

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Appropriations

BILL: SB 1810

INTRODUCER: Governmental Oversight and Accountability Committee

SUBJECT: Florida Retirement System

DATE: April 2, 2013

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>McVaney</u>	<u>McVaney</u>		GO SPB 1722 as introduced
2.	<u>McSwain</u>	<u>Hansen</u>	AP	Pre-meeting
3.	_____	_____	_____	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

I. Summary:

SB 1810 establishes the contribution rates paid by employers participating in the Florida Retirement System (FRS). These rates are intended to fund the full normal cost and the amortization of the unfunded actuarial liability of the FRS. With these increased contributions, the FRS will receive roughly \$885 million of additional revenues on an annual basis beginning July 1, 2013.

The bill also increases the contributions paid by employers participating in the retiree health insurance subsidy program. With these increased contributions, the Retiree Health Insurance Trust Fund will receive roughly \$42 million of additional revenues on an annual basis beginning July 1, 2013.

Funds are provided in the Senate proposed General Appropriations Bill, SPB 7040, to cover the increased contributions to the FRS and the Retiree Health Insurance Subsidy Trust Fund that state agencies, state universities, Florida College institutions and district school boards will incur as a result of this bill. See Section V.

This bill substantially amends the following sections of the Florida Statutes: 112.363, 121.052, 121.055, 121.071, and 121.71.

II. Present Situation:

The Florida Retirement System

The Florida Retirement System (FRS) was established in 1970 when the Legislature consolidated the Teachers' Retirement System, the State and County Officers and Employees' Retirement System, and the Highway Patrol Pension Fund. In 1972, the Judicial Retirement System was consolidated into the pension plan, and in 2007, the Institute of Food and Agricultural Sciences Supplemental Retirement Program was consolidated under the Regular Class of the FRS as a closed group.¹ The FRS is a contributory system, with all members contributing 3 percent of their salaries.²

The FRS is a multi-employer, contributory plan, governed by the Florida Retirement System Act in Chapter 121, F.S. As of June 30, 2012, the FRS had 623,011 active members, 334,682 retired members and beneficiaries, and 40,556 active members of the Deferred Retirement Option Program (DROP).³ The FRS consists of 1,000 total employers; it is the primary retirement plan for employees of state and county government agencies, district school boards, Florida College institutions, and state universities, and also includes the 185 cities and 251 special districts that have elected to join the system.⁴

The membership of the FRS is divided into five membership classes:

- Regular Class⁵ consists of 535,467 active members, plus 7,675 in renewed membership;
- Special Risk Class⁶ includes 70,005 active members;
- Special Risk Administrative Support Class⁷ has 59 active members;
- Elected Officers' Class⁸ has 2,005 active members, plus 201 in renewed membership; and
- Senior Management Service Class⁹ has 7,295 members, plus 251 in renewed membership.¹⁰

¹ The Florida Retirement System Annual Report, July 1, 2011 – June 30, 2012, at 38. Available online at: https://www.rol.frs.state.fl.us/forms/2011-12_Annual_Report.pdf

² Prior to 1975, members of the FRS were required to make employee contributions of either 4 percent for Regular Class employees or 6 percent for Special Risk Class members. Employees were again required to contribute to the system after July 1, 2011.

³ Florida Retirement System 2011-2012 Annual Report, at 54, 62, and 66.

⁴ *Id.*, at 38.

⁵ The Regular Class is for all members who are not assigned to another class. Section 121.021(12), F.S.

⁶ The Special Risk Class is for members employed as: law enforcement officers, firefighters, correctional officers, probation officers, paramedics and emergency technicians, among others. Section 121.0515, F.S.

⁷ The Special Risk Administrative Support Class is for a special risk member who moved or was reassigned to a nonspecial risk law enforcement, firefighting, correctional, or emergency medical care administrative support position with the same agency, or who is subsequently employed in such a position under the Florida Retirement System. Section 121.0515(8), F.S.

