

FRACKVILLE BOROUGH POLICE PENSION PLAN

SCHUYLKILL COUNTY

COMPLIANCE AUDIT REPORT

FOR THE PERIOD

JANUARY 1, 2010 TO DECEMBER 31, 2012

COMMONWEALTH OF PENNSYLVANIA

EUGENE A. DEPASQUALE - AUDITOR GENERAL

DEPARTMENT OF THE AUDITOR GENERAL





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EUGENE A. DEPASQUALE AUDITOR GENERAL

The Honorable Mayor and Borough Council Frackville Borough Schuylkill County Frackville, PA 17931

We have conducted a compliance audit of the Frackville Borough Police Pension Plan for the period January 1, 2010 to December 31, 2012. The audit was conducted pursuant to authority derived from Section 402(j) of Act 205 and in accordance with the standards applicable to performance audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform our audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

The objectives of the audit were:

- 1. To determine if municipal officials took appropriate corrective action to address the findings contained in our prior audit report; and
- 2. To determine if the pension plan was administered in compliance with applicable state laws, regulations, contracts, administrative procedures, and local ordinances and policies.

Our audit was limited to the areas related to the objectives identified above. Our methodology addressed determinations about the following:

- · Whether state aid was properly determined and deposited in accordance with Act 205 requirements.
- · Whether employer contributions are determined and deposited in accordance with the plan's governing document and applicable laws and regulations.
- · Whether employee contributions are required and, if so, are determined, deducted and deposited into the pension plan and are in accordance with the plan provisions and applicable laws and regulations.

- · Whether benefit payments, if any, represent payments to all (and only) those entitled to receive them and are properly determined in accordance with applicable laws and regulations.
- Whether obligations for plan benefits are accurately determined in accordance with plan provisions and based on complete and accurate participant data; and whether actuarial valuation reports are prepared and submitted to the Public Employee Retirement Commission (PERC) in accordance with state law and selected information provided on these reports is accurate, complete and in accordance with plan provisions to ensure compliance for participation in the state aid program.
- · Whether benefit payments have only been made to living recipients, based on the Social Security numbers found in the pension records for retirees and beneficiaries.

Borough officials are responsible for establishing and maintaining effective internal controls to provide reasonable assurance that the Frackville Borough Police Pension Plan is administered in compliance with applicable state laws, regulations, contracts, administrative procedures, and local ordinances and policies. In conducting our audit, we obtained an understanding of the borough's internal controls as they relate to the borough's compliance with those requirements and that we considered to be significant within the context of our audit objectives, and assessed whether those significant controls were properly designed and implemented. Additionally, we tested transactions, assessed official actions, performed analytical procedures and interviewed selected officials to provide reasonable assurance of detecting instances of noncompliance with legal and regulatory requirements or noncompliance with provisions of contracts, administrative procedures, and local ordinances and policies that are significant within the context of the audit objectives.

The results of our tests indicated that, in all significant respects, the Frackville Borough Police Pension Plan was administered in compliance with applicable state laws, regulations, contracts, administrative procedures, and local ordinances and policies, except as noted in the following findings further discussed later in this report:

- Finding No. 1 Partial Compliance With Prior Audit Recommendation Inconsistent and Unauthorized Pension Benefits
- Finding No. 2 Noncompliance With Prior Audit Recommendation Improper Elimination Of Members' Contributions
- Finding No. 3 Noncompliance With Prior Audit Recommendation Untimely Deposit Of State Aid
- Finding No. 4 Failure To Fully Pay The Minimum Municipal Obligation Of The Plan

As previously noted, one of the objectives of our audit of the Frackville Borough Police Pension Plan was to determine compliance with applicable state laws, regulations, contracts, administrative procedures, and local ordinances and policies. Act 205 was amended on September 18, 2009, through the adoption of Act 44 of 2009. Among several provisions relating to municipal pension plans, the act provides for the implementation of a distress recovery program. Three levels of distress have been established:

<u>Level</u>	<u>Indication</u>	Funding Criteria
I	Minimal distress	70-89%
II	Moderate distress	50-69%
III	Severe distress	Less than 50%

The accompanying supplementary information is presented for purposes of additional analysis. We did not audit the information or conclude on it and, accordingly, express no form of assurance on it. However, we are extremely concerned about the funded status of the plan contained in the schedule of funding progress included in this report which indicates the plan's funded ratio is 58.6% as of January 1, 2011, which is the most recent date available. Based on this information, the Public Employee Retirement Commission issued a notification that the borough is currently in Level II moderate distress status. We encourage borough officials to monitor the funding of the police pension plan to ensure its long-term financial stability.

