# CITY OF JACKSONVILLE BEACH, FLORIDA

FIREFIGHTERS' RETIREMENT SYSTEM

# FINANCIAL STATEMENTS AND REQUIRED SUPPLEMENTARY INFORMATION

**SEPTEMBER 30, 2018** 

AND INDEPENDENT AUDITORS' REPORT

# CITY OF JACKSONVILLE BEACH, FLORIDA

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# **SEPTEMBER 30, 2018**

# AND INDEPENDENT AUDITORS' REPORT

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#### INDEPENDENT AUDITORS' REPORT

To the Trustees of The City of Jacksonville Beach, Florida Firefighters' Retirement System Honorable Mayor and Members of the City Council Jacksonville Beach, Florida

# **Report on the Financial Statements**

We have audited the accompanying statement of fiduciary net position of the City of Jacksonville Beach, Florida, Firefighters' Retirement System (the FFRS) as of September 30, 2018, and the related statement of changes in fiduciary net position for the year then ended, and the related notes to the financial statements, which collectively comprise the FFRS's basic financial statements as listed in the table of contents.

### Management's Responsibility for the Financial Statements

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

### **Auditors' Responsibility**

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to FFRS's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of FFRS's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

#### **Opinion**

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial status of the FFRS as of September 30, 2018, and the changes in its financial status for the year then ended in accordance with accounting principles generally accepted in the United States of America.

#### **Certified Public Accountants**

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MEMBER OF AMERICAN INSTITUTE OF CERTIFIED PUBLIC ACCOUNTANTS PRIVATE COMPANIES AND S.E.C. PRACTICE SECTIONS

To the Trustees of The City of Jacksonville Beach, Florida Firefighters' Retirement System Honorable Mayor and Members of the City Council Jacksonville Beach, Florida

# INDEPENDENT AUDITORS' REPORT (Concluded)

#### **Other Matters**

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis and required supplementary information as listed in the table of contents be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to this information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Gurvis, Gray and Company, LLP March 25, 2019

Tallahassee, Florida



#### MANAGEMENT'S DISCUSSION AND ANALYSIS

The discussion and analysis of the City of Jacksonville Beach, Florida, Firefighters' Retirement System (the Plan) provides an overview of the financial activities and funding conditions for the fiscal year ended September 30, 2018.

# **Financial Highlights**

- The Plan's total net position held in trust for the payment of benefits and to meet the Plan's future obligations to its members and their beneficiaries was \$13,344,053. The Plan's position increased by \$1,031,945 an 8.38% increase for the year.
- Employer contributions to the Plan increased \$127,670 from the previous year. The actual employer contributions were \$337,958 for 2017, and \$465,628 for 2018. The increase is attributable to an increase in the actuarially calculated contribution requirement.
- Employee contributions to the Plan decreased by \$7,409 from the previous year. The actual employee contributions were \$168,792 for 2017, and \$161,383 for 2018. The decrease in employee contributions is attributable to a decrease in covered payroll dollars.
- The net investment income decreased by \$209,762 compared to 2017. The actual results were \$1,322,095 for 2017, and \$1,112,333 for 2018. Investment income decreased due to a decrease in performance compared to the previous year.
- Benefit payments and refund of contributions increased by \$23,892 compared to 2017. The benefit payments and refund of contributions were \$750,335 for 2017, and \$774,227 for 2018. The increase is attributable to more retirement benefits being paid compared to previous year.

Pension plan provisions for the Firefighters' Retirement System were modified significantly in fiscal year 2014 to improve the Plan's financial sustainability. The modifications included increasing the employee's contribution rate, changing the vesting periods, modifying pensionable pay exclusions, and modifying the Deferred Retirement Option Program (DROP). Details of the changes can be found in the Notes to the Financial Statements beginning on page 12. The funding objective of the Firefighters' Retirement System is to meet its long-term pension benefit obligations through employer and employee contributions and investment returns. The plan fiduciary net position as a percentage of total pension liability was 77.03% as of September 30, 2018.

# **Financial Analysis**

The following discussion and analysis are intended to serve as an introduction to the City of Jacksonville Beach, Florida, Firefighters' Retirement System financial statements, which are comprised of the Statement of Fiduciary Net Position, the Statement of Changes in Fiduciary Net Position, Notes to Financial Statements, and certain required supplementary information.

The financial statements reflect the activities of the Firefighters' pension plan and are reported in the Statement of Fiduciary Net Position and the Statement of Changes in Fiduciary Net Position. These statements are presented on a full accrual basis and reflect all trust activities as incurred.

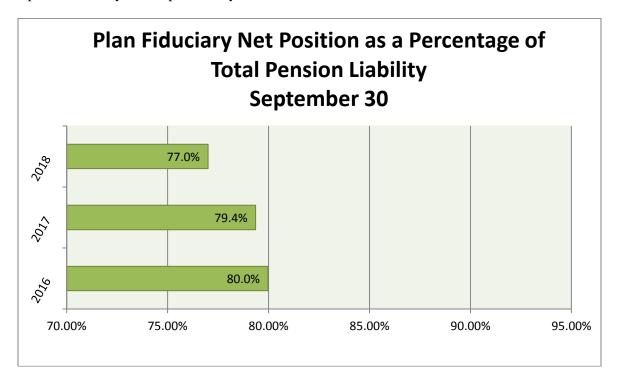
In addition to the basic financial statements and accompanying notes, this report also presents certain required supplementary information concerning the City of Jacksonville Beach's progress in funding its obligation to provide pension benefits to its employees.

# MANAGEMENT'S DISCUSSION AND ANALYSIS (Continued)

## Financial Analysis (Continued)

In 2014, the City implemented Governmental Accounting Standards Board Statement No. 67 & 68 (GASB 67 & 68) as required for the Firefighters' Retirement System. This statement requires additional disclosures in the Plan's financial statements. The statement also requires the net pension liability to be measured as of the Plan's most recent fiscal year-end using methods prescribed by GASB that differ significantly from previous methods. The required disclosures for the Firefighters' Retirement System can be found in the Notes to Financial Statements beginning on page 12 and the Required Supplementary Information beginning on page 23.

