## AMENDED IN SENATE APRIL 17, 2012 AMENDED IN SENATE MARCH 27, 2012

### **SENATE BILL**

No. 1234

## Introduced by Senators De León and Steinberg

(Principal coauthor: Assembly Member Furutani) (*Coauthors: Senators Hernandez, Pavley, and Price*) (Coauthors: Assembly Members Allen, Blumenfield, and Solorio)

February 23, 2012

An act to add Section 20139 to, and to add Title 21 (commencing with Section 100000) to, the Government Code, and to add Section 1088.9 to the Unemployment Insurance Code, relating to retirement savings plans, and making an appropriation therefor.

#### LEGISLATIVE COUNSEL'S DIGEST

SB 1234, as amended, De León. Retirement savings plans.

Existing federal law provides for tax-qualified retirement plans and individual retirement accounts or individual retirement annuities by which private citizens may save money for retirement.

This bill would enact the California Secure Choice Retirement Savings Trust Act, which would create the California Secure Choice Retirement Savings Trust to be administered by the California Secure Choice Retirement Savings Investment Board, which would also be established by the bill. The bill would require eligible employers, as defined, to offer a payroll deposit retirement savings arrangement so that eligible employees, as defined, could contribute a portion of their salary or wages to a retirement savings plan program account in the California Secure Choice Retirement Savings plan program, as specified. The bill would require eligible employees to participate in the plan program, unless the employee opts out of the plan program, as specified. The bill

SB 1234 -2-

would require a specified percentage of the annual salary or wages of an eligible employee participating in the plan program to be deposited in the California Secure Choice Retirement Savings Trust, which would be segregated into a program fund and an administrative fund, both of which would be continuously appropriated to the board for purposes of the act. The bill would limit expenditures from the administrative fund, as specified. The bill would also require the board to establish a Gain and Loss Reserve Account within the program fund.

The bill would require an employer to use the Employment Development Department to create an exemption certificate to create an option for employees to elect to opt out of the plan program. The bill would, commencing January 1, 2014, require the Employment Development Department to assess a penalty on any eligible employer that fails to make the plan program available to eligible employees, as specified. The bill also would make a statement of legislative findings. The bill would provide that the state would have no liability for the payment of the benefits under the program, as specified.

The bill would provide that the operational provisions of the California Secure Choice Retirement Savings Trust Act shall be operative only if sufficient funds are made available through a nonprofit or private entity or federal funding, as specified, to allow the board to study, develop, and obtain the approvals necessary to implement the program and the board determines that the program can be self-sustaining.

Existing law establishes the Board of Administration of the Public Employees' Retirement System and vests the board with various powers and duties.

This bill would authorize that board to administer funds in the California Secure Choice Retirement Savings Trust, as specified.

Vote: majority. Appropriation: yes. Fiscal committee: yes. State-mandated local program: no.

The people of the State of California do enact as follows:

- 1 SECTION 1. The Legislature finds and declares the following:
- 2 (a) California workers without access to an employer-sponsored
- 3 retirement plan need a seamless, lifelong savings system, providing
- 4 them with the opportunity to build their assets and helping them
- 5 to attain their future financial stability through a program that
- 6 offers secure, and portable retirement savings-plan.

\_3\_ SB 1234

(b) According to recent data by the University of California, Berkeley, Center for Labor Research and Education, middle class families in California are at significant risk of not having enough retirement income to meet even basic expenses, as nearly 50 percent of middle-income California workers will retire at or near poverty.

