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Proposed Committee Substitute by the Committee on Governmental Oversight and Accountability

A bill to be entitled

An act relating to public retirement plans; amending s. 112.66, F.S.; providing for the calculation of local government retirement benefits after a certain date; providing a prohibition on the use of plan revenues; prohibiting a reduction in certain contributions to a plan; requiring a plan to provide disability benefits on or after a certain date; providing a death benefit for the spouse and minor children of a member who is a firefighter, police officer, or correctional officer hired on or after a certain date who is killed in the line of duty; amending s. 121.051, F.S.; providing that a plan is eligible for participation in the Florida Retirement System if it has no unfunded actuarial liabilities; amending s. 175.032, F.S.; revising the definition of the term "compensation" or "salary" for purposes of firefighters' pensions; amending s. 175.351, F.S.; revising provisions relating to benefits paid from the premium tax by a municipality or special fire control district that has its own pension plan; conforming a cross-reference; amending s. 185.02, F.S.; revising the definition of the terms "compensation" or "salary" for purposes of police officers' pensions; amending s. 185.35, F.S.; revising provisions relating to benefits paid by a municipality that has its own pension plan; directing the Department of Financial Services to rate



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the financial strength of local government defined benefit plans; specifying the factors for assigning the ratings; requiring local pension boards, local governments, the Division of Retirement, and all relevant entities to cooperate in providing data for the ratings; requiring the ratings to be posted on the department's website; creating the Task Force on Public Employee Disability Presumptions; providing for appointment and membership; specifying the issues for the task force to address; providing for a report to be submitted to the Governor, Chief Financial Officer, and Legislature by a certain date; providing for future expiration; directing the Department of Financial Services to submit a report on the financial health of local government pension plans to the Governor and Legislature by a certain date; specifying the issues the report must address; providing a declaration of important state interest; 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. Subsections (11) through (15) are added to section 112.66, Florida Statutes, to read:

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112.66 General provisions.—The following general provisions relating to the operation and administration of any retirement system or plan covered by this part shall be applicable:

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(11) Effective July 1, 2011, for purposes of calculating retirement benefits, a pension system or plan sponsored by a



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local government may not include any overtime in excess of 300 hours per year, or any payments for accrued sick leave or annual leave. For those members whose terms and conditions of employment are collectively bargained, this subsection is effective for the first agreement negotiated on or after July 1, 2011. This subsection does not apply to state-administered retirement systems or plans.

- (12) An actuarial or cash surplus in any system or plan may not be used for any expenses outside the plan.
- (13) A plan or system may not temporarily reduce contributions required to fund normal cost.
- (14) For each member hired on or after July 1, 2011, the local government shall provide a disability retirement benefit that meets the following minimum standards:
- (a) A member who becomes totally and permanently disabled, as defined in s. 121.091(4)(b), after completing a specified amount of service as determined by the local government, is entitled to a monthly disability benefit.
- (b) The local government must specify what constitutes permanent and total disability, how to determine proof of disability, provisions related to recovery from disability, and other necessary components of a disability retirement program.
- (15) For each member who is a firefighter, police officer, or correctional officer hired on or after July 1, 2011, the local government shall provide a death benefit entitlement and payments that meet the following minimum standards:
- (a) The surviving spouse of a member killed in the line of duty may receive a monthly pension equal to one-half of the monthly salary being received by the member at the time of death



for the remainder of the surviving spouse's life.

- (b) If the surviving spouse of a member killed in the line of duty dies, the monthly payments that would have been payable to the surviving spouse had such surviving spouse lived shall be paid for the use and benefit of the member's children under 18 years of age and unmarried until the 18th birthday of the member's youngest unmarried child.
- (c) If a member killed in the line of duty leaves no surviving spouse but is survived by children under 18 years of age, the benefits normally payable to a surviving spouse shall be paid for the use and benefit of the member's children under 18 years of age and unmarried until the 18th birthday of the member's youngest unmarried child.

