Minnesota Volunteer Fire Relief Association Working Group Meeting

Office of the State Auditor Tuesday, February 7, 2012 11 a.m. to 1 p.m.

- I. Call to Order
 Chair Auditor Otto.
- **II. Review and Approval of Working Group Meeting Minutes** Exhibit A. Draft January 17, 2012 Meeting Minutes
- **III. Review of Draft Deferred Service Pension Changes** Exhibits B and C.
 - Clarification for Full-Time Firefighters (B)
 - Specification of Calculation Method (C)
- **IV.** Final Review of Approved Changes

Exhibits D and E.

- Technical Changes (D)
- Deferred Service Pension Eligibility Change (E)
- V. Discussion of IRS Tax-Exempt Issues
- VI. Other Business
- VII. Adjournment

Volunteer Fire Relief Association Working Group

Office of the State Auditor Tuesday, January 17, 2012 11 a.m. to 1 p.m.

Members Present

Wayne Anderson, Coon Rapids Fire Department Inspector (defined contribution plans)

Bruce Duncan, Excelsior Fire Relief Association President (defined benefit lump sum plans)

Dave Ganfield, Apple Valley Fire Relief Association Administrator (defined benefit monthly/lump sum combination plans)

Dave Jaeger, Mahnomen Fire Relief Association Treasurer (defined benefit lump sum plans)

John King, Minnesota State Fire Department Association Representative

Larry Martin, Legislative Commission on Pensions and Retirement Director

Rebecca Otto, State Auditor

Bruce Roed, Mentor Fire Relief Association Trustee (defined contribution plans)

Tim Simon, Elk River City Finance Director

Nyle Zikmund, Minnesota State Fire Chiefs Association Representative (defined benefit monthly plans)

Members Excused

Bruce Hemstad, Bemidji Fire Relief Association Secretary (defined benefit lump sum plans)

Steven Wallner, Watertown City Finance Director

Others Present

Colleen Bollom, Minnesota Firefighter Pension Consultants Representative

Aaron Dahl, Office of the State Auditor Pension Analyst

Celeste Grant, Deputy State Auditor/General Counsel

Rose Hennessy Allen, Office of the State Auditor Pension Director

Jim Jensen, Office of the State Auditor Pension Analyst

Deb Jezierski, HLB Tautges Redpath Representative

Michael Johnson, Office of the State Auditor Pension Analyst

Brian McKnight, Wells Fargo Advisors Representative

Kent Zoya, Inver Grove Heights Fire Relief Association Representative

The following motions were duly made, seconded and approved:

RESOLVED to approve the December 13, 2011, Working Group Meeting Minutes;

RESOLVED to adopt language for three technical changes that provide greater clarity, remove

out-dated references, and eliminate duplicative language;

RESOLVED to adopt draft language clarifying that combination lump-sum/monthly relief

associations have authority to pay survivor benefits following the death of a

monthly retiree who was collecting monthly benefits; and

RESOLVED to adopt draft language clarifying the status of volunteer firefighters who become

employed as full-time firefighters.

Volunteer Fire Relief Association Working Group January 17, 2012 Page 2 of 3

I. Call to Order

Chair Auditor Otto called the meeting to order.

II. Review and Approval of Working Group Meeting Minutes

The members reviewed the December 13, 2011, meeting minutes that had been provided in advance. Ganfield made a motion to adopt the meeting minutes. Jaeger seconded the motion that was adopted unanimously.

III. Final Review of Approved Language for Technical Changes

The Working Group members reviewed language for three technical changes that had been approved during the last meeting. The technical changes would clarify that the tests to determine whether a relief association is eligible to invest using the expanded list of authorized investment securities are based just on Special Fund assets, remove out-dated references to the Minneapolis Teachers Retirement Fund Association and the Minneapolis Employees Retirement Fund, and remove duplicative language regarding an exemption for full-time firefighters. Simon made a motion to adopt the language for the three technical changes. Ganfield seconded the motion, which was adopted unanimously.