- (c) The lack of sufficient retirement savings poses a significant threat to the state's already-strained safety-net already strained safety net programs and also threatens to undermine California's fiscal stability and ongoing economic recovery.
- (d) The looming retirement security crisis exacerbates the state's high unemployment rate, as seniors are forced to work longer and fewer jobs are available for younger workers trying to enter the workforce.
- (e) Providing California workers with a guaranteed retirement income to supplement social security, traditionally funded by stable employer contributions via a defined benefit, employer-based pension plan, is optimal to ensure that workers accumulate the benefits they need for a secure retirement. California must pursue guaranteed replacement income programs, including defined benefit plans, for all working Californians. Establishing and offering a universal retirement savings—plan program to provide a vital supplement to social security income would be an important step toward ensuring the retirement security—for of all working Californians.
- (f) Though employer-sponsored guaranteed retirement income programs are valuable savings tools for workers, given the changing needs and work habits of California's workers, they alone are insufficient to afford workers a secure retirement. California workers need additional retirement savings options to ensure their retirement security.
- (g) Private individuals have limited access to attractive financial products that allow them to convert their savings into secure, lifelong retirement income.
- (h) Employers in the private sector that want to offer a retirement savings plan for their employees often face significant barriers in setting up their own workplace plans. In addition to the costs of hiring service providers and paying fees, employer-sponsored plans can be complex to maintain and administer, and they are subject

SB 1234 —4—

1 to an array of rules and regulations, including fiduciary 2 responsibility.

- (i) In creating an additional retirement savings program for its workers, California would supplement existing savings options, thus assisting California's working men and women to save for retirement. This program would be funded by the program's participants without incurring liabilities to the state.
- (j) The California Secure Choice Retirement Savings Trust established by this act will promote expanded retirement security for working Californians.
- (k) The implementation and effectuation of the California Secure Choice Retirement Savings Trust constitutes the carrying out of a valid and vital public purpose.
- SEC. 2. Section 20139 is added to the Government Code, to read:
- 20139. The board shall have the power to administer funds in the California Secure Choice Retirement Savings Trust pursuant to a contract with the California Secure Choice Retirement Savings Investment Board as provided in Title 21 (commencing with Section 100000) and to help all California workers to plan and save for retirement.
- SEC. 3. Title 21 (commencing with Section 100000) is added to the Government Code, to read:

# TITLE 21. THE CALIFORNIA SECURE CHOICE RETIREMENT SAVINGS TRUST ACT

100000. For purposes of this title the following definitions shall apply:

- (a) "Board" means the California Secure Choice Retirement Savings Investment Board.
- (b) "California Secure Choice Retirement Savings—Plan" *Program*" or "plan" "program" means a retirement savings plan program offered by the California Secure Choice Retirement Savings Trust.
- (c) (1) "Eligible employee" means a person who is employed by an eligible employer.
  - (2) "Eligible employee" does not include:
- 39 (A) Any employee covered under the federal Railway Labor 40 Act (45 U.S.C. Sec. 151), or any employee engaged in interstate

\_5\_ SB 1234

commerce so as not to be subject to the legislative powers of the state, except insofar as application of this title is authorized under the United States Constitution or laws of the United States.

- (B) Any employee covered by a valid collective bargaining agreement that expressly provides for an employee pension benefit plan for those employees as defined in the federal Employee Retirement Income Security Act of 1974, as amended (29 U.S.C. Sec. 1002).
- (d) "Eligible employer" means a person or entity engaged in a business, industry, profession, trade, or other enterprise in the state, whether for profit or not for profit, excluding the federal government, the state, any county, any municipal corporation, or any of the state's units or instrumentalities, that has five or more employees and that satisfies the requirements to establish or participate in a payroll deposit retirement savings arrangement.
- (e) "Participating employer" means an eligible employer that provides a payroll deposit retirement savings arrangement provided for by this title for eligible employees.
- (f) "Payroll deposit retirement savings arrangement" means an arrangement by which an employer makes its payroll system available to employees to remit payroll deduction contributions to a retirement savings-plan program.
- (g) "Stated interest rate" means the rate of interest creditable to plan program accounts as determined by the board pursuant to subdivision (c) of Section 100005.
- (h) "Trust" means the California Secure Choice Retirement Savings Trust established by this title.
- 100002. (a) There is hereby created the California Secure Choice Retirement Savings Investment Board, which shall consist of the Treasurer, the Director of Finance, the Controller, an individual with retirement savings and investment expertise appointed by the Senate Committee on Rules, a small business representative and a public member each appointed by the Governor, and an employee representative appointed by the Speaker of the Assembly. The Treasurer shall serve as chair of the board.
- (b) The board shall annually prepare and adopt a written statement of investment policy. The board shall consider the statement of investment policy and any changes in the investment policy at a public hearing.