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This subsection does not abrogate other applicable provisions of state or federal law providing death benefits.

Section 2. Paragraph (g) is added to subsection (2) of section 121.051, Florida Statutes, to read:

- 121.051 Participation in the system.-
- (2) OPTIONAL PARTICIPATION.-
- (g) A local government retirement system or plan, including a firefighters' pension plan or a municipal police officers' retirement plan established in accordance with chapter 175 or chapter 185, is eligible for membership under this chapter if the plan has no unfunded actuarial liabilities.

Section 3. Subsection (3) of section 175.032, Florida Statutes, is amended to read:

175.032 Definitions.-For any municipality, special fire control district, chapter plan, local law municipality, local



law special fire control district, or local law plan under this chapter, the following words and phrases have the following meanings:

- (3) "Compensation" or "salary" means, for noncollectively bargained service earned before July 1, 2011, or for service earned under collective bargaining agreements in place before July 1, 2011, the fixed monthly remuneration paid a firefighter. If; where, as in the case of a volunteer firefighter, remuneration is based on actual services rendered, as in the case of a volunteer firefighter, the term means the total cash remuneration received yearly for such services, prorated on a monthly basis. For noncollectively bargained service earned on or after July 1, 2011, or for service earned under collective baraining agreements entered into on or after July 1, 2011, the term has the same meaning except that overtime compensation in excess of 300 hours per year, or payments for accrued sick or annual leave, may not be included for purposes of calculating retirement benefits.
- (a) A retirement trust fund or plan may use a definition of salary other than the definition in this subsection but only if the monthly retirement income payable to each firefighter covered by the retirement trust fund or plan, as determined under s. 175.162(2)(a) and using such other definition, equals or exceeds the monthly retirement income that would be payable to each firefighter if his or her monthly retirement income were determined under s. 175.162(2)(a) and using the definition in this subsection.
- $\underline{\text{(a)}}$ Any retirement trust fund or plan $\underline{\text{that}}$ which now or $\underline{\text{hereafter}}$ meets the requirements of this chapter $\underline{\text{does}}$ $\underline{\text{shall}}$ not,



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solely by virtue of this subsection, reduce or diminish the monthly retirement income otherwise payable to each firefighter covered by the retirement trust fund or plan.

(b) (c) The member's compensation or salary contributed as employee-elective salary reductions or deferrals to any salary reduction, deferred compensation, or tax-sheltered annuity program authorized under the Internal Revenue Code shall be deemed to be the compensation or salary the member would receive if he or she were not participating in such program and shall be treated as compensation for retirement purposes under this chapter.

(c) (d) For any person who first becomes a member in any plan year beginning on or after January 1, 1996, compensation for that any plan year may shall not include any amounts in excess of the Internal Revenue Code s. 401(a)(17) limitation, (as amended by the Omnibus Budget Reconciliation Act of 1993), which limitation of \$150,000 shall be adjusted as required by federal law for qualified government plans and shall be further adjusted for changes in the cost of living in the manner provided by Internal Revenue Code s. 401(a)(17)(B). For any person who first became a member before prior to the first plan year beginning on or after January 1, 1996, the limitation on compensation may shall be not be less than the maximum compensation amount that was allowed to be taken into account under the plan as in effect on July 1, 1993, which limitation shall be adjusted for changes in the cost of living since 1989 in the manner provided by Internal Revenue Code s. 401(a)(17)(1991).

Section 4. Section 175.351, Florida Statutes, is amended to



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175.351 Municipalities and special fire control districts having their own pension plans for firefighters. - For any municipality, special fire control district, local law municipality, local law special fire control district, or local law plan under this chapter, in order for municipalities and special fire control districts with their own pension plans for firefighters, or for firefighters and police officers if, where included, to participate in the distribution of the tax fund established pursuant to s. 175.101, local law plans must meet the minimum benefits and minimum standards set forth in this chapter.

