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By the Committee on Governmental Oversight and Accountability; and Senator Ring

585-02380-10 20101078c1

A bill to be entitled

An act relating to state financial matters; amending s. 121.4501, F.S.; defining the term "electronic means" and redefining the term "optional retirement program"; providing for excess account balances in the Public Employee Optional Retirement Program when an employee transfers to the defined benefit program and for the use of such excess balance; requiring the State Board of Administration to develop procedures to resolve complaints; providing for the use of records in resolving such complaints; clarifying the state board's rule authority with respect to the program; amending s. 121.4502, F.S.; establishing a forfeiture account in the Public Employee Retirement Program Trust Fund and providing for the use of funds in the account; amending s. 121.591, F.S.; permitting an application for benefits under the optional retirement program to be submitted by electronic means; amending s. 121.74, F.S.; revising the contribution rates for employers participating in the Florida Retirement System; amending s. 121.78, F.S.; exempting the Division of Retirement, the state board, and the third-party administrator from liability for market losses due to acts of God; amending s. 215.47, F.S.; expanding the types of investments that the state board is authorized to make; increasing the fund amount that may be invested in a foreign entity; amending s. 218.409, F.S.; providing for extending a moratorium on contributions to the Local Government

585-02380-10 20101078c1

Surplus Funds Trust Fund under certain circumstances; authorizing the state board to develop work products that are subject to trademark, copyright, or patent; providing an effective date.

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Be It Enacted by the Legislature of the State of Florida:

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Section 1. Subsection (2), paragraph (e) of subsection (4), subsection (6), and paragraphs (a) and (g) of subsection (8) of section 121.4501, Florida Statutes, are amended to read:

121.4501 Public Employee Optional Retirement Program.-

- (2) DEFINITIONS.—As used in this part, the term:
- (a) "Approved provider" or "provider" means a private sector company that is selected and approved by the state board to offer one or more investment products or services to the Public Employee optional retirement program. The term includes a bundled provider that offers participants a range of individually allocated or unallocated investment products and may offer a range of administrative and customer services, which may include accounting and administration of individual participant benefits and contributions; individual participant recordkeeping; asset purchase, control, and safekeeping; direct execution of the participant's instructions as to asset and contribution allocation; calculation of daily net asset values; direct access to participant account information; periodic reporting to participants, at least quarterly, on account balances and transactions; quidance, advice, and allocation services directly relating to the provider's its own investment options or products, but only if the bundled provider complies

585-02380-10 20101078c1

with the standard of care of s. 404(a)(1)(A-B) of the Employee Retirement Income Security Act of 1974 (ERISA) and if providing such guidance, advice, or allocation services does not constitute a prohibited transaction under s. 4975(c)(1) of the Internal Revenue Code or s. 406 of ERISA, notwithstanding that such prohibited transaction provisions do not apply to the optional retirement program; a broad array of distribution options; asset allocation; and retirement counseling and education. Private sector companies include investment management companies, insurance companies, depositories, and mutual fund companies.

- (b) "Average monthly compensation" means one-twelfth of average final compensation as defined in s. $121.021 \cdot (24)$.
- (c) "Covered employment" means employment in a regularly established position as defined in s. $121.021 \cdot (52)$.
- (d) "Defined benefit program" means the defined benefit program of the Florida Retirement System administered under part I of this chapter "Department" means the Department of Management Services.
- $\underline{\text{(e)}}$ "Division" means the Division of Retirement within the department of Management Services.
- (f) "Electronic means" means by telephone, if the required information is received on a recorded line, or through Internet access, if the required information is captured online.
- $\underline{\text{(g)}}$ "Eligible employee" means an officer or employee, as defined in s. 121.021, who:
- 1. Is a member of, or is eligible for membership in, the Florida Retirement System, including any renewed member of the Florida Retirement System initially enrolled before July 1,

585-02380-10 20101078c1

88 2010; or

2. Participates in, or is eligible to participate in, the Senior Management Service Optional Annuity Program as established under s. 121.055(6), the State Community College System Optional Retirement Program as established under s. 121.051(2)(c), or the State University System Optional Retirement Program established under s. 121.35.

The term does not include any member participating in the Deferred Retirement Option Program established under s. 121.091(13), a retiree of a state-administered retirement system initially reemployed on or after July 1, 2010, or a mandatory participant of the State University System Optional Retirement Program established under s. 121.35.

