	5.90%	6.15%	6.25%
- Core U.S. Bonds	4.50%	4.40%	4.85%	4.58%
- Global Equity Risk Premium	**2.20%**	1.50%	1.30%	**1.67%**
2022 Global Equity Risk Premium	3.95%	3.40%	2.55%	3.30%
Change 2023 vs. 2022	-1.75%	-1.90%	-1.25%	-1.63%
Prior Years:				
- 2021	4.55%	3.67%	3.55%	3.92%
- 2020	5.50%	4.77%	5.20%	5.15%
- 2019	4.55%	3.70%	3.40%	3.88%

An average ERP of 1.67% would mean that Aon's capital market assumptions for risk assets would be **reduced by 53bps** in the 2023 asset-liability analysis

[1] Equity Risk Premium is defined as the excess return earned over bonds that compensates investors for taking on higher risk; all returns are 15-year (Pre-2023) / 10-year (Post-2023) geometric average (compounded) expected returns
Calculations may not sum to total due to rounding

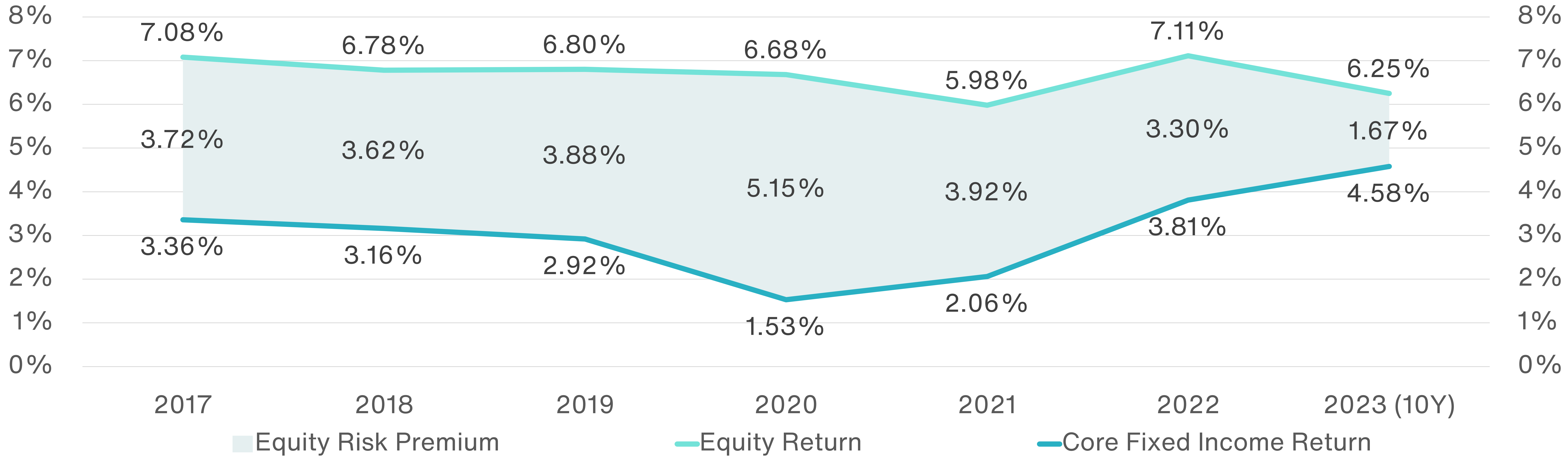
Assumptions | Development

Breakdown of equity risk premium assumption

The decrease in the 2023 equity risk premium[1] was driven by the combination of increases in projected fixed income returns and decreasing projected equity returns

- Below is a 7-year historical look at the breakdown of the global equity risk premium

Breakdown of Global Equity Risk Premium

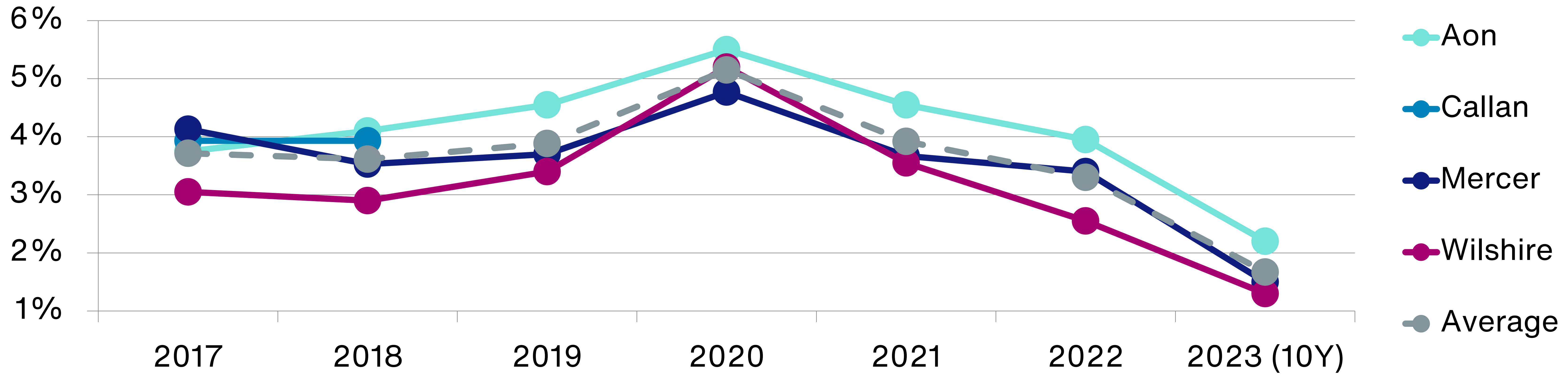


[1] Equity Risk Premium is defined as the excess return earned over bonds that compensates investors for taking on higher risk; all returns are 15-year (Pre-2023) / 10-year (Post-2023) geometric average (compounded) expected returns

Assumptions | Development

Historical equity risk premium assumption

Average Global Equity Risk Premium = Average (Global Equity Return – U.S. Bond Return)