Finding Nos. 1, 2 and 3 contained in this audit report repeat conditions that were cited in our previous audit report that have not been corrected by borough officials. We are concerned by the borough's failure to correct these previously reported audit findings and strongly encourage timely implementation of the recommendations noted in the audit report.

The contents of this report were discussed with officials of Frackville Borough and, where appropriate, their responses have been included in the report. We would like to thank borough officials for the cooperation extended to us during the conduct of the audit.

March 28, 2014

EUGENE A. DEPASQUALE

Eugraf: O-Pagur

Auditor General

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BACKGROUND

On December 18, 1984, the Pennsylvania Legislature adopted the Municipal Pension Plan Funding Standard and Recovery Act (P.L. 1005, No. 205, as amended, 53 P.S. § 895.101 et seq.). The act established mandatory actuarial reporting and funding requirements and a uniform basis for the distribution of state aid to Pennsylvania's public pension plans. Section 402(j) of Act 205 specifically requires the Auditor General, as deemed necessary, to make an audit of every municipality which receives general municipal pension system state aid and of every municipal pension plan and fund in which general municipal pension system state aid is deposited.

Annual state aid allocations are provided from a 2 percent foreign (out-of-state) casualty insurance premium tax, a portion of the foreign (out-of-state) fire insurance tax designated for paid firefighters and any investment income earned on the collection of these taxes. Generally, municipal pension plans established prior to December 18, 1984, are eligible for state aid. For municipal pension plans established after that date, the sponsoring municipality must fund the plan for three plan years before it becomes eligible for state aid. In accordance with Act 205, a municipality's annual state aid allocation cannot exceed its actual pension costs.

In addition to Act 205, the Frackville Borough Police Pension Plan is also governed by implementing regulations adopted by the Public Employee Retirement Commission published at Title 16, Part IV of the Pennsylvania Code and applicable provisions of various other state statutes including, but not limited to, the following:

Act 600 - Police Pension Fund Act, Act of May 29, 1956 (P.L. 1804, No. 600), as amended, 53 P.S. § 761 et seq.

The Frackville Borough Police Pension Plan is a single-employer defined benefit pension plan locally controlled by the provisions of Ordinance No. 76-1, as amended, adopted pursuant to Act 600. The plan is also affected by the provisions of collective bargaining agreements between the borough and its police officers. The plan was established April 7, 1964. Active members are not required to contribute to the plan. As of December 31, 2012, the plan had 4 active members, 1 terminated member eligible for vested benefits in the future and 6 retirees receiving pension benefits from the plan.

BACKGROUND – (Continued)

As of December 31, 2012, selected plan benefit provisions are as follows:

Eligibility Requirements:

Normal Retirement Age 55 and 25 years of service.

Early Retirement None

Vesting 100% after 12 years of service.

Retirement Benefit:

50% of final 36 months average salary, plus a service increment of \$100 per month for participants who retire with 26 or more years of service.

Survivor Benefit:

Before Retirement Eligibility Refund of member contributions plus interest.

After Retirement Eligibility A monthly benefit equal to 50% of the pension the

member was receiving or was entitled to receive on the

day of the member's death.

Service Related Disability Benefit:

50% of the member's salary at the time the disability was incurred, offset by Social Security disability benefits received for the same injury.