(h) (g) "Employer" means an employer, as defined in s. $121.021 \cdot (10)$, of an eligible employee.

- (i) "Optional retirement program" or "optional program" means the Public Employee Optional Retirement Program established under this part.
- <u>(j)</u> (h) "Participant" means an eligible employee who elects to participate in the Public Employee Optional Retirement

 Program and enrolls in the such optional program as provided in subsection (4) or a terminated Deferred Retirement Option

 Program participant as described in subsection (21).
- (i) "Public Employee Optional Retirement Program,"
 "optional program," or "optional retirement program" means the
 alternative defined contribution retirement program established
 under this section.
 - $\underline{\text{(k)}}\underline{\text{(j)}}$ "Retiree" means a former participant of the $\underline{\text{Florida}}$

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585-02380-10 20101078c1

Retirement System Public Employee optional retirement program who has terminated employment and has taken a distribution as provided in s. 121.591, except for a mandatory distribution of a de minimis account authorized by the state board.

- (k) "State board" or "board" means the State Board of Administration.
- (1) "Trustees" means Trustees of the State Board of Administration.
- $\underline{\text{(1)}}$ "Vested" or "vesting" means the guarantee that a participant is eligible to receive a retirement benefit upon completion of the required years of service under the $\frac{\text{Public}}{\text{Employee}}$ optional retirement program.
 - (4) PARTICIPATION; ENROLLMENT.-
- (e) After the period during which an eligible employee had the choice to elect the defined benefit program or the Public Employee optional retirement program, or the month following the receipt of the eligible employee's plan election, if sooner, the employee shall have one opportunity, at the employee's discretion, to choose to move from the defined benefit program to the Public Employee optional retirement program or from the Public Employee optional retirement program to the defined benefit program. Eligible employees may elect to move between Florida Retirement System programs only if they are earning service credit in an employer-employee relationship consistent with the requirements under s. 121.021(17)(b), excluding leaves of absence without pay. Effective July 1, 2005, such elections are shall be effective on the first day of the month following the receipt of the election by the third-party administrator and are not subject to the requirements regarding an employer-

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585-02380-10 20101078c1

employee relationship or receipt of contributions for the eligible employee in the effective month, except that the employee must meet the conditions of the previous sentence when the election is received by the third-party administrator. This paragraph is shall be contingent upon approval from the Internal Revenue Service for including the choice described herein within the programs offered by the Florida Retirement System.

- 1. If the employee chooses to move to the Public Employee optional retirement program, the applicable provisions of this section shall govern the transfer.
- 2. If the employee chooses to move to the defined benefit program, the employee must transfer from his or her Public Employee optional retirement program account, and from other employee moneys as necessary, a sum representing the present value of that employee's accumulated benefit obligation immediately following the time of such movement, determined assuming that attained service equals the sum of service in the defined benefit program and service in the Public Employee optional retirement program. Benefit commencement occurs on the first date the employee is would become eligible for unreduced benefits, using the discount rate and other relevant actuarial assumptions that were used to value the Florida Retirement System defined benefit plan liabilities in the most recent actuarial valuation. For any employee who, at the time of the second election, already maintains an accrued benefit amount in the defined benefit program plan, the then-present value of the such accrued benefit shall be deemed part of the required transfer amount described in this subparagraph. The division shall ensure that the transfer sum is prepared using a formula

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585-02380-10 20101078c1

and methodology certified by an enrolled actuary.

- 3. Notwithstanding subparagraph 2., an employee who chooses to move to the defined benefit program and who became eligible to participate in the Public Employee optional retirement program by reason of employment in a regularly established position with a state employer after June 1, 2002; a district school board employer after September 1, 2002; or a local employer after December 1, 2002, must transfer from his or her Public Employee optional retirement program account and, from other employee moneys as necessary, a sum representing the that employee's actuarial accrued liability.
- 4. An employee's Employees' ability to transfer from the Florida Retirement System defined benefit program to the Public Employee optional retirement program pursuant to paragraphs (a) -(d), and the ability of a for current employee employees to have an option to later transfer back into the defined benefit program under subparagraph 2., shall be deemed a significant system amendment. Pursuant to s. 121.031(4), any such resulting unfunded liability arising from actual original transfers from the defined benefit program to the optional program must shall be amortized within 30 plan years as a separate unfunded actuarial base independent of the reserve stabilization mechanism defined in s. 121.031(3)(f). For the first 25 years, a no direct amortization payment may not shall be calculated for this base. During this 25-year period, the such separate base shall be used to offset the impact of employees exercising their second program election under this paragraph. It is the legislative intent of the Legislature that the actuarial funded status of the Florida Retirement System defined benefit program

