

SHELBY COUNTY SCHOOLS (TENNESSEE)

SUMMARY

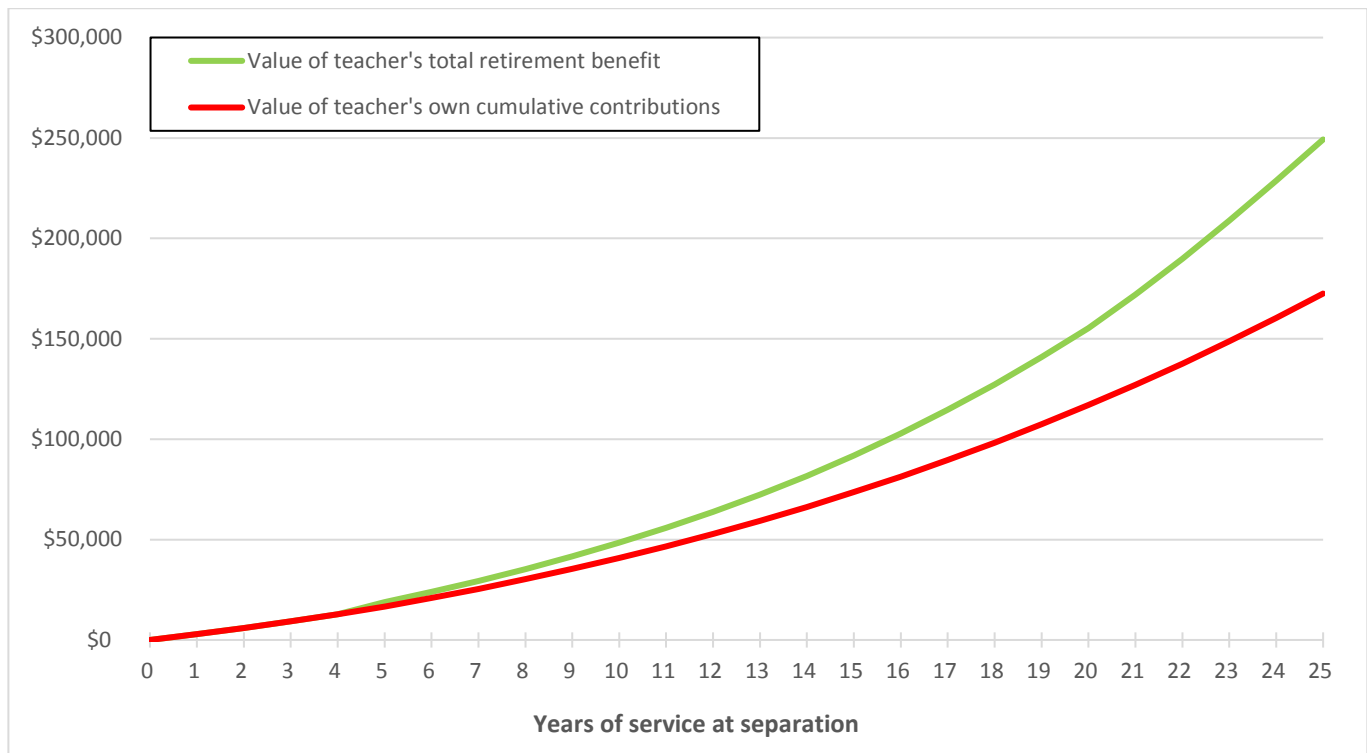
Teachers working in Shelby County Schools belong to the Tennessee Consolidated Retirement System, a hybrid plan composed of a traditional defined benefit pension and defined contribution 401(k)-style retirement account.¹ In Shelby County, the crossover point occurs after five years of service, meaning that a teacher must remain in the system five years before her total benefit is worth more than her total cumulative contributions.

About the District	
Students	149,832
Teachers (FTE)	9,282

About the Retirement Plan	
Type	Hybrid
Coverage	Public employees
Active members	135,588
Total members	241,496

Sources: Enrollment: NCES (2013–14). Retirement plan membership: [Urban Institute](#) (membership as of July, 2011; includes all members in all plans administered by the state system)

Figure 1: A new teacher in Shelby County Schools must remain in the retirement system for five years before she realizes a return on her contributions



Note: Calculations assume inflation to be 2.5 percent, the real interest rate to be 2.5 percent, return on investments to be 5.0 percent, and a female teacher in the Hybrid Plan with an entry age of 25.