SB 1234 -6-

(c) The board shall approve an investment management entity or entities. Not later than 30 days after the close of each month, the board shall place on file for public inspection during business hours a report with respect to investments made pursuant to this section and a report of deposits in financial institutions. The investment manager shall report the following information to the board within 20 days following the end of the each month:

- (1) The type of investment, name of the issuer, date of maturity, and the par and dollar amount invested in each security, investment, and money within the program fund.
- (2) The weighted average maturity of the investments within the program fund.
- (3) Any amounts in the program fund that are under the management of private money managers.
- (4) Any amounts in the program fund that are under the management of the Board of Administration of the Public Employees' Retirement System.
- (5) The market value as of the date of the report and the source of this valuation for each security within the program fund.
- (6) A description of compliance with the statement of investment policy.
- 100004. (a) There is hereby established a retirement savings trust known as the California Secure Choice Retirement Savings Trust to be administered by the board for the purpose of promoting greater retirement savings for California private employees in a convenient, voluntary, low cost, and portable manner. The California Secure Choice Retirement Savings Trust, as a self-sustaining trust, shall pay all costs of administration out of earnings on moneys on deposit therein.
- (b) The board shall segregate moneys received by the California Secure Choice Retirement Savings Trust into two funds, which shall be identified as the program fund and the administrative fund. Notwithstanding Section 13340, moneys in the trust are hereby continuously appropriated, without regard to fiscal years, to the board for the purposes of this title.
- (c) Moneys in the program fund may be invested or reinvested by the Treasurer or may be invested in whole or in part under contract with the Board of Administration of the Public Employees' Retirement System, or private money managers, or both, as determined by the board.

\_7\_ SB 1234

(d) Transfers may be made from the program fund to the administrative fund for the purpose of paying operating costs associated with administering the trust and as required by this title. On an annual basis, expenditures from the administrative fund shall not exceed more than 1 percent of the total program fund. All costs of administration of the trust shall be paid out of the administrative fund.

- 100004.5. (a) The board shall establish a segregated account within the program fund to be known as the Gain and Loss Reserve Account, and the board shall have sole authority over the account. The Gain and Loss Reserve Account shall be maintained for the plan program and may be used to credit interest at the stated interest rate for plan program years in which the board determines that the stated interest rate cannot be met from investment earnings.
- (b) The board shall establish a goal for the balance of the Gain and Loss Reserve Account and shall periodically review the sufficiency of the reserve account based on the recommendations of the board's actuary.
- (c) The board may allocate excess earnings of the plan program with respect to assets attributable to the plan program to the Gain and Loss Reserve Account. In addition, the board may allocate any liability gains and losses to the Gain and Loss Reserve Account. Based on an actuarial valuation following each plan program year, the board shall determine annually the amount, if any, that is to be allocated to the Gain and Loss Reserve Account for that plan program year. In determining whether to allocate excess earnings to the Gain and Loss Reserve Account, the board shall consider all of the following:
  - (1) Whether or not the plan program has excess earnings.
- (2) The sufficiency of the Gain and Loss Reserve Account in light of the goal established pursuant to subdivision (b).
- (3) The amount required for the plan's program's administrative costs.
- (4) The amount required for crediting individuals' accounts at the stated interest rate.
- (d) In determining whether to allocate liability gains and losses to the Gain and Loss Reserve Account, the board shall consider the matters described in paragraphs (2), (3), and (4) of subdivision (c).

SB 1234 -8-

(e) Any contributions paid by employees and employers into the California Secure Choice Retirement Savings Trust shall be used exclusively for the purpose of paying benefits to the participants of the California Secure Choice Retirement Savings Program, for the cost of administration of the program, and for investments made for the benefit of the program.