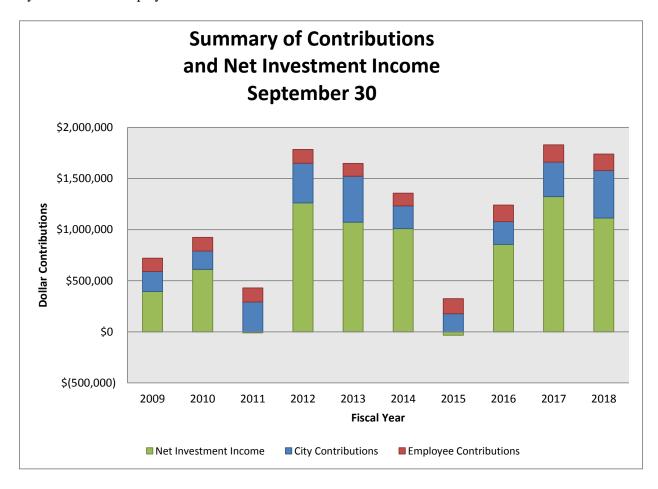
There are several ways to measure the Plan's financial status. One means is to determine the Plan's net position available to pay benefits. This is the difference between total assets and total liabilities. Another way is to refer to the Plan's Net Pension Liability, which takes into account the total pension liability and the Plan fiduciary net position. The chart below displays the Plan fiduciary net position as a percentage of total pension liability for the past three years.



# MANAGEMENT'S DISCUSSION AND ANALYSIS (Continued)

# **Financial Analysis (Continued)**

The funding objective of the Retirement System is to establish and receive contributions (expressed as a percent of active member payroll) which should remain level from year-to-year and not have to be increased for future generations of citizens in the absence of benefit improvements. The Retirement System is supported by member contributions, City contributions, property insurance premium tax monies received from the state (pursuant to Chapters 175, Florida Statutes), and investment income from the Retirement System assets as displayed on the chart below.



# MANAGEMENT'S DISCUSSION AND ANALYSIS

(Continued)

# **Financial Analysis (Continued)**

Actuarial valuation differences between actual and assumed investment return are phased-in over a closed four-year period. Therefore, during periods when investment performance exceeds the assumed rate, asset values will tend to be less than market value. Conversely, during periods when investment performance is less than the assumed rate, valuation assets will tend to be greater than market value. As of October 1, 2017, the date of the last actuarial valuation, the Plan had a market value of \$12,312,108 and a funding value of \$12,223,477 as shown in the chart below.

# Market/Funding Value of Assets

Plan Year Ended 9-30	 Market Value		Funding Value
2008	\$ 7,431,300	\$	8,366,054
2009	7,595,451		8,468,112
2010	7,875,016		8,434,027
2011	7,758,867		8,362,564
2012	8,979,198		8,887,626
2013	10,097,893		9,701,319
2014	10,946,306		10,437,534
2015	10,699,823		11,134,615
2016	11,141,492		11,525,665
2017	12,312,108		12,223,477

The Statement of Fiduciary Net Position is a snapshot of account balances at year-end. It indicates the assets available for future payments to retirees and any current liabilities that are owed at this time.

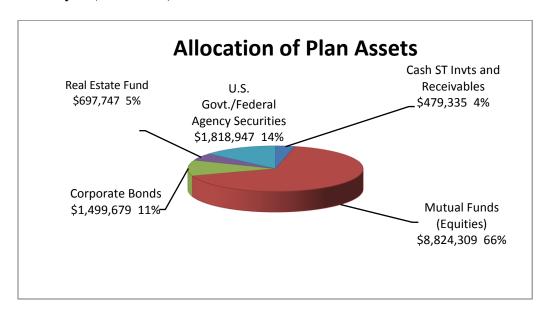
# Fiduciary Net Position Restricted for Pension Benefits as of September 30

				Increase/
	 2018	2017	(	Decrease)
Cash and Short-term Investments	\$ 479,335	\$ 323,816	\$	155,519
Due from Other Government Units	4,136	8,432		(4,296)
Interest Receivable	20,898	22,040		(1,142)
Investments	 12,840,682	 11,960,951		879,731
Total Assets	 13,345,051	 12,315,239		1,029,812
Accounts Payable	850	3,004		(2,154)
Other Accrued Liabilities	 148	 127		21
Total Liabilities	 998	 3,131		(2,133)
Net Position Restricted for Pension Benefits	\$ 13,344,053	\$ 12,312,108	\$	1,031,945

The net position of the Firefighters' Retirement System as of September 30, 2018, was \$13,344,053. The allocation of the Plan's total assets as of September 30, 2018, is shown on the pie chart on the following page.

# MANAGEMENT'S DISCUSSION AND ANALYSIS (Continued)

# Financial Analysis (Continued)



Revenues essential to funding the Plan are obtained from member contributions, City contributions, State premium tax distributions, and investment income from the retirement system assets. For the plan year ended September 30, 2018, Plan participants were required to pay 7.95% of their annual pensionable salary to the Plan. The City makes periodic contributions totaling 100% of the annual actuarially determined amount to the Plan. The Plan receives an annual distribution of property insurance premium tax monies from the State of Florida pursuant to Chapter 175, Florida Statutes.

The Statement of Changes in Fiduciary Net Position provides a view of current year additions to and deductions from the Plan's net position. Total plan deductions were less than the sum of net investment earnings and contributions, resulting in an overall 8.38% increase in plan net position for the year. Earnings or losses on investments are reported net of investment expenses. The following table shows a comparative summary of the changes in net position and reflects the Plan's activities for the fiscal years ended September 30.

# Changes in Fiduciary Net Position for the Year Ended September 30

	 2018		2017		Increase/ (Decrease)	Percentage Change
Additions:						
Contributions	\$ 769,767	\$	670,167	\$	99,600	14.86%
Net Investment Earnings	1,112,333		1,322,095		(209,762)	-15.87%
Transfers for Retirants	 0		2,114	_	(2,114)	-100.00%
<b>Total Additions, Net</b>	 1,882,100	_	1,994,376		(112,276)	-5.63%
Deductions:						
Benefits and Refunds	774,227		750,335		23,892	3.18%
Administrative Expenses	75,928		71,311		4,617	6.47%
Transfers for Retirants	 0		2,114	_	(2,114)	-100.00%
<b>Total Deductions</b>	 850,155		823,760		26,395	3.20%
Change in Net Position	1,031,945		1,170,616		(138,671)	-11.85%
Beginning of Year Net Position	12,312,108		11,141,492		1,170,616	10.51%
End of Year Net Position	\$ 13,344,053	\$	12,312,108	\$	1,031,945	8.38%

# MANAGEMENT'S DISCUSSION AND ANALYSIS

(Continued)

## Financial Analysis (Concluded)

The Plan's investment earnings result from market gains and losses on investments during the year as well as dividend and interest earnings.