FRACKVILLE BOROUGH POLICE PENSION PLAN STATUS OF PRIOR FINDINGS

Partial Compliance With Prior Audit Recommendation

Frackville Borough has partially complied with the prior audit recommendation concerning the following:

· Pension Benefits Not In Compliance With Act 600 Provisions

On April 13, 2011, borough officials adopted Ordinance No. 1-11 to bring the police pension plan's benefit structure into compliance with Act 600; however, the collective bargaining agreement between the police officers and the borough continues to contain provisions that are inconsistent with the governing document and are not in accordance with Act 600 as further discussed in the Findings and Recommendations section of this report.

Noncompliance With Prior Audit Recommendations

Frackville Borough has not complied with the prior audit recommendations concerning the following as further discussed in the Findings and Recommendations section of this report:

- · Improper Elimination Of Members' Contributions
- · Untimely Deposit Of State Aid

<u>Finding No. 1 – Partial Compliance With Prior Audit Recommendation – Inconsistent And Unauthorized Pension Benefits</u>

Condition: Our prior audit report disclosed that the pension plan's governing document, Ordinance No. 76-1, as amended, contained benefit provisions that conflicted with the collective bargaining agreement (CBA) between the police officers and the borough and were not in compliance with Act 600. During the current audit period, borough officials adopted Ordinance No. 1-11 to bring the police pension plan's benefit structure into compliance with Act 600; however, the CBA continues to contain benefit provisions that conflict with the governing document and are not in accordance with Act 600, as noted below:

Benefit Provision	Governing Document	Collective Bargaining Agreement	Act 600 (as amended)	
Service- related disability benefit	50% of the member's salary at the time the disability was incurred, reduced by Social Security disability benefits received for the same injury.	75% of highest monthly compensation.	The benefit must be in conformity with a uniform scale and fixed by the plan's governing document at no less than 50% of the member's salary at the time the disability was incurred, reduced by the amount of Social Security disability benefits received for the same injury.	
Normal retirement age	A member who has served in the police force for an aggregate total of at least 25 years and has attained the age of 55 years.	Upon completion of 25 years of service (20 years of service when allowed by Act 600) in the municipal police force and attainment of the age of fifty (50) years old.	Each ordinance or resolution establishing a police pension fund shall prescribe a minimum period of total service in the aggregate of twenty-five years in the same borough, town, township or regional police department and shall fix the age of the members of the force at fifty-five years, or, if an actuarial study of the cost shows that such reduction in age is feasible, may fix the age of the members of the force at fifty years.	

Finding No. 1 – (Continued)

Benefit Provision	Governing Document	Collective Bargaining Agreement	Act 600 (as amended)
Survivor's benefit	A lifetime survivor's benefit must be provided to the surviving spouse (or if no spouse survives or if he or she subsequently dies, the child or children under 18 years of age or if attending college, under or attaining the age of 23) of no less than 50% of the pension the member was receiving or would have been entitled to receive had he been retired at the time of death.	50% of the pension that the member was receiving or would have been receiving had he been eligible and retired at the time of his death, payable to the surviving spouse until death or remarriage. Upon the death or remarriage of the surviving spouse, or if there is no surviving spouse, the benefit is payable to the surviving child or children until age 18.	A lifetime survivor's benefit must be provided to the surviving spouse (or if no spouse survives or if he or she subsequently dies, the child or children under 18 years of age or if attending college, under or attaining the age of 23) of no less than 50% of the pension the member was receiving or would have been entitled to receive had he been retired at the time of death. ("Attending college" shall mean the eligible children are registered at an accredited institution of higher learning and are carrying a minimum course load of 7 credit hours per semester.)
Killed in service	Not provided. (Repealed pursuant to Act 51 of 2009.)	A pension calculated at 100% of the member's highest monthly compensation.	Not authorized. (Repealed by Act 51 of 2009.)

Finding No. 1 – (Continued)

In addition, the plan's January 1, 2011, actuarial valuation report submitted to the Public Employee Retirement Commission reported the benefit provisions included in the collective bargaining agreement.

<u>Criteria</u>: The plan's governing document and the collective bargaining agreement should contain consistent benefit provisions to ensure the sound administration of retirement benefits.