Equity Risk Premium[1]	Asset-Liability Study						
	2017	**2018**	**2019**	**2020**	**2021**	**2022**	**2023 (10Y)**
Aon	3.75%	4.10%	4.55%	5.50%	4.55%	3.95%	**2.20%**
Callan	3.93%	3.93%	N/A	N/A	N/A	N/A	N/A
Mercer	4.13%	3.53%	3.70%	4.77%	3.67%	3.40%	1.50%
Wilshire	3.05%	2.90%	3.40%	5.20%	3.55%	2.55%	1.30%
Average	3.72%	3.62%	3.88%	5.15%	3.92%	3.30%	**1.67%**

Aon Investments' capital market assumptions for risk assets would be **reduced by 53bps** in the 2023 asset-liability analysis

[1] Equity Risk Premium is defined as the excess return earned over bonds that compensates investors for taking on higher risk; all returns are 15-year (Pre-2023) / 10-year (Post-2023) geometric average (compounded) expected returns
[2] Callan was previously included in the averaging but removed starting in 2019 because its capital market assumption date did not coincide with the same timeframe as the other consultants and the asset-liability study; Callan only updates their capital market assumptions once a year while the other consultants update quarterly

Benchmarking Our Assumptions vs. Peers

2023 Horizon Survey results

What is the Horizon Survey?

Since 2010, Horizon Actuarial Services, LLC has conducted a capital market assumption survey of investment firms to aid in determining reasonable assumptions for a pension plan's expected return on assets

- While Aon does not seek to change our approach based on how we stack up to peers, it is a helpful double-check to make sure we are not too far off from others in the industry

For the 2023 survey, 42 investment advisors participated.

How does Aon compare to the 2023 survey results?

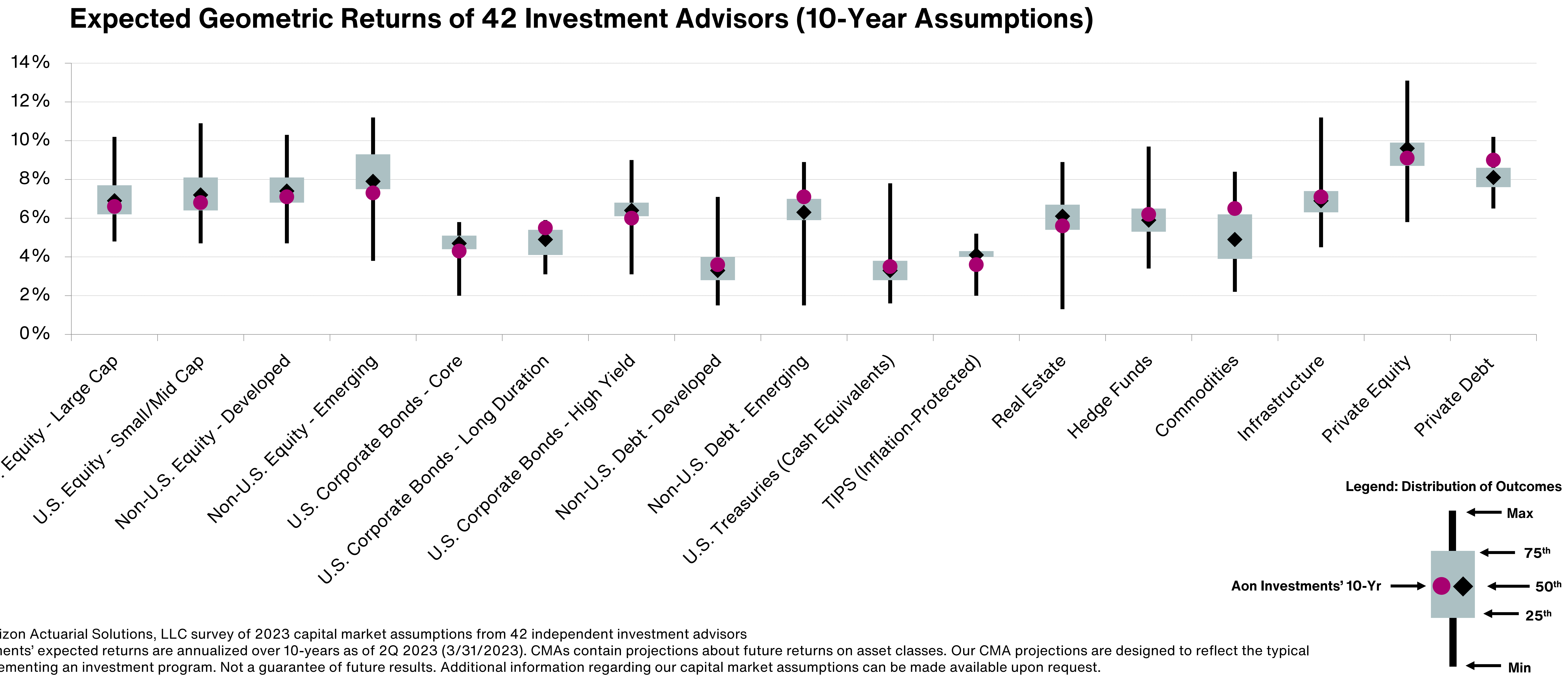
Aon Investments' 2023 10-year assumptions for expected returns (as of March 31, 2023)

- ***Equities:*** approximately middle of the pack for U.S. and Non-U.S. Developed equities; lower for Non-U.S. Emerging
- ***Fixed Income:*** approximately middle of the pack relative to the survey's median level; lower for TIPS; higher for Long Duration Credit and Non-US Debt - Emerging
- ***Alternatives:*** approximately middle of the pack relative to the survey's median level; higher for Commodities and Private Debt

Source: Horizon Actuarial Solutions, LLC survey of 2023 capital market assumptions from 42 independent investment advisors

Aon Investments' Capital Market Assumptions vs. Horizon Survey

10-Year assumptions



Source: Horizon Actuarial Solutions, LLC survey of 2023 capital market assumptions from 42 independent investment advisors
Aon Investments' expected returns are annualized over 10-years as of 2Q 2023 (3/31/2023). CMAs contain projections about future returns on asset classes. Our CMA projections are designed to reflect the typical cost of implementing an investment program. Not a guarantee of future results. Additional information regarding our capital market assumptions can be made available upon request.