Take a look at Figure 1. The red line is the value of a teacher’s cumulative contributions should she separate from the system after a given number of years of service. The green line is a teacher’s total retirement benefit at that point. It is equal to the balance of her retirement account (the DC portion of the plan), plus the value of her pension (the DB portion). Where the red line lies directly on top of the green, the value of a teacher’s contributions is the same as her total benefit. In other words, her net benefit is zero. Where the green line is above the red, her total benefit is worth more than her contributions and her net benefit is positive.² In Shelby County, a new teacher must stay five years to reach the crossover point (where the green line is above the red) and receive any return on her contributions after retirement.

The shape of the green line is due to the two components of the hybrid plan. From the day a teacher begins her career, her benefits always include the balance of her retirement account: her and her employer’s contributions to the DC portion of the plan, plus investment earnings. This portion of her benefit is portable and has no vesting period. Because we use the system’s own assumed rate of return on investment, the balance of her retirement account accrues in a fairly smooth and constant manner.³ But she is not eligible for any pension benefits until she vests into the DB portion, which is represented in the figure at the point where the green line diverges from the red. Once vested, she still would not start receiving a benefit from the DB portion until she reaches the age of retirement eligibility, even if she leaves the system before that. DB benefits increase in value the longer she stays.⁴ Exact figures can be found in Tables 1 and 2.

Let’s take a look at how this plays out should a teacher choose to separate from the system at different points.

WHAT IS THE CROSSOVER POINT?

This study asks: how long must a new teacher wait until the value of her retirement benefits exceeds the value of her contributions (the “**crossover point**”)?⁵ A new teacher begins contributing a percentage of her salary to her retirement system the day she receives her first paycheck. The idea is that, over her career, she and her employer will make contributions to prefund her benefit and, when she leaves the system, she receives retirement benefits. The total benefit the teacher receives after she leaves depends on the plan’s parameters and provisions, among other factors.

In a traditional **defined benefit** (DB) plan, retirement benefits take the form of pension payments made periodically for the rest of her life after retirement. The pension benefit is based on a formula: the number of years of service in the system, multiplied by an average of her final years’ salaries, times an accrual factor, which is a percentage generally around 1 percent to 2.5 percent. In order to receive any retirement benefits, a teacher must be vested in the system, meaning she has stayed long enough that she’s eligible for a pension when she leaves. Vesting periods generally range from three to 10 years. A teacher can only begin to receive benefits once she reaches retirement eligibility, a condition usually determined by some combination of the teacher’s age and years of service.⁶ The *total* value of the retirement benefit the teacher receives under a DB plan—her **pension wealth**—depends on the yearly benefit, plus her age at retirement and life expectancy.⁷ Before the crossover point in a DB plan, a teacher’s expected lifetime retirement benefit is worth less than what she contributed over her career. After the crossover point, her benefit is worth more than what she contributed. The longer it takes a new teacher to reach the crossover point, the longer it takes for her to realize any return on her contributions.

In a **defined contribution** (DC) plan, retirement benefits are equal to what the retirement account is worth: her and her employer’s contributions, plus any gains (or losses) from investment performance over time. She typically can transfer the balance of her account to another retirement system, withdraw it completely as a lump-sum amount, or draw down balances as periodic payments (less taxes, should she leave early). In a DC plan there is no crossover point, and the value of her benefits will always be greater than her contributions (assuming the investment gained value over time).

A **hybrid plan** combines elements of both DB and DC plans. A teacher’s total benefits are equal to the balance of her retirement savings account plus whatever pension benefits she is eligible for. Depending on the specific terms of the plan, there may or may not be a crossover point.

