



Volunteer

Firefighters' & Rescue Squad Workers'

Service Award Program

Board Meeting
Tuesday, October 20, 2026
2:00 – 4:00 PM ET

Agenda:

- I. Welcome & Introductions
- II. FOIA Remote Meeting Policy
- III. Approval of Minutes
 - April 22, 2025
- IV. Election of Vice Chair
- V. VOLSAP Overview and Program Highlights
- VI. VOLSAP Investment Performance
- VII. VOLSAP Account Maintenance Policy
- VIII. Other Business
- IX. Adjourn

No public comment will be accepted at this meeting.



Volunteer Firefighters' & Rescue Squad Workers' Service Award Program

FOIA Electronic Meeting Attendance Policy

Introduction

Section 2.2-3708.3 of the *Code of Virginia* (the Virginia Freedom of Information Act, or FOIA) requires the Virginia Volunteer Firefighters' and Rescue Squad Workers' Service Award Fund (VOLSAP) Board to develop a remote participation policy prior to allowing remote electronic participation under subsection B or subsection C. The policy must be applied uniformly to all members and all requests. Effective July 1, 2024, § 2.2-3708.3 (D) of the *Code of Virginia* requires that this policy must be adopted at least annually by recorded vote.

Policy

It is the policy of the VOLSAP Board that individual Board members may participate in meetings of the Board by electronic means as permitted by § 2.2-3708.3 of the *Code of Virginia*. The VOLSAP Board as well as any committees of the Board may also elect to hold an all-virtual public meeting without a quorum physically assembled, as permitted by § 2.2-3708.3(C) of the *Code of Virginia*. This policy shall apply to the entire membership and without regard to the identity of the member requesting remote participation or the matters that will be considered or voted on at the meeting.

Effective September 1, 2022, the following definitions in the *Code of Virginia* apply:

- "All-virtual public meeting" means a public meeting (i) conducted by a public body, other than those excepted pursuant to subsection C of § 2.2-3708.3, using electronic communication means, (ii) during which all members of the public body who participate do so remotely rather than being assembled in one physical location, and (iii) to which public access is provided through electronic communication means.
- "Remote participation" means participation by an individual member of a public body by electronic communication means in a public meeting where a quorum of the public body is otherwise physically assembled.

In accordance with state law, this policy does not prohibit or restrict any individual member of the public body who is participating in an all-virtual public meeting or who is using remote participation from voting on matters before the public body.

Remote Participation by Individual Members

Individual members may participate remotely for the following reasons under § 2.2-3708.3 B¹:

¹ Note: As of September 1, 2022, former § 2.2-3708.2(D) of the *Code of Virginia*, allowing an individual to participate remotely for any reason with public notice at least three working days in advance of the meeting, has been removed. Accordingly, the *Code of Virginia* also no longer requires a public body to

1. A temporary or permanent disability or medical condition that prevents the member's physical attendance under § 2.2-3708.3(B)(1) of the *Code of Virginia*. For purposes of determining whether a quorum is physically assembled, an individual member of a public body who is a person with a disability as defined in § 51.5-40.1 of the *Code of Virginia* and uses remote participation counts towards the quorum as if the individual was physically present.

In advance of the meeting, the member shall notify the VRS FOIA Officer and the chair of the VOLSAP Board that the member is unable to attend the meeting due to a temporary or permanent disability or medical condition that prevents his or her physical presence.

2. A family member's medical condition that requires the member to provide care that prevents the member's physical attendance, or the member is a caregiver who must provide care for a person with a disability at the time the public meeting is being held thereby preventing the member's physical attendance, under § 2.2-3708.3(B)(2) of the *Code of Virginia*. For purposes of determining whether a quorum is physically assembled, an individual member of a public body who is a caregiver for a person with a disability and uses remote participation counts toward the quorum as if the individual was physically present.

In advance of the meeting, the member shall notify the VRS FOIA Officer and the chair of the VOLSAP Board that the member is unable to attend the meeting due to a family member's medical condition that requires the member to provide care that prevents his or her physical presence.