⁸ The Elected Officers' Class is for elected state and county officers, and for those elected municipal or special district officers whose governing body has chosen Elected Officers' Class participation for its elected officers. Section 121.052, F.S.

⁹ The Senior Management Service Class is for members who fill senior management level positions assigned by law to the Senior Management Service Class or authorized by law as eligible for Senior Management Service designation. Section 121.055, F.S.

¹⁰ All figures from Florida Retirement System 2011-2012 Annual Report, at 55.

Investment Plan

In 2000, the Legislature created the Public Employee Optional Retirement Program (investment plan), a defined contribution plan offered to eligible employees as an alternative to the FRS Pension Plan.

Benefits under the investment plan accrue in individual member accounts funded by both employee and employer contributions and earnings. Benefits are provided through employee-directed investments offered by approved investment providers.

A member vests immediately in all employee contributions paid to the investment plan.¹¹ With respect to the employer contributions, a member vests after completing one work year with an FRS employer.¹² Vested benefits are payable upon termination or death as a lump-sum distribution, direct rollover distribution, or periodic distribution.¹³ The investment plan also provides disability coverage for both inline-of-duty and regular disability retirement benefits.¹⁴ An FRS member who qualifies for disability while enrolled in the investment plan must apply for benefits as if the employee were a member of the pension plan. If approved for retirement disability benefits, the member is transferred to the pension plan.¹⁵

The State Board of Administration (SBA) is primarily responsible for administering the investment plan.¹⁶ The SBA is comprised of the Governor as chair, the Chief Financial Officer, and the Attorney General.¹⁷

Pension Plan

The pension plan is administered by the secretary of the Department of Management Services through the Division of Retirement.¹⁸ Investment management is handled by the State Board of Administration.

Any member initially enrolled in the pension plan before July 1, 2011, vests in the pension plan after completing six years of service with an FRS employer.¹⁹ For members enrolled on or after

¹¹ Section 121.4501(6)(a), F.S.

¹² If a member terminates employment before vesting in the investment plan, the nonvested money is transferred from the member's account to the SBA for deposit and investment by the SBA in its suspense account for up to five years. If the member is not reemployed as an eligible employee within five years, then any nonvested accumulations transferred from a member's account to the SBA's suspense account are forfeited. Section 121.4501(6)(b) – (d), F.S.

¹³ Section 121.591, F.S.

¹⁴ See s. 121.4501(16), F.S.

¹⁵ Pension plan disability retirement benefits, which apply for investment plan members who qualify for disability, compensate an inline-of-duty disabled member up to 65 percent of the average monthly compensation as of the disability retirement date for special risk class members. Other members may receive up to 42 percent of the member's average monthly compensation for disability retirement benefits. If the disability occurs other than in the line of duty, the monthly benefit may not be less than 25 percent of the average monthly compensation as of the disability retirement date. Section 121.091(4)(f), F.S.

¹⁶ Section 121.4501(8), F.S.

¹⁷ Section 4, Art. IV, Fla. Const.

¹⁸ Section 121.025, F.S.

¹⁹ Section 121.021(45)(a), F.S.

July 1, 2011, the member vests in the pension plan after eight years of creditable service.²⁰ Benefits payable under the pension plan are calculated based on years of service x accrual rate x average final compensation.²¹ For most members of the pension plan, normal retirement occurs at the earliest attainment of 30 years of service or age 62.²² For public safety employees in the Special Risk and Special Risk Administrative Support Classes, normal retirement is the earliest of 25 years of service or age 55.²³ Members initially enrolled in the pension plan on or after July 1, 2011, have longer vesting requirements. For members initially enrolled after that date, the member must complete 33 years of service or attain age 65, and members in the Special Risk classes must complete 30 years of service or attain age 60.²⁴

Optional Retirement Programs

Eligible employees may choose to participate in one of three retirement programs instead of participating in the FRS:

- Members of the Senior Management Service Class may elect to enroll in the Senior Management Service Optional Annuity Program;²⁵
- Members in specified positions in the State University System may elect to enroll in the State University System Optional Retirement Program;²⁶ and
- Members in specified positions at a Florida College institution may elect to enroll in the State Community College System Optional Retirement Program.²⁷

Contribution Rates

FRS employers are responsible for contributing a set percentage of the member's monthly compensation to the Division of Retirement to be distributed into the FRS Contributions Clearing Trust Fund. The employer contribution rate is a blended contribution rate set by statute, which is the same percentage regardless of whether the member participates in the pension plan or the investment plan.²⁸ The rate is determined annually based on an actuarial study by the Department of Management Services that calculates the necessary level of funding to support all of the benefit obligations under both FRS retirement plans.