In all three cases, to calculate the crossover point we compare the value of a teacher’s contributions with her expected benefits.⁸ While the concept of retirement “benefits” implies a positive return on contributions, the analyses presented in this study show that, in order to reach the crossover point and receive a true benefit, new teachers in many of the nation’s largest districts must remain in their retirement system for 20 or 30 years—or more. These teachers, usually enrolled in traditional DB plans, are financially penalized if they leave at any point before the crossover. Moreover, they cannot enroll in a different system that would give them larger, or more short-term, benefits. New teachers in DC plans, and most of the hybrid plans we consider, do see a return on their contributions even early in their career.

EARLY CAREER

A Shelby County teacher who leaves after **three years** of service (or at any point before the DB vesting point of five years) is only eligible to receive the portion of her retirement benefit from her DC account. Her pension wealth is zero. But even if she separates from the system after only three years, she is still eligible for a benefit worth \$9,298, which consists of her and her employer’s contributions to her DC account, plus investment earnings. Her net benefit before vesting is zero, because the value of her benefits (at this point from only the DC portion) is equal to the value of her total contributions to both parts of the hybrid.⁹

Table 1. At key points in a teacher’s career, what is the value of her total retirement benefit, and the benefit from each component of her hybrid plan? What is the value of her contributions? And what is the difference between the two?

Age	Years of Service	Benefits from DB portion (value of teacher’s pension benefit) (A)	Benefits from DC portion (teacher’s individual retirement account balance) (B)	Value of total retirement benefit (A+B)	Value of teacher’s cumulative contributions to date (C)	Net benefit (A+B-C)
28	3	\$ 0	\$ 9,298	\$ 9,298	\$ 9,298	\$ 0
30	5	\$ 2,237	\$ 16,620	\$ 18,857	\$ 16,620	\$ 2,237
40	15	\$ 18,266	\$ 73,591	\$ 91,856	\$ 73,591	\$ 18,266
50	25	\$ 76,749	\$ 172,510	\$ 249,260	\$ 172,510	\$ 76,749

AT THE CROSSOVER

After five years, a Shelby County teacher reaches the crossover point, meaning her total benefit is worth more than cumulative contributions and her net benefit becomes positive. This corresponds to the vesting period of the DB portion of the hybrid plan. After five years, a teacher’s total retirement benefit is worth \$18,857—the balance of her retirement account (\$16,620) plus the value of her pension benefit (\$2,237). However, while she is always eligible to receive or transfer her DC benefit, she must wait to receive her DB benefit until she reaches retirement age.¹⁰

MID-CAREER

After five years (and for the remainder of her career), a Shelby County teacher’s net benefit is positive, and equal to the value of her DB benefit because of the way employee and employer contributions are split across the two portions of the hybrid. Say she separates from the system after 15 years—the average experience of a teacher who leaves the profession.¹¹ Her total retirement benefit is worth \$91,856, about 20 percent of which is from the DB portion of the plan and the remainder from the DC portion. Her net benefit is \$18,266.

AFTER 25 YEARS OF SERVICE

A 25-year career is longer than most teachers’ careers—fewer than one out of four teachers nationwide stays more than 20 years.¹² Should a Shelby County teacher stay 25 years, her net benefit is larger than it was mid-career. After 25 years, a Shelby County teacher’s total benefit is worth \$249,260, with 31 percent of that from the DB portion of the plan.

Bottom Line: A Tennessee teacher who starts at age 25 under the Shelby County Schools salary schedule must wait five years to reach the crossover point. The relatively short time to the crossover point is because of the DC portion of her total benefit. The hybrid plan somewhat dampens a common feature of a traditional DB plan—namely, having a crossover point that does not occur until very late in a teacher’s career. And, unlike teachers in a traditional DB plan, if a teacher leaves the Tennessee system before the crossover, at least her net benefit is zero (as opposed to negative).

TECHNICAL MATTERS

Retirement System

Shelby County Schools teachers belong to the Tennessee Consolidated Retirement System, a hybrid plan composed of a traditional defined benefit plan and defined contribution 401(k)-style retirement account. A teacher’s total retirement benefit consists of a pension benefit payable for the rest of her life and the balance of her retirement account.