3. The member's principal residence is more than 60 miles from the meeting location identified in the required notice for such meeting, under § 2.2-3708.3(B)(3) of the *Code of Virginia*.

In advance of the meeting, the member shall notify the VRS FOIA Officer and the chair of the VOLSAP Board that the member is unable to attend the meeting due to the member's residence being more than 60 miles from the meeting location.

4. A personal matter under § 2.2-3708.3(B)(4) of the *Code of Virginia*.
 - a. In advance of the meeting, the member shall notify the VRS FOIA Officer and the chair of the VOLSAP Board that the member is unable to attend the meeting due to a personal matter. The member must identify with specificity the nature of the personal matter.
 - b. When such individual participation is due to a personal matter, such participation is limited by law to two meetings of the VOLSAP Board or 25% of the meetings held rounded up to the next whole number, whichever is greater, per member each calendar year.

Whenever an individual member wishes to participate from a remote location (other than the all-virtual option or state of emergency exemption), the law requires a quorum of the Board to be physically assembled at the primary or central meeting location, and there must be arrangements for the voice of the remote participant to be heard by all persons at the primary or central meeting location. The minutes shall record the specific nature of the personal matter, or the fact of the disability or other condition, the fact of the family member's medical condition, or the fact of the distance from the member's principal residence, and the remote location from which the absent member participated.

provide FOIA public comment forms for electronic meetings or an annual electronic meeting report to the FOIA Council.

The specific requirements and limitations on electronic participation described in this policy apply only to the members of the public body holding a public meeting. Procedural requirements for remote participation that apply to members of the public body do not apply to the general public or other meeting attendees, including employees (unless such employee is a named member of the VOLSAP Board), guest presenters, attendees from other public or private organizations, or members of other public bodies (unless such person is a named member of the VOLSAP Board).

Automatic Approval of Remote Participation:

VRS' FOIA Officer is responsible for tracking and approving individual remote participation for all VRS-related public bodies. Individual participation from a remote location shall be approved unless such participation would violate this policy or the provisions of the Virginia Freedom of Information Act. If a member's participation from a remote location is challenged, then the Board shall vote on whether to allow such participation. If a member's participation from a remote location is disapproved because such participation would violate this policy, such disapproval shall be recorded in the minutes with specificity. The member may then monitor the meeting, but may not participate in actions of the Board.

All-Virtual Public Meetings of the Entire VOLSAP Board

There are two exceptions to the requirement that a quorum be physically assembled at the primary or central meeting location, described in § 2.2-3708.2 and § 2.2-3708.3(C) of the *Code of Virginia*.

Under § 2.2-3708.2 of the *Code of Virginia*, a public body may meet remotely without a quorum assembled when the Governor has declared a state of emergency in accordance with *Code of Virginia* § 44-146.17 or the locality in which the public body is located has declared a local state of emergency pursuant to § 44-146.21, provided that (i) the catastrophic nature of the declared emergency makes it impracticable or unsafe to assemble a quorum in a single location and (ii) the purpose of the meeting is to provide for the continuity of operations of the public body or the discharge of its purposes, duties, and responsibilities. The Board must follow the requirements established in § 2.2-3708.2 of the *Code of Virginia* regarding access, notice and minutes.

Under § 2.2-3708.3(C) of the *Code of Virginia*, certain public bodies, including the VOLSAP Board, may hold an all-virtual public meeting with no members of the public body participating in person. The public body may not convene an all-virtual meeting more than two times per calendar year or 50% of the meetings held per calendar year, rounded up to the next whole number, whichever is greater, or consecutively with another all-virtual public meeting. When the public body chooses to meet remotely:

- the public must have access to the meeting and be able to hear and, when possible, see the members participating;
- if visual communication is voluntarily disconnected or fails, or if audio communication fails, the member shall be considered absent for purposes of a quorum;
- a phone number or other live contact information must be provided to the public to alert the public body if the audio or video transmission of the meeting fails. The public body must take a recess until access is restored if the audio or video transmission fails for the public;
- all materials must be made available to the public electronically at the same time that materials are provided to the public body;
- no more than two members of the public body may be together in one remote location unless that location is open to the public to physically access it;
- transmission of the meeting must resume after a closed session is held, before the public body certifies the closed meeting under § 2.2-3712 of the *Code of Virginia*; and
- minutes must be taken as required under § 2.2-3707 of the *Code of Virginia* and include that the

meeting was held by electronic communication as well as the type of electronic communication used. If a member's participation was disapproved under this subsection of the *Code of Virginia*, that shall also be included in the minutes with specificity.

Approval of Requests for All-Virtual Public Meetings

The Board Chair or designee is responsible for processing requests for all-virtual meetings for all VRS-related public bodies. Requests for all-virtual meetings shall be considered by the Board Chair or designee and approved in appropriate circumstances unless such participation would violate this policy or the provisions of the Virginia Freedom of Information Act.

If a request is disapproved because participation would violate this policy, the Board must reschedule a regular meeting with appropriate notice.

Individual member use of remote meeting participation for a specific public body under § 2.2-3708.3(B) of the *Code of Virginia* does not affect requirements for all-virtual remote meetings of the public body under § 2.2-3708.3(C) of the *Code of Virginia*.



Volunteer

Firefighters' & Rescue Squad Workers'

Service Award Program

VOLSAP Board Meeting Minutes for April 22, 2025

Page 1 of 4

Minutes

A meeting of the Volunteer Firefighters' and Rescue Squad Workers' Service Award Program (VOLSAP) Board was held April 22, 2025, in Richmond, Virginia, with the following members participating:

Patricia S. Bishop (Chair)
Kenneth J. Brown (Vice-Chair)
Evangeline Boers
Senator Christie New Craig
Richard W. Harris
Delegate Robert D. Orrock, Sr.
Ralph "Ed" Rhodes

Absent: Steve A. Grayson, Delegate Josh Thomas and Michael Vaughan

VRS Staff: Jeanne Chenault, David Cotter, Curtis Doughtie, Antonio Fisher, Sandy Jack, Ryan LaRochelle, Angela Payne, Virginia Sowers, Emily Trent and Leslie Weldon.

Guest: Jacco Boers

Opening Remarks

Ms. Bishop called the meeting to order at 2:07 p.m. and welcomed everyone to the April 22, 2025, meeting of the VOLSAP Board. Ms. Bishop welcomed the VOLSAP Board members and staff. The Board members and VRS staff introduced themselves.

Approval of Minutes

Upon a motion by Senator Craig, with a second by Mr. Rhodes, the VOLSAP Board members approved the minutes from the October 30, 2024, meeting.

VOLSAP Investment Performance and Program Document Amendments

David Cotter, Director of Legislative and Government Affairs, provided an overview of several proposed amendments to the VOLSAP program document related to VOLSAP participation. Mr. Cotter also updated the Board on VOLSAP investment performance and legislation impacting VOLSAP that went through the legislative process successfully.

Mr. Cotter provided a financial review of fiscal year 2024. VOLSAP assets ending FY 2024 were \$6,430,579.68, with the number of participant accounts totaling 1,863. Total accounts remained fairly flat with investment returns exceeding investment contributions. The number of active participant accounts totaled 1,314, however, not all participants with active departments are currently making



VOLSAP Board Meeting Minutes for April 22, 2025

Page 2 of 4

contributions. The number of participants who made contributions to their accounts in FY 2024 totaled 524. There were 743 inactive participants in FY 2024. It is noted that distributions were made for 47 active department accounts. A significant portion of the inactive participants (608) have not participated since 2020. It may be indicative that their volunteer status has changed. The average value of participant accounts is \$3,397. The program reports a total of 72 volunteer departments with 33 active volunteer departments in FY 2024.