# **Additions to the Fiduciary Net Position**

The monies to pay benefits are accumulated from the contributions made from employers, employees, State distributions of Chapter 175 premium taxes, and income generated from the Plan's investments. Earnings or losses on investments are reported net of investment expenses.

	 2018	2017	Increase/ Decrease)	
Additions:				
Employee Contributions	\$ 161,383	\$ 168,792	\$ (7,409)	
Employer Contributions	465,628	337,958	127,670	
State of Florida Contributions	142,756	163,417	(20,661)	
Net Investment Income	1,112,333	1,322,095	(209,762)	
Transfers In	 0	2,114	(2,114)	
<b>Total Additions</b>	\$ 1,882,100	\$ 1,994,376	\$ (112,276)	

# **Deductions from the Fiduciary Net Position**

The Plan provides a lifetime pension benefit to its retired members, as well as survivor, and disability benefits. Annual expenses to the Plan include retirement benefits, DROP distributions, refunds of employee contributions, and administrative expenses.

	 2018	 2017	ncrease/ Decrease)
<b>Deductions:</b>			
Benefits	\$ 774,227	\$ 750,335	\$ 23,892
Administrative Expenses	75,928	71,311	4,617
Transfers Out	 0	 2,114	 (2,114)
<b>Total Deductions</b>	\$ 850,155	\$ 823,760	\$ 26,395

The benefit payments are payments to retirees, or their beneficiaries (if the retiree is deceased). Administrative expenses include all expenses necessary to administer the retirement plan.

#### **Notes to Financial Statements and Required Supplementary Information**

Notes to financial statements provide additional information that is essential to a full understanding of the data provided. They begin on page 12 of this report.

# MANAGEMENT'S DISCUSSION AND ANALYSIS

(Concluded)

# Notes to Financial Statements and Required Supplementary Information (Concluded)

GASB 67 requires several schedules of historical trend information to be presented as required supplementary information immediately after the notes to the financial statements. The required schedules are: (a) a schedule of changes in the net pension liability and related ratios multi-year that presents the beginning and ending balances of the total pension liability, the pension plan's fiduciary net position, the net pension liability and the effects on those items; (b) a schedule of net pension liability multi-year; (c) a schedule of the City's contributions that identifies whether the information relates to employers, nonemployers, or both; and (d) a schedule of investment returns that provides information about the annual money-weighted rate of return on pension plan investments.

These schedules contain information pertaining to the City of Jacksonville Beach, Florida, Firefighters' Retirement Systems' actuarial methods and assumptions, including data on the investment returns of the Plan. They can be found on pages 23-26.

# Plan Membership

The table below reflects the Plan membership as of September 30 for active participants, retirees, beneficiaries, disabled members, DROP members, and terminated vested members.

	September 30,	September 30,	
	2018	2017	Change
Vested	24	25	(1)
Nonvested	6	5	1
Total Active Participants	30	30	0
Retirees Receiving Benefits	14	16	(2)
Beneficiaries Receiving Benefits	6	3	3
Disability Benefits	4	4	0
DROP Members	0	0	0
<b>Total Receiving Benefits</b>	24	23	1
Terminated Vested Members	0	0	0
<b>Total Members Currently Receiving Benefits</b>			
and Terminated Employees Entitled to			
Benefits, But Not Yet Receiving Them	24	23	1

# **Funding Status**

Of primary concern to most pension plan participants is the amount of money available to pay benefits. Historically, defined benefit pension plans have been under-funded when the employer failed to make annual actuarially required contributions to the plan. The City's defined benefit plan has been subject to the minimum funding standards since the adoption of the *Florida Protection of Public Employee Retirement Benefits Act* (Part VII of Chapter 112, Florida Statutes) in 1980. In addition, the Firefighters' Pension Plan receives a distribution of casualty premium tax monies from the State of Florida pursuant to Chapter 175, Florida Statutes. Accordingly, the City has funded the actuarially determined contribution for each year as required.

### **Request for Information**

The financial report is designed to provide users with an overview of the Plan's finances and the prudent exercise of the Board's oversight. Questions concerning this report should be addressed to the City's Finance Officer, 11 North Third Street, Jacksonville Beach, Florida 32250.



# STATEMENT OF FIDUCIARY NET POSITION SEPTEMBER 30, 2018 CITY OF JACKSONVILLE BEACH, FLORIDA FIREFIGHTERS' RETIREMENT SYSTEM

### **Assets**

Cash and Short-term Investments Due from Other Government Units Interest Receivable	\$ 479,335 4,136
Investments:	20,898
Mutual Funds (Equities)	8,824,309
Corporate Bonds	1,499,679
U.S. Government Obligations/Agencies	1,818,947
Real Estate Fund	697,747
Total Investments	12,840,682
Total Assets	 13,345,051
Liabilities	
Accounts Payable	(850)
Other Accrued Liabilities	 (148)
Total Liabilities	 (998)
Net Position Restricted for Pension Benefits	\$ 13,344,053

# STATEMENT OF CHANGES IN FIDUCIARY NET POSITION SEPTEMBER 30, 2018 CITY OF JACKSONVILLE BEACH, FLORIDA

# FIREFIGHTERS' RETIREMENT SYSTEM

Additions	
Contributions	
Employee	\$ 161,383
Employer	465,628
State of Florida	142,756_
Total Contributions	769,767
Investment Income	
Net Appreciation in Fair	
Value of Investments	467,836
Interest	303,640
Realized Gains	377,046_
Gross Investment Income	1,148,522
(Investment Expense)	(36,189)
Net Investment Income	1,112,333
Total Additions	1,882,100
Deductions	
Benefits	774,227
Administrative Expense	75,928_
(Total Deductions)	(850,155)
Net Increase (Decrease)	1,031,945
Beginning of Year	12,312,108
End of Year	\$ 13,344,053

#### **Note 1 - Description of Plan**

## **Reporting Entity**

The City of Jacksonville Beach, Florida, Firefighters' Retirement System (the FFRS) was formed on April 1, 2000, as a result of amendments to the Florida Statutes. Chapter 175.061 governing Firefighters' pensions and Chapter 185.05 governing Police Officers' pensions were amended to require separate pension plans for each of these groups of employees. On March 31, 2000, the predecessor pension plan (the Public Employees' Retirement System) ceased operations and its assets, liabilities, and fund balance were divided among three distinct pension plans:

- General Employees' Retirement System
- Police Officers' Retirement System
- Firefighters' Retirement System

#### **Plan Description**

Covered individuals under the FFRS include all employees hired by the City of Jacksonville Beach, Florida, (the City) for the position of Firefighter budgeted for 1,000 or more hours' work in a year, except as follows:

- Reserve Firefighters
- Fire Chief, unless specifically elected to participate

The FFRS is the administrator of a single-employer, defined benefit pension plan, and as it relates to Firefighters, is the successor entity for the plan that was established by the City on November 1, 1951, in accordance with a State of Florida legislative act which amended Chapter 27-643, Laws of Florida, 1951. Although the FFRS presents separate financial statements, it is included (reported as a pension trust fund) in the City's financial reporting entity. The FFRS is administered by a Board of Trustees comprised of two residents of the City appointed by City Council, two members of the FFRS elected by the membership, and a fifth member elected by the other four Board Members.