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Portfolio Construction

- SBA Portfolio Analysis
- Peer Comparison
- Asset-Liability Projection Analysis

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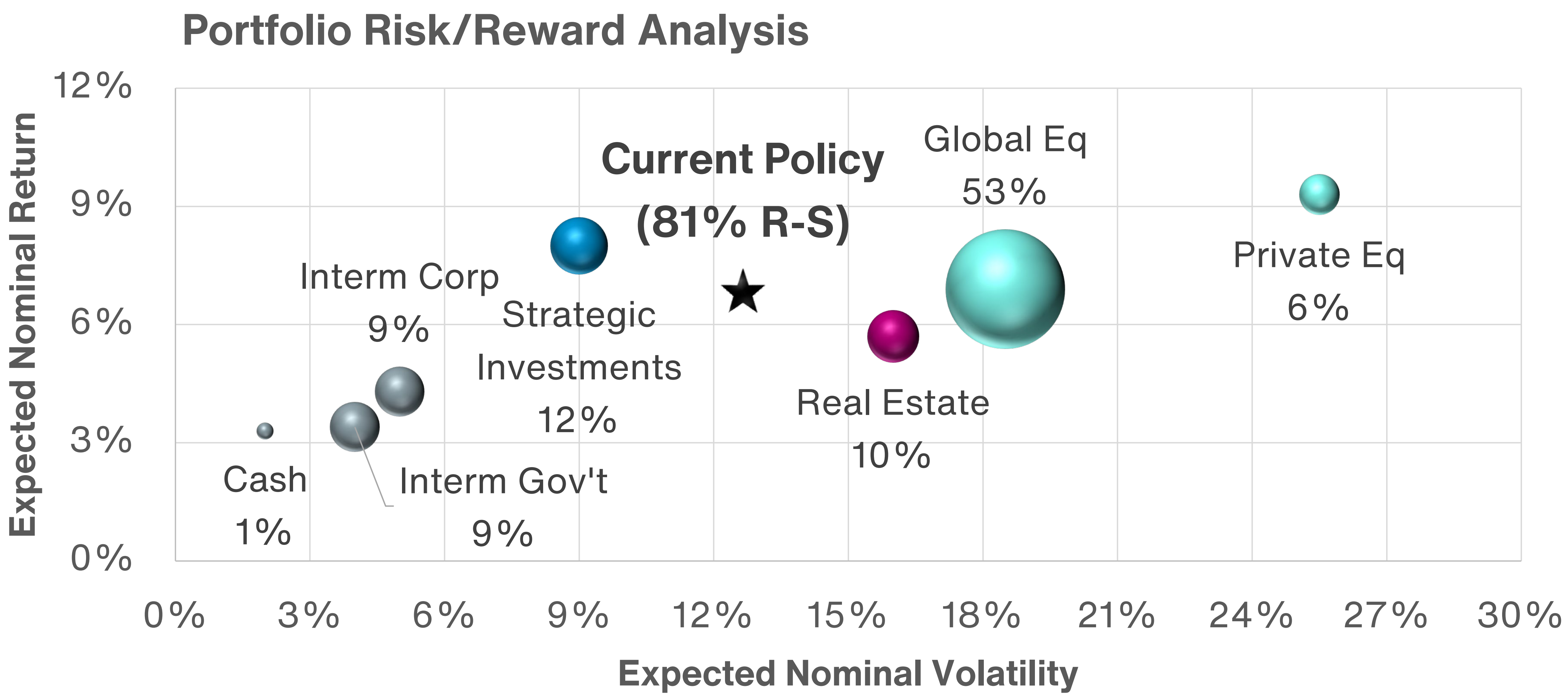
SBA Portfolio Analysis | Current Portfolio

Current diversification results in an expected return of 6.86%[1]



Legend:

Bubble size proportional to current asset allocation (i.e., larger bubbles = larger allocations); Asset classes are color coded:

- Equities (teal), **Strategic Investments (blue)**, **Real Assets (purple)**, Safety (grey)

Asset Class – Target %	Expected Real Return[1]	Expected Nominal Return[1]	Expected Nominal Volatility
Equity			
Global Equity – 53%	4.5%	6.9%	18.6%
Fixed Income			
Cash – 1%	1.0%	3.3%	2.2%
Interm. Gov't Bonds – 9%	1.1%	3.4%	4.2%
Interm. Corporate Bonds – 9%	2.0%	4.3%	5.1%
Alternatives			
Strategic Investments – 12%	5.6%	8.0%	9.1%
Real Estate – 10%	3.3%	5.7%	16.0%
Private Equity – 6%	6.8%	9.3%	25.6%
Portfolio Metrics (30-Year Assumptions)			
Total Fund[1,2]	**4.48%**	**6.86%**	**12.72%**

[1] Expected returns are using AIUSA Q3 2023 30-Year Capital Market Assumptions (CMAs) as of June 30, 2023 adjusted for the delta in average Global Equity Risk Premium (ERP) among three investment advisors: Aon, Mercer, and Wilshire (-53bps adjustment), which are projections about the future returns of asset classes. For asset classes that can be implemented passively, which includes most public assets, alpha and active management fees are not included in the return expectations. For asset classes that can only be implemented actively, such as hedge funds and private assets, we assume alpha and higher active manager fees. Expected returns are geometric (long-term compounded). Expected returns presented are models and do not represent the returns of an actual client account. Your actual returns may differ from the model expected returns presented based on your plan's individual fees/expenses. Expected returns are net of administrative fees of 4.25bps, which is inclusive of investment consulting fees. AIUSA's advisory fees are described in Part 2A of AIUSA's Form ADV. Not a guarantee of future results. See appendix for capital market assumptions disclosure pages.