IV. Review of New Technical Change

Auditor Otto presented language for a new technical change for the Group's review. The change is being recommended to clarify that combination lump-sum/monthly relief associations have authority to pay survivor benefits following the death of a monthly retiree who was collecting monthly benefits. Currently, if a relief association's bylaws provide for a lump-sum service pension, the association is prohibited from paying ancillary benefits to any former member or on behalf of any former member after the former member terminates active service and commences receipt of a service pension. Because the bylaws of a combination relief association provide for a lump-sum service pension, this change is needed to clarify that survivors of a monthly retiree can collect a survivor benefit. Relief associations would continue to be prohibited from paying ancillary benefits if a lump-sum service pension had already been paid. Ganfield made a motion to adopt the draft language, with an effective date of the day following final enactment. Jaeger seconded the motion, which was adopted unanimously.

V. Review of Draft Deferred Service Pension Changes

Three issues were discussed regarding deferred service pensions. The first issue was a clarification issue. Current law appears to limit entitlement to a deferred service pension to members who separate from active service before reaching age 50. Zikmund made a motion to adopt the draft language to clarify that members who separate from active service and membership, and are vested, are entitled to a deferred service pension. The effective date would be January 1, 2013. King seconded the motion, which was adopted unanimously. Ganfield abstained.

The second deferred service pension issue is in regard to how interest or additional investment performance is calculated and credited to deferred member accounts.

Members and others in attendance expressed concern with language stating interest would be payable until the date of payment or the date on which the deferred service pension is transferred. Administratively, questions could arise if it takes time to process a deferred service pension transfer. There also was concern that many defined contribution plans only value member accounts at the end of each calendar year, making it difficult to implement daily valuing of deferred interest. Finally, the members discussed a recently published Federal court case addressing age discrimination and pension benefits. It was agreed that this topic would be held over for further discussion.

The third deferred service pension issue pertained to volunteer firefighters who become employed as full-time firefighters. In these situations, the firefighter can retire as a volunteer firefighter and, subject to certain requirements, be paid a volunteer service pension after reaching age 50. Anderson made a motion to adopt the draft language that clarifies these firefighters would be deferred members of the relief association until reaching age 50 and submitting an application for the deferred volunteer service pension. King seconded the motion. The members agreed the change would be effective on the date following final enactment, and agreed that "subsequent" should be replaced with a different term. Otto said that the wording would be fixed and assured the Working Group that the final draft would be brought before the Group at the February meeting.

VI. Discussion of IRS Tax-Exempt Issues

The discussion was held over to the February Working Group meeting.

VII Other Business

The Working Group members agreed to hold a final meeting in February to finish work on the deferred service pension topics.

VIII. Next Meeting

Tuesday, February 7, 2012 11 a.m. to 1 p.m. Office of the State Auditor

IX. Adjournment

The meeting was adjourned shortly after 1:00.

Exhibit B Clarification for Full-Time Firefighters

424A.016 DEFINED CONTRIBUTION VOLUNTEER FIREFIGHTERS' RELIEF ASSOCIATION SPECIFIC REGULATION.

Subd. 6. **Deferred service pensions.**

- (a) A member of a relief association is entitled to a deferred service pension if the member:
- (1) has completed the lesser of the minimum period of active service with the fire department specified in the bylaws or 20 years of active service with the fire department;
- (2) has completed at least five years of active membership in the relief association; and
- (3) separates from active service and membership before reaching age 50 or the minimum age for retirement and commencement of a service pension specified in the bylaws governing the relief association if that age is greater than age 50.
- (b) The requirement under paragraph (a) that a member separate from active service and membership is waived for persons who have discontinued their volunteer firefighter duties and who are employed on a full-time basis under section 424A.015, subdivision 1.

424A.02 DEFINED BENEFIT RELIEF ASSOCIATIONS; SERVICE PENSIONS.

Subd. 7. **Deferred service pensions.**

- (a) A member of a defined benefit relief association is entitled to a deferred service pension if the member:
- (1) has completed the lesser of either the minimum period of active service with the fire department specified in the bylaws or 20 years of active service with the fire department;
- (2) has completed at least five years of active membership in the relief association; and
- (3) separates from active service and membership before reaching age 50 or the minimum age for retirement and commencement of a service pension specified in the bylaws governing the relief association if that age is greater than age 50.
- (b) The requirement under paragraph (a) that a member separate from active service and membership is waived for persons who have discontinued their volunteer firefighter duties and who are employed on a full-time basis under section 424A.015, subdivision 1.