(1) PREMIUM TAX INCOME. If a municipality or special fire control district has a pension plan for firefighters, or a pension plan for firefighters and police officers if, where included, which in the opinion of the division meets the minimum benefits and minimum standards set forth in this chapter, all premium tax revenues received by the municipality or special fire control district in excess of the adjusted base amount and all accumulated excess premium tax revenues held in reserve may be used only once to pay the unfunded actuarial accrued liabilities of the plan. If the aggregate level cost method is the actuarial cost method used to fund the plan, the unfunded actuarial accrued liabilities shall be measured using the entry age normal cost method. After a one-time application of the excess premium tax revenues to the unfunded actuarial accrued liabilities, the board of trustees of the pension plan, as approved by a majority of firefighters, or firefighters and police officers, of the municipality or fire control district,



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- (a) Place the income from the premium tax in s. 175.101 in such pension plan for the sole and exclusive use of its firefighters, or for firefighters and police officers if, where included, where it shall become an integral part of that pension plan and shall be used to pay extra benefits to the firefighters, or firefighters and police officers, included in that pension plan; or
- (b) Place the income from the premium tax in s. 175.101 in a separate supplemental plan to pay extra benefits to firefighters, or to firefighters and police officers if where included, participating in such separate supplemental plan.
- (2) The premium tax provided by this chapter shall in all cases be used in its entirety to provide retirement extra benefits to firefighters, or to firefighters and police officers if, where included. However, local law plans in effect on October 1, 1998, must shall be required to comply with the minimum benefit provisions of this chapter only to the extent that additional premium tax revenues become available to incrementally fund the cost of such compliance as provided in s. 175.162(2)(a). If When a plan is in compliance with such minimum benefit provisions, as subsequent additional premium tax revenues become available, they must shall be used to provide extra benefits, except as provided in subsection (1). For the purpose of this chapter, "additional premium tax revenues" means revenues received by a municipality or special fire control district pursuant to s. 175.121 which exceed that amount received for calendar year 1997, and the term "extra benefits" means benefits in addition to or greater than those provided to



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general employees of the municipality and in addition to those in existence for firefighters on March 12, 1999. Local law plans created by special act before May 23, 1939, shall be deemed to comply with this chapter.

- (3) (2) A ADOPTION OR REVISION OF A LOCAL LAW PLAN.—No retirement plan or amendment to a retirement plan may not shall be proposed for adoption unless the proposed plan or amendment contains an actuarial estimate of the costs involved. No Such proposed plan or proposed plan change may not shall be adopted without the approval of the municipality, special fire control district, or, where permitted, the Legislature. Copies of the proposed plan or proposed plan change and the actuarial impact statement of the proposed plan or proposed plan change shall be furnished to the division before prior to the last public hearing thereon. Such statement must shall also indicate whether the proposed plan or proposed plan change is in compliance with s. 14, Art. X of the State Constitution and those provisions of part VII of chapter 112 which are not expressly provided in this chapter. Notwithstanding any other provision, only those local law plans created by special act of legislation before prior to May 23, 1939, are shall be deemed to meet the minimum benefits and minimum standards only in this chapter.
- (4) (3) Notwithstanding any other provision, with respect to any supplemental plan municipality:
- (a) Section 175.032(3)(a) shall not apply, and A local law plan and a supplemental plan may continue to use their definition of compensation or salary in existence on the effective date of this act.
 - (b) Section 175.061(1)(b) does shall not apply, and a local



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law plan and a supplemental plan shall continue to be administered by a board or boards of trustees numbered, constituted, and selected as the board or boards were numbered, constituted, and selected on December 1, 2000.

- (c) The election set forth in paragraph (1)(b) is shall be deemed to have been made.
- (5) (4) The retirement plan setting forth the benefits and the trust agreement, if any, covering the duties and responsibilities of the trustees and the regulations of the investment of funds must be in writing, and copies thereof must be made available to the participants and to the general public.