²⁰ Section 121.021(45)(b), F.S.

²¹ Section 121.091, F.S.

²² Section 121.021(29)(a)1., F.S.

²³ Section 121.021(29)(b)1., F.S.

²⁴ Sections 121.021(29)(a)2. and (b)2., F.S.

²⁵ The Senior Management Service Optional Annuity Program (SMSOAP) was established in 1986 for members of the Senior Management Service Class. Employees in eligible positions may irrevocably elect to participate in the SMSOAP rather than the FRS. Section 121.055(6), F.S.

²⁶ Eligible participants of the State University System Optional Retirement Program (SUSORP) are automatically enrolled in the SUSORP. However, the member must execute a contract with a SUSORP provider within the first 90 days of employment or the employee will default into the pension plan. If the employee decides to remain in the SUSORP, the decision is irrevocable and the member must remain in the SUSORP as long as the member remains in a SUSORP-eligible position. Section 121.35, F.S.

²⁷ If the member is eligible for participation in a State Community College System Optional Retirement Program, the member must elect to participate in the program within 90 days of employment. Unlike the other optional programs, an employee who elects to participate in this optional retirement program has one opportunity to transfer to the FRS. Section 1012.875, F.S.

²⁸ Section 121.70(1), F.S.

The following are the current employer contribution rates for each class:²⁹

Membership Class	Effective July 1, 2012		Effective July 1, 2013	
	Normal Cost	UAL Rate	Normal Cost	UAL Rate
Regular Class	3.55%	0.49%	3.55%	2.02%
Special Risk Class	11.01%	2.75%	11.01%	7.03%
Special Risk Administrative Support Class	3.94%	0.83%	3.94%	27.04%
Elected Officer's Class				
• Legislators, Governor, Lt. Governor, Cabinet Officers, State Attorneys, Public Defenders	6.51%	0.88%	6.51%	27.18%
• Justices and Judges	10.02%	0.77%	10.02%	16.38%
• County Officers	8.36%	0.73%	8.36%	23.01%
Senior Management Service Class	4.84%	0.32%	4.84%	11.25%
Deferred Retirement Option Program	4.33%	0.0%	4.33%	6.21%

For all membership classes, except the DROP, employees contribute 3 percent of their compensation towards retirement.³⁰

After employer and employee contributions are placed into the FRS Contributions Clearing Trust Fund, the allocations under the investment plan are transferred to third-party administrators to be placed in the employee's individual investment accounts, whereas contributions under the pension plan are transferred into the FRS Trust Fund.³¹

In the annual actuarial valuation of the Florida Retirement, based on July 1, 2012, plan assets and liabilities, Milliman, Inc., the state actuary, determined the following key data relating to the FRS pension plan.³²

	Valuation Results	
	July 1, 2011	July 1, 2012
Actuarial Liability	\$144.1 b	\$147.2 b
Actuarial Value of Assets	\$126.1 b	\$127.9 b
Unfunded Actuarial Liability	\$18.0 b	\$19.3 b
Funded Percentage	87.5%	86.9%

In addition to the actuarial information relating to the FRS pension plan, Milliman, Inc., provided recommended blended rates to be assessed against employers participating in the FRS. These recommended blended rates are noted in the table below for both normal costs as well as the amortization of the unfunded actuarial liability of the FRS pension plan.

²⁹ Section 121.71(4) and (5), F.S.

³⁰ Section 121.71(3), F.S.

³¹ See sections 121.4503 and 121.72(1), F.S.