Exhibit C **Deferred Service Pension Changes**

Defined Contribution Plans 424A.016 DEFINED CONTRIBUTION VOLUNTEER FIREFIGHTERS' RELIEF ASSOCIATION SPECIFIC REGULATION.

Subd. 6. **Deferred service pensions...**

- (c) A defined contribution relief association may, if its governing bylaws so provide, credit interest or additional investment performance on the deferred lump-sum service pension during the period of deferral. If provided for in the bylaws, the interest must be paid:
- (1) at the investment performance rate actually earned on that portion of the assets if the deferred benefit amount is invested by the relief association in a separate account established and maintained by the relief association; or
- (2) at the investment performance rate actually earned on that portion of the <u>assets</u> if the deferred benefit amount is invested in a separate investment vehicle held by the relief association; or
- (3) the investment return on the assets of the special fund of the defined contribution volunteer firefighter relief association in proportion to the share of the assets of the special fund to the credit of each individual deferred member account through the accounting date on which the investment return is recognized by and credited to the special fund.
- (d) <u>Unless the bylaws of a relief association that has elected to pay interest or additional investment performance on deferred lump-sum service pensions under paragraph (c) specifies a different interest or additional investment performance method, including the interest or additional investment performance period starting date and ending date, the interest or additional investment performance on a deferred service pension is creditable as follows:</u>
- (i) for a relief association that has elected to pay interest or additional investment performance under paragraph (c), clause (1) or clause (3), beginning on the date that the member separates from active service and membership and ending on the accounting date immediately before the deferred member commences receipt of the deferred service pension; or
- (ii) for a relief association that has elected to pay interest or additional investment performance under paragraph (c), clause (2), beginning on the date that the member separates from active service and membership and ending on the date that the separate investment vehicle is valued immediately before the date on which the deferred member commences receipt of the deferred service pension.

(e)

Defined Benefit Plans 424A.02 DEFINED BENEFIT RELIEF ASSOCIATIONS; SERVICE PENSIONS.

Subd. 7. **Deferred service pensions...**

- (c) A defined benefit relief association that provides a lump-sum service pension governed by subdivision 3 may, when its governing bylaws so provide, pay interest on the deferred lump-sum service pension during the period of deferral. If provided for in the bylaws, interest must be paid in one of the following manners:
- (1) at the investment performance rate actually earned on that portion of the assets if the deferred benefit amount is invested by the relief association in a separate account established and maintained by the relief association; or
- (2) at the investment performance rate actually earned on that portion of the <u>assets</u> if the deferred benefit amount is invested in a separate investment vehicle held by the relief association; or
- (3) at an interest rate of up to five percent, compounded annually, as set by the board of directors and approved as provided in subdivision 10.
- (d) Interest under paragraph (c), clause $(2\underline{3})$, is payable following the date on which the municipality has approved the deferred service pension interest rate established by the board of trustees.
- (e) <u>Unless the bylaws of a relief association that has elected to pay interest or additional investment performance on deferred lump-sum service pensions under paragraph (c) specifies a different interest or additional investment performance method, including the interest or additional investment performance period starting date and ending date, the interest or additional investment performance on a deferred service pension is creditable as follows:</u>
- (i) for a relief association that has elected to pay interest or additional investment performance under paragraph (c), clause (1) or clause (3), beginning on the first day of the month next following the date on which the member separates from active service and membership and ending on the last day of the month immediately before the month in which the deferred member commences receipt of the deferred service pension; or
- (ii) for a relief association that has elected to pay interest or additional investment performance under paragraph (c), clause (2), beginning on the date that the member separates from active service and membership and ending on the date that the separate investment vehicle is valued immediately before the date on which the deferred member commences receipt of the deferred service pension.

(f)

Exhibit D Technical Changes

424A.02 DEFINED BENEFIT RELIEF ASSOCIATIONS; SERVICE PENSIONS.

