THRIFT SAVINGS PLAN

LIFECYCLE FUNDS ASSET ALLOCATION:
TO VS. THROUGH DESIGN

BOARD SUMMARY

May 2017

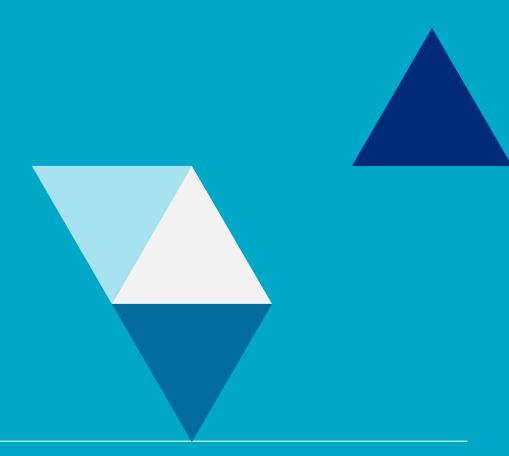


CONTENTS

- Background
- Market Overview
- Alternative Glide Paths
- Modeling Results
 - 2040 Fund
 - 2030 Fund
- Appendix
 - Demographic Assumptions
 - Participant Elections
 - Economic Assumptions
 - Additional Modeling Results

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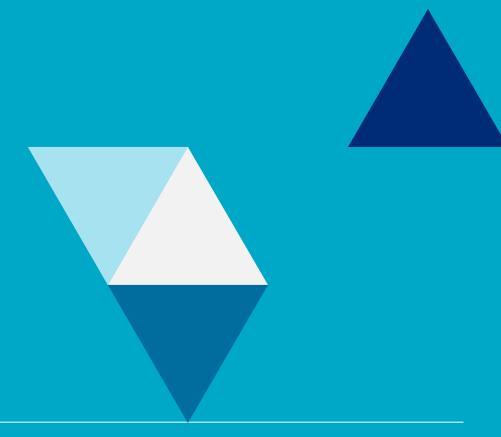
BACKGROUND



BACKGROUND

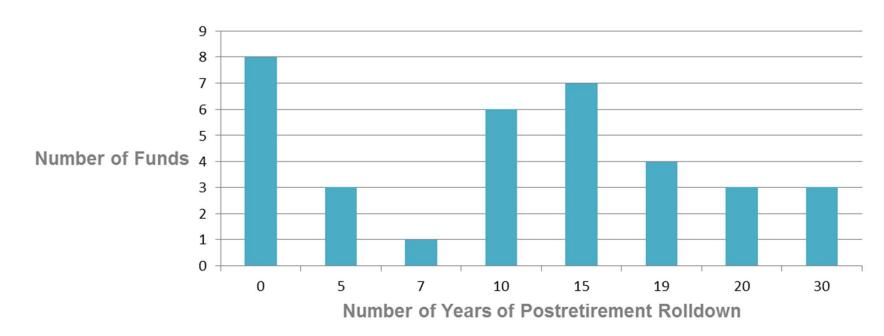
- The Thrift Savings Plan Lifecycle Funds (L Funds) currently follow a "to retirement" design
 - Asset allocation rolls down to the target maturity year, then asset allocation remains constant postretirement
 - For example, 2020 Fund will reach final allocation in July 2020
- The Federal Retirement Thrift Investment Board is interested in exploring hypothetical "through retirement" design glide paths
 - In a "through" design, the asset allocation continues to rolldown from equity to fixed income in the early postretirement years
 - Among off-the-shelf providers, the number of years postretirement to reach the final allocation ranges from 5 to 30 years
- In this analysis, Mercer provides a review of the target date fund market with respect to "to" vs. "through" design, an assessment of Thrift Savings Plan participants distribution elections, and detailed modeling of participant outcomes for the current glide path and four alternative "through" designs

MARKET OVERVIEW



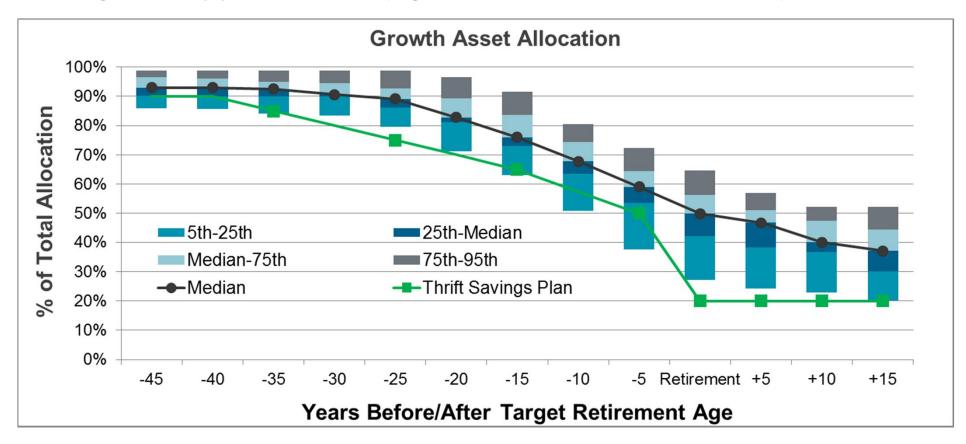
TARGET DATE FUND MARKET SURVEY TO VS. THROUGH DESIGN

- Over ¾ of target date fund series in Mercer's market survey utilize a "through retirement" design approach
 - 27 of 35 have a "through" design, while 8 of 35 use a 'to" design
- The postretirement rolldown period varies from just 5 years to 30 years, depending on provider