585-02380-10 20101078c1

not be affected plan is neither beneficially nor adversely impacted by such second program elections in any significant manner, after due recognition of the separate unfunded actuarial base. Following the this initial 25-year period, any remaining balance of the original separate base shall be amortized over the remaining 5 years of the required 30-year amortization period.

- 5. If the employee chooses to transfer from the optional retirement program to the defined benefit program, and retains an excess account balance in the optional program after satisfying the buy-in requirements under this paragraph, the excess may not be distributed until the member retires from the defined benefit program. The excess account balance may be rolled over to the defined benefit program and used to purchase service credit or upgrade creditable service in that program.
 - (6) VESTING REQUIREMENTS.-
- (a)1. With respect to employer contributions paid on behalf of the participant to the Public Employee optional retirement program, plus interest and earnings thereon and less investment fees and administrative charges, a participant is shall be vested after completing 1 work year, as defined in s.

 121.021(54), with an employer, including any service while the participant was a member of the defined benefit retirement program or an optional retirement program authorized under s.

 121.051(2)(c) or s. 121.055(6).
- 2. If the participant terminates employment <u>before</u> prior to satisfying the vesting requirements, the nonvested accumulation $\underline{\text{must}}$ shall be transferred from the participant's accounts to the state board for deposit and investment by the $\underline{\text{state}}$ board in the

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585-02380-10 20101078c1

suspense account <u>created within</u> of the Public Employee Optional Retirement Program Trust Fund of the board. If the terminated participant is reemployed as an eligible employee within 5 years, the state board shall transfer to the participant's account any amount of the moneys previously transferred from the participant's accounts to the suspense account of the Public Employee Optional Retirement Program Trust Fund, plus the actual earnings on such amount while in the suspense account.

- (b)1. With respect to amounts transferred from the defined benefit program to the investment program, plus interest and earnings, and less investment fees and administrative charges, a participant shall be vested in the amount transferred from the defined benefit program, plus interest and earnings thereon and less administrative charges and investment fees, upon meeting the service requirements for the participant's membership class as set forth in s. 121.021(29). The third-party administrator shall account for such amounts for each participant. The division shall notify the participant and the third-party administrator when the participant has satisfied the vesting period for Florida Retirement System purposes.
- 2. If the participant terminates employment <u>before</u> prior to satisfying the vesting requirements, the nonvested accumulation <u>must shall</u> be transferred from the participant's accounts to the state board for deposit and investment by the board in the suspense account <u>created within of</u> the Public Employee Optional Retirement Program Trust Fund of the board. If the terminated participant is reemployed as an eligible employee within 5 years, the state board shall transfer to the participant's account any amount of the moneys previously transferred from the

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585-02380-10 20101078c1

participant's accounts to the suspense account of the Public Employee Optional Retirement Program Trust Fund, plus the actual earnings on such amount while in the suspense account.

- (c) Any nonvested accumulations transferred from a participant's account to the suspense account shall be forfeited by the participant if the participant is not reemployed as an eligible employee within 5 years after termination.
 - (8) ADMINISTRATION OF PROGRAM.-
- (a) The Public Employee optional retirement program shall be administered by the state board and affected employers. The board may is authorized to require oaths, by affidavit or otherwise, and acknowledgments from persons in connection with the administration of its statutory duties and responsibilities for this program under this chapter. An No oath, by affidavit or otherwise, may not shall be required of an employee participant at the time of enrollment election. Acknowledgment of an employee's election to participate in the program shall be no greater than necessary to confirm the employee's election. The state board shall adopt rules to carry out its statutory duties with respect to administering the optional retirement program, including, but not limited to, establishing the roles role and responsibilities of affected state, local government, and education-related employers, the state board, the department, and third-party contractors in administering the Public Employee optional retirement program. The department shall adopt rules necessary to administer implement the optional program in coordination with the defined benefit retirement program and the disability benefits available under the optional program.
 - (g) The state board shall develop procedures to receive and