- 100005. (a) The California Secure Choice Retirement Savings Plan *Program* shall include, as determined by the board, one or more payroll deposit retirement savings plan arrangements.
- (b) Individual accounts under the California Secure Choice Retirement Savings—Plan Program shall be nominal accounts. Individual contributions and any employer contributions on behalf of the individual that are specifically identified as creditable to the plan program shall be treated as credits to the individual's California Secure Choice Retirement Savings—Plan Program account, together with interest credited at the stated interest rate and any additional earnings credited thereon. The balance of the credits in an individual's account shall determine the amount to which the individual is entitled under the—plan program upon termination of coverage by the plan program. The individual shall not have the right or claim to any specific assets of the account, program, plan, or program fund.
- (c) (1) Prior to July 1 of the initial-plan program year, and prior to the beginning of each-plan program year thereafter, the board shall adopt a plan program amendment with respect to the plan program to declare the stated rate at which interest shall be credited to plan program accounts for the following plan program year.
- (2) Interest shall be credited to plan program accounts and shall be computed at the stated interest rate on the balance of credits in an individual's account and shall be compounded daily.
- (d) An individual's retirement savings benefit under the plan program shall be an amount equal to the balance of the credits in the individual's plan program account on the date the retirement savings benefit becomes payable.
- 100006. (a) The board, in the capacity of trustee, shall have the power and authority to do all of the following:
- (1) Make and enter into contracts necessary for the administration of the trust.
  - (2) Adopt a seal and change and amend it from time to time.

-9- SB 1234

(3) Cause moneys in the program fund to be held and invested and reinvested.

- (4) Accept any grants, gifts, legislative appropriation, and other moneys from the state, any unit of federal, state, or local government or any other person, firm, partnership, or corporation for deposit to the administrative fund or the program fund.
- (5) Appoint a program administrator and determine the duties of the program administrator and other staff as necessary and set their compensation.
- (6) Make provisions for the payment of costs of administration and operation of the trust.
  - (7) Employ staff.

- (8) Retain and contract with the Board of Administration of the Public Employees' Retirement System, private financial institutions, other financial and service providers, consultants, actuaries, counsel, auditors, third-party administrators, and other professionals as necessary.
- (9) Procure insurance against any loss in connection with the property, assets, or activities of the trust, and secure private underwriting to insure the retirement savings benefit that is guaranteed to plan program participants.
- (10) Procure insurance indemnifying each member of the board from personal loss or liability resulting from a member's action or inaction as a member of the board.
  - (11) Set minimum and maximum investment levels.
- (12) Collaborate and cooperate with the Board of Administration of the Public Employees' Retirement System, private financial institutions, service providers, and business, financial, trade, membership, and other organizations to the extent necessary or desirable for the effective and efficient design, implementation, and administration of the program and to maximize outreach to eligible employers and eligible employees.
- (13) Cause expenses incurred to initiate, implement, maintain, and administer the program to be paid from contributions to, or investment returns or assets of, the program—or plans or arrangements established under the program, to the extent permitted under state and federal law.
- (14) Facilitate compliance by the retirement savings—plans program or arrangements established under the program with all applicable requirements for the plans program under the Internal

SB 1234 — 10 —

Revenue Code of 1986, including tax qualification requirements or any other applicable law and accounting requirements, including providing or arranging for assistance to—plan program sponsors and individuals in complying with applicable law and tax qualification requirements in a cost-effective manner.

- (15) Carry out the duties and obligations of the California Secure Choice Retirement Savings Trust pursuant to this title and exercise any and all other powers as may be reasonably necessary for the effectuation of the purposes, objectives, and provisions of this title pertaining to the trust.
- (b) The board shall adopt regulations it deems necessary to implement this title consistent with the federal Internal Revenue Code and regulations issued pursuant to that code to ensure that this the program meets all criteria for federal tax-deferral or tax-exempt benefits, or both.