Plan Provisions by the Numbers

Eligibility for retirement benefits: Defined benefit portion of hybrid plan

- Vesting requirement: Five years
- Normal retirement eligibility requirements (age/years of service): Lesser of 65/5 and any/(rule of 90)
- Early retirement eligibility requirements for reduced benefits (age/years of service): Lesser of 60/5 and any/(rule of 80)

Employer and employee contributions: Defined benefit portion of hybrid plan

- Employee contribution rate: 5 percent of salary
- Employer contribution rate: actuarially determined
- Refundable contributions: employee contributions plus interest

Benefit formula: Defined benefit portion of hybrid plan

The DB portion of a new teacher’s retirement benefit is equal to the formula below:

$$\text{Annual benefit} = (1.0\%) \times (\text{YOS}) \times (\text{FAS})$$

Where YOS = number of years of service, FAS = final average salary, the average of the five highest years of creditable earnings.

Eligibility for retirement benefits: Defined contribution portion of hybrid plan

- Vesting requirement: Teachers immediately vest in their own and their employer’s contributions, plus investment earnings
- Retirement eligibility: no age or years of service requirements. Teachers may withdraw the balance of their retirement account at any time.

Employer and employee contributions: Defined contribution portion of hybrid plan

- Employee contribution rate: 2 percent of salary¹³
- Employer contribution rate: 5 percent of salary

Benefits: Defined contribution portion of hybrid plan

The DC portion of a new teacher’s retirement benefit is equal to the balance of her retirement account.

Summary of Plan Provisions

A Shelby County teacher's hybrid plan benefits two components: (1) a pension benefit (determined by a combination of age, years of service, and final average salary), and (2) the balance of her personal retirement account (her own and her employer's contributions, plus investment earnings).

Under normal retirement eligibility requirements, a Shelby County teacher qualifies for full pension benefits at age 65 with five years of service, or at any age such that the sum of her age and years of service is at least 90, whichever comes first. The annual benefit is equal to a teacher's years of service, multiplied by her average salary of her final five years, times an accrual factor of 1.0 percent. A teacher vests into the pension portion after five years, meaning after five years of service she qualifies for a pension benefit payable for life, starting at the earliest age that she becomes eligible for normal retirement.¹⁴ The plan does offer reduced pension benefits for early retirement, available at age 60 with five years of service, or at any age such that the sum of her age and years of service is at least 80, whichever comes first.

The employer contribution rate to the defined benefit portion is determined by state actuaries. The employee contribution rate to the defined benefit portion is set at 5 percent of earnings.

Upon leaving the retirement system, a Shelby County teacher also receives the balance of her personal retirement account: her own and her employer's contributions, plus investment earnings. There are no age or years of service requirements for retirement. After entering service, a teacher immediately vests in both her and her employer's contributions.

The employer contribution rate to the defined contribution portion is 5 percent of earnings. The employee contribution rate to the defined contribution portion is set at 2 percent of earnings, unless the employee opts out within 30 days of hiring.

Shelby County teachers do pay into Social Security.

Assumptions for Computing Retirement Benefits

- Entry age: 25 years old
- Gender: female
- Teacher has bachelor's degree for first five years; master's degree for the remainder¹⁵
- Teacher salary schedule for 2012–13 school year¹⁶

For DB portion:

- Survival probabilities from *2007 CDC Life Tables*¹⁷
- Overall rate of return (defined benefit portion): we use each system's own assumptions for return on investments

For DC portion:

- Member contributions to retirement savings accounts = minimum (required) amount
- Overall rate of return: 5 percent (2.5 percent inflation, 2.5 percent real interest rate)

Sources: Teacher salary schedule is from district website (or requested directly from the district where required). The salary schedule is supplemented by the district collective bargaining agreement and/or teacher work rules for the 2012–13 school year where applicable/necessary.¹⁸ Retirement plan parameters are primarily taken from a database assembled by the National Council on Teacher Quality, and supplemented where necessary with information from plan documents.¹⁹

Table 2: Total benefits, contributions, and net benefit for a representative new teacher in Shelby County Schools