- Subd. 9.**Limitation on ancillary benefits.** A defined benefit relief association, including any volunteer firefighters relief association governed by section 69.77 or any volunteer firefighters division of a relief association governed by chapter 424, may only pay ancillary benefits which would constitute an authorized disbursement as specified in section 424A.05 subject to the following requirements or limitations:
- (1) with respect to a defined benefit relief association in which governing bylaws provide solely for a lump-sum service pension to a retiring member, or provide a retiring member the choice of either a lump-sum service pension or a monthly service pension and the lump-sum service pension was chosen, no ancillary benefit may be paid to any former member or paid to any person on behalf of any former member after the former member (i) terminates active service with the fire department and active membership in the relief association; and (ii) commences receipt of a service pension as authorized under this section; and

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1.1 A bill for an act
1.2 relating to retirement;; amending Minnesota Statutes 2010,
1.3 sections 356.219, subdivision 8; 356A.01, subdivision 19; 356A.06, subdivision
1.4 6; 424A.02, subdivision 1.

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BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Minnesota Statutes 2010, section 356.219, subdivision 8, is amended to read:

Subd. 8. Timing of reports. (a) For salaried firefighter relief associations, police.

Subd. 8. **Timing of reports.** (a) For salaried firefighter relief associations, police relief associations, and volunteer firefighter relief associations, the information required under this section must be submitted by the due date for reports required under section 69.051, subdivision 1 or 1a, as applicable. If a relief association satisfies the definition of a fully invested plan under subdivision 1, paragraph (b), for the calendar year covered by the report required under section 69.051, subdivision 1 or 1a, as applicable, the chief administrative officer of the covered pension plan shall certify that compliance on a form prescribed by the state auditor. The state auditor shall transmit annually to the State Board of Investment a list or lists of covered pension plans which submitted certifications in order to facilitate reporting by the State Board of Investment under paragraph (c).

(b) For the Minneapolis Teachers Retirement Fund Association, the St. Paul Teachers Retirement Fund Association, the Duluth Teachers Retirement Fund Association, the Minneapolis Employees Retirement Fund, the University of Minnesota faculty supplemental retirement plan, and the applicable administrators for the University of Minnesota faculty retirement plan and the individual retirement account plans under chapters 354B and 354D, the information required under this section must be submitted to the state auditor by June 1 of each year.

Section 1.

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(c) The State Board of Investment, on behalf of pension funds specified in subdivision 1, paragraph (c), must report information required under this section by September 1 of each year.

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EFFECTIVE DATE. This section is effective the day following final enactment.

Sec. 2. Minnesota Statutes 2010, section 356A.01, subdivision 19, is amended to read: Subd. 19. **Pension fund.** "Pension fund" means the assets amassed and held in a pension plan, other than the general fund, as reserves for present and future payment of benefits and administrative expenses. For a retirement plan governed by section 69.77 or by chapter 424A, the term means the relief association special fund.

EFFECTIVE DATE. This section is effective the day following final enactment.

- Sec. 3. Minnesota Statutes 2010, section 356A.06, subdivision 6, is amended to read:
- Subd. 6. **Limited list of authorized investment securities.** (a) Except to the extent otherwise authorized by law, a covered pension plan may invest its assets only in investment securities authorized by this subdivision if the plan does not:
 - (1) have pension fund assets with a book value in excess of \$1,000,000;
- (2) use the services of an investment advisor registered with the Securities and Exchange Commission in accordance with the Investment Advisers Act of 1940, or registered as an investment advisor in accordance with sections 80A.58, and 80A.60, for the investment of at least 60 percent of its <u>pension fund</u> assets, calculated on book value;
- (3) use the services of the State Board of Investment for the investment of at least 60 percent of its pension fund assets, calculated on book value; or
- (4) use a combination of the services of an investment advisor meeting the requirements of clause (2) and the services of the State Board of Investment for the investment of at least 75 percent of its <u>pension fund</u> assets, calculated on book value.
- (b) Investment securities authorized for a pension plan covered by this subdivision are:
- (1) certificates of deposit issued, to the extent of available insurance or collateralization, by a financial institution that is a member of the Federal Deposit Insurance Corporation or the Federal Savings and Loan Insurance Corporation, is insured by the National Credit Union Administration, or is authorized to do business in this state and has deposited with the chief administrative officer of the plan a sufficient amount of marketable securities as collateral in accordance with section 118A.03;

