

**STATE OF FLORIDA  
STATE BOARD OF ADMINISTRATION**

|                                |   |                        |
|--------------------------------|---|------------------------|
| JESSICA MAMROS,                | ) |                        |
|                                | ) |                        |
| Petitioner,                    | ) |                        |
|                                | ) |                        |
| vs.                            | ) | SBA Case No. 2016-3773 |
|                                | ) |                        |
| STATE BOARD OF ADMINISTRATION, | ) |                        |
|                                | ) |                        |
| Respondent.                    | ) |                        |
| _____                          | ) |                        |

**FINAL ORDER**

On January 11, 2017, the Presiding Officer submitted her Recommended Order to the State Board of Administration in this proceeding. A copy of the Recommended Order indicates that copies were served upon the pro se Petitioner, Jessica Mamros, and upon counsel for the Respondent. This matter was decided after an informal proceeding. Respondent timely filed a Proposed Recommended Order. Petitioner did not file a Proposed Recommended Order. Neither party filed exceptions to the Recommended Order which were due on January 26, 2017. A copy of the Recommended Order is attached hereto as Exhibit A. The matter is now pending before the Chief of Defined Contribution Programs for final agency action.

**ORDERED**

The Recommended Order (Exhibit A) is hereby adopted in its entirety. The Petitioner’s request to be allowed renewed membership in the Florida Retirement System (FRS) even though she had become a “retiree” of the FRS when she had terminated her former FRS employment and had taken a full distribution from her FRS Investment Plan

account in May 2008 and she further did not return to FRS-covered employment until after July 1, 2010, hereby is denied. Section 121.122(2), Florida Statutes clearly provides, without exception, that a retiree of the FRS who is initially reemployed on or after July 1, 2010, is not eligible for renewed membership in the FRS.

Any party to this proceeding has the right to seek judicial review of the Final Order pursuant to Section 120.68, Florida Statutes, by the filing of a Notice of Appeal pursuant to Rule 9.110, Florida Rules of Appellate Procedure, with the Clerk of the State Board of Administration in the Office of the General Counsel, State Board of Administration, 1801 Hermitage Boulevard, Suite 100, Tallahassee, Florida, 32308, and by filing a copy of the Notice of Appeal accompanied by the applicable filing fees with the appropriate District Court of Appeal. The Notice of Appeal must be filed within thirty (30) days from the date the Final Order is filed with the Clerk of the State Board of Administration.

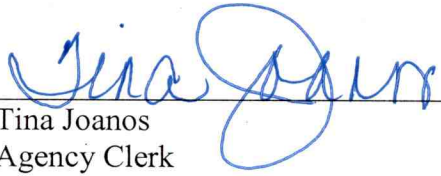
DONE AND ORDERED this 14<sup>th</sup> day of March, 2017, in Tallahassee, Florida.

**STATE OF FLORIDA  
STATE BOARD OF ADMINISTRATION**

Joan B. Haseman

**Joan B. Haseman**  
Chief of Defined Contribution Programs  
State Board of Administration  
1801 Hermitage Boulevard, Suite 100  
Tallahassee, Florida 32308  
(850) 488-4406

FILED ON THIS DATE PURSUANT TO SECTION 120.52, FLORIDA STATUTES WITH THE DESIGNATED CLERK OF THE STATE BOARD OF ADMINISTRATION, RECEIPT OF WHICH IS HEREBY ACKNOWLEDGED.

  
\_\_\_\_\_  
Tina Joanos  
Agency Clerk

**CERTIFICATE OF SERVICE**

**I HEREBY CERTIFY** that a true and correct copy of the foregoing Final Order was sent to Jessica Mamros, pro se, both by email transmission, [jmmamros@gmail.com](mailto:jmamros@gmail.com) and by U.P.S. to 7239 49<sup>th</sup> Avenue E, Bradenton, Florida 34203; and by email transmission to Brian Newman, Esq. ([brian@penningtonlaw.com](mailto:brian@penningtonlaw.com)) and Brandice Dickson, Esq., ([brandi@penningtonlaw.com](mailto:brandi@penningtonlaw.com)) at Pennington, Moore, Wilkinson, Bell & Dunbar, P.A., P.O. Box 10095, Tallahassee, Florida 32302-2095, this 14<sup>th</sup> day of March, 2017.