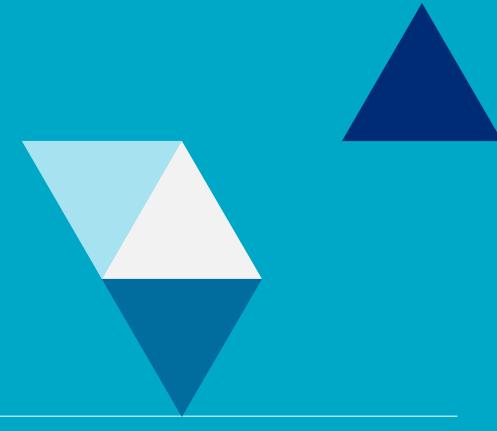


TARGET DATE FUND MARKET SURVEY GROWTH ASSET ALLOCATION

• With a conservative "to" design, the L Funds reach a relatively low growth allocation at the target retirement date. Allocations shown are based on an individual assumed to retire in the target maturity year of the fund (e.g. 2030 retirement date for 2030 fund).



PARTICIPANT DEMOGRAPHICS

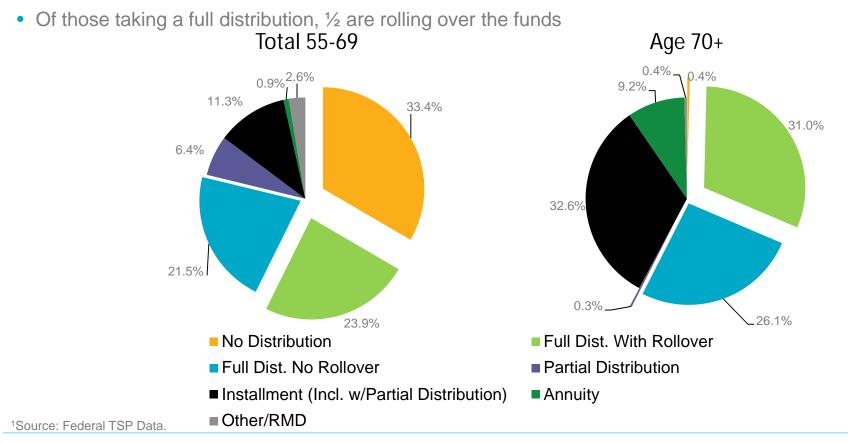


PARTICIPANT CHARACTERISTICS DISTRIBUTION ANALYSIS

- We collected data on distribution activity for participants terminating at age 55 or later
 - Representative of individuals reaching approximate retirement age
 - Included terminations over the period 1/1/2013 12/31/2015, and elections through 12/31/2016
- Generally, if a large majority of participants are taking full distributions from the plan, it may lead
 to a determination that a "to" design is the best fit
 - If most participants elect cash distribution of their account, a more conservative "to" design would be most appropriate
 - If most participants taking a distribution elect rollovers, they are likely to remain invested with equity exposure, and a more aggressive "to" design could be used
 - According to a 2011 Employee Benefit Research Institute (EBRI) study of Individual Retirement Accounts across over 11 million individuals, the average equity allocation for Rollover IRAs among individuals age 65 and above was approximately 32%, with higher equity allocations for younger age groups
 - A more recent 2015 EBRI study has shown rollover accounts increasing equity exposure² (breakdown by age group specific to rollover accounts is not provided separately in this report)
- A majority of participants remaining invested in the plan (fully or partially) may indicate a "through" design is worthwhile

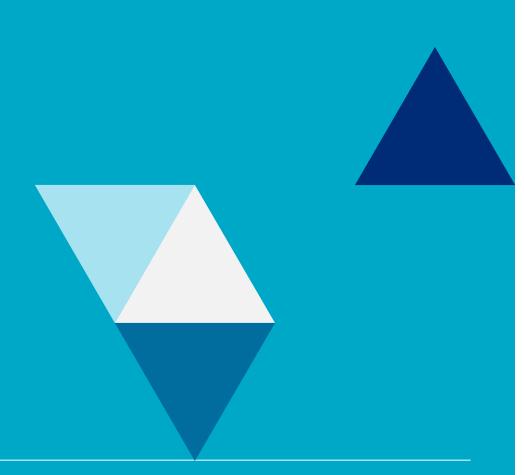
PARTICIPANT CHARACTERISTICS DISTRIBUTION ANALYSIS¹

- Among participants terminating between age 55 and 69, approximately ½ of participants remain invested in the Thrift Savings Plan (including those who take partial and/or installment distributions)
 - Roughly ¼ of participants take a full distribution without rollover of their balances
- Beyond age 70, nearly all make a distribution election
 - Nearly 1/3 elect to begin installment payments



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ALTERNATIVE GLIDE PATHS



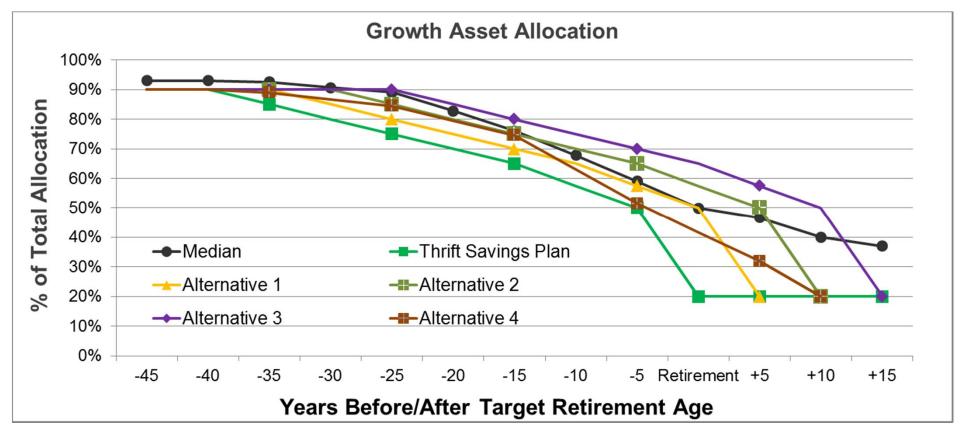
GLIDE PATHS CONSIDERED

Current glide path (allocations as of July 2016)