³² Florida Retirement System Actuarial Valuation as of July 1, 2012, completed by Milliman, Inc.

Membership Class	Effective July 1, 2013		
	Normal Cost	UAL Rate	Total
Regular Class	3.53%	2.19%	5.72%
Special Risk Class	11.00%	6.83%	17.83%
Special Risk Administrative Support Class	4.17%	30.56%	34.73%
Elected Officer's Class			
• Legislators, Governor, Lt. Governor, Cabinet Officers, State Attorneys, Public Defenders	6.52%	24.85%	31.37%
• Justices and Judges	10.05%	17.00%	27.05%
• County Officers	8.44%	23.36%	31.80%
Senior Management Service Class	4.81%	12.27%	17.08%
Deferred Retirement Option Program	4.63%	7.01%	11.64%

Retiree Health Insurance Subsidy

Section 112.363, Florida Statutes, provides for a retiree health insurance subsidy. This subsidy is paid from the Retiree Health Insurance Subsidy Trust Fund to eligible retirees in the Florida Retirement System (FRS). The amount of the monthly subsidy is \$5 for each year of service in the FRS, but not less than \$30 nor more than \$150.

The subsidy is funded through a contribution by employers participating in the FRS. The current contribution is 1.11% of the employer's monthly payroll. The contribution is paid to the Department of Management Services for deposit in the Retiree Health Insurance Subsidy Trust Fund. This program is funded on a "pay-as-you-go" basis rather than on an actuarial basis. This means that the revenues and expenditures of the trust fund are designed to match each other on an annual basis, with minimal reserves accumulated.

Participants of the university, community college, and senior management service defined contribution retirement programs receive contributions directly into their retirement accounts during the years of employment; these participants will not receive the subsidies during retirement. Participants of the FRS investment plan will not receive the health insurance subsidy contributions directly but will be eligible to receive the health insurance subsidy upon retirement.

Sections 121.052, 121.055, and 121.071, F.S., also set forth the employer-paid contributions for the retiree health insurance trust fund for the various FRS membership classes.

In the annual actuarial valuation of the Retiree Health Insurance Subsidy Trust Fund, dated December 31, 2012, Milliman, Inc., the state actuary, determined the following key cash flow data for FY 2010-11 and FY 2011-12.³³ Under current law and current administration, the trust fund is expected to deplete its reserves by April 2015. After that date, the trust fund may not have sufficient revenues to pay the full monthly benefits to retirees.

³³ Actuarial Valuation of the Health Insurance Subsidy under GASB 27, completed by Milliman, Inc.

Retiree Health Insurance Subsidy Trust Fund				
Changes in Fund Balance				
	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14
Fund Balance – beginning of Year	291,458,619	\$271,349,733	\$220,345,962	\$142,853,225
Revenues	\$336,132,909	\$323,494,746	\$325,845,577	\$335,891,340
Expenditures	\$356,241,794	\$374,498,517	\$403,338,314	\$414,342,746
Excess of Revenues over Expenditures	(20,108,886)	(51,003,771)	(77,492,737)	(78,451,406)
Fund Balance – end of year	\$271,349,733	\$220,345,962	\$142,853,225	\$64,401,819
Reserves (balance / monthly expenses)	9.1 months	7.1 months	4.25 months	1.9 months

III. Effect of Proposed Changes:

The bill increases the employer-paid contributions for the retiree health insurance subsidy program. Also, the bill revises the employer-paid normal cost rates and unfunded actuarial liability (UAL) rates for the FRS, as determined by the July 1, 2012 Annual Valuation as necessary to adequately fund the costs of retirement benefits during Fiscal Year 2013-2014.

Section 1 amends s. 112.363, F.S., beginning July 1, 2013, to increase the employer paid contribution to the Retiree Health Insurance Trust Fund from 1.11% of gross compensation to 1.25% of gross compensation for each member of the Florida Retirement System.