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585-02380-10 20101078c1

resolve participant complaints against the program, the thirdparty administrator, or any program vendor or provider and shall resolve any conflict between the third-party administrator and an approved provider if when such conflict threatens the implementation or administration of the program or the quality of services to employees, and may resolve any other conflicts. The third-party administrator shall retain all participant records for at least 5 years for use in resolving any participant conflicts. The state board, the third-party administrator, or a provider is not required to produce documentation or an audio recording to justify action taken with regard to a participant if the action occurred 5 or more years before the complaint is submitted to the board. It is presumed that all action taken 5 or more years before the complaint is submitted was taken at the request of the participant and with the participant's full knowledge and consent. To overcome this presumption, the participant must present documentary evidence or an audio recording demonstrating otherwise.

Section 2. Subsection (3) is added to section 121.4502, Florida Statutes, to read:

121.4502 Public Employee Optional Retirement Program Trust Fund.—

(3) A forfeiture account shall be created within the Public Employee Optional Retirement Program Trust Fund to hold the assets derived from the forfeiture of benefits by participants.

Pursuant to a private letter ruling from the Internal Revenue Service, the forfeiture account may be used only for paying expenses of the Public Employee Optional Retirement Program and reducing future employer contributions to the program.

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585-02380-10 20101078c1

Consistent with Rulings 80-155 and 74-340 of the Internal
Revenue Service, unallocated reserves within the forfeiture
account must be used as quickly and as prudently as possible
considering the state board's fiduciary duty. Expected
withdrawals from the account must endeavor to reduce the account
to zero each fiscal year.

Section 3. Paragraph (b) of subsection (1) of section 121.591, Florida Statutes, is amended to read:

121.591 Benefits payable under the Public Employee Optional Retirement Program of the Florida Retirement System.—Benefits may not be paid under this section unless the member has terminated employment as provided in s. 121.021(39)(a) or is deceased and a proper application has been filed in the manner prescribed by the state board or the department. The state board or department, as appropriate, may cancel an application for retirement benefits when the member or beneficiary fails to timely provide the information and documents required by this chapter and the rules of the state board and department. In accordance with their respective responsibilities as provided herein, the State Board of Administration and the Department of Management Services shall adopt rules establishing procedures for application for retirement benefits and for the cancellation of such application when the required information or documents are not received. The State Board of Administration and the Department of Management Services, as appropriate, are authorized to cash out a de minimis account of a participant who has been terminated from Florida Retirement System covered employment for a minimum of 6 calendar months. A de minimis account is an account containing employer contributions and

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585-02380-10 20101078c1

accumulated earnings of not more than \$5,000 made under the provisions of this chapter. Such cash-out must either be a complete lump-sum liquidation of the account balance, subject to the provisions of the Internal Revenue Code, or a lump-sum direct rollover distribution paid directly to the custodian of an eligible retirement plan, as defined by the Internal Revenue Code, on behalf of the participant. If any financial instrument issued for the payment of retirement benefits under this section is not presented for payment within 180 days after the last day of the month in which it was originally issued, the third-party administrator or other duly authorized agent of the State Board of Administration shall cancel the instrument and credit the amount of the instrument to the suspense account of the Public Employee Optional Retirement Program Trust Fund authorized under s. 121.4501(6). Any such amounts transferred to the suspense account are payable upon a proper application, not to include earnings thereon, as provided in this section, within 10 years after the last day of the month in which the instrument was originally issued, after which time such amounts and any earnings thereon shall be forfeited. Any such forfeited amounts are assets of the Public Employee Optional Retirement Program Trust Fund and are not subject to the provisions of chapter 717.

- (1) NORMAL BENEFITS.—Under the Public Employee Optional Retirement Program:
- (b) If a participant elects to receive his or her benefits upon termination of employment as defined in s. 121.021, the participant must submit a written application or an application by electronic means an equivalent form to the third-party administrator indicating his or her preferred distribution date

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585-02380-10 20101078c1

and selecting an authorized method of distribution as provided in paragraph (c). The participant may defer receipt of benefits until he or she chooses to make such application, subject to federal requirements.