  
\_\_\_\_\_

Ruth A. Smith  
Assistant General Counsel  
State Board of Administration of Florida  
1801 Hermitage Boulevard  
Suite 100  
Tallahassee, FL 32308

STATE OF FLORIDA  
STATE BOARD OF ADMINISTRATION

JESSICA MAMROS

Petitioner,

vs.

CASE NO. 2016-3773

STATE BOARD OF ADMINISTRATION,

Respondent.

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**RECOMMENDED ORDER**

This case was heard in an informal proceeding pursuant to Section 120.57(2), Florida Statutes, before the undersigned presiding officer for the State of Florida, State Board of Administration (SBA) on November 10, 2016, in Tallahassee, Florida. The appearances were as follows:

**APPEARANCES**

|                 |   |
|-----------------|---|
| For Petitioner: | Jessica Mamros, <u>pro se</u><br>7239 49 <sup>th</sup> Avenue East<br>Bradenton, Florida 34203      |
| For Respondent: | Brandice D. Dickson<br>Pennington, P.A.<br>Post Office Box 10095<br>Tallahassee, Florida 32302-2095 |

**STATEMENT OF THE ISSUE**

The issue is whether Petitioner is entitled to renewed membership in the Florida Retirement System (FRS).

**EXHIBIT A**

## **PRELIMINARY STATEMENT**

Petitioner attended the hearing by telephone, testified on her own behalf, and presented her mother, Daryl Close, as a witness. Respondent presented the testimony of Mini Watson, SBA Director of Policy, Risk Management, and Compliance. Petitioner's Exhibits 1 through 3 and Respondent's Exhibits 1 through 3 were admitted into evidence without objection.

A transcript of the informal hearing was made, filed with the agency, and provided to the parties, who were invited to submit proposed recommended orders within thirty days after the transcript was filed. Respondent filed a proposed recommended order; Petitioner made no further filings.

## **MATERIAL UNDISPUTED FACTS**

1. In August 2004, Petitioner was employed with the Collier County School Board, an FRS-participating employer.
2. Petitioner had until January 31, 2005 to make an initial election between the defined benefit FRS Pension Plan and the defined contribution FRS Investment Plan. On January 25, 2005, she used her initial election to enroll in the Investment Plan.
3. Petitioner terminated employment with her FRS-participating employer on June 1, 2007 and on May 15, 2008, took a total distribution of her Investment Plan account via a "rollover" to an Individual Retirement Account (IRA).
4. Petitioner was hired by the Manatee County School Board, also an FRS-participating employer, into a regularly-established position on August 4, 2016, but was not allowed to rejoin the FRS.
5. The denial of Petitioner's request for re-enrollment in the FRS gave rise to this proceeding.



## CONCLUSIONS OF LAW

6. During the 2009 session, the Florida Legislature revised Section 121.122, Florida Statutes to exclude from renewed membership in the FRS any retiree who becomes reemployed on or after July 1, 2010. That revised section states:

### **121.122. Renewed membership in system**

(1) Except as provided in s. 121.053, effective July 1, 1991, through June 30, 2010, any retiree of a state-administered retirement system who is initially reemployed in a regularly established position with a covered employer, including an elective public office that does not qualify for the Elected Officer's Class, shall be enrolled as a compulsory member of the Regular Class of the Florida Retirement System. Effective July 1, 1997, through June 30, 2010, any retiree of a state-administered retirement system who is initially reemployed in a position included in the Senior Management Service Class shall be enrolled as a compulsory member of the Senior Management Service Class of the Florida Retirement System as provided in s. 121.055. A retiree is entitled to receive an additional retirement benefit, subject to the following conditions:

- (a) Such member must resatisfy the age and service requirements as provided in this chapter for initial membership under the system, unless such member elects to participate in the Senior Management Service Optional Annuity Program in lieu of the Senior Management Service Class, as provided in s. 121.055(6).
- (b) Such member is not entitled to disability benefits as provided in s. 121.091(4).
- (c) Such member must meet the reemployment after retirement limitations as provided in s. 121.091(9), as applicable.
- (d) Upon renewed membership or reemployment of a retiree, the employer of such member shall pay the applicable employer contributions as required by ss. 112.363, 121.71, 121.74, and 121.76.
- (e) Such member is entitled to purchase additional retirement credit in the Regular Class or the Senior Management Service Class, as applicable, for any postretirement service performed in a regularly established position as follows:
  - 1. For regular class service prior to July 1, 1991, by paying the Regular Class applicable employee and employer contributions for the period being claimed, plus 4 percent interest compounded annually from first year of service claimed until July 1, 1975, and 6.5 percent interest compounded thereafter, until full payment is made to the Florida Retirement System Trust Fund; or
  - 2. For Senior Management Service Class prior to June 1, 1997, as provided in s. 121.055(1)(j).

The contribution for postretirement service between July 1, 1985, and July 1, 1991, for which the reemployed retiree contribution was paid, shall be the difference between such contribution and the total applicable contribution for the period being claimed, plus interest. The employer of such member may pay the applicable employer contribution in lieu of the member. If a member does not wish to claim credit for all of the postretirement service for which he or she is eligible, the service the member claims must be the most recent service.

(f) No creditable service for which credit was received, or which remained unclaimed, at retirement may be claimed or applied toward service credit earned following renewed membership. However, service earned as an elected officer with renewed membership in the Elected Officers' Class may be used in conjunction with creditable service earned under this section, provided the applicable vesting requirements and other existing statutory conditions required by this chapter are met.

(g) Notwithstanding any other limitations provided in this section, a participant of the State University System Optional Retirement Program, the State Community College Optional Retirement Program, or the Senior Management Service Optional Annuity Program who terminated employment and commenced receiving a distribution under the optional program, who initially renews membership as required by this section upon reemployment after retirement, and who had previously earned creditable Florida Retirement System service that was not included in any retirement benefit may include such previous service toward vesting and service credit in the second career benefit provided under renewed membership.

(h) A renewed member who is not receiving the maximum health insurance subsidy provided in s. 112.363 is entitled to earn additional credit toward the maximum health insurance subsidy. Any additional subsidy due because of such additional credit may be received only at the time of payment of the second career retirement benefit. The total health insurance subsidy received by a retiree receiving benefits from initial and renewed membership may not exceed the maximum allowed in s. 112.363.

**(2) A retiree of a state-administered retirement system who is initially reemployed on or after July 1, 2010, is not eligible for renewed membership.**

§121.122, F1a.Stat. (2009)(emphasis added.)

7. A "retiree" is defined as "a former member of the Investment Plan who has terminated employment and taken a distribution of vested employee or employer contributions as provided in s.121.591, except for a mandatory distribution of a de minimis account authorized by the state board or a minimum required distribution provided by s. 401(a)(9) of the Internal Revenue Code." § 121.4501(2)(k), Fla.Stat. (2016).