100008. In addition to the powers and authority granted to the board pursuant to Section 100006, the board shall have the power and authority to do the following:

- (a) Cause the retirement savings plans program or arrangements established under the program to be designed, established, and operated, in a manner consistent with all of the following:
- (1) In accordance with best practices for retirement savings vehicles.
- (2) To maximize participation, saving, and sound investment practices, and appropriate selection of default investments.
- (3) With simplicity, ease of administration for participating employers, and portability of benefits.
- (b) Arrange for collective, common, and pooled investment of assets of the retirement savings—plans program or arrangements, including investments in conjunction with other funds with which those assets are permitted to be collectively invested, with a view to saving costs through efficiencies and economies of scale.
- (c) Explore and establish investment options that offer employees guaranteed returns on contributions and the conversion of retirement savings account balances to secure retirement income without incurring debt or liabilities to the state.
- (d) Disseminate educational information concerning saving and planning for retirement.
- (e) Disseminate information concerning the tax credits available to small business owners for establishing new retirement plans

-11- SB 1234

and the federal saver's tax credit available to lower and moderate-income households for saving in plans or arrangements.

1 2

- (f) Submit progress and status reports to participating employers and eligible employees.
- (g) If necessary, determine the eligibility of an employer, employee, or other individual to participate in the program.
- (h) Evaluate and establish the process by which an eligible employee of an eligible employer is able to contribute a portion of his or her salary or wages to the—plan program for automatic deposit of those contributions and the participating employer provides a payroll deposit retirement savings arrangement to forward the employee contribution and related information to the program or its agents. This may include, but is not limited to, financial services companies and third-party administrators with the capability to receive and process employee information and contributions for payroll deposit retirement savings arrangements or other plans or arrangements authorized by this title.
- (i) Allow participating employers to use the program to contribute to the account on their employees' behalf or match their employees' contributions.
- (j) Evaluate and establish the process by which an individual or an employee of a nonparticipating employer may establish and make contributions to the plan program.
- 100010. (a) After the board opens the plan program for enrollment, any employer may choose to participate and make the plan program available to employees.
- (b) Beginning three months after the board opens the plan program for enrollment, eligible employers with more than 100 eligible employees and that do not offer an employer-sponsored retirement plan shall make the plan program available to eligible employees, and all each eligible employees employee shall be enrolled in the plan program, unless the employee elects not to participate in the plan program as provided in subdivision (e).
- (c) Beginning six months after the board opens the plan program for enrollment, eligible employers with more than 50 eligible employees and that do not offer an employer-sponsored retirement plan shall make the plan program available to eligible employees, and all each eligible employees employee shall be enrolled in the plan program, unless the employee elects not to participate in the plan program as provided in subdivision (e).

SB 1234 — 12 —

(d) Beginning nine months after the board opens the plan program for enrollment, all other eligible employers that do not offer an employer-sponsored retirement plan shall make the plan program available to eligible employees, and all each eligible employees employee shall be enrolled in the plan program, unless the employee elects not to participate in the plan program as provided in subdivision (e).

- (e) An eligible employee may elect to opt out of the plan program by making a notation on the exemption certificate produced by the Employment Development Department. If the employee elects to opt out, the employee shall, after 24 months, be enrolled in the plan program, unless the employee again elects to opt out as provided in this subdivision.
- (f) Employers shall retain the option at all times to set up any type of retirement plan, such as a defined benefit plan or a 401(k) plan, instead of making the plan program available to its eligible employees.
- (g) An eligible employee may also terminate his or her participation in the—plan program at any time in a manner prescribed by the board and thereafter by making a notation on the exemption certificate produced by the Employment Development Department.
- (h) Unless otherwise specified by the employee, a participating employee shall contribute 3 percent of the employee's annual salary or wages to the plan program.
- (i) By regulation, the board may adjust the contribution amount set in subdivision (h) to no less than 2 percent and no more than 4 percent and may vary that amount within that 2 percent to 4 percent range for participating employees according to the length of time the employee has contributed to the plan program.
- 100016. Participating employers shall not be liable for the investment decisions of employees whose assets are deposited in the plan program.
- 100017. The state shall have no liability for the payment of the retirement savings benefit that is guaranteed to program participants pursuant to this title. Any financial liability for the payment of benefits in excess of funds available under the program shall be borne by the underwriters pursuant to the contract entered into with the board on behalf of the program participants. The

-13- SB 1234

state, and any of the funds of the state, shall have no obligation for payment of the guaranteed benefits arising from this title.