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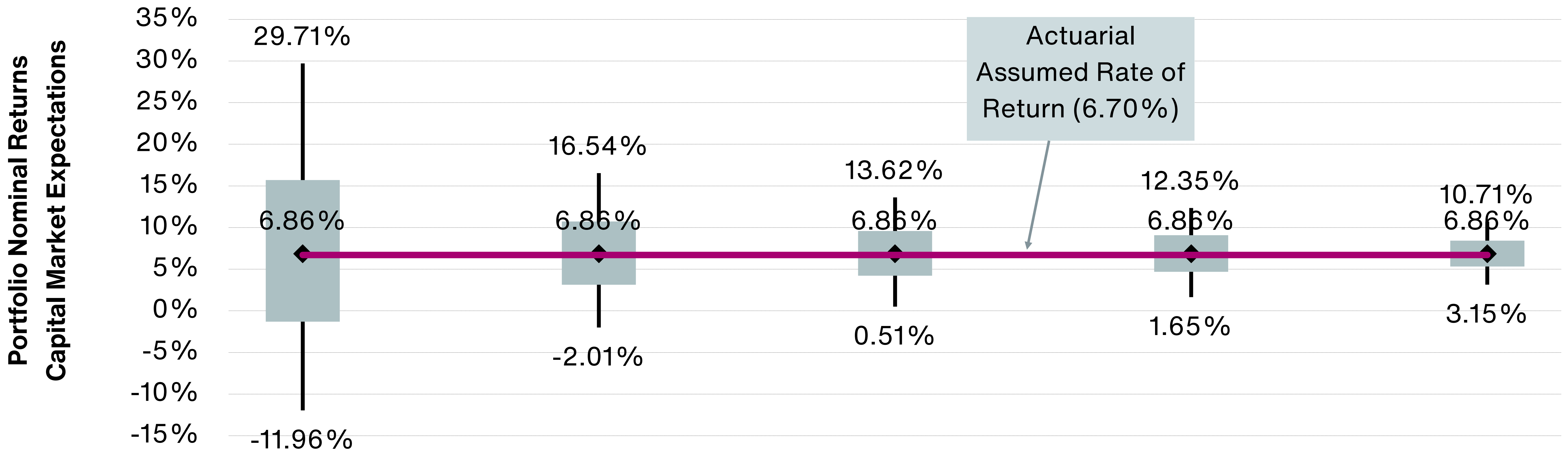
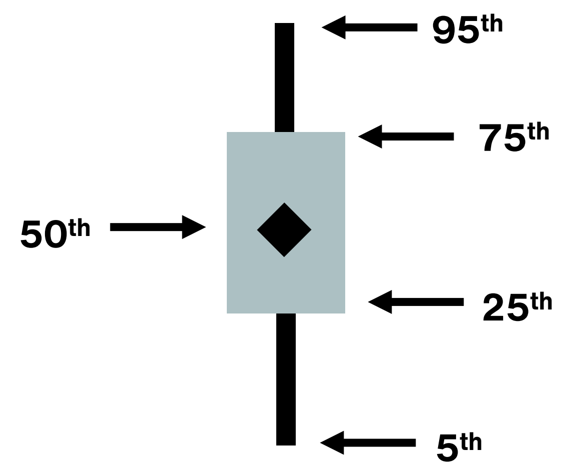
SBA Portfolio Analysis

Range of nominal returns by time horizon[1,2]



Percentile	Current Policy: 1 Year	Current Policy: 5 Year	Current Policy: 10 Year	Current Policy: 15 Year	Current Policy: 30 Year
5th	-11.96%	-2.01%	0.51%	1.65%	3.15%
25th	-1.30%	3.13%	4.21%	4.69%	5.32%
50th	6.86%	6.86%	6.86%	6.86%	6.86%
75th	15.70%	10.73%	9.58%	9.08%	8.42%
95th	29.71%	16.54%	13.62%	12.35%	10.71%