	2050	2040	2030	2020	Income
Allocations	Portfolio	Portfolio	Portfolio	Portfolio	Portfolio
C-Fund	44.14	39.55	34.53	24.32	11.20
S-Fund	14.66	12.25	9.92	6.48	2.80
I-Fund	25.20	22.20	19.05	13.20	6.00
F-Fund	3.87	5.57	5.72	5.72	6.00
G-Fund	12.13	20.43	30.78	50.28	74.00
Total	100.0	100.0	100.0	100.0	100.0
Asset Class Ratios					
Percent Fixed Income	16.0	26.0	36.5	56.0	80.0
Percent Equity	84.0	74.0	63.5	44.0	20.0
Int Eq/Tot Eq	30.0	30.0	30.0	30.0	30.0
S-Fund/Domestic Eq	24.9	23.6	22.3	21.0	20.0
F-Fund/Total FI	24.2	21.4	15.7	10.2	7.5

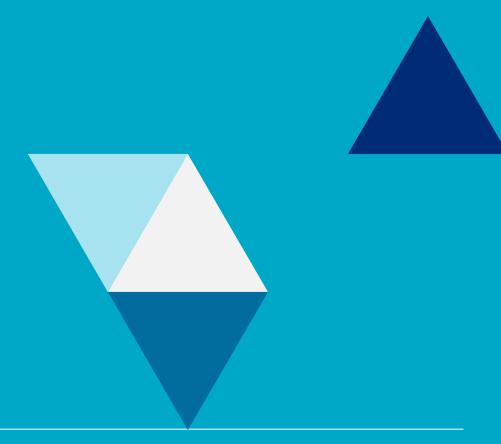
- Alternative glide paths retain allocation between US and Int'l Equity, SMID vs Large Cap US Equity, and F vs G Fund allocation
- Alternative glide paths modeled include 4 "through" alternatives
 - Alternatives 1-3 use the same glide path yet continue to rolldown through retirement
 - 5, 10, and 15 years through retirement
 - Alternative 4 revises the current glide path to glide 10 years through retirement at a more gradual pace
- For purposes of modeling we assumed an immediate change in asset allocation to shift to each new glide path alternative

GROWTH ASSET ALLOCATION



- Alternative 1: 5 year "through" design, current glide path shape
- Alternative 2: 10 year "through" design, current glide path shape
- Alternative 3: 15 year "through" design, current glide path shape
- Alternative 4: 10 year "through" design, modified glide path shape

MODELING RESULTS



2040 FUND RESULTS

For purposes of this illustration, we selected a representative career FERS participant with entry age 36 and retirement at age 61. Results for a 2040 Lifecycle Fund investor -- 37 yr. old FERS employee with a \$70,000 account balance, and currently earning \$74,000/yr. Assumed real wage growth is 1.5%/yr and inflation is 2.2%.

	Current Glide Path	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Median Account Balance at 2040 (real \$)	\$561,686	\$582,784	\$594,929	\$606,172	\$583,091
5th Pct Account Balance at 2040 (real \$)	\$432,225	\$434,132	\$436,722	\$436,017	\$439,353
TSP Median Replacement Ratio at 2040	31%	33%	34%	34%	32%
TSP 5th Pct Replacement Ratio at 2040	21%	21%	21%	21%	21%
Total FERS Median Replacement Ratio* at 2040	77%	78%	79%	80%	78%
Total FERS 5th Pct Replacement Ratio* at 2040	62%	62%	62%	62%	62%
Probability of Decline over Final 2 Yrs.	6.70%	15.50%	18.50%	19.70%	12.30%
Likelihood of 5% or Larger Investment Loss over Final 2 Yrs.	5.90%	15.40%	17.60%	19.30%	12.20%
Assume post-retirement spending is 80% of final inflation ac	djusted salary.				
Probability account depleted - age 80	51.80%	43.90%	34.10%	28.40%	44.10%
Probability account depleted - age 90	80.20%	74.40%	67.10%	61.60%	74.60%
Probability account depleted - Median Life Expectancy	81.60%	76.40%	69.70%	63.30%	76.70%
Median Drawdown Age	80	82	84	86	82
Drawdown Age at 5th Percentile Downside	73	74	74	75	74

^{*} Includes estimated replacment from Social Security (18% to 22%) and FERS defined benefit (24%)

2030 FUND RESULTS

For purposes of this illustration, we selected a representative career FERS participant with entry age 36 and retirement at age 61. Results for a 2030 Lifecycle Fund investor -- 47 yr. old FERS employee with a \$130,000 account balance, and currently earning \$81,000/yr. Assumed real wage growth is 1.5%/yr and inflation is 2.2%.