Section 5. Subsection (4) of section 185.02, Florida Statutes, is amended to read:

185.02 Definitions.—For any municipality, chapter plan, local law municipality, or local law plan under this chapter, the following words and phrases as used in this chapter shall have the following meanings, unless a different meaning is plainly required by the context:

(4) "Compensation" or "salary" means, for noncollectively bargained service earned before July 1, 2011, or for service earned under collective bargaining agreements in place before July 1, 2011, the total cash remuneration including "overtime" paid by the primary employer to a police officer for services rendered, but not including any payments for extra duty or a special detail work performed on behalf of a second party employer. However, A local law plan may limit the amount of overtime payments which can be used for retirement benefit calculation purposes; however, but in no event shall such overtime limit may not be less than 300 hours per officer per



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calendar year. For noncollectively bargained service earned on or after July 1, 2011, or for service earned under collective bargaining agreements entered into on or after July 1, 2011, the term has the same meaning except that overtime compensation in excess of 300 hours per year, or payments for accrued sick or annual leave, may not be included for purposes of calculating retirement benefits.

- (a) Any retirement trust fund or plan that which now or hereafter meets the requirements of this chapter does shall not, solely by virtue of this subsection, reduce or diminish the monthly retirement income otherwise payable to each police officer covered by the retirement trust fund or plan.
- (b) The member's compensation or salary contributed as employee-elective salary reductions or deferrals to any salary reduction, deferred compensation, or tax-sheltered annuity program authorized under the Internal Revenue Code shall be deemed to be the compensation or salary the member would receive if he or she were not participating in such program and shall be treated as compensation for retirement purposes under this chapter.
- (c) For any person who first becomes a member in any plan year beginning on or after January 1, 1996, compensation for that any plan year may shall not include any amounts in excess of the Internal Revenue Code s. 401(a)(17) limitation, (as amended by the Omnibus Budget Reconciliation Act of 1993+, which limitation of \$150,000 shall be adjusted as required by federal law for qualified government plans and shall be further adjusted for changes in the cost of living in the manner provided by Internal Revenue Code s. 401(a)(17)(B). For any person who first



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became a member before prior to the first plan year beginning on or after January 1, 1996, the limitation on compensation may shall be not be less than the maximum compensation amount that was allowed to be taken into account under the plan as in effect on July 1, 1993, which limitation shall be adjusted for changes in the cost of living since 1989 in the manner provided by Internal Revenue Code s. 401(a)(17)(1991).

Section 6. Section 185.35, Florida Statutes, is amended to read:

185.35 Municipalities having their own pension plans for police officers. - For any municipality, chapter plan, local law municipality, or local law plan under this chapter, in order for municipalities with their own pension plans for police officers, or for police officers and firefighters if where included, to participate in the distribution of the tax fund established pursuant to s. 185.08, local law plans must meet the minimum benefits and minimum standards set forth in this chapter:

(1) PREMIUM TAX INCOME. - If a municipality has a pension plan for police officers, or for police officers and firefighters if where included, which, in the opinion of the division, meets the minimum benefits and minimum standards set forth in this chapter, all premium tax revenues received by the municipality in excess of the adjusted base amount and all accumulated excess premium tax revenues held in reserve may be used only once to pay off the unfunded actuarial accrued liabilities of the plan. If the aggregate level cost method is the actuarial cost method used to fund the plan, the unfunded actuarial accrued liabilities shall be measured using the entry age normal cost method. After a one-time application of the



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excess premium tax revenues to the unfunded actuarial accrued liabilities, the board of trustees of the pension plan, as approved by a majority of police officers, or police officers and firefighters, of the municipality, may:

- (a) Place the income from the premium tax in s. 185.08 in such pension plan for the sole and exclusive use of its police officers, or its police officers and firefighters if where included, where it shall become an integral part of that pension plan and shall be used to pay extra benefits to the police officers, or police officers and firefighters, included in that pension plan; or
- (b) May place the income from the premium tax in s. 185.08 in a separate supplemental plan to pay extra benefits to the police officers, or police officers and firefighters if where included, participating in such separate supplemental plan.
- (2) The premium tax provided by this chapter shall in all cases be used in its entirety to provide retirement extra benefits to police officers, or to police officers and firefighters if, where included. However, local law plans in effect on October 1, 1998, must shall be required to comply with the minimum benefit provisions of this chapter only to the extent that additional premium tax revenues become available to incrementally fund the cost of such compliance as provided in s. 185.16(2). If When a plan is in compliance with such minimum benefit provisions, as subsequent additional tax revenues become available, they shall be used to provide extra benefits, except as provided under subsection (1). For the purpose of this chapter, "additional premium tax revenues" means revenues received by a municipality pursuant to s. 185.10 which exceed



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the amount received for calendar year 1997, and the term "extra benefits" means benefits in addition to or greater than those provided to general employees of the municipality and in addition to those in existence for police officers on March 12, 1999. Local law plans created by special act before May 23, 1939, shall be deemed to comply with this chapter.

- (3) (2) A ADOPTION OR REVISION OF A LOCAL LAW PLAN.—No retirement plan or amendment to a retirement plan may not shall be proposed for adoption unless the proposed plan or amendment contains an actuarial estimate of the costs involved. No Such proposed plan or proposed plan change may not shall be adopted without the approval of the municipality or, where permitted, the Legislature. Copies of the proposed plan or proposed plan change and the actuarial impact statement of the proposed plan or proposed plan change shall be furnished to the division before prior to the last public hearing thereon. Such statement must shall also indicate whether the proposed plan or proposed plan change is in compliance with s. 14, Art. X of the State Constitution and those provisions of part VII of chapter 112 which are not expressly provided in this chapter. Notwithstanding any other provision, only those local law plans created by special act of legislation before prior to May 23, 1939, are shall be deemed to meet the minimum benefits and minimum standards only in this chapter.
- (4) (3) Notwithstanding any other provision, with respect to any supplemental plan municipality:
- (a) Section 185.02(4)(a) does shall not apply, and a local law plan and a supplemental plan may continue to use their definition of compensation or salary in existence on March 12,



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1999 the effective date of this act.

- (b) Section 185.05(1)(b) does shall not apply, and a local law plan and a supplemental plan shall continue to be administered by a board or boards of trustees numbered, constituted, and selected as the board or boards were numbered, constituted, and selected on December 1, 2000.
- (c) The election set forth in paragraph (1)(b) is shall be deemed to have been made.
- (5) (4) The retirement plan setting forth the benefits and the trust agreement, if any, covering the duties and responsibilities of the trustees and the regulations of the investment of funds must be in writing and copies made available to the participants and to the general public.
- Section 7. Financial rating of local pension plans.—The Department of Financial Services shall develop standardized ratings for classifying the financial strength of all local government defined benefit pension plans.
- (1) In assigning a rating to a plan, the department shall consider, without limitation:
 - (a) The plan's current and future unfunded liabilities.
- (b) The plan's net asset value, managed returns, and funded ratio.
- (c) Metrics related to the sustainability of the plan, including, but not limited to, the percentage that the annual contribution is of the participating employee payroll.
- (d) Municipal bond ratings for the local government, if applicable.
- (e) Whether the local government has reduced contribution rates to the plan when the plan has an actuarial surplus.



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- (f) Whether the local government uses any actuarial surplus in the plan for obligations outside the plan.
- (2) The department may obtain all necessary data to formulate the ratings from all relevant entities, including local pension boards, local governments, and the Division of Retirement, all of which shall cooperate with the department in supplying all necessary information.
- (3) The ratings shall be posted on the department's website in a standardized format.