<u>Cause</u>: Plan officials failed to establish adequate internal control procedures to ensure the plan's governing document and the collective bargaining agreement contained consistent benefit provisions that are in compliance with Act 600.

<u>Effect</u>: Inconsistent plan documents could result in inconsistent or improper benefit calculations and incorrect benefit payments from the pension plan.

Providing unauthorized pension benefits could increase the plan's pension costs and reduce the amount of funds available for investment purposes or for the payment of authorized benefits or administrative expenses. In addition, the increased costs to the pension plan as a result of the excess pension benefits could result in the receipt of excess state aid in the future and increase the municipal contributions necessary to fund the plan in accordance with Act 205 funding standards.

<u>Recommendation</u>: We recommend that municipal officials take appropriate action to ensure the plan's governing document and the collective bargaining agreement contain consistent benefit provisions that are in compliance with Act 600 at their earliest opportunity to do so.

Management's Response: Municipal officials agreed with the finding without exception.

Auditor's Conclusion: Full compliance will be evaluated during our next audit of the plan.

<u>Finding No. 2 – Noncompliance With Prior Audit Recommendation – Improper Elimination Of Members' Contributions</u>

Condition: As previously noted in the Background section of this report, the Frackville Borough Police Pension Plan is locally controlled by the provisions of Ordinance No. 76-1, as amended, adopted pursuant to Act 600. Section 6(a) of Act 600 provides that where police officers are not covered by Social Security, members shall pay into the fund, monthly, an amount equal to not less than 5 percent nor more than 8 percent of monthly compensation. However, pursuant to Section 6(c) of Act 600, municipalities have the option to annually reduce or eliminate members' contributions through the adoption of an ordinance or resolution. As disclosed in the prior 3 audit reports and as noted during the current audit period, the governing body of the municipality failed to annually eliminate members' contributions in accordance with Act 600 provisions.

<u>Criteria</u>: Section 6(c) of Act 600 states, in part:

The governing body of the borough, town, township or regional police department may, on an annual basis, by ordinance or resolution, reduce or eliminate payments into the fund by members.

<u>Cause</u>: Plan officials failed to adopt adequate internal control procedures to ensure compliance with the prior audit recommendation.

<u>Effect</u>: The borough's intention not to have the members contribute has not been formally adopted through an annual ordinance or resolution.

<u>Recommendation</u>: We again recommend that the borough either eliminate members' contributions in accordance with Act 600, or reinstate the collection of members' contributions in accordance with Act 600 and the rate approved by the borough.

<u>Management's Response</u>: Municipal officials agreed with the finding without exception. Borough officials will consult with their solicitor to prepare a draft ordinance to be presented at a future council meeting to properly eliminate members' contributions.

<u>Auditor's Conclusion</u>: We are concerned that the municipality has failed to comply with the recommendations contained in our last 3 audit reports and encourage municipal officials to comply with the finding recommendation at their earliest opportunity to do so.

<u>Finding No. 3 – Noncompliance With Prior Audit Recommendation – Untimely Deposit Of State Aid</u>

<u>Condition</u>: As disclosed in the prior audit report, the municipality failed to pay the interest due to the plan for the late deposits of its 2007, 2008 and 2009 state aid allocations.

Criteria: Section 402(g) of Act 205 states, in part:

... the total amount of the general municipal pension system State aid received by the municipality shall, within 30 days of receipt by the treasurer of the municipality, be deposited in the pension funds or the alternate funding mechanisms applicable to the respective pension plans.

<u>Cause</u>: Plan officials have failed to adopt adequate internal control procedures to ensure compliance with the prior audit recommendation.

<u>Effect</u>: Although the state aid was deposited into the police pension plan, the interest earned beyond the 30 day grace period was not deposited into the police pension plan. When state aid is not deposited into a pension plan account in a timely manner, the funds are not available to pay operating expenses or for investment and the risk of misapplication is increased.

<u>Recommendation</u>: We again recommend that the municipality deposit to the plan the interest earned during the period beyond the 30 day grace period allowed by Act 205, compounded annually. A copy of the interest calculation must be maintained by the borough for examination during our next audit period of the plan.