Legend: Distribution of Outcomes



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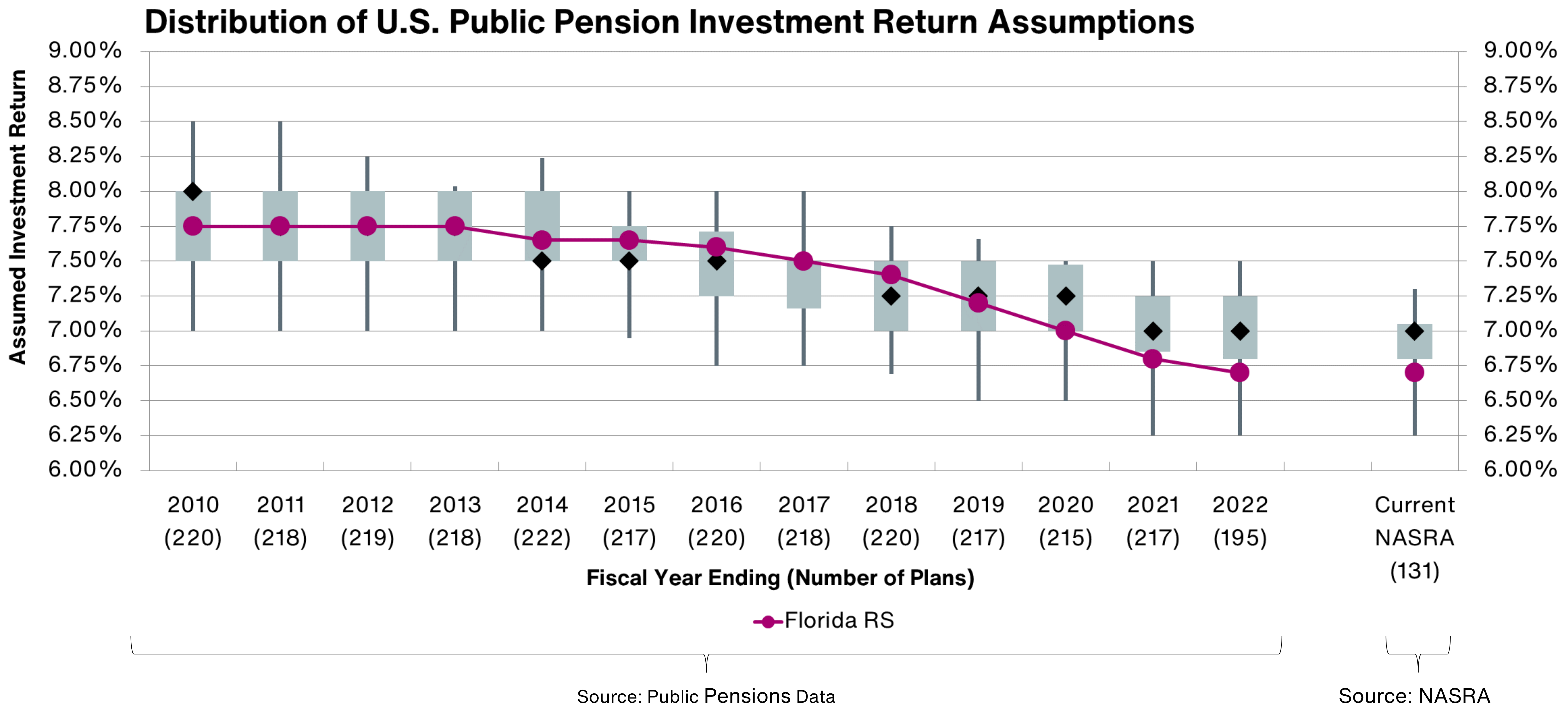
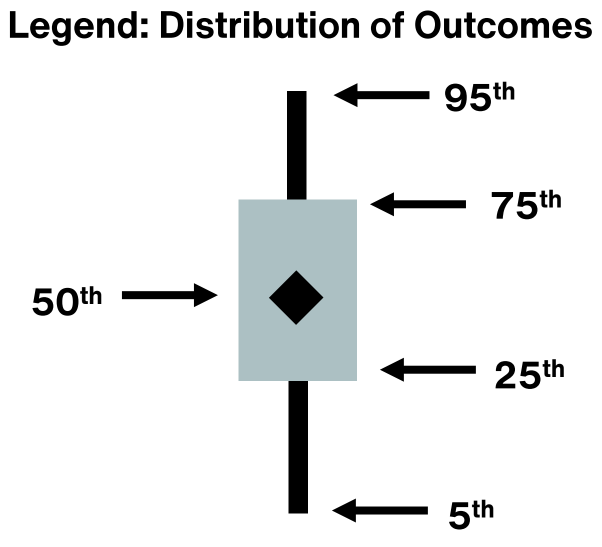
Peer Comparison | All Public Plans

Expected return assumption versus peers[1]



Key Takeaways:

- The historical actuarial assumption trend for investment returns has declined from an 8.00% median in FYE 2010 to 7.00% as of FYE 2022, per Public Plans Data[1]
- Current actuarial assumptions, as tracked by NASRA as of September 2023, have a median actuarial assumption of 7.00%



Sources: Public Plans Data (publicplansdata.org) as of September 2023; NASRA downloadable investment return assumptions as of September 2023
[1] Peers defined as public funds published within publicplansdata.org as of September 2023; Number of plans per year are shown in parentheses

Peer Comparison | Similar Asset Size

Expected return assumption versus peers[1]

Plan	Expected Return Assumption
California Public Employees' Retirement System[1]	6.80%
California State Teachers' Retirement System[1]	7.00%
Florida Retirement System[1]	6.70%
New York State and Local Employees' Retirement System[2]	5.90%
New York State Teachers' Retirement System[1]	6.95%
Teacher Retirement System of Texas[1]	7.00%
Average	6.73%
Median	6.88%

Key Takeaway:

- Using plans with large asset bases, Florida Retirement System's expected return assumption is in-line with the peer average and just under the median expectation

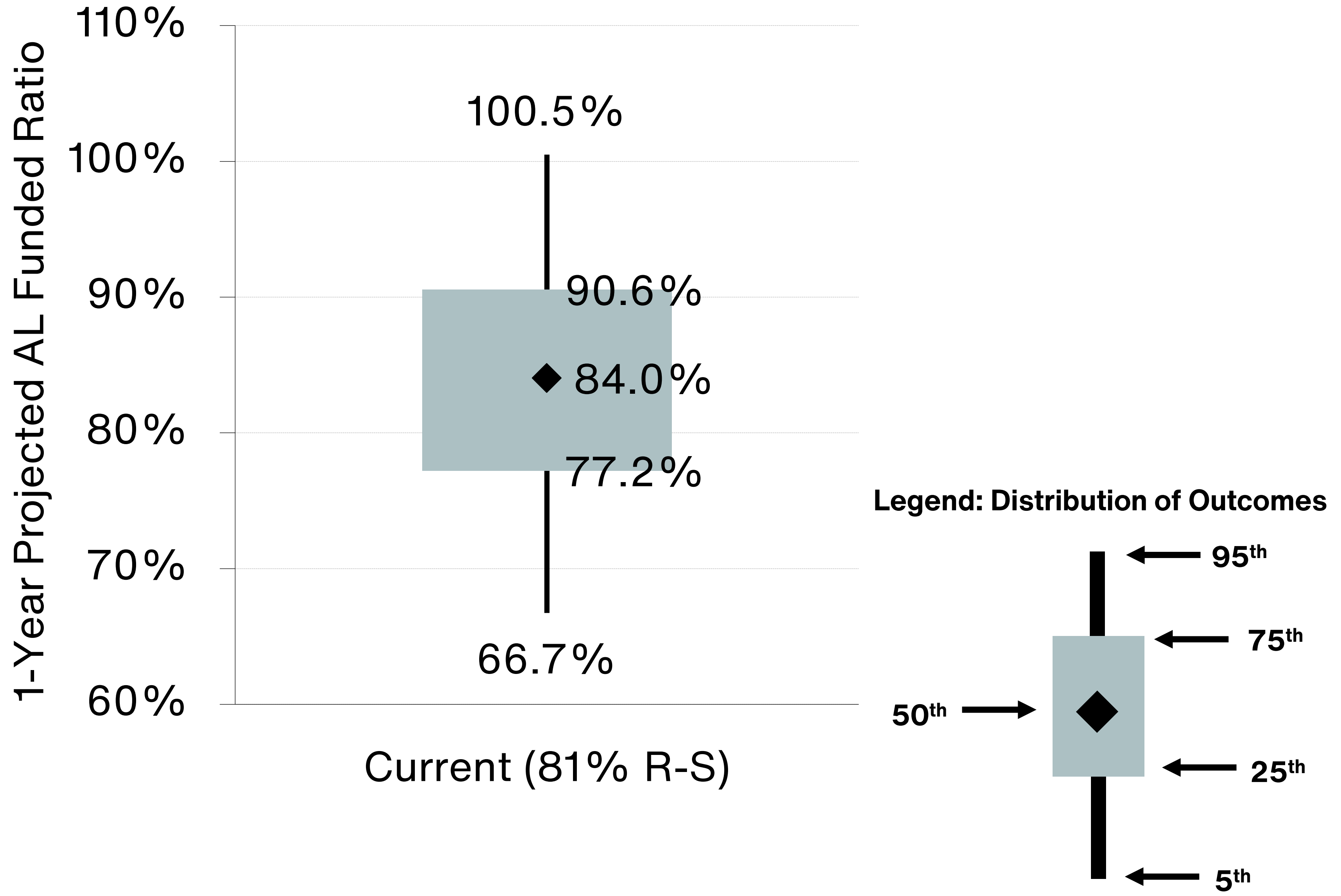
[1] Source: NASRA downloadable investment return assumptions as of September 2023
[2] Source: Public Plans Data (publicplansdata.org) as of September 2023