	Current Glide Path	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Median Account Balance at 2030 (real \$)	\$390,421	\$404,126	\$412,159	\$419,189	\$400,649
5th Pct Account Balance at 2030 (real \$)	\$319,151	\$319,616	\$321,071	\$319,038	\$321,323
TSP Median Replacement Ratio at 2030	22%	24%	25%	25%	24%
TSP 5th Pct Replacement Ratio at 2030	17%	16%	16%	16%	17%
Total FERS Median Replacement Ratio* at 2030	67%	68%	69%	69%	68%
Total FERS 5th Pct Replacement Ratio* at 2030	59%	58%	58%	58%	58%
Probability of Decline over Final 2 Yrs.	3.00%	12.00%	15.00%	17.20%	8.50%
Likelihood of 5% or Larger Investment Loss over Final 2 Yrs.	4.90%	14.60%	17.10%	19.70%	12.20%
Assume post-retirement spending is 80% of final inflation ac	ljusted salary.				
Probability account depleted - age 80	90.90%	87.70%	81.10%	74.90%	88.40%
Probability account depleted - age 90	97.80%	97.50%	96.10%	95.00%	97.10%
Probability account depleted - Median Life Expectancy	97.80%	97.50%	96.10%	95.00%	97.10%
Median Drawdown Age	74	75	76	76	75
Drawdown Age at 5th Percentile Downside	70	70	71	71	70

^{*} Includes estimated replacment from Social Security (18% to 22%) and FERS defined benefit (24%)

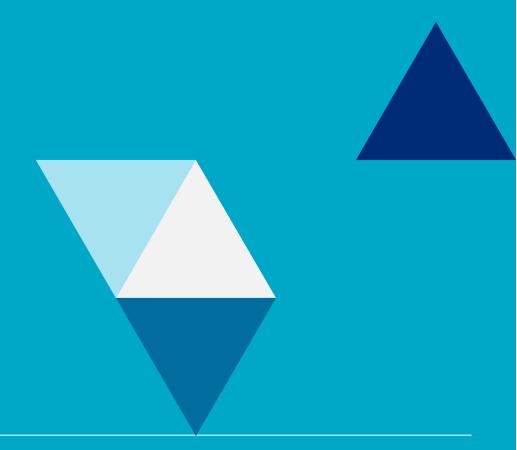
ADDITIONAL CONSIDERATIONS

- A more aggressive "to" design can produce similar improvements in projected balances and drawdown age
 - However, the Income fund would need to be more aggressive than the current Income fund under a "to retirement" approach
 - A "through" design allows for a more conservative Income fund while increasing equity around retirement
- A "through" design generally means administering more funds, since the rolldown period is extended (result could be one to three additional L Funds, depending on rolldown period and
 - The current "to retirement" design for the TSP L Funds effectively manages the volatility of returns approaching the target retirement date and supports good retirement outcomes for plan participants
- Asset allocation is just one factor driving participant outcomes; improving saving rates and retirement age decisions can have a larger impact without the risk tradeoff of more equity exposure
 - We modeled age 62 retirement as well as age 61, and found the improvement in median of one additional year of saving, investing, and earning benefits generally produces more improvement in projected drawdown age than any of the "through" design alternatives

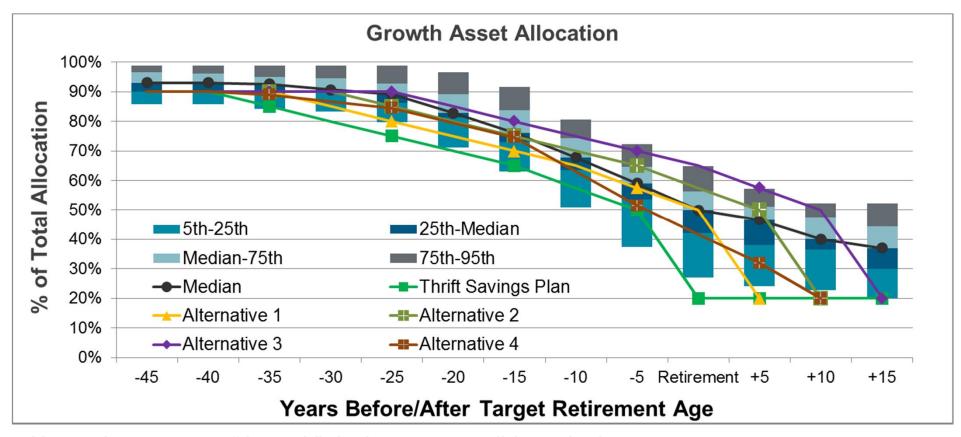
SUMMARY AND RECOMMENDATION

- The current "to retirement" design for the TSP L Funds effectively manages the volatility of returns approaching the target retirement date and supports good retirement outcomes for plan participants
- The "through" retirement design alternatives take on additional volatility in the years around retirement, but they provide potential long-term benefits in terms of projected account balances, replacement ratios, and postretirement drawdown age
- Balancing the tradeoffs we see in the modeling results, we find that shifting to a "through" design is favorable
 - We recommend moving to a 10 year "through" retirement design for the 2030 and longer vintages
 - While Alternative 2 produces more improvement in projected balance and drawdown age, it significantly
 increases risk in the late career and early retirement years; therefore we recommend Alternative 4 as it
 provides adequate improvement to long-term potential outcomes and better manages volatility near
 retirement
 - For participants currently invested in the 2020 vintage, there is less potential impact on participant outcomes due to the shorter time horizon
 - A change in their investment profile may be more disruptive due to their close proximity to the terminal asset allocation and expected retirement age
 - Therefore, we recommend retaining the current rolldown schedule for the 2020 Fund
- We recommend additional analysis on operational procedures related to moving to the new asset allocation and potential costs of maintaining additional L Funds over a longer time period

APPENDIX



GROWTH ASSET ALLOCATION: COMPARISON TO MERCER SURVEY



- Alternative 1: 5 year "through" design, current glide path shape
- Alternative 2: 10 year "through" design, current glide path shape
- Alternative 3: 15 year "through" design, current glide path shape
- Alternative 4: 10 year "through" design, modified glide path shape

DEMOGRAPHIC ASSUMPTIONS

2015 Study Assumptions - Based upon 2014 FERS Data (using December 2014 OPM Data)												
Target Demographic Starting Contribution												
Fund	by Age	Age		Salary	Acco	unt Balance	Rate	Salary Growth				
2020	51-60	56	\$	79,000	\$	170,000	7.40%	3.70%				
2030	41-50	46	\$	78,000	\$	120,000	6.30%	3.70%				
2040	31-40	36	\$	72,000	\$	60,000	5.50%	3.70%				
2050	<31	26	\$	58,000	\$	20,000	4.80%	3.70%				