<u>Management's Response</u>: Municipal officials agreed with finding without exception. Borough officials, with assistance from their actuary, will calculate the interest from the untimely deposits and pay any amount due to the police pension plan.

Auditor's Conclusion: Compliance will be evaluated during our next audit of the plan.

Finding No. 4 – Failure To Fully Pay The Minimum Municipal Obligation Of The Plan

<u>Condition</u>: The municipality did not fully pay the minimum municipal obligation (MMO) that was due to the police pension plan for the years 2011, 2012 and 2013 as required by Act 205. The municipality had unpaid MMO balances of \$56,815, \$3,063 and \$408 for the years 2011, 2012 and 2013, respectively.

Criteria: With regard to the MMO, Section 302(c) of Act 205 states, in part:

Annually, the chief administrative officer of the pension plan shall determine the minimum obligation of the municipality with respect to the pension plan for the following plan year.

Section 302(d) of Act 205 states, in part:

The minimum obligation of the municipality shall be payable to the pension plan from the revenue of the municipality.

Furthermore, Section 302(e) of Act 205 states:

Any amount of the minimum obligation of the municipality which remains unpaid as of December 31 of the year in which the minimum obligation is due shall be added to the minimum obligation of the municipality for the following year, with interest from January 1 of the year in which the minimum obligation was first due until the date the payment is paid at a rate equal to the interest assumption used for the actuarial valuation report or the discount rate applicable to treasury bills issued by the Department of Treasury of the United States with a six-month maturity as of the last business day in December of the plan year in which the obligation was due, whichever is greater, expressed as a monthly rate and compounded monthly.

<u>Cause</u>: Plan officials failed to establish adequate internal control procedures to ensure the MMOs were fully paid in accordance with Act 205 requirements.

In addition, a check that the municipality intended to deposit into the plan in December 2011 to pay \$55,843 of the 2011 MMO was erroneously deposited to an incorrect account, a situation that was not detected until January 2014 during the current audit of the plan.

<u>Effect</u>: The failure to fully pay the MMO could result in the plan not having adequate resources to meet current and future benefit obligations to its members.

Finding No. 4 – (Continued)

Due to the municipality's failure to fully pay the 2011, 2012 and 2013 MMOs by the December 31 deadlines, the municipality must add the 2011, 2012 and 2013 MMO balances to the current year's MMO and include interest, as required by Act 205.

Furthermore, the township's future state aid allocations may be withheld until the finding recommendation is complied with.

<u>Recommendation</u>: We recommend that the municipality pay the MMOs due to the police pension plan for the years 2011, 2012 and 2013, with interest, in accordance with Section 302(e) of Act 205. A copy of the interest calculation must be maintained by the borough for examination during our next audit of the plan.

Management's Response: Municipal officials agreed with the finding without exception.

Auditor's Conclusion: Due to the potential withhold of state aid, compliance will be evaluated subsequent to the release of the audit report.

FRACKVILLE BOROUGH POLICE PENSION PLAN POTENTIAL WITHHOLD OF STATE AID

A condition such as that reported by Finding No. 4 contained in this audit report may lead to a total withholding of state aid in the future unless that finding is corrected. However, such action will not be considered if sufficient written documentation is provided to verify compliance with this department's recommendation. Such documentation should be submitted to: Department of the Auditor General, Bureau of Municipal Pension & VFRA Audits, 316-D Finance Building, Harrisburg, PA 17120.

FRACKVILLE BOROUGH POLICE PENSION PLAN SUPPLEMENTARY INFORMATION (UNAUDITED)

SCHEDULE OF FUNDING PROGRESS

Historical trend information about the plan is presented herewith as supplementary information. It is intended to help users assess the plan's funding status on a going-concern basis, assess progress made in accumulating assets to pay benefits when due, and make comparisons with other state and local government retirement systems.