Asset-Liability Projection Analysis

Market value of assets / actuarial liability funded ratio

Short-Term Analysis:

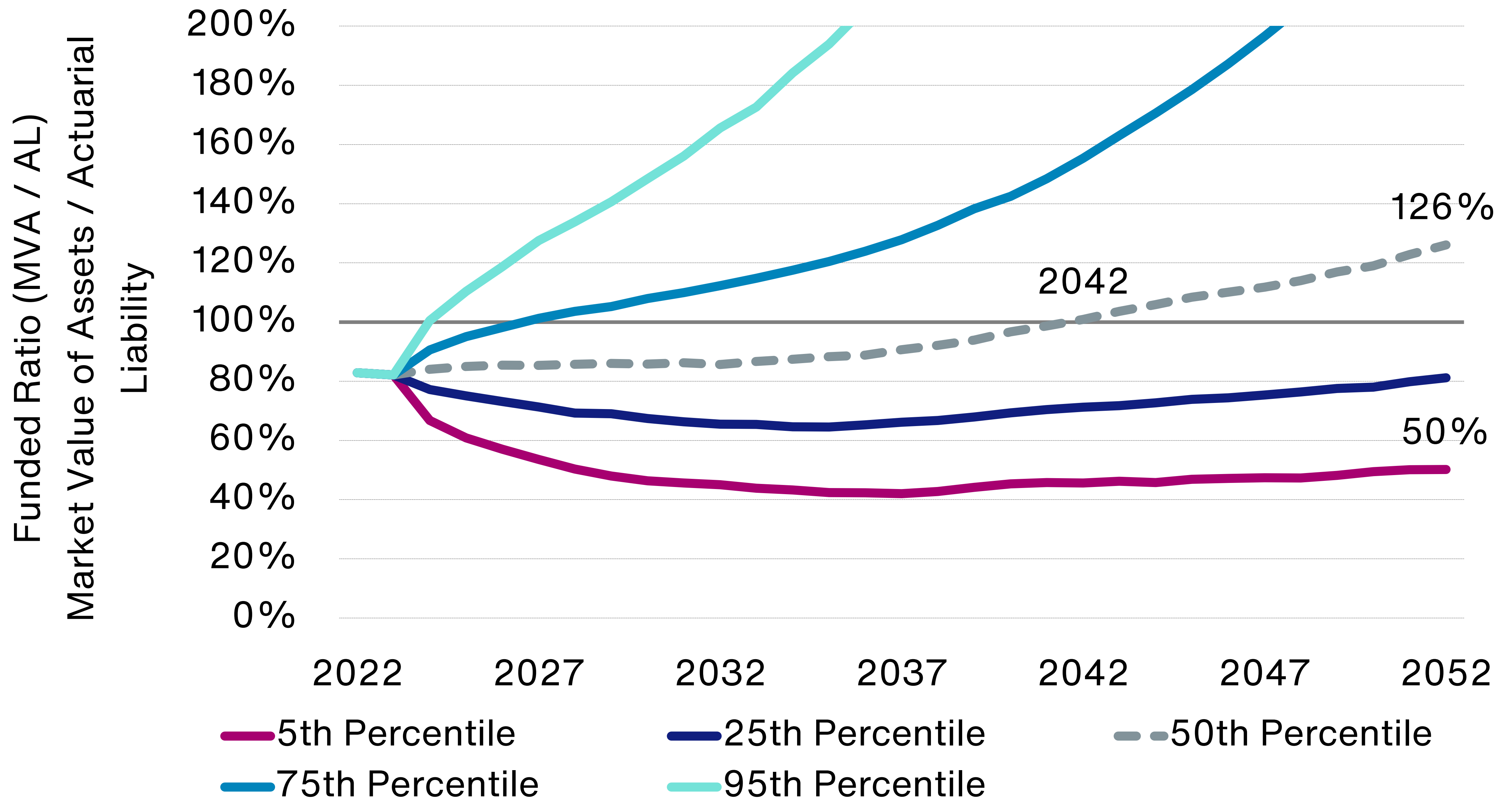
- Over the short-term (1 year), there is a wide dispersion of funded ratio outcomes driven by asset performance



* Projections assume constant 6.70% discount rate for pension liabilities

Long-Term Analysis:

- Under the Current Policy (81% R-S), the funded ratio is expected to increase over the projection period in the central expectation (50th percentile outcome), reaching full funding by FYE 2042
- Downside risk (5th percentile outcomes) illustrates a small likelihood of significant funded ratio deterioration over the projection period



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Conclusions

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Conclusions

Assumptions

- SBA uses an averaging approach to reduce the bias of any one firm's capital market assumptions
- Using the SBA approach, averaging the equity risk premiums from three consulting firms, the expected return on pension assets from the 2023 asset-liability analysis was 6.86%[1,2]
- Aon's assumptions tend to be middle of the pack relative to other investment advisors in the Horizon Survey, with a few minor exceptions

Portfolio Construction

- The current portfolio is well-diversified; return-seeking assets are broadly diversified while safety/risk-reducing assets should withstand stressed markets

Peer Analysis

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Appendix

Asset-Liability Management Overview

What is an asset-liability study?