Age	Years of Service	Benefits from DB portion (value of teacher's pension benefit) (A)	Benefits from DC portion (teacher's individual retirement account balance) (B)	Value of total retirement benefit (A+B)	Value of teacher's cumulative contributions to date (C)	Net benefit (A+B-C)
25	0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
26	1	\$ 0	\$ 2,892	\$ 2,892	\$ 2,892	\$ 0
27	2	\$ 0	\$ 5,983	\$ 5,983	\$ 5,983	\$ 0
28	3	\$ 0	\$ 9,298	\$ 9,298	\$ 9,298	\$ 0
29	4	\$ 0	\$ 12,841	\$ 12,841	\$ 12,841	\$ 0
30	5	\$ 2,237	\$ 16,620	\$ 18,857	\$ 16,620	\$ 2,237
31	6	\$ 2,999	\$ 20,894	\$ 23,893	\$ 20,894	\$ 2,999
32	7	\$ 3,909	\$ 25,460	\$ 29,369	\$ 25,460	\$ 3,909
33	8	\$ 4,972	\$ 30,292	\$ 35,265	\$ 30,292	\$ 4,972
34	9	\$ 6,220	\$ 35,431	\$ 41,651	\$ 35,431	\$ 6,220
35	10	\$ 7,661	\$ 40,855	\$ 48,516	\$ 40,855	\$ 7,661
36	11	\$ 9,221	\$ 46,618	\$ 55,839	\$ 46,618	\$ 9,221
37	12	\$ 11,018	\$ 52,763	\$ 63,780	\$ 52,763	\$ 11,018
38	13	\$ 13,099	\$ 59,293	\$ 72,393	\$ 59,293	\$ 13,099
39	14	\$ 15,489	\$ 66,227	\$ 81,716	\$ 66,227	\$ 15,489
40	15	\$ 18,266	\$ 73,591	\$ 91,856	\$ 73,591	\$ 18,266
41	16	\$ 21,445	\$ 81,396	\$ 102,841	\$ 81,396	\$ 21,445
42	17	\$ 24,994	\$ 89,622	\$ 114,615	\$ 89,622	\$ 24,994
43	18	\$ 28,957	\$ 98,288	\$ 127,245	\$ 98,288	\$ 28,957
44	19	\$ 33,406	\$ 107,438	\$ 140,844	\$ 107,438	\$ 33,406
45	20	\$ 38,268	\$ 117,034	\$ 155,302	\$ 117,034	\$ 38,268
46	21	\$ 44,923	\$ 127,098	\$ 172,021	\$ 127,098	\$ 44,923
47	22	\$ 52,218	\$ 137,653	\$ 189,871	\$ 137,653	\$ 52,218
48	23	\$ 60,083	\$ 148,724	\$ 208,806	\$ 148,724	\$ 60,083
49	24	\$ 68,334	\$ 160,334	\$ 228,667	\$ 160,334	\$ 68,334
50	25	\$ 76,749	\$ 172,510	\$ 249,260	\$ 172,510	\$ 76,749

Pension wealth, contributions, and net pension wealth for a female teacher who begins teaching at age 25. Ex: After her fifth year of service, her pension benefits are worth \$18,857 (A+B) and her cumulative contributions are worth \$16,620 (C). Her net pension wealth accrued at this point is \$2,237, which is her pension wealth minus her cumulative contributions (A+B-C). All values are adjusted for inflation.