100018. (a) Notwithstanding Section 10231.5, the board shall submit an annual audited financial report, prepared in accordance with generally accepted accounting principles, on the operations of the California Secure Choice Retirement Savings Trust by August 1 to the Governor, the Controller, the State Auditor, and the Legislature, pursuant to Section 9795. The annual audit shall be made by an independent certified public accountant and shall include, but not be limited to, direct and indirect costs attributable to the use of outside consultants, independent contractors, and any other persons who are not state employees.

- (b) The annual audit shall be supplemented by the following information prepared by the board:
  - (1) Any studies or evaluations prepared in the preceding year.
- (2) A summary of the benefits provided by the trust including the number of participants in the trust.
- (3) Any other information that is relevant in order to make a full, fair, and effective disclosure of the operations of the California Secure Choice Retirement Savings Trust.

100022. The board shall initially conduct a market analysis to determine whether the necessary conditions for implementation of this title can be met, including, but not limited to, likely participation rates, participants' comfort with various investment vehicles and degree of risk, contribution levels, and the rate of account closures and rollovers. The board shall conduct this analysis only if sufficient funds are made available through a nonprofit or private entity, federal funding, or an annual Budget Act appropriation. The board shall forward its findings to the Chair of the Senate Committee on Public Employment and Retirement and to the Chair of the Assembly Committee on Public Employees, Retirement and Social Security, pursuant to Section 9795.

100024. With the exceptions of subdivision (a) of Section 100002, and Sections 100022 and 100026, the provisions of this title shall become operative only if funds are made available through a nonprofit or private entity or federal funding, in amounts sufficient to allow the board to study, develop, and obtain the approvals necessary to implement this title and the board notifies the Director of Finance that, based on its market analysis, the provisions of this title can be self-sustaining pursuant to this title.

SB 1234 — 14—

100026. This title shall be construed liberally in order to effectuate its legislative intent. The purposes of this title and all of its provisions with respect to the powers granted shall be broadly interpreted to effectuate that intent and purposes and not as to any limitation of powers.

- SEC. 4. Section 1088.9 is added to the Unemployment Insurance Code, to read:
- 1088.9. (a) The department shall have the power and duties necessary to administer the enforcement of employer compliance with Title 21 (commencing with Section 100000) of the Government Code.
- (b) An eligible employer shall use the department's exemption certificate filed by the eligible employee with the employer in a form and containing that information as the department prescribes, to create an option for an eligible employee to note his or her decision to opt out of utilizing the California Secure Choice Retirement Savings-Plan Program. The department shall make the opt-out notation simple and concise and in a manner it deems necessary to appropriately evidence the employee's understanding that he or she is choosing not to automatically deduct earnings to save for retirement.
- (c) For each Each eligible employer who, without good cause, fails to make the California Secure Choice Retirement Savings Plan Program available to all of its eligible employees pursuant to Section 100010 of the Government Code, on or before 90 days after notice has been given to the employer service of notice by the director pursuant to Section 1206 of his or her failure to comply, the department shall-assess pay a penalty of one thousand dollars (\$1,000) for every eligible employee not offered the retirement savings—plan program. The department shall enforce this penalty as part of its existing investigation and audit function.
- (d) The provisions of this article, the provisions of Article 9 (commencing with Section 1176), with respect to refunds and overpayments, and the provisions of Article 11 (commencing with Section 1221), with respect to administrative appellate review shall apply to the penalty imposed by this section. Penalties collected pursuant to this section shall be deposited in the contingent fund.

39 <del>(d)</del>

\_15\_ SB 1234

1 (e) This section shall become operative on January 1, 2014.