What?

A comprehensive toolkit for making decisions on a **fund's asset allocation and investment risk that align with the liabilities** those funds support

Why?

Aon believes optimal decisions regarding pension plan management are made when they are based on a **clear understanding of the assets and liabilities** and how they interact

When?

Aon suggests conducting asset-liability studies every **5 years** depending on client specifics, or more frequently should circumstances dictate

How?

Identify future trends in the financial health of the fund based on economic uncertainties that may not be evident from an actuarial valuation

Portfolio Construction | SBA Portfolio Analysis

Rationale for diversification | variability in top performing asset classes

2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
SI Investments 28.9	Global Equity 31.0	Real Estate 12.8	Global Equity 18.6	Global Equity 23.5	Private Equity 14.6	Real Estate 12.7	Global Equity 19.7	Private Equity 17.3	Private Equity 16.0	Fixed Income 6.8	Private Equity 68.5	Private Equity 24.2	Global Equity 16.5
Private Equity 21.5	Total Fund 22.1	Fixed Income 7.8	SI Investments 16.2	Private Equity 19.9	Real Estate 11.9	Private Equity 6.2	Private Equity 18.3	Global Equity 11.6	Real Estate 7.1	Private Equity 3.4	Global Equity 41.8	Real Estate 22.4	Total Fund 7.5
Global Equity 15.2	SI Investments 19.2	Private Equity 6.8	Real Estate 14.9	Total Fund 17.4	SI Investments 6.8	Fixed Income 4.3	Total Fund 13.8	Total Fund 9.0	Fixed Income 6.8	Total Fund 3.1	Total Fund 29.5	SI Investments 7.8	SI Investments 5.0
Fixed Income 14.9	Real Estate 18.4	SI Investments 3.7	Total Fund 13.1	Real Estate 14.9	Total Fund 3.7	SI Investments 1.8	SI Investments 9.9	SI Investments 7.8	Total Fund 6.3	Global Equity 2.1	SI Investments 17.2	Cash 0.2	Cash 2.8
Total Fund 14.0	Private Equity 18.0	Total Fund 0.3	Private Equity 10.7	SI Investments 13.2	Fixed Income 2.0	Total Fund 0.5	Real Estate 8.7	Real Estate 7.2	SI Investments 5.2	Real Estate 1.6	Real Estate 8.6	Total Fund -6.3	Fixed Income -0.3
Cash 2.0	Fixed Income 6.1	Cash 0.3	Fixed Income 0.4	Fixed Income 3.8	Global Equity 1.9	Cash 0.3	Cash 0.6	Cash 1.4	Global Equity 5.0	Cash 1.5	Fixed Income 0.9	Fixed Income -8.0	Real Estate -2.1
Real Estate -10.2	Cash 0.4	Global Equity -5.1	Cash 0.3	Cash 0.2	Cash 0.2	Global Equity -3.1	Fixed Income 0.3	Fixed Income -0.2	Cash 2.3	SI Investments 0.0	Cash 0.1	Global Equity -17.1	Private Equity -5.6

Ultimate Retirement Benefit Cost Equation

The cost ultimately borne by the Plan will be represented by the financing equation shown below:

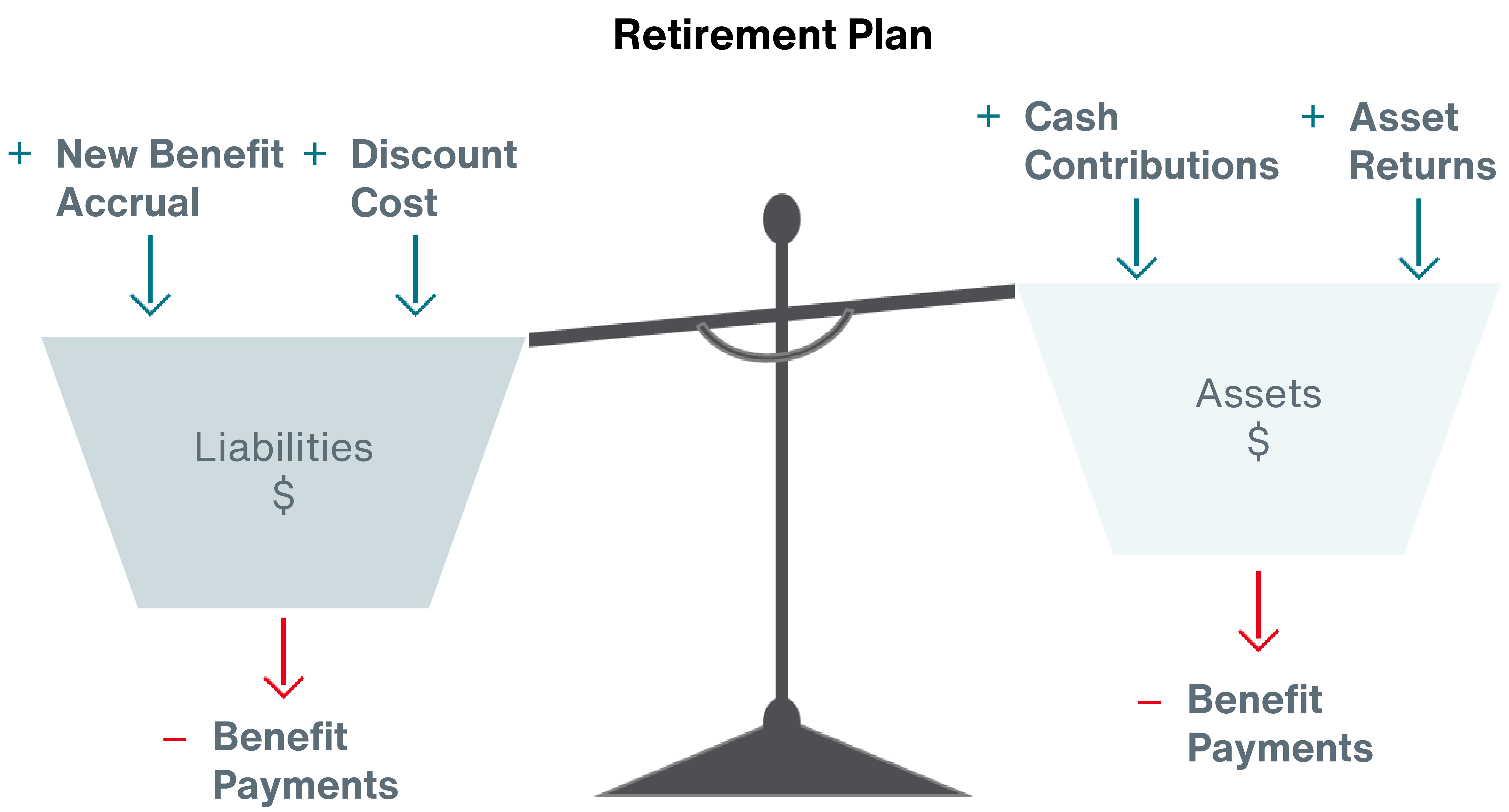
(Benefits Paid + Administrative Expenses) = (Investment Returns + Plan Funding (EE + ER))