Sec. 3. 2

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(2) savings accounts, to the extent of available insurance, with a financial institution that is a member of the Federal Deposit Insurance Corporation or the Federal Savings and Loan Insurance Corporation;

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- (3) governmental obligations, including bonds, notes, bills, or other fixed obligations, issued by the United States, an agency or instrumentality of the United States, an organization established and regulated by an act of Congress or by a state, state agency or instrumentality, municipality, or other governmental or political subdivision that:
- (i) for the obligation in question, issues an obligation that equals or exceeds the stated investment yield of debt securities not exempt from federal income taxation and of comparable quality;
- (ii) for an obligation that is a revenue bond, has been completely self-supporting for the last five years; and
- (iii) for an obligation other than a revenue bond, has issued an obligation backed by the full faith and credit of the applicable taxing jurisdiction and has not been in default on the payment of principal or interest on the obligation in question or any other nonrevenue bond obligation during the preceding ten years;
- (4) corporate obligations, including bonds, notes, debentures, or other regularly issued and readily marketable evidences of indebtedness issued by a corporation organized under the laws of any state that during the preceding five years has had on average annual net pretax earnings at least 50 percent greater than the annual interest charges and principal payments on the total issued debt of the corporation during that period and that, for the obligation in question, has issued an obligation rated in one of the top three quality categories by Moody's Investors Service, Incorporated, or Standard and Poor's Corporation; and
- (5) shares in an open-end investment company registered under the federal Investment Company Act of 1940, if the portfolio investments of the company are limited to investments that meet the requirements of clauses (1) to (4).

EFFECTIVE DATE. This section is effective the day following final enactment.

Sec. 4. Minnesota Statutes 2010, section 424A.02, subdivision 1, is amended to read: Subdivision 1. **Authorization.** (a) A defined benefit relief association, when its articles of incorporation or bylaws so provide, may pay out of the assets of its special fund a defined benefit service pension to each of its members who: (1) separates from active service with the fire department; (2) reaches age 50; (3) completes at least five years of active service as an active member of the municipal fire department to which the relief association is associated; (4) completes at least five years of active membership

Sec. 4. 3

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with the relief association before separation from active service; and (5) complies with any additional conditions as to age, service, and membership that are prescribed by the bylaws of the relief association. A service pension computed under this section may be prorated monthly for fractional years of service as the bylaws or articles of incorporation of the relief association so provide. The bylaws or articles of incorporation may define a "month," but the definition must require a calendar month to have at least 16 days of active service. If the bylaws or articles of incorporation do not define a "month," a "month" is a completed calendar month of active service measured from the member's date of entry to the same date in the subsequent month. The service pension earned by a volunteer firefighter under this chapter and the articles of incorporation and bylaws of the volunteer firefighting corporation to which the relief association is associated qualifies for the receipt of fire state aid under chapter 69.

- (b) In the case of a member who has completed at least five years of active service as an active member of the fire department to which the relief association is associated on the date that the relief association is established and incorporated, the requirement that the member complete at least five years of active membership with the relief association before separation from active service may be waived by the board of trustees of the relief association if the member completes at least five years of inactive membership with the relief association before the date of the payment of the service pension. During the period of inactive membership, the member is not entitled to receive disability benefit coverage, is not entitled to receive additional service credit towards computation of a service pension, and is considered to have the status of a person entitled to a deferred service pension under subdivision 7.
- (c) No municipality or nonprofit firefighting corporation may delegate the power to take final action in setting a service pension or ancillary benefit amount or level to the board of trustees of the relief association or to approve in advance a service pension or ancillary benefit amount or level equal to the maximum amount or level that this chapter would allow rather than a specific dollar amount or level.
- (d) No relief association as defined in section 424A.001, subdivision 4, may pay a defined benefit service pension or disability benefit to a former member of the relief association if that person has not separated from active service with the fire department to which the relief association is directly associated, unless:
- (1) the person is employed subsequent to retirement by the municipality or the independent nonprofit firefighting corporation, whichever applies, to perform duties within the municipal fire department or corporation on a full-time basis;

Sec. 4. 4

(2) the governing body of the municipality or of the corporation has filed its
determination with the board of trustees of the relief association that the person's
experience with and service to the fire department in that person's full-time capacity
would be difficult to replace; and
(3) the bylaws of the relief association were amended to provide for the payme

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(3) the bylaws of the relief association were amended to provide for the payment of a service pension or disability benefit for such full-time employees.