ENDNOTES

- ¹ Depending on date of hire and whether they have previous creditable service, teachers are covered by either the TCRS Hybrid Plan or Legacy Plan. Both are hybrid plans with similar provisions.
- ² “Contributions” here and throughout refer to the value of a teacher’s total contributions—the amount she contributes, grown by each system’s assumed rate of return.
- ³ In reality, investment returns to retirement savings accounts over time will experience both gains and losses, as determined by market performance. To simplify the analysis, we assume a constant and positive rate of return, which equals the system’s own assumed rate of return.
- ⁴ Pension benefits typically accrue more rapidly in later years. (See R. Costrell and M. Podgursky, “Peaks, Cliffs, and Valleys: The Peculiar Incentives in Teacher Retirement Systems and their Consequences for School Staffing,” *Education Finance and Policy* 4, no. 2 (2009), 175–211).
- ⁵ Results are based on the retirement plan’s rules as they apply to new hires who began in FY13. Provisions for state-covered plans were obtained from the National Council on Teacher Quality pension database (<http://www.nctq.org/statePolicy/2015/nationalFindings.do?policyIssueId=4&masterGoalId=22>).
- ⁶ A vested teacher who leaves a DB pension plan *before* reaching retirement eligibility faces a choice: She can leave her contributions in the pension fund and wait until she reaches retirement age to receive benefits. Or she can “cash out” and immediately receive a refund of what she has contributed up to that point, sometimes with interest. In rare cases, refunds may also include some or all of the employer contributions, potentially with interest, depending on the terms of the plan and whether the teacher is vested. There are also exceptions where a refund benefit is actually less than what the teacher put in. For instance, Illinois keeps 1 percent of earnings for survivor benefits (see <https://trs.illinois.gov/members/pubs/tier2guide/Refunds.pdf>).
- ⁷ Pension wealth is the total expected value of a teacher’s yearly stream of pension payments over her lifetime, discounted back to the present and accounting for life expectancy, conditional on the age of separation. See *Appendix B*.
- ⁸ The value of a teacher’s contribution is the employee’s required payment into the retirement system, grown by each system’s assumed rate of return.
- ⁹ Should a teacher separate from the system before she vests into her DC benefits, she could take a refund of her own contributions to the DC portion of the plan, but she would not see any return on these contributions—what she receives back would be of equal value to what she contributed.
- ¹⁰ Retirement age depends on years of service; see the “Technical Matters” section for more.
- ¹¹ S. Provasnik and S. Dorfman, *Mobility in the Teacher Workforce* (Washington, D.C.: NCES, 2005), <http://nces.ed.gov/pubs2005/2005114.pdf>.
- ¹² NCES, *Digest of Education Statistics*, Table 209.10, http://nces.ed.gov/programs/digest/d14/tables/dt14_209.10.asp.
- ¹³ Employees can opt out if they file a request within 30 days of being hired.
- ¹⁴ A teacher who opts for a refund receives the total of her employee contributions, plus interest. A teacher who leaves the system prior to vesting can receive a refund only; one who leaves after vesting but before retirement eligibility can choose either a refund or deferred pension benefits.
- ¹⁵ According to the *Beginning Teacher Longitudinal Study*, 80 percent of beginning teachers had a bachelor’s degree. See NCES, *Beginning Teacher Longitudinal Study*, <http://nces.ed.gov/surveys/btls/cohort.asp> (accessed October 30, 2016. Additionally, given that about [55 percent](#) of the current teaching workforce has a master’s degree or higher, but approximately [21 percent](#) of current teachers have five or fewer years of teaching, the analysis assumes that a teacher who remains five years will have a master’s degree by that point.
- ¹⁶ “Professional growth” credits are not included in salary calculations. First, they cannot be applied uniformly across districts: one district may give teachers a salary increase when they earn, for example, 10 credits, while another may specify a salary increase at 20 credits. Second, there are no data available as to the rate at which teachers earn salary credits throughout their career. As others have demonstrated, however, the provisions governing public pension plans will be the primary determinants of benefit accrual patterns (see R. Costrell and M. Podgursky, “Peaks, Cliffs, and Valleys: The Peculiar Incentives in Teacher Retirement Systems and their Consequences for School Staffing,” *Education Finance and Policy* 4, no. 2 (2009), 175–211). Variation in a teacher’s earnings path, such as that just described, will likely have limited impact on pension wealth accrual patterns or the timing of the crossover point.
- ¹⁷ E. Arias, “United States Life Tables, 2007,” *National Vital Statistics Reports* 59, no. 9 (Hyattsville, MD: National Center for Health Statistics, September 2011).
- ¹⁸ For example, some districts specify longevity payments in the contract instead of in the salary schedule.
- ¹⁹ NCTQ, “2015 Pension Flexibility,” <http://www.nctq.org/statePolicy/2015/nationalFindings.do?policyIssueId=4&masterGoalId=22>. Some plan parameters were also independently verified using the Urban Institute’s State and Local Employee Pension Plan Database (<http://apps.urban.org/features/SLEPP/data.html>).