2016 Study Assumptions - Based upon 2015 FERS Data and prior study											
Target Demographic Starting Contribution											
Fund	by Age	Age		Salary	Acco	unt Balance	Rate	Salary Growth			
2020	52-61	57	\$	82,000	\$	180,000	7.70%	3.70%			
2030	42-51	47	\$	81,000	\$	130,000	6.50%	3.70%			
2040	32-41	37	\$	74,000	\$	70,000	5.70%	3.70%			
2050	<32	27	\$	58,000	\$	25,000	5.00%	3.70%			

- All demographic assumptions are the same as the 2016 L Fund Asset Allocation study for purposes of comparison
- Account balances are based on data from 2014
 - 2015 account balances have been rolled forward with actual returns and expected contributions
- Salary has been averaged between 2014 and 2015 FERS data
- Estimated contribution rate based on age-range averages across all FERS employees in 2014 averaged with 2015 FERS data

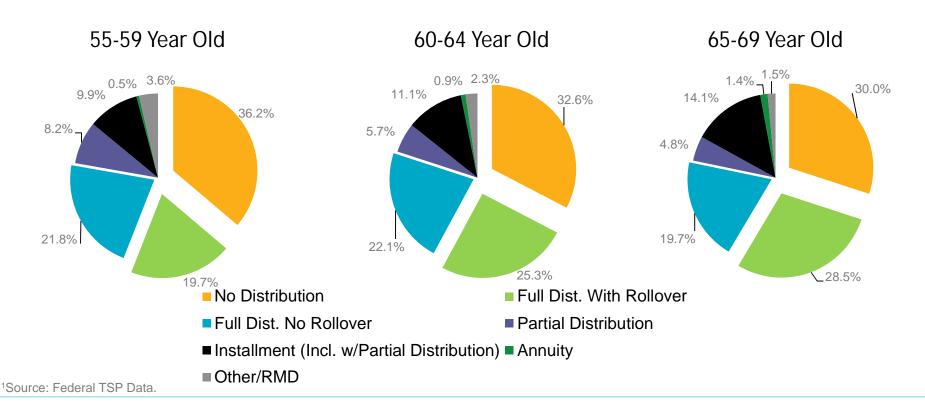
Auto-enrollment in effect (3% auto deferral rate)

DEMOGRAPHIC ASSUMPTIONS

- Asset accumulation includes both returns on assets and contributions. We assume that a career employee retires at age 61, with 25 years of service for DB accruals
- Match of 5% graded from 1% to 5% depending on employee contribution (100% match rate)
 - Assumed match based on average employee deferral rate at each age
- Consistent with OPM schedules, we assume that workers earn real salary growth of 1.5% over a career
 - With 2.2% inflation, this is 3.7% in nominal terms
- For drawdown purposes, we model the post-retirement spending at 80% of the inflation-adjusted salary at retirement each year
- Average salary and contributions are based on data from 2014 averaged with 2015 data
- Average account balance based on data from 2014 rolled forward with actual returns and expected contributions

PARTICIPANT CHARACTERISTICS DISTRIBUTION ANALYSIS¹

- Among participants terminating between age 55 and 69, approximately ½ of participants remain invested in the Thrift Savings Plan (including those who take partial and/or installment distributions)
- Of those taking a full distribution, ½ are rolling over the funds
- Roughly ¼ of participants take a full distribution without rollover of their balances



CAPITAL MARKET PROJECTIONS 20-YEAR MEAN-VARIANCE AND CORRELATION ASSUMPTIONS

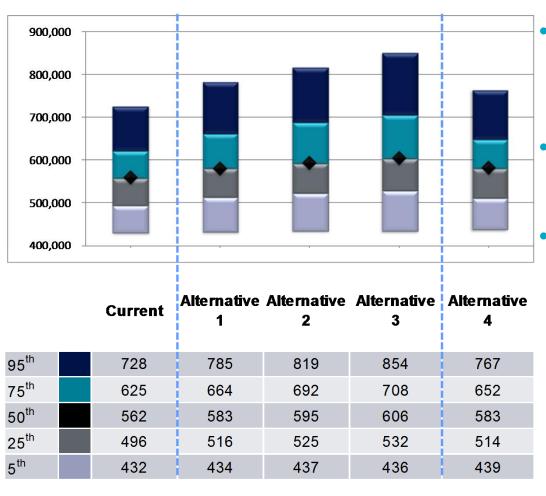
	Fund	Geometric Return	Arithmetic Return	Standard Deviation	LTE Return
2014	C-Fund	6.6%	8.1%	18.1%	7.8%
Study	S-Fund	6.9%	9.0%	22.1%	8.4%
	I-Fund	7.8%	9.7%	20.5%	8.2%
	F-Fund	4.3%	4.4%	5.3%	5.4%
	G-Fund	4.5%	4.5%	1.2%	4.5%
	Inflation	2.5%	2.5%	1.7%	2.5%
2015	C-Fund	6.7%	8.2%	18.1%	7.3%
Study	S-Fund	6.7%	8.9%	22.1%	7.9%
	I-Fund	7.6%	9.4%	20.5%	7.5%
	F-Fund	3.5%	3.6%	5.3%	4.7%
	G-Fund	3.6%	3.6%	1.2%	4.2%
	Inflation	2.2%	2.2%	1.7%	2.2%
2016	C-Fund	6.8%	8.3%	18.1%	7.2%
Study	S-Fund	7.2%	9.4%	22.1%	7.7%
	I-Fund	7.2%	9.0%	20.3%	7.1%
	F-Fund	3.2%	3.3%	5.3%	4.6%
	G-Fund	3.4%	3.4%	1.2%	4.1%
	Inflation	2.2%	2.2%	1.7%	2.2%