#### **Membership**

As of October 1, 2017 (date of the latest annual actuarial valuation), employee membership data related to the Pension Plan were:

Inactive Plan Members or their Beneficiaries Currently	
Receiving Benefits	23
Inactive Plan Members Entitled to Benefits,	
But Not Yet Receiving Them	0
Active Plan Members	30
Total	53

(Continued)

## **Note 1 - Description of Plan (***Continued***)**

#### **Benefits**

The Pension Plan provides retirement benefits, deferred vested benefits, and death and disability benefits. The Plan assets are available to pay firefighters. Pension Plan provisions for the FFRS were modified significantly in fiscal year 2014. The modifications included increasing the employees' contribution rate, changing the vesting periods, modifying pensionable pay exclusions, and modifying the Deferred Retirement Option Program (DROP). The chart below provides a comparison of the Pension Plan provisions that occurred in fiscal year 2014. In addition, the paragraphs following the chart provide a detailed description of the changes.

# **SUMMARY COMPARISON OF PENSION PROVISIONS**

CITY OF JACKSONVILLE BEACH FIREFIGHTERS' PENSION PLAN									
Provision	Employees Hired After July 21, 2014	Employees with Less Than 5 Years of Service on July 21, 2014	Employees with at Least 5 Years of Service but Less Than 10 Years of Service on July 21, 2014	Employees with 10 or More Years of Service on July 21, 2014	Employees with 30 Years of Service; Age 52 with 25 Years of Service; Age 55 with 5 Years of Service on July 21, 2014				
Benefit Formula		3% fo (\$90,00		3% - first 30 years; 2% thereafter (100% maximum)					
Normal Retirement Date		Age 52 with 25 years Age 55 with 10 years 30 years of service re	s of service; or	Age 52 with 25 years of service; or Age 55 with 5 years of service; or 30 years of service regardless of age					
Pensionable Pay	Base pay + lo	ongevity pay + incent all o	leave payouts, and	Base pay, longevity, overtime, shift differential, and incentive pay					
COLA	No COLA		benefits earned prior to the ef se on benefits earned after the		2% increase on 2 <sup>nd</sup> anniversary and annually thereafter				

■ Normal Retirement—Plan participants who retired prior to October 1, 1990, are entitled to pension payments for the remainder of their lives equal to 2-1/2% of their final average compensation times the number of years they were employed by the City. The final average compensation is the highest five out of last ten years of employment. Compensation includes, longevity pay, shift differentials, and incentive pay. The maximum annual pension payment to these participants is 75% of their final five-year average compensation.

Plan participants who retired after September 30, 1990 but before July 21, 2014, are entitled to pension payments for the remainder of their lives equal to 3% of their final average compensation times the number of years they were employed by the City up to a maximum of 30 years. After 30 years, the pension benefit is reduced to 2% of their final average compensation times the number of years of service over 30 years. A maximum annual pension benefit to these employees is 100% of their final average compensation.

# NOTES TO FINANCIAL STATEMENTS SEPTEMBER 30, 2018

# CITY OF JACKSONVILLE BEACH, FLORIDA FIREFIGHTERS' RETIREMENT SYSTEM

(Continued)

#### **Note 1 - Description of Plan (***Continued***)**

#### **Benefits** (Continued)

# ■ Normal Retirement—(Concluded)

Plan participants who retire on or after July 21, 2014, are entitled to payments for the remainder of their lives equal to 3% of their final average compensation times the number of years they were employed by the City up to a maximum of \$90,000 or 90%, whichever is less. Accrued benefits in excess of the maximum amount are retained by the Plan. Compensation includes base pay, longevity pay, incentive pay, but excludes overtime and all other forms of compensation.

Eligibility requirements for normal retirement are as follows for participants with ten years of service on July 21, 2014: 30 years of service regardless of age, or age 52 with 25 or more years of service, or age 55 with five years of service.

Eligibility requirements for normal retirement are as follows for participants with less than ten years of service on July 21, 2014: 30 years of service regardless of age, or age 52 with 25 or more years of service, or age 55 with ten years of service. There is no mandatory retirement age.

The normal form of benefit is a benefit payable for the life of the retired member with the first ten years guaranteed. Optional benefit forms are available on an actuarial equivalent basis.

- Early Retirement—Early Retirement is available with a reduced benefit only to participants age 50 with 10 or more years of service or 20 years of service as of July 21, 2014. Members that do not meet these conditions are not eligible for early retirement.
- Non-Duty Disability Retirement—Disability retirement is available to Plan participants that have attained at least ten years of service. Until the Plan participant reaches normal retirement age, the minimum non-duty disability is 25% of the participants' final average compensation.
- **Duty Disability Retirement**—The ten-year service requirement is waived if the retirement is caused by a duty-related disability. The amount of a duty disability pension is the larger of the members accrued pension and 50% of the members final average compensation. At regular retirement age, the participant may elect to continue to be covered by duty disability or have the benefit recomputed as a normal retirement with additional service credit granted from the date of retirement to the later of normal retirement age or five years after date of disability. The minimum benefit shall not be less than 42% of the participants' final average compensation.
- Non-Duty Death Before Retirement—Non-duty death benefits are available at 100% of the Plan participant's normal retirement benefit provided the Plan participant attained ten or more years of service.
- **Duty Death Before Retirement**—The ten-year service requirement is waived if the death is duty-related. The surviving spouse is entitled to receive 100% of the participants' normal retirement benefit. The minimum benefit to the spouse shall not be less than 35% of the participants' final average compensation.