Section 8. Task Force on Public Employee Disability Presumptions.-

- (1) The Task Force on Public Employee Disability Presumptions is created for the purpose of developing findings and issuing recommendations on the disability presumptions in ss. 112.18, 175.231, and 185.34, Florida Statutes.
- (2) All members of the task force shall be appointed on or before July 15, 2011, and the task force shall hold its first meeting on or before August 15, 2011. The task force shall be composed of nine members as follows:
- (a) Three members appointed by the President of the Senate, one of whom must be an attorney in private practice who has experience in the relevant laws; one of whom must be a representative of organized labor; and one of whom must be from the Florida Association of Counties.
- (b) Three members appointed by the Speaker of the House of Representatives, one of whom must be an attorney in private practice who has experience in the relevant laws; one of whom must be a representative of organized labor; and one of whom must be from the Florida League of Cities.



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- (c) A member employed by the Office of the Auditor General who has experience in local government auditing and finances.
- (d) A member employed by the Division of Retirement of the Department of Management Services who has experience in local government pension plans, appointed by the Governor.
- (e) A member employed by the Department of Financial Services who has relevant expertise in state risk management, appointed by the Chief Financial Officer.
- (3) The task force shall address issues, including, but not limited to:
- (a) Data related to the operation of the statutory disability presumptions.
- (b) The manner in which other states handle disability presumptions.
- (c) Proposals for changes to the existing disability presumptions.
- (4) The Department of Financial Services shall provide administrative support to the task force.
- (5) Members of the task force shall serve without compensation while in the performance of their duties, but are entitled to reimbursement for per diem and travel expenses in accordance with s. 112.061, Florida Statutes.
- (6) The task force may obtain data, information, and assistance from any officer or state agency and any political subdivision thereof. All such officers, agencies, and political subdivisions shall provide the task force with all relevant information and assistance on any matter within their knowledge or control.
 - (7) The task force shall submit a report, including



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findings and recommendations, to the Governor, the Chief Financial Officer, the President of the Senate, and the Speaker of the House of Representatives by January 1, 2012. The report must include specific recommendations for legislative action during the 2012 Regular Session of the Legislature.

(8) The task force is dissolved upon submission of its report.

Section 9. By December 1, 2011, the Department of Financial Services shall submit a report and recommendations to the Governor, the President of the Senate, and the Speaker of the House of Representatives on actions to be taken to increase the visibility and transparency of local government pension plans, including, but not limited to, those created pursuant to chapter 175 or chapter 185, Florida Statutes, with the goal of increasing the ability of a taxpayer or policymaker to assess the financial health of the local plans. The report must include specific recommendations for legislative action during the 2012 Regular Session of the Legislature. The department shall consult with the Legislature's Office of Economic and Demographic Research in formulating the recommendations, which must address, but need not be limited to:

- (1) Whether and what kinds of local pension plan data should be included in the financial audit reports required under s. 218.39, Florida Statutes.
- (2) Whether the reporting requirements of ss. 175.261 and 185.221, Florida Statutes, should be supplemented with other types of financial data in order to give a more complete and transparent picture of a local government's financial solvency.
 - (3) Proposals for a uniform format for providing pension



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data, including standard terminology and data and the specific types of data which should be provided, including funding ratios, and whether contributions are sufficient to fund actuarial liabilities.

- (4) Whether to require local governments to provide pension financial data on local public websites.
- (5) Other related issues, including insurance benefits, health care benefits, and postemployment plan benefits.
- (6) Proposals related to the composition of local pension plan boards.

Section 10. The Legislature finds that a proper and legitimate state purpose is served when employees and retirees of the state and of its political subdivisions, and the dependents, survivors, and beneficiaries of those employees and retirees, are extended the basic protections afforded by governmental retirement systems that provide fair and adequate benefits and that are managed, administered, and funded in an actuarially sound manner as required by s. 14, Article X of the State Constitution and part VII of chapter 112, Florida Statutes. Therefore, the Legislature determines and declares that this act fulfills an important state interest.

Section 11. This act shall take effect July 1, 2011.