	Fund	C-Fund	S-Fund	I-Fund	F-Fund	G-Fund
2014	C-Fund	1.00				
Study	S-Fund	0.91	1.00			
	I-Fund	0.77	0.72	1.00		
	F-Fund	0.11	0.10	0.03	1.00	
	G-Fund	0.00	0.00	0.00	-0.10	1.00
2015	C-Fund	1.00				
Study	S-Fund	0.91	1.00			
	I-Fund	0.77	0.72	1.00		
	F-Fund	0.11	0.10	0.03	1.00	
	G-Fund	0.00	0.00	0.00	-0.10	1.00
2016	C-Fund	1.00				
Study	S-Fund	0.91	1.00			
	I-Fund	0.77	0.70	1.00		
	F-Fund	0.11	0.10	0.03	1.00	
	G-Fund	0.00	0.00	0.00	-0.10	1.00

• All assumptions are consistent with the 2016 L Fund Asset Allocation study for purposes of comparison

SUMMARY OF REAL (INFLATION-ADJUSTED) ACCOUNT BALANCES AT MATURITY: 24 YEARS TO RETIREMENT (2040 FUND)

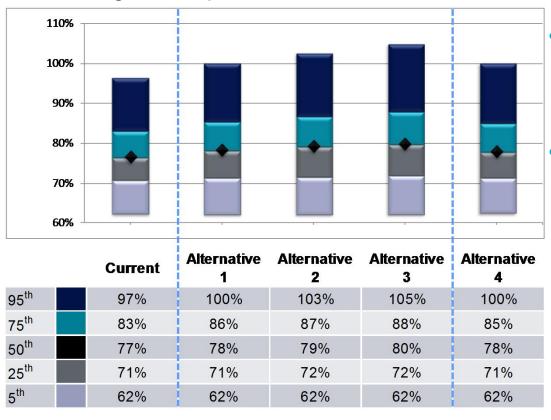
Range of Real Account Balances



- Higher growth allocation throughout pre-retirement period produces higher balances across all percentiles (1% to 8% increase)
- Alternative 1 and 4 produce similar results at median with slightly different glide path shapes
- Alternatives 2 and 3 are more aggressive, particularly in the years approaching target retirement

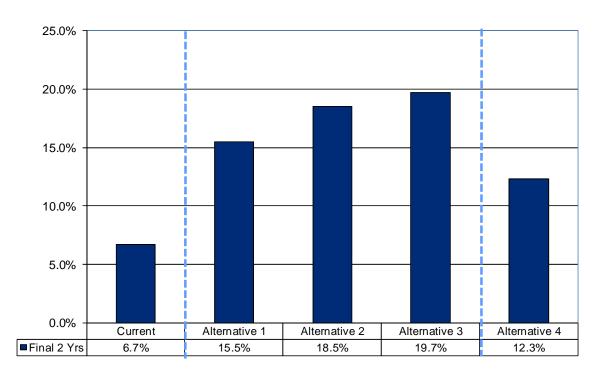
RANGE OF REPLACEMENT RATIOS AT MATURITY: 24 YEARS TO RETIREMENT (2040 FUND)

Range of Replacement Ratios



- Higher growth allocation throughout pre-retirement period produces higher replacement ratios across all percentiles (0% to 8% increase)
- DB pension and Social Security are consistent across the glide path alternatives, so the replacement ratio difference is less pronounced

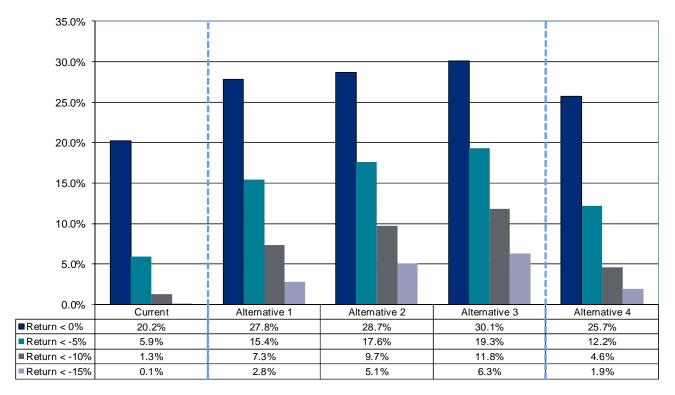
PROBABILITY OF DECLINE IN ACCOUNT BALANCE IN FINAL TWO YEARS BEFORE MATURITY, IN REAL (INFLATION-ADJUSTED) TERMS: 2040 FUND



Probability of Loss in Final Two Years (Real)

- This measure is influenced by the size of account balance as well as the size of the contributions
- Higher equity allocation near retirement increases risk of loss

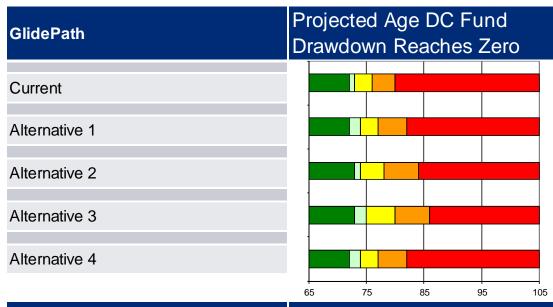
PROBABILITY OF NEGATIVE INVESTMENT RETURNS IN FINAL TWO YEARS BEFORE MATURITY: 2040 FUND