(Continued)

## **Note 1 - Description of Plan (***Continued***)**

# **Benefits** (Concluded)

- Backwards Deferred Retirement Option Program (BackDROP)—A participant of the retirement system who meets the normal retirement requirements on or after July 21, 2014, is eligible for BackDROP. The participant may elect a BackDROP period for the number of months employed beyond their normal retirement date, up to a maximum of thirty-six consecutive months. Benefits are computed as if the participant chose to terminate on any date within the thirty-six month period after the normal retirement date, using credited service and final average compensation at the normal retirement date. In addition to the monthly pension, there will be a lump-sum payment. The lump-sum payment will be computed as if the monthly benefits had started and were accumulated in an account and credited with 3% interest, compounded annually during the period between the date chosen for BackDROP retirement and the date of termination.
- Cost of Living Adjustments (COLA)—A one-time, permanent benefit increase of 2% was granted to retirees who retired before January 1, 2009. Retirees who retired after January 1, 2009 but before July 21, 2014, will receive on the second anniversary of retirement, a 2% benefit increase and an additional 2% compounded annually, inclusive of certain periods and/or survivor benefits. Retirees who were employed on and retire after July 21, 2014, receive a 2% COLA increase for service earned before July 21, 2014, and 1% COLA increase for service earned after July 21, 2014, compounded annually beginning two years after retirement. Retirees hired after July 21, 2014, are not eligible for a COLA.

#### Contributions

For the year ended September 30, 2018, Plan participants were required to pay 7.95% of their annual compensation to the Pension Plan. The payments are deducted from the employees' wages or salary and remitted by the City to the FFRS at the end of each pay period. If an employee leaves the employment of the City before he or she is vested (attaining five years of service prior to July 21, 2014, or attaining ten years of service on or after July 21, 2014), the accumulated contributions plus earned interest are refunded to the employee or the employee's designated beneficiary. If an employee leaves the employment of the City after becoming vested, but before attaining retirement age, the employee or the employee's designated beneficiary has the option of being refunded the accumulated contributions plus earned interest or keeping the funds in the Plan and receiving benefits under the Plan upon reaching normal retirement age.

The City makes periodic contributions totaling a minimum of 100% of the annual actuarially determined amount to the Pension Plan. In addition, the Plan receives an annual distribution of property insurance premium tax monies from the State of Florida pursuant to Chapter 175, Florida Statutes. For the year ended September 30, 2018, the actuarially determined contribution amount as determined by the October 1, 2016 actuarial valuation, was \$608,384 (\$409,829 City, \$198,555 State of Florida). The actual contribution was \$608,384 (\$465,628 City, \$142,756 State of Florida).

(Continued)

## **Note 1 - Description of Plan (***Concluded***)**

# **Contributions** (Concluded)

For the year ended September 30, 2018, the total covered payroll (Firefighters only) amounted to \$2,029,975. Covered payroll refers to all compensation paid by the City to active employees covered by the FFRS on which contributions to the Pension Plan are based. Total payroll for the Firefighters (covered and uncovered) for the year ended September 30, 2018, was \$2,191,123.

#### Note 2 - Summary of Significant Accounting Policies and Plan Position Matters

# **Basis of Accounting**

The FFRS financial statements are prepared on the accrual basis of accounting. Contributions from the City and the City's employees are recognized as revenue in the period in which employees provide services to the City. Interest and dividend income is recognized when earned by the Pension Plan. Realized gains and losses on the sale of investments held by the Pension Plan are recognized when incurred. Net appreciation in the fair value of investments held by the Pension Plan is recorded as an increase to investment income based on the valuation of investments as of the date of the statement of plan net position available for benefits. Benefits and refunds are recognized when due and payable in accordance with the terms of the Plan.

#### **Investments**

Investments in securities are reported at fair value. Corporate bond securities are assigned a value based on yields currently available on securities of issuers with credit ratings similar to the securities held by the Pension Plan. Unrestricted capital stock securities are assigned a value based on quoted market prices. There are no investments in, loans to, or leases with parties related to the Pension Plan.

#### Note 3 - Cash and Investments

Chapter 175 of the Florida Statutes authorizes the FFRS to invest in time and savings accounts of a bank or a savings and loan association insured by the Federal Deposit Insurance Corporation. In addition, other Florida statutes and City ordinances authorize the FFRS to invest in obligations of the United States; in obligations guaranteed as to principal and interest by the United States; and in bonds, stocks, or other evidences of indebtedness issued or guaranteed by a corporation organized under the laws of the United States provided that the corporation is listed on one or more of the recognized national stock exchanges and holds a rating of the three highest classifications by a major rating service. Corporate fixed income securities must hold a rating of A or higher by a Nationally Recognized Statistical Rating Organization (Moody's, Standard & Poor's, Fitch).

# NOTES TO FINANCIAL STATEMENTS SEPTEMBER 30, 2018 CITY OF JACKSONVILLE BEACH, FLORIDA

# FIREFIGHTERS' RETIREMENT SYSTEM

(Continued)

# Note 3 - <u>Cash and Investments</u> (Continued)

Following is a summary of the investments and maturities held by the FFRS at September 30, 2018:

	Investment Maturities (in Yea						rs)		
		Fair		Less					More
		Value	_	Than 1	_	<u>1-5</u> <u>6-10</u>			<u>Than 10</u>
Investment Type									
Mutual Fund (Equities)	\$	8,824,309	\$	8,824,309					
U.S. Government Securities		867,268		186,246	\$	333,803	\$	\$347,219	
Federal Agency Securities:									
Federal Home Loan Mtg. Corp	).	347,768				1,180		346,588	
Federal National Mtg. Assoc.		603,911		125		7,314		596,472	
Corporate Bonds		1,499,679		38,046		626,425		835,208	
Real Estate Fund		697,747		697,747	_				
Total	\$	12,840,682	\$	9,746,473	\$	968,722	\$	2,125,487	<u>\$</u> 0

Credit quality distribution for the FFRS investments with credit exposure as a percentage of the total pension investment is as follows:

<b>Investment Type</b>	Moody's Credit Rating	Percent of Total
U.S. Government Securities	Aaa	6.75%
Federal Agency Securities	Aaa	7.41%
Corporate Bonds	A1	1.70%
Corporate Bonds	A2	1.52%
Corporate Bonds	A3	5.70%
Corporate Bonds	Baa1	2.17%
Corporate Bonds	Baa2	0.59%

Cash and money market funds totaling \$479,335 at September 30, 2018, are classified as cash and short-term investments on the accompanying statement of fiduciary net position because they are available for immediate withdrawal or transfer.

#### **Risk Disclosure**

The Plan's investment policies do not specifically address its exposure to interest rate changes, custodial credit risk, or quality credit risk. The following items discuss the pension funds' exposure to various risks in primarily the fixed rate portions of their investment portfolios:

- Interest Rate Risk—the City's pension funds limit their risk by averaging investment maturities at approximately three to five years.
- Custodial Credit Risk—for an investment, custodial credit risk is the risk that in the event of the failure of the counterparty, the fund will not be able to recover the value of its investments or collateral securities that are in the possession of an outside party. The fund generally utilizes third party custodians to help manage custodial credit risk.