8. Pursuant to Florida statute, a rollover to an IRA is a distribution to an eligible retirement plan, and once the distribution is made, retirement is complete. § 121.591(1)(c) and (d), Fla.Stat. (2016). Rollovers to IRA's from the FRS Investment Plan account were contemplated as distributions at the time the Investment Plan was passed by the Florida Legislature. As enacted during the 2002 legislative session, Section 121.591(1)(c)2., Florida Statutes read:

**(1) Normal benefits.**—**Under** the Public Employee Optional Retirement Program: (c) Upon receipt by the third-party administrator of a properly executed application for distribution of benefits, the total accumulated benefit shall be payable to the participant, as:

- •
- 2. A lump-sum direct rollover distribution whereby **all** accrued benefits, plus interest and investment earnings, are paid from the participant's account directly to the custodian of an eligible retirement plan, as defined in s. 402(c)(8)(B) of the Internal Revenue Code, on behalf of the participant; or

Fla. Sess. Law Serv. Ch. 2002-273 (C.S.H.B. 807) (WEST)

A substantially similar provision is still found at Section 121.591(1)(c) and (d), Florida Statutes 2016.

9. Because Petitioner terminated her FRS employment and took a distribution from her Investment Plan account, she is considered by law to be a "retiree," and a "retiree" who becomes reemployed with an FRS participating employer on or after July 1, 2010 is ineligible to participate in the FRS. Blaesser v. State Bd. Of Admin., 134 So. 3d 1013 (Fla. 1a DCA 2012). "The statute clearly and unambiguously prohibits members who received benefits prior to July 1, 2010, from reenrolling in the FRS should they again obtain employment with an FRS-covered employer after that date, even if they are elected officers." Campbell v. State Bd. Of Admin., 184 So.3d 579 (Fla. 2d DCA 2016). In Campbell, the Court stated:



Judge Campbell's receipt of a little more than \$8000 from her investment plan account after working for the state attorney's office for less than three years was sufficient under the current statutory language to preclude her from being eligible for any FRS benefits for the remainder of her Florida career. **Chapter 121 currently precludes any individual who chooses to make a withdrawal from their FRS account after terminating employment with an FRS employer from reenrolling in the FRS** regardless of the significance of the withdrawal, the length of their prior employment, or the potential burden imposed on state and local FRS employers. The statute does not provide the SBA any discretion to consider the particular circumstances of returning employees in deciding whether their membership in the FRS should be renewed.

Campbell v. State, 184 So. 3d at 582 (emphasis added)

10. Because Petitioner is a retiree by operation of law, and now seeks to become a member of the FRS again through her new employment, she is seeking renewed membership, and the applicable statutes clearly foreclose her request. The SBA is not authorized to depart from the requirements of Chapter 121, Florida Statutes, the statutes it is charged to implement, when exercising its jurisdiction. Balezentis v. Department of Management Services, Division of Retirement, 2005 WL 517476 (Fla.Div.Admin.Hrgs.). Further, the SBA's construction and application of those statutes are entitled to great weight and will be followed unless proven to be clearly erroneous or amounting to an abuse of discretion. Level 3 Communications v. C.V. Jacobs, 841 So.2d 447, 450 (Fla. 2002); Okeechobee Health Care v. Collins, 726 So.2d 775 (Fla. 1st DCA1998).

### RECOMMENDATION

Having considered the law and the undisputed facts of record, I recommend that Respondent, State Board of Administration, issue a final order denying the relief requested.

RESPECTFULLY SUBMITTED this 11th day of January, 2017.



Anne Longman, Esquire  
Presiding Officer  
For the State Board of Administration  
Lewis, Longman & Walker, P.A.

315 South Calhoun Street, Suite 830  
Tallahassee, FL 32301-1872

NOTICE OF RIGHT TO SUBMIT EXCEPTIONS: THIS IS NOT A FINAL ORDER

All parties have the right to submit written exceptions within 15 days from the date of this Recommended Order. Any exceptions must be filed with the Agency Clerk of the State Board of Administration and served on opposing counsel at the addresses shown below. The SBA then will enter a Final Order which will set out the final agency decision in this case.

COPIES FURNISHED via mail and electronic mail to:

Jessica Mamros  
7239 49<sup>th</sup> Avenue E  
Bradenton, FL 34203  
[jsmamros@gmail.com](mailto:jsmamros@gmail.com)

Petitioner

and via electronic mail only to:

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Counsel for Respondent