Probability of Investment Loss Final 2 years Pre-Retirement

- This measure is not influenced by the size of account balance or the size of the contributions
- Higher equity allocation near retirement increases chance of loss

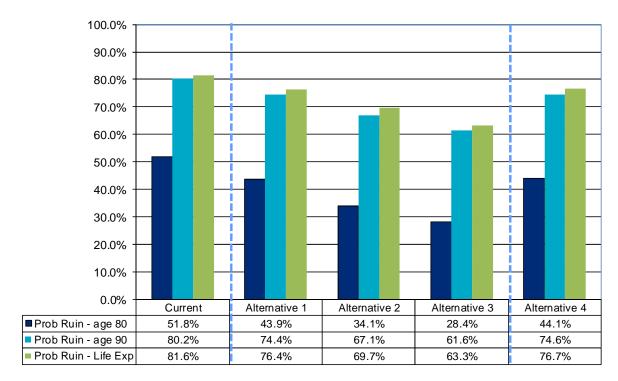
EXPECTED ACCOUNT DEPLETION AGES: 2040 FUND



 A "through" design increases returns in younger post-retirement years and therefore improves account depletion ages across all significance levels

GlidePath	Significance Level (Probability of having retirement funds sufficient to reach indicated age)							
	99%	95%	75%	50%				
Current	72	73	76	80				
Alternative 1	72	74	77	82				
Alternative 2	73	74	78	84				
Alternative 3	73	75	80	86				
Alternative 4	72	74	77	82				

EXPECTED ACCOUNT DEPLETION AGES: 2040 FUND

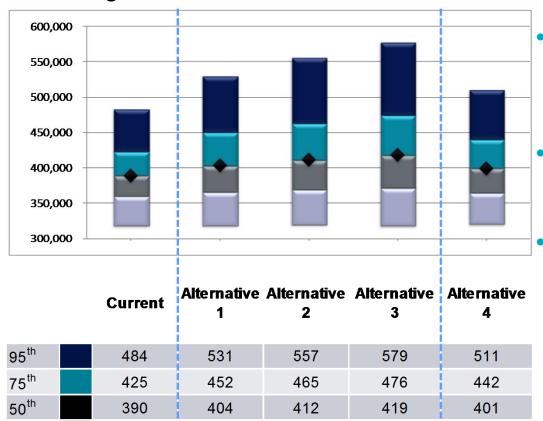


Probability of Depleting DC Assets

- A "through" design increases returns in younger post-retirement years and therefore decreases risk of account depletion at age 80, 90, and median life expectancy
- Life expectancy based upon blended SOA RP-2014 mortality table with MP-2015 generational projections – age 91

SUMMARY OF REAL (INFLATION-ADJUSTED) ACCOUNT BALANCES AT MATURITY: 14 YEARS TO RETIREMENT (2030 FUND)

Range of Real Account Balances



371

321

372

319

25th

5th

361

319

367

320

- Higher growth allocation throughout pre-retirement period produces higher balances across all percentiles (0% to 8% increase)
- Alternative 1 and 4 produce similar results at median with slightly different glide path shapes
 - Alternatives 2 and 3 are more aggressive, particularly in the years approaching target retirement

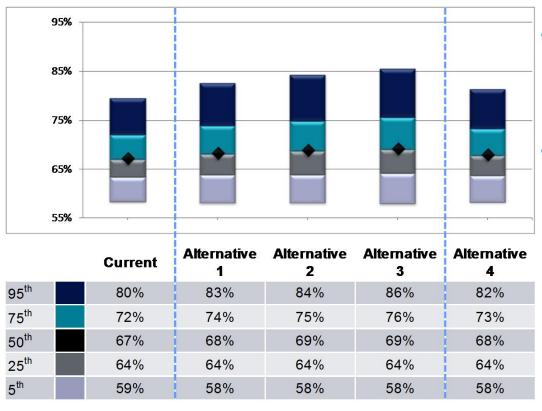
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366

321

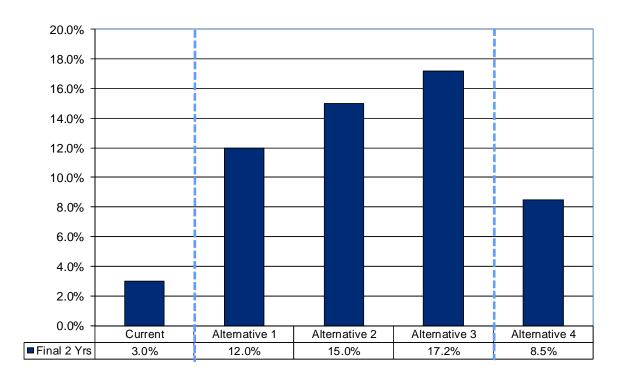
RANGE OF REPLACEMENT RATIOS AT MATURITY: 14 YEARS TO RETIREMENT (2030 FUND)

Range of Replacement Ratios



- Higher growth allocation throughout preretirement period produces higher replacement ratios across most percentiles (0% to 6% increase)
- DB pension and Social Security are consistent across the glide path alternatives, so the replacement ratio difference is less pronounced

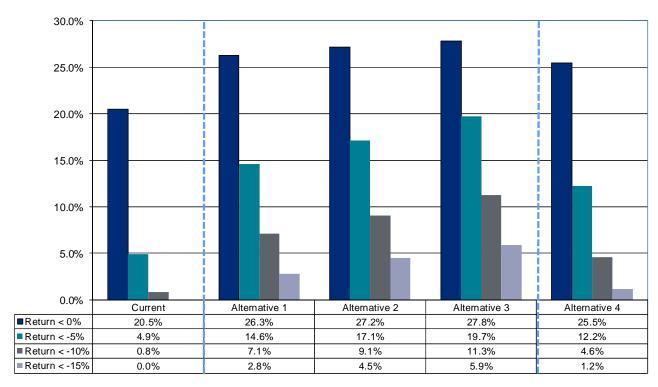
PROBABILITY OF DECLINE IN ACCOUNT BALANCE IN FINAL TWO YEARS BEFORE MATURITY, IN REAL (INFLATION-ADJUSTED) TERMS: 2030 FUND