(Continued)

# Note 3 - <u>Cash and Investments</u> (Continued)

#### Risk Disclosure (Concluded)

■ Concentration of Credit Risk—the pension funds' investment policies and practices require investments to be diversified to the extent practicable to control the risk of loss resulting from overconcentration of assets in a specific maturity, issuer, instrument, dealer, or bank through which financial instruments are purchased and sold.

#### **Identification of Investments**

- Equities—Investments in equity securities must be traded on the national exchange or electronic network. No more than 5% of the Plan's assets, at the time of purchase, may be invested in the common stock, capital stock, or convertible stock of any one issuing company. In addition, the aggregate investment in any one company shall not exceed 5% of the outstanding capital stock of that company. No more than 10% of the Plan's assets, at the time of purchase, may be invested in the shares of companies that have been publicly traded for less than one year.
- Fixed Income—Investments in corporate fixed income securities shall be limited to those securities rated "A" (or its equivalent) or higher by a Nationally Recognized Statistical Rating Organization. The maximum maturity of any single security in the Plan's fixed income portfolio shall not exceed 30 years, and the average effective duration of the portfolio shall not exceed that of the benchmark index by more than 20%. No more than 10% of the Plan's assets, at the time of purchase, shall be invested in securities of any single corporate issuer. Investments in Collaterized Mortgage Obligations (CMO) shall be limited to 10% of the market value of the Plan's fixed income portfolio and shall be restricted to those issues that are currently paying interest, receiving principal pay-downs and do not contain leverage.
- **Real Estate Fund**—All real estate investments shall be managed by experienced and qualified professional real property investment managers. The Board will seek to diversify its real estate investment by property type (residential, industrial, office, retail, timberland, etc.) and property location (geographic region).

The following is the Board's adopted asset allocation policy as of September 30, 2018:

Asset Class	Allocation
Domestic Equity	50%
International Equity	10%
Fixed Income	35%
Real Estate Fund	5%
Total	100%

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## Concentration

The Plan did not hold investments in any one organization that represents 5% or more of the Pension Plan's fiduciary net position.

# NOTES TO FINANCIAL STATEMENTS SEPTEMBER 30, 2018 CITY OF JACKSONVILLE BEACH, FLORIDA

# FIREFIGHTERS' RETIREMENT SYSTEM

(Continued)

# Note 3 - <u>Cash and Investments</u> (Continued)

#### **Rate of Return**

For the year ended September 30, 2018, the annual money-weighted rate of return on Plan investments, net of Plan investment expense, was 9.22%. The money-weighted rate of return expresses investment performance, net of investment expense, adjusted for the changing amounts actually invested.

#### **Fair Value Measurements**

The fair value hierarchy categorizes the inputs to valuation techniques used to measure fair value into three levels:

- **Level 1 Inputs**—are quoted prices (unadjusted) for identical assets or liabilities in active markets that a government can access at the measurement date.
- Level 2 Inputs—are inputs other than quoted prices included within Level 1 that are observable for an asset or liability, either directly or indirectly.
- Level 3 Inputs—are unobservable inputs for an asset or liability. The fair value hierarchy gives the highest priority to Level 1 inputs and the lowest priority to Level 3 inputs. If a price for an identical asset or liability is not observable, a government should measure fair value using another valuation technique that maximizes the use of relevant observable inputs and minimizes the use of unobservable inputs.

The Plan's investments are measured at fair value on a recurring basis. Fair value measurements are categorized based on the valuation inputs used to measure an asset's fair value in the hierarchy described above. The fair value measurements for the Plan's operating investments are as follows at September 30, 2018:

		•	Fair Value Measurements Using						
			Quoted Prices in Active Markets		S	ignificant Other	Significant		
Investments by Fair Value Level		Amount		or Identical sets (Level 1)	_	bservable uts (Level 2)	Unobservable Inputs (Level 3)		
Equities		8,824,309	\$	8,824,309	Inp	uts (Ecver 2)	inputs (Level 3)		
U.S. Government Securities Federal Agency Securities:	Ψ.	867,268	Ψ	867,268					
Federal Home Loan Mortgage Corporation		347,768			\$	347,768			
Federal National Mortgage Association		603,911				603,911			
Corporate Bonds		1,499,679				1,499,679			
Total Investments Measured at Fair Value	\$	12,142,935	\$	9,691,577	\$	2,451,358	\$ 0		
Investments Measured at the Net Asset Value (NAV)		Amount		Unfunded Commitments		edemption requency (if ently Eligible)	Redemption Notice Period		
Real Estate Fund	\$	697,747	\$	0	-	Quarterly	45 days		
<b>Total Investments</b>	\$	12,840,682							

# NOTES TO FINANCIAL STATEMENTS SEPTEMBER 30, 2018 CITY OF JACKSONVILLE BEACH, FLORIDA

# FIREFIGHTERS' RETIREMENT SYSTEM

(Continued)

# Note 3 - <u>Cash and Investments</u> (Concluded)

#### Fair Value Measurements (Concluded)

Equities and U.S. Government Securities are valued based on prices quoted in active markets and are categorized as Level 1 in the fair value hierarchy. Federal Agency Securities are valued using matrix pricing techniques that value securities based on their relationship to benchmark quoted prices. Corporate bonds are valued using quoted prices for similar securities in active markets and are categorized as Level 2 in the fair value hierarchy. The Real Estate Fund is valued at Net Asset Value (NAV) which is determined using certified annual appraisals of investment properties held by the fund.

# Note 4 - Pension Cost

The pension cost for the year ended September 30, 2018, was \$465,628 (actual contribution-City share). The pension cost for the 2018 fiscal year was determined as part of the October 1, 2016 roll-forward actuarial valuation using the entry age actuarial cost method.

The actuarial assumptions in the October 1, 2016, valuation included: (a) 7.9% investment rate of return (includes 2.5% inflation and 5.4% real investment return); and (b) projected salary increases ranging from 2.7% to 6.3% per year. The assumptions did not include postretirement benefit increases. The actuarial value of assets was determined using techniques that smooth the effects of short-term volatility in the market value of investments over a four-year period. The unfunded actuarial accrued liability is being amortized as a level percentage of projected payrolls on an open basis. The remaining amortization period at October 1, 2016, was four to twenty-five years.