The actuarial information is required by Act 205 biennially. The historical information, beginning as of January 1, 2007, is as follows:

	(1)	(2)	(3)	(4)	(5)	(6)
						Unfunded
			Unfunded			(Assets in
		Actuarial	(Assets in			Excess of)
		Accrued	Excess of)			Actuarial
	Actuarial	Liability	Actuarial			Accrued
Actuarial	Value of	(AAL) -	Accrued	Funded	Covered	Liability as a %
Valuation	Assets	Entry Age	Liability	Ratio	Payroll	of Payroll
Date	(a)	(b)	(b) - (a)	(a)/(b)	(c)	[(b-a)/(c)]
01-01-07	\$ 1,313,778	\$ 2,228,327	\$ 914,549	59.0%	\$ 192,496	475.1%
01-01-09	1,304,494	2,074,576	770,082	62.9%	174,917	440.3%
01-01-11	1,275,899	2,178,248	902,349	58.6%	185,976	485.2%

Note: The market values of the plan's assets at 01-01-09 and 01-01-11 have been adjusted to reflect the smoothing of gains and/or losses over a five-year averaging period. This method will lower contributions in years of less than expected returns and increase contributions in years of greater than expected returns. The net effect over long periods of time is to have less variance in contribution levels from year to year.

FRACKVILLE BOROUGH POLICE PENSION PLAN SUPPLEMENTARY INFORMATION (UNAUDITED)

The comparability of trend information is affected by changes in actuarial assumptions, benefit provisions, actuarial funding methods, accounting policies, and other changes. Those changes usually affect trends in contribution requirements and in ratios that use the actuarial accrued liability as a factor.

Analysis of the dollar amount of the actuarial value of assets, actuarial accrued liability, and unfunded (assets in excess of) actuarial accrued liability in isolation can be misleading. Expressing the actuarial value of assets as a percentage of the actuarial accrued liability (Column 4) provides one indication of the plan's funding status on a going-concern basis. Analysis of this percentage, over time, indicates whether the system is becoming financially stronger or weaker. Generally, the greater this percentage, the stronger the plan.

Trends in unfunded (assets in excess of) actuarial accrued liability and annual covered payroll are both affected by inflation. Expressing the unfunded (assets in excess of) actuarial accrued liability as a percentage of annual covered payroll (Column 6) approximately adjusts for the effects of inflation and aids analysis of the plan's progress made in accumulating sufficient assets to pay benefits when due. Generally, where there is an unfunded actuarial accrued liability, the smaller this percentage, the stronger the plan. When assets are in excess of the actuarial accrued liability, the higher the bracketed percentage, the stronger the plan.

FRACKVILLE BOROUGH POLICE PENSION PLAN SUPPLEMENTARY INFORMATION (UNAUDITED)

SCHEDULE OF CONTRIBUTIONS FROM EMPLOYER AND OTHER CONTRIBUTING ENTITIES

Year Ended December 31	Annual Required Contribution	Percentage Contributed
2007	\$ 114,519	100.0%
2008	96,350	100.0%
2009	132,874	100.0%
2010	127,327	104.9%
2011	123,972	54.2%
2012	126,063	97.6%

FRACKVILLE BOROUGH POLICE PENSION PLAN SUPPLEMENTARY INFORMATION NOTES TO SUPPLEMENTARY SCHEDULES (UNAUDITED)

The information presented in the required supplementary schedules was determined as part of the actuarial valuation at the date indicated. Additional information as of the latest actuarial valuation date follows:

Actuarial valuation date January 1, 2011

Actuarial cost method Entry age normal

Amortization method Level dollar

Remaining amortization period 13 years

Asset valuation method Fair value, 5-year smoothing

Actuarial assumptions:

Investment rate of return 7.0%

Projected salary increases 5.0%

Cost-of-living adjustments 4.0% per year postretirement

FRACKVILLE BOROUGH POLICE PENSION PLAN REPORT DISTRIBUTION LIST

This report was initially distributed to the following:

The Honorable Tom Corbett Governor Commonwealth of Pennsylvania

Frackville Borough Police Pension Plan Schuylkill County 42 South Center Street Frackville, PA 17931

The Honorable Kim Phillips Mayor

Mr. Ronald Jordan Council President

Ms. Brenda Deeter Secretary/Treasurer

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