Probability of Loss in Final Two Years (Real)

- This measure is influenced by the size of account balance as well as the size of the contributions
- Higher equity allocation near retirement increases risk of loss

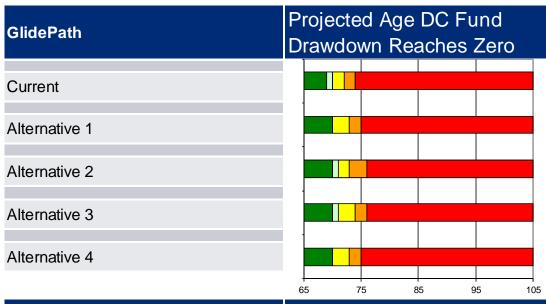
PROBABILITY OF NEGATIVE INVESTMENT RETURNS IN FINAL TWO YEARS BEFORE MATURITY: 2030 FUND



Probability of Investment Loss Final 2 years Pre-Retirement

- This measure is not influenced by the size of account balance or the size of the contributions
- Higher equity allocation near retirement increases chance of loss

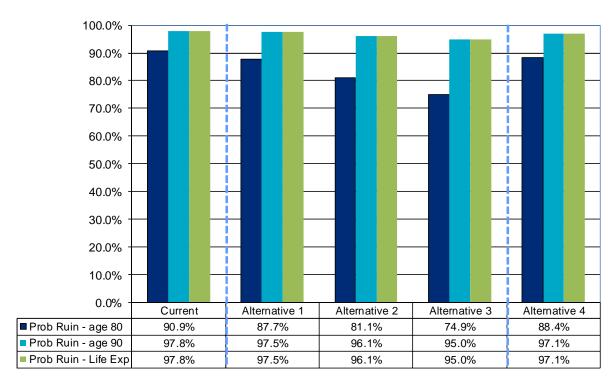
EXPECTED ACCOUNT DEPLETION AGES: 2030 FUND



A "through" design increases
returns in younger post-retirement
years and therefore improves
account depletion ages across all
significance levels

GlidePath	having r	ance Lev etiremen reach ind	it funds s	ufficient			
	99% 95% 75% 5						
Current	69	70	72	74			
Alternative 1	70	70	73	75			
Alternative 2	70	71	73	76			
Alternative 3	70	71	74	76			
Alternative 4	70	70	73	75			

EXPECTED ACCOUNT DEPLETION AGES: 2030 FUND



Probability of Depleting DC Assets

- A "through" design increases returns in younger post-retirement years and therefore decreases risk of account depletion at age 80, 90, and median life expectancy
- Life expectancy based upon blended SOA RP-2014 mortality table with MP-2015 generational projections – age 90

SUMMARY OF REAL (INFLATION-ADJUSTED) ACCOUNT BALANCES AT MATURITY: AGE 61 VS 62 RETIREMENT 2040 FUND

Age 61 Retirement

Age 62 Retirement

Range of Real Account Balances

Range of Real Account Balances

	Current	Alternative 1	Alternative 2	Alternative 3	Alternative 4		Current
95 th	728	785	819	854	767	95 th	771
75 th	625	664	692	708	652	75 th	655
50 th	562	583	595	606	583	50 th	591
25 th	496	516	525	532	514	25 th	528
5 th	432	434	437	436	439	5 th	455

- If a participant chooses to retire one year later the additional year of accruals and investment gains increases median account balance by 29k or 5.2%
 - Outcomes under current L Fund asset allocation with age 62 retirement slightly better than outcomes under Alternatives 1 and 4 with age 61 retirement

RANGE OF REPLACEMENT RATIOS AT MATURITY: 35 YEARS TO RETIREMENT: AGE 61 VS 62 RETIREMENT 2040 FUND

Age 61 Retirement

Age 62 Retirement

Range of Replacement Ratios

	Current	Alternative 1	Alternative 2	Alternative 3	Alternative 4
95 th	97%	100%	103%	105%	100%
75 th	83%	86%	87%	88%	85%
50 th	77%	78%	79%	80%	78%
25 th	71%	71%	72%	72%	71%
5 th	62%	62%	62%	62%	62%

	Current
95 th	104%
75 th	91%
50 th	84%
25 th	78%
5 th	71%

- If a participant chooses to retire one year later the additional year of accruals and investment gains plus added DB+SS increases median replacement ratio by 7%
 - Improvement attributed to the L Funds is approximately 3%
 - In addition to the higher account balance, the annuity conversion factor used to compute the income replacement ratio decreases due to the increase in age from 61 to 62, causing a further increase to the replacement ratio

EXPECTED ACCOUNT DEPLETION AGES: AGE 61 VS 62 RETIREMENT 2040 FUND

Age 61 Retirement

Age 62 Retirement

GlidePath	Significance Level (Probability of having retirement funds sufficient to reach indicated age)			
	99%	95%	75%	50%
Current	72	73	76	80
Alternative 1	72	74	77	82
Alternative 2	73	74	78	84
Alternative 3	73	75	80	86
Alternative 4	72	74	77	82

GlidePath	Significance Level (Probability of having retirement funds sufficient to reach indicated age)				
	99%	95%	75%	50%	
Current	72	75	80	88	

• If a participant chooses to retire one year later the additional year of accruals and investment gains plus added DB+SS increases 25th percentile drawdown age by 4 years and median age by 8 years

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