#### **Note 5 - Net Pension Liability**

The Pension Plan's fiscal year-end net pension liability as of October 1, 2018, was as follows:

Total Pension Liability	\$ 17,322,288
Plan Fiduciary Net Position	 13,344,053
Net Pension Liability	\$ 3,978,235
Plan Fiduciary Net Position as a Percentage	
of Total Pension Liability	77.03%

#### **Actuarial Assumptions**

The total pension liability was determined by an actuarial valuation as of October 1, 2017, updated to September 30, 2018, using the following actuarial assumptions applied to all measurement periods.

Inflation	2.5%
Salary Increases	2.7-6.3% (Including Inflation)
Investment Rate of Return	7.5%

(Continued)

## **Note 5 - Net Pension Liability (Continued)**

#### **Actuarial Assumptions (Concluded)**

Mortality rates were based on House Bill 1309 which mandated the use of the Florida Retirement System (FRS) mortality tables. The RP-2000 table and projection scale BB produce life expectancies that are longer for male and females. This table was first used for the October 1, 2016 valuation.

The long-term expected rate of return on the Plan investments was determined using buildingblock method in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expenses and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. Best estimates of arithmetic real rates of return for each major asset class included in the Plan's target asset allocation as of September 30, 2018, are summarized below:

	Long-term Expected
Asset Class	Rate of Return (Excluding Inflation)
Domestic Equity	7.5%
International Equity	8.5%
Domestic Bonds	2.5%
International Bonds	3.5%
Real Estate Fund	4.5%
Cash	0.0%

#### **Discount Rate**

The discount rate used to measure the total pension liability was 7.5%. The projection of cash flows used to determine the single discount rate assumed that Plan member contributions will be made at the current contribution rate and that employer contributions will be made at rates equal to the difference between actuarially determined contribution rates and the member rate. Based on these assumptions, the Pension Plan's fiduciary net position was projected to be available to make all projected future benefit payments of current Plan members. Therefore, the long-term expected rate of return on Pension Plan investments was applied to all periods of projected benefit payments to determine the total pension liability. The single discount rate reflects the long-term expected rate of return on Pension Plan investments including inflation.

The table below provides the sensitivity of the net pension liability to changes in the discount rate. The table represents the Plan's net pension liability, if it were calculated using a single discount rate that is 1-percentage point lower or 1-percentage point higher than the single discount rate.

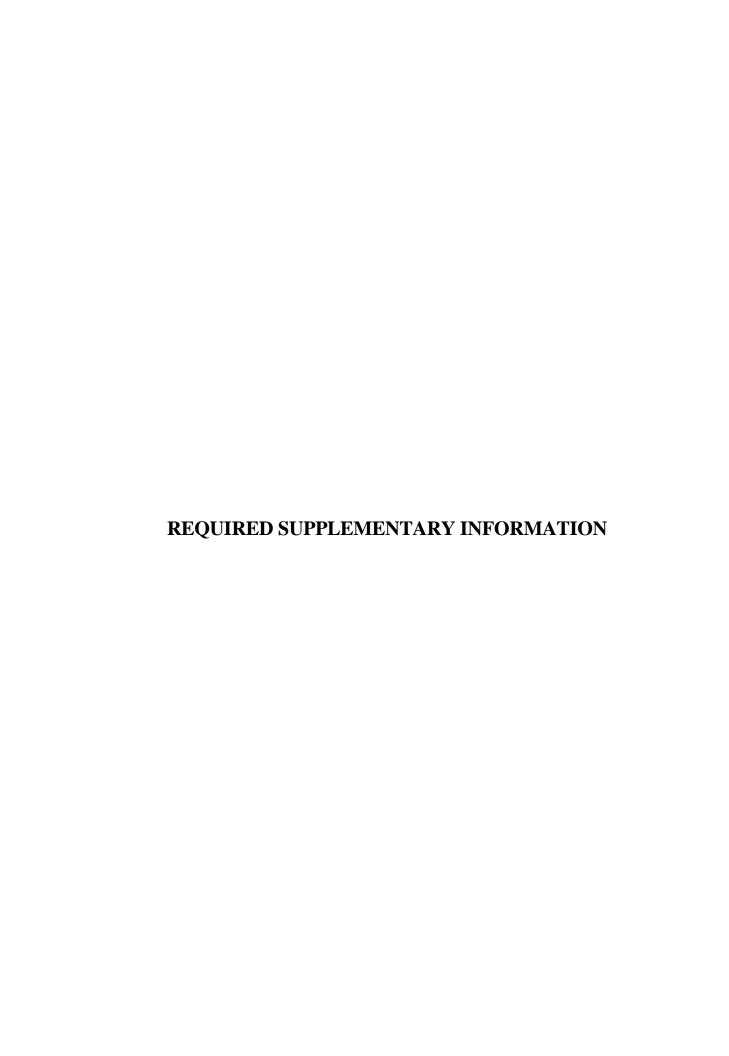
# Note 5 - Net Pension Liability (Concluded)

**Discount Rate** (Concluded)

Sensitivity of Net Pension Liability to the Single Discount Rate Assumption

			Current				
19	% Decrease	Dis	scount Rate	1% Increase			
	6.5%		7.5%		8.5%		
\$	6,301,067	\$	3,978,235	\$	2,054,188		

The total pension liability information is based on the actuarial valuation performed October 1, 2017. The total pension liability was rolled-forward from the valuation date to the Plan year ended September 30, 2018, using generally accepted actuarial principles.



# REQUIRED SUPPLEMENTARY INFORMATION SCHEDULE OF CHANGES IN NET PENSION LIABILITY AND RELATED RATIOS MULTI-YEAR CITY OF JACKSONVILLE BEACH, FLORIDA FIREFIGHTERS' RETIREMENT SYSTEM