Section 4. Section 121.74, Florida Statutes, is amended to read:

121.74 Administrative and educational expenses.—In addition to contributions required under s. 121.71, effective July 1, 2010, through June 30, 2014, employers participating in the Florida Retirement System shall contribute an amount equal to $0.03 \, \frac{0.05}{0.05}$ percent of the payroll reported for each class or subclass of Florida Retirement System membership; effective July 1, 2014, the contribution rate shall be 0.04 percent of the payroll reported for each class or subclass of membership. The which amount contributed shall be transferred by the Division of Retirement from the Florida Retirement System Contributions Clearing Trust Fund to the State Board of Administration's Administrative Trust Fund to offset the costs of administering the optional retirement program and the costs of providing educational services to participants in the defined benefit program and the optional retirement program. Approval of the trustees of the State Board of Administration is required before prior to the expenditure of these funds. Payments for thirdparty administrative or educational expenses shall be made only pursuant to the terms of the approved contracts for such services.

Section 5. Subsection (3) of section 121.78, Florida Statutes, is amended to read:

121.78 Payment and distribution of contributions.-

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585-02380-10 20101078c1

(3) (a) Employer contributions and accompanying payroll data received after the 5th working day of the month are shall be considered late. The employer shall be assessed by the Division of Retirement a penalty of 1 percent of the contributions due for each calendar month or part thereof that the contributions or accompanying payroll data are late. Proceeds from the 1-percent assessment against contributions made on behalf of participants of the defined benefit program shall be deposited in the Florida Retirement System Trust Fund, and proceeds from the 1-percent assessment against contributions made on behalf of participants of the optional retirement program shall be transferred to the third-party administrator for deposit into participant accounts, as provided in paragraph (b).

(b) If contributions made by an employer on behalf of participants of the optional retirement program or accompanying payroll data are not received within the calendar month they are due, including, but not limited to, contribution adjustments as a result of employer errors or corrections, and if that delinquency results in market losses to participants, the employer shall reimburse each participant's account for market losses resulting from the late contributions. If a participant has terminated employment and taken a distribution, the participant is responsible for returning any excess contributions erroneously provided by employers, adjusted for any investment gain or loss incurred during the period such excess contributions were in the participant's Public Employee Optional Retirement Program account. The state board of Administration or its designated agent shall communicate to terminated participants any obligation to repay such excess

585-02380-10

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436 contribution amounts. However, the state board of 437 Administration, its designated agents, the Public Employee 438 Optional Retirement Program Trust Fund, the department of 439 Management Services, or the Florida Retirement System Trust Fund 440 may shall not incur any loss or gain as a result of an employer's correction of such excess contributions. The third-441 442 party administrator, hired by the state board pursuant to s. 443 121.4501(8), shall calculate the market losses for each affected participant. If When contributions made on behalf of 444 445 participants of the optional retirement program or accompanying 446 payroll data are not received within the calendar month due, the 447 employer shall also pay the cost of the third-party 448 administrator's calculation and reconciliation adjustments 449 resulting from the late contributions. The third-party 450 administrator shall notify the employer of the results of the calculations and the total amount due from the employer for such 451 452 losses and the costs of calculation and reconciliation. The 453 employer shall remit to the Division of Retirement the amount 454 due within 30 10 working days after the date of the penalty 455 notice sent by the division. The division shall transfer that 456 said amount to the third-party administrator, which who shall 457 deposit proceeds from the 1-percent assessment and from 458 individual market losses into participant accounts, as 459 appropriate. The state board may is authorized to adopt rules to

(c) Delinquency fees may be waived by the Division of

contributions, late submission of payroll data, the process for

reimbursing participant accounts for resultant market losses,

administer implement the provisions regarding late

and the penalties charged to the employers.

585-02380-10 20101078c1

Retirement, with regard to defined benefit program contributions, and by the state board of Administration, with regard to optional retirement program contributions, only if when, in the opinion of the division or the board, as appropriate, exceptional circumstances beyond the employer's control prevented remittance by the prescribed due date notwithstanding the employer's good faith efforts to effect delivery. Such a waiver of delinquency may be granted an employer only once one time each state fiscal year.

(d) If contributions made by an employer on behalf of participants in the optional retirement program are delayed in posting to participant accounts due to acts of God beyond the control of the Division of Retirement, the state board, or the third-party administrator, as applicable, market losses resulting from the late contributions are not payable to the participants.