EFFECTIVE DATE. This section is effective the day following final enactment.

Sec. 4. 5

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1.1	moves to amend H.F. No; S.F. No, as follows:
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- "Sec. Minnesota Statutes 2010, section 424A.016, subdivision 6, is amended to read:
- Subd. 6. **Deferred service pensions.** (a) A member of a relief association is entitled to a deferred service pension if the member:
- (1) has completed the lesser of the minimum period of active service with the fire department specified in the bylaws or 20 years of active service with the fire department;
- (2) has completed at least five years of active membership in the relief association; and
- (3) separates from active service and membership-before reaching age 50 or the minimum age for retirement and commencement of a service pension specified in the bylaws governing the relief association if that age is greater than age 50.
- (b) The deferred service pension is payable when the former member reaches at least age 50, or at least the minimum age specified in the bylaws governing the relief association if that age is greater than age 50, and when the former member makes a valid written application.
- (c) A defined contribution relief association may, if its governing bylaws so provide, credit interest or additional investment performance on the deferred lump-sum service pension during the period of deferral. If provided for in the bylaws, the interest must be paid:
- (1) at the investment performance rate actually earned on that portion of the assets if the deferred benefit amount is invested by the relief association in a separate account established and maintained by the relief association or if the deferred benefit amount is invested in a separate investment vehicle held by the relief association; or
- (2) the investment return on the assets of the special fund of the defined contribution volunteer firefighter relief association in proportion to the share of the assets of the special

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fund to the credit of each individual deferred member account through the date on which the investment return is recognized by and credited to the special fund.

(d) The deferred service pension is governed by and must be calculated under the general statute, special law, relief association articles of incorporation, and relief association bylaw provisions applicable on the date on which the member separated from active service with the fire department and active membership in the relief association."

Page ..., after line ..., insert:

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- "Sec. Minnesota Statutes 2010, section 424A.02, subdivision 7, is amended to read:
- Subd. 7. **Deferred service pensions.** (a) A member of a defined benefit relief association is entitled to a deferred service pension if the member:
- (1) has completed the lesser of either the minimum period of active service with the fire department specified in the bylaws or 20 years of active service with the fire department;
- (2) has completed at least five years of active membership in the relief association; and
- (3) separates from active service and membership before reaching age 50 or the minimum age for retirement and commencement of a service pension specified in the bylaws governing the relief association if that age is greater than age 50.
- (b) The deferred service pension is payable when the former member reaches at least age 50, or at least the minimum age specified in the bylaws governing the relief association if that age is greater than age 50, and when the former member makes a valid written application.
- (c) A defined benefit relief association that provides a lump-sum service pension governed by subdivision 3 may, when its governing bylaws so provide, pay interest on the deferred lump-sum service pension during the period of deferral. If provided for in the bylaws, interest must be paid in one of the following manners:
- (1) at the investment performance rate actually earned on that portion of the assets if the deferred benefit amount is invested by the relief association in a separate account established and maintained by the relief association or if the deferred benefit amount is invested in a separate investment vehicle held by the relief association; or
- (2) at an interest rate of up to five percent, compounded annually, as set by the board of directors and approved as provided in subdivision 10.
- (d) Interest under paragraph (c), clause (2), is payable following the date on which the municipality has approved the deferred service pension interest rate established by the board of trustees.

Sec. 2

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(e) For a deferred service pension that is transferred to a separate account established
and maintained by the relief association or separate investment vehicle held by the relief
association, the deferred member bears the full investment risk subsequent to transfer and
in calculating the accrued liability of the volunteer firefighters relief association that pays
a lump-sum service pension, the accrued liability for deferred service pensions is equal
to the separate relief association account balance or the fair market value of the separate
investment vehicle held by the relief association.

(f) The deferred service pension is governed by and must be calculated under the general statute, special law, relief association articles of incorporation, and relief association bylaw provisions applicable on the date on which the member separated from active service with the fire department and active membership in the relief association."

Page ..., after line ..., insert:

"Sec. EFFECTIVE DATE.

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Sections ... and ... are effective the day following final enactment"

Sec. 3