# (Ultimately 10 Years Will Be Displayed)

Fiscal Year Ended September 30,

•	2018	2017		2016		2015		2014	
<b>Total Pension Liability</b>									
Service Cost	\$ 306,120	\$	302,339	\$	281,750	\$	245,288	\$	246,636
Interest on the Total Pension Liability	1,207,186		1,096,691		993,524		951,607		912,823
Benefit Changes (See Notes to Schedule)*									(1,652,165)
Difference Between Expected and									
Actual Experience	188,875		216,068		33,751		117,343		
Assumption Changes#	879,444		717,489		812,177				
Benefit Payments	 (774,227)		(750,335)		(933,482)		(683,521)		(664,459)
Net Change in Total Pension Liability	1,807,398	1,582,252			1,187,720		630,717		(1,157,165)
Total Pension Liability-Beginning	15,514,890		13,932,638		12,744,918		12,114,201		13,271,366
Total Pension Liability-Ending (a)	\$ 17,322,288	\$	15,514,890	\$	13,932,638	\$	12,744,918	\$	12,114,201
Plan Fiduciary Net Position									
Employer and State Contributions	\$ 608,384	\$	501,375	\$	422,041	\$	389,997	\$	457,932
Employee Contributions	161,383		168,792		160,567		146,951		122,590
Pension Plan Net Investment Income	1,112,333		1,322,095		855,178		(33,549)		1,010,160
Benefit Payments	(774,227)		(750,335)		(933,482)		(683,521)		(664,459)
Pension Plan Administrative Expenses	 (75,928)		(71,311)		(62,635)		(66,361)		(77,810)
Net Change in Plan Fiduciary Net Position	1,031,945		1,170,616		441,669		(246,483)		848,413
Plan Fiduciary Net Position-Beginning	 12,312,108		11,141,492		10,699,823		10,946,306		10,097,893
Plan Fiduciary Net Position-Ending (b)	\$ 13,344,053	\$	12,312,108	\$	11,141,492	\$	10,699,823	\$	10,946,306
Net Pension Liability-Ending (a) – (b)	\$ 3,978,235	\$	3,202,782	\$	2,791,146	\$	2,045,095	\$	1,167,895
Plan Fiduciary Net Position as a Percentage									
of Total Pension Liability	77.03%		79.36%		79.97%		83.95%		90.36%
Covered Employee Payroll	\$ 2,029,975	\$	2,123,170	\$	2,019,711	\$	1,848,440	\$	1,867,968
Net Pension Liability as a Percentage									
of Covered Employee Payroll	195.97%		150.85%		138.20%		110.64%		62.52%

#### **Notes to Schedule**

- \* For the 2014 fiscal year, benefit changes were determined as of the beginning of the year. Benefit terms were modified during 2014 to include longer vesting periods, changes in the benefit formula, changes in the COLA, and changes in what is considered pensionable compensation.
- # Assumption changes include the following:
  - For 2016, adding a 3% load on the present value of future benefits as a margin for future mortality improvements, and decreasing the long-term municipal bond rate from 3.71% to 3.06%.
  - For 2017, decreasing the single discount rate and long-term expected rate of return from 8.00% to 7.90%, and increasing the long-term municipal bond rate from 3.06% to 3.50%.
  - For 2018, decreasing the single discount rate and long-term expected rate of return from 7.90% to 7.50%, and increasing the long-term municipal bond rate from 3.50% to 3.83%.

# REQUIRED SUPPLEMENTARY INFORMATION SCHEDULE OF THE NET PENSION LIABILITY MULTI-YEAR CITY OF JACKSONVILLE BEACH, FLORIDA FIREFIGHTERS' RETIREMENT SYSTEM

# (Ultimately 10 Years Will Be Displayed)

Fiscal						Plan Net		<b>Net Pension</b>
Year		Total	Plan		Net	Position		Liability as a
Ending		Pension	Net		Pension	as a %	Covered	% of Covered
September 30,	<u>L</u>	iability (TPL)	Position	_	Liability	of TPL	 Payroll	Payroll
2013	\$	13,271,366 \$	10,097,893	\$	3,173,473	76.09%	\$ 2,061,779	153.92%
2014		12,114,201	10,946,306		1,167,895	90.36%	1,867,968	62.52%
2015		12,744,918	10,699,823		2,045,095	83.95%	1,848,440*	110.64%
2016		13,932,638	11,141,492		2,791,146	79.97%	2,019,711*	138.20%
2017		15,514,890	12,312,108		3,202,782	79.36%	2,123,170*	150.85%
2018		17,322,288	13,344,053		3,978,235	77.03%	2,029,975*	195.97%

\*Source: Implicit payroll based on employee contributions during fiscal year.

Note: The above calculations were performed in accordance with the requirements of GASB Statement No. 67.

# NOTE TO REQUIRED SUPPLEMENTARY INFORMATION SCHEDULE OF CONTRIBUTIONS CITY OF JACKSONVILLE BEACH, FLORIDA FIREFIGHTERS' RETIREMENT SYSTEM

### (Ultimately 10 Years Will Be Displayed)

Fiscal						Actual
Year	Actuarially		(	Contribution		Contribution
Ending	Determined	Actual		Deficiency	Covered	as a % of
October 1,	 Contribution	Contribution		(Excess)	Payroll	Covered Payroll
2014	\$ 408,279	\$ 457,932	\$	(49,653)\$	1,867,968	24.51%
2015	368,361	389,997		(21,636)	1,848,440*	21.10%
2016	422,041	422,041		0	2,019,711*	20.90%
2017	501,375	501,375		0	2,123,170*	23.61%
2018	608,384	608,384		0	2,029,975	29.97%

<sup>\*</sup> Source: Implicit payroll based on employee contributions during the fiscal year.

## **Notes to Schedule of Contributions**

Valuation Date: October 1, 2017

Notes: Actuarially determined contribution rates are calculated as of October 1,

which is 12 months prior to the beginning of the fiscal year in which

contributions are reported.

# Methods and Assumptions Used to Actuarially Determine Contribution Rates

Actuarial Cost Method: Entry Age Normal

Amortization Method: Level Percentage of Payroll, Closed

Remaining Amortization Period: 4-25 Years

Asset Valuation Method: 4-Year Smoothed Market

Inflation: 2.5% Wage Inflation, 2.5% Price Inflation Salary Increases: 2.7% to 6.3% Including Inflation

Investment Rate of Return: 7.9%

Retirement Age: Experience-based table of rates that are specific to the type of eligibility

condition. Last updated for the 2002 valuation.

Mortality: The Florida Retirement System (FRS) mortality tables which use variations of

the fully generational RP-2000 Mortality Tables with projection scale BB.

#### **Other Information**

Notes: The Employer Contribution for fiscal year 2018 was determined in the

October 1, 2016 Actuarial Valuation report.

# NOTE TO REQUIRED SUPPLEMENTARY INFORMATION SCHEDULE OF INVESTMENT RETURNS CITY OF JACKSONVILLE BEACH, FLORIDA FIREFIGHTERS' RETIREMENT SYSTEM

Fiscal Year Ending September 30,	Annual Money-weighted Rate of Return Net of Investment Expense					
2018	9.22%					
2017	12.11%					
2016	8.15%					
2015	-0.35%					
2014	10.22%					
2013	11.97%					
2012	16.52%					
2011	-0.17%					
2010	8.16%					
2009	5.45%					
2008	-10.88%					