Section 2 amends s. 121.052, F.S., beginning July 1, 2013, to increase the employer paid contribution to the Retiree Health Insurance Trust Fund from 1.11% of gross compensation to 1.25% of gross compensation for each member of the Elected Officers' Class of Florida Retirement System.

Section 3 amends s. 121.055, F.S., beginning July 1, 2013, to increase the employer paid contribution to the Retiree Health Insurance Trust Fund from 1.11% of gross compensation to 1.25% of gross compensation for each member of the Senior Management Service Class of Florida Retirement System.

Section 4 amends s. 121.071, F.S., beginning July 1, 2013, to increase the employer paid contribution to the Retiree Health Insurance Trust Fund from 1.11% of gross compensation to 1.25% of gross compensation for each member of the Regular, Special Risk, and Special Risk Administrative Support classes of Florida Retirement System.

Section 5 amends s. 121.71, F.S., to set the employer-paid contributions to the Florida Retirement System Trust Fund for each member of the FRS.

Sections 6 and 7 provide findings that the bill fulfills important state interests.

The bill provides an effective date of July 1, 2013.

IV. Constitutional Issues:**A. Municipality/County Mandates Restrictions:**

Subsection (a) of s. 18, Art. VII of the Florida Constitution provides that “no county or municipality shall be bound by any general law requiring such county or municipality to spend funds . . . unless the legislature has determined that such law fulfills an important state interest and unless: . . . the expenditure is required to comply with a law that applies to all persons similarly situated . . .”.

This bill includes legislative findings that the bill fulfills important state interests, and the bill applies to all persons similarly situated (those employers participating in the Florida Retirement System), including state agencies, school boards, community colleges, counties, and municipalities.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

V. Fiscal Impact Statement:**A. Tax/Fee Issues:**

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:**Florida Retirement System**

With the enactment of this legislation, the revenues expected to flow into the Florida Retirement System Trust Fund in FY 2013-2014 will increase by approximately \$885.5 million from employers when compared to the revenues generated in FY 2012-13. The increases by employer group for FY 2013-14 are noted below.

Employer Group	Additional Employer Paid Contributions			Fund Source for Payment of Contributions	
	Normal Cost	Unfunded Actuarial Liabilities	Total	General Revenue	Trust Fund
State Agencies	\$0.5 m	\$177.0 m	\$177.5 m	\$110.0 m	\$67.5 m
Universities	\$0.1 m	\$71.8 m	\$71.9 m	\$40.3 m	0
Colleges	\$0.1m	\$27.7 m	\$27.8 m	\$27.8 m	0
School Boards	\$1.1 m	\$295.9 m	\$297.0 m	\$297.0 m	0
Counties	\$0.7 m	\$263.4 m	\$264.1 m	0	0
Other	Insig.	\$47.2 m	\$47.2 m	0	0
Total	\$2.4 m	\$882.9 m	\$885.5 m	\$475.1 m	\$67.5 m

Retiree Health Insurance Trust Fund

With the enactment of this legislation, the revenues expected to flow into the Retiree Health Insurance Trust Fund will increase by approximately \$42.1 million annually. The increases by employer group for FY 2013-14 are noted below. With these increased contributions, the trust fund is not expected to deplete its reserves until June 2018.

Employer Group	New Contributions	Fund Source for Payment of Contributions	
		General Revenue	Trust Fund
State Agencies	\$6.8 m	\$3.4 m	\$3.4 m
Universities	\$1.8 m	\$1.2 m	0
Colleges	\$1.4 m	\$1.4 m	0
School Boards	\$18.5 m	\$18.5 m	0
Counties	\$11.3 m	0	0
Other	\$2.3 m	0	0
Total	\$42.1 m	\$24.5 m	\$3.4 m

Funds are provided in the Senate proposed General Appropriations Bill, SPB 7040, to cover the increased contributions to the FRS and the Retiree Health Insurance Subsidy Trust Fund that state agencies, state universities, Florida College institutions and district school boards will incur as a result of this bill.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Additional Information:

- A. **Committee Substitute – Statement of Substantial Changes:**
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

- B. **Amendments:**

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.