Section 6. Paragraphs (b) and (c) of subsection (1), paragraph (a) of subsection (2), and subsection (5) of section 215.47, Florida Statutes, are amended, and paragraph (o) is added to subsection (1) of that section, to read:

215.47 Investments; authorized securities; loan of securities.—Subject to the limitations and conditions of the State Constitution or of the trust agreement relating to a trust fund, moneys available for investments under ss. 215.44-215.53 may be invested as follows:

- (1) Without limitation in:
- (b) State Bonds, notes, or obligations of any state, organized territory of the United States, or the District of Columbia which pledge pledging the full faith and credit of the

585-02380-10 20101078c1

state, territory, or district; and revenue bonds, notes, or obligations of any state, organized territory of the United States, or the District of Columbia additionally secured by the full faith and credit of the state, territory, or district.

- (c) Bonds, notes, or obligations of the several counties or districts in any the state, organized territory of the United States, or the District of Columbia containing a pledge of the full faith and credit of the county or district involved.
- (o) Bonds, notes, or obligations described in 26 U.S.C. s. 149(g)(3)(B), if investment in such bonds, notes, or obligations is necessary in order to comply with covenants in documents or proceedings relating to bonds issued pursuant to s. 215.555(6). Investments made pursuant to this paragraph may be purchased only from the proceeds of bonds issued pursuant to s. 215.555(6) and must be authorized under documents or proceedings relating to such bonds.
 - (2) With no more than 25 percent of any fund in:
- (a) Bonds, notes, or obligations of <u>any state or organized</u> territory of the United States or the District of Columbia; of any municipality or political subdivision, or any agency, <u>district</u>, or <u>authority thereof</u>; or <u>of</u> any agency or authority of this state, if the obligations are rated investment grade by at least one nationally recognized statistical rating organization.
- (5) With no more than 35 25 percent of any fund in corporate obligations and securities of any kind of a foreign corporation or a foreign commercial entity having its principal office located in any country other than the United States of America or its possessions or territories, not including United States dollar-denominated securities listed and traded on a

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585-02380-10 20101078c1

United States exchange which are a part of the ordinary investment strategy of the board.

Section 7. Paragraph (a) of subsection (8) of section 218.409, Florida Statutes, is amended to read:

218.409 Administration of the trust fund; creation of advisory council.—

(8)(a) The principal, and any part thereof, of each and every account constituting the trust fund is shall be subject to payment at any time from the moneys in the trust fund. However, the executive director may, in good faith, on the occurrence of an event that has a material impact on liquidity or operations of the trust fund, for 48 hours limit contributions to or withdrawals from the trust fund to ensure that the board can invest moneys entrusted to it in exercising its fiduciary responsibility. Such action must shall be immediately disclosed to all participants, the trustees, the Joint Legislative Auditing Committee, the Investment Advisory Council, and the Participant Local Government Advisory Council. The trustees shall convene an emergency meeting as soon as practicable from the time the executive director has instituted such measures and review the necessity of those measures. If the trustees are unable to convene an emergency meeting before the expiration of the 48-hour moratorium on contributions and withdrawals, the moratorium may be extended by the executive director until the trustees can meet to review the necessity for the moratorium. If the trustees agree with such measures, the trustees shall vote to continue the measures for up to an additional 15 days. The trustees must convene and vote to continue any such measures before prior to the expiration of the time limit set, but in no

585-02380-10 20101078c1

case may the time limit set by the trustees exceed 15 days.

Section 8. Trademarks, copyrights, or patents.—The State

Board of Administration, on behalf of the Florida Retirement

System or any other trust fund under its jurisdiction, may

develop work products that are subject to trademark, copyright,

or patent statutes. The board may, in its own name or through

the growth initiative program created pursuant to s. 215.47(7),

Florida Statutes, or any other program developed with or for the

board:

- (1) Perform all things necessary to secure letters of patent, copyrights, or trademarks on any work products and enforce its rights therein.
- (2) License, lease, assign, or otherwise give written consent to any person for the manufacture or use of its work products on a royalty basis or for such other consideration as the board deems proper.
- (3) Take any action necessary, including legal action, to protect its work products against improper or unlawful use of infringement.
- (4) Enforce the collection of any sums due the board for the manufacture or use of its work products by any other party.
- (5) Sell any of its work products and execute all instruments necessary to consummate any such sale.
- (6) Do all other acts necessary and proper for the execution of powers and duties provided under this section.

 Section 9. This act shall take effect July 1, 2010.