The asset-liability study will analyze the variability of future investment returns on the Plan financials

Higher than expected returns will result in lower future Plan costs

Lower than expected returns will result in higher future Plan costs

Balance of Liabilities and Assets



Key Takeaways:

Plan Liabilities will grow in two ways:

- New benefit accruals (or Normal Cost)
- One less year of interest discounting (or Discount Cost)

Assets will grow in two ways:

- Cash Contributions to the Plan
- Asset Returns

Both liabilities and assets will be reduced by benefits paid to participants

Aon's Capital Market Assumptions
Background

- Long-term (10- and 30-year forecasts) forward-looking assumptions (asset class geometric return, volatility, and correlations)
- Building block approach, primarily based on consensus expectations and market-based inputs
- Best estimates of annualized returns (50/50 better or worse)
- Market returns: no active management value added (except for certain assets classes, such as hedge funds)
- Net of investment fees
- Updated quarterly

Custom FRS Capital Market Assumptions

As of June 30, 2023 (30 years)

		Expected Real Return[1]	Expected Nominal Return[1]	Expected Nominal Volatility
	Equity			
1	Global Equity IMI	4.5%	6.9%	18.6%
	Fixed Income			
2	Cash (Gov't)	1.0%	3.3%	2.2%
3	Intermediate Gov't Bonds (4-Year Duration)	1.1%	3.4%	4.2%
4	Intermediate Corporate Bonds (4-Year Duration)	2.0%	4.3%	5.1%
	Alternatives			
5	Strategic Investment Allocation[2]	5.6%	8.0%	9.1%
6	Real Estate[3]	3.3%	5.7%	16.0%
7	Private Equity	6.8%	9.3%	25.6%
	Inflation			
8	Inflation	0.0%	2.3%	1.7%

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[2] Strategic assumption breakdown is found on the next page

[3] Real Estate assumption was modeled as follows:

- 76.5% Core Real Estate, 13.5% Non-Core Real Estate, 10.0% REITs

FRS Capital Market Assumptions – Strategic Investment Allocation

Used in the 2023 analysis

The Strategic Investment allocation was modeled as follows, per Staff input:

Strategic Investment Allocation	% of Total Asset Allocation	% of Strategic Investment
Commodities	0.38%	3.21%
Global Public Equities	1.05%	8.77%
Hedge Funds - Buy List (Diversified Portfolio of Direct HFs)	1.67%	13.94%
Hedge Funds - CTAs (Buy List)	0.99%	8.27%
Hedge Funds - Distressed Debt (Buy List)	0.45%	3.78%
Hedge Funds - Equity Long/Short (Buy List)	0.27%	2.23%
Hedge Funds - Event Driven (Buy List)	0.14%	1.15%
Hedge Funds - Global Macro (Buy List)	0.24%	2.02%
Infrastructure	1.29%	10.75%
Insurance-Linked Securities (Catastrophe Bonds)	0.57%	4.76%
Non-Core Real Estate	0.33%	2.77%
Private Debt - Commercial Mortgages	0.33%	2.77%
Private Debt - Direct Lending	0.86%	7.20%
Private Equity	0.88%	7.32%
Private Equity - Distressed Debt	1.41%	11.74%
Private Equity - Mezzanine	0.78%	6.52%
Timberland	0.34%	2.81%
Total	12.00%	100.00%

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Aon's Capital Market Assumptions

As of June 30, 2023

	Nominal Correlations	1	2	3	4	5	6	7	8
1	Global Equity IMI	**1.00**	0.09	-0.07	0.02	0.87	0.45	0.63	0.11
2	Cash (Gov't)	0.09	**1.00**	0.55	0.48	0.11	0.17	0.10	0.44
3	Intermediate Gov't Bonds (4-Year Duration)	-0.07	0.55	**1.00**	0.88	-0.08	0.03	-0.04	0.07
4	Intermediate Corporate Bonds (4-Year Duration)	0.02	0.48	0.88	**1.00**	0.11	0.07	0.03	0.06
5	Strategic Investment Allocation	0.87	0.11	-0.08	0.11	**1.00**	0.47	0.70	0.14
6	Real Estate	0.45	0.17	0.03	0.07	0.47	**1.00**	0.37	0.11
7	Private Equity	0.63	0.10	-0.04	0.03	0.70	0.37	**1.00**	0.08
8	Inflation	0.11	0.44	0.07	0.06	0.14	0.11	0.08	**1.00**

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