Mr. Cotter discussed active participants and inactive participants currently eligible and ineligible for distribution based on information, including age, currently available to VOLSAP. The Board discussed individuals that may be eligible for distributions with no current contact information. There will be an outreach effort to the departments and squads who may or may not have contact information on the individuals, as well as using locator services to obtain information.

In review of the Program Document that was presented at the last VOLSAP Board meeting, key issues identified from the review were the lack of any other mechanism for making distributions from VOLSAP, which currently can only be made upon the request of a participant, in the case of participants who are no longer volunteering but have existing VOLSAP accounts, as well as the administration of the accounts of defunct departments. Mr. Cotter advised that VRS undertook an extensive review of the VOLSAP Code provisions (*Code of Virginia* 51.1-1200 et seq.) and the Program Document. Additionally, VRS worked with outside benefits counsel to review the Program Document and relevant state and federal laws to identify ways to facilitate the administration of VOLSAP.

Following this review, proposed amendments to the Program Document were developed to address two primary issues: 1) dissolution of a department and 2) forfeiture of funds in VOLSAP upon a default (i.e., lack of contributions).

The Board discussed the outlined proposed Program Document amendments. The amendment to address the dissolution of a department states that no later than December 31 following the end of the program year in which the dissolution is discovered:

- If a participant is eligible for a service award, they will receive the funds contained in the participant and department accounts.
- If participant is not eligible for a service award, they will receive the funds contained in the participant account.
 - Department funds will be forfeited to VOLSAP and used by VRS to cover administrative expenses.

The amendments regarding forfeiture upon a default was listed as follows:

No later than December 31 following the end of the program year in which the default occurs:

- If a participant is eligible for a service award, they will receive the funds contained in the participant and department accounts.
- If a participant is not eligible for a service award, they will receive the funds contained in the participant account.
 - If the department is an active participant, department funds will be forfeited and used to reduce future department contributions to VOLSAP.



VOLSAP Board Meeting Minutes for April 22, 2025

Page 3 of 4

- If the department is not an active participant, department funds will be forfeited to VOLSAP and used by VRS to cover administrative expenses.

The impact of the Program Document amendments was addressed as follows:

- A participant will never lose their contributions.
- Instead, the changes will ensure that participants entitled to funds held in VOLSAP will be identified and contacted about a distribution.
- Ease the administration of VOLSAP by establishing a systematic process for identifying and addressing stale accounts.

The implementation of the Program Document amendments within the next few months includes communications to impacted volunteer departments and localities about forthcoming changes to VOLSAP should the Board adopt the amendments. Additionally, there will be updates to program forms, guides and the website. Also, coordination with third-party administrators followed by implementation of program changes by July 1, 2025.

Mr. Cotter gave the Board a legislative update regarding Senate Bill 934 (SB 934) – Transfer of VOLSAP Funds to Unclaimed Property. The VOLSAP Board voted at its November 2024 meeting to support legislation to allow VOLSAP funds to be transferred to Virginia's Unclaimed Property Program if unclaimed for at least five years. SB 934, patroned by Senator Craig, passed the General Assembly unanimously and has been enacted into law (2025 Va. Acts Ch. 440). Transferring unclaimed VOLSAP funds to the Unclaimed Property Program will enable former participants to more readily and easily locate and claim their funds. VOLSAP will continue to try and locate participants who have stopped contributing during the five-year period before the funds can be considered abandoned.

In conclusion, Mr. Cotter presented the draft correspondence to be distributed to the departments and squads informing them of the amended Program Document and providing information about why they are being done, what the changes mean to them and what it is going to look like going forward.

Upon a motion by Senator Craig, with a second by Mr. Rhodes, the VOLSAP Board members adopted the proposed Program Document amendments.

Ms. Bishop thanked Mr. Cotter for his presentation.

Review of Communications Materials

Next, Jeanne Chenault, Public Relations Director, provided an update on program outreach and initiatives.

At the 2024 VOLSAP Board meeting, a request was made for staff to reach out to the Virginia Municipal League (VML) and the Virginia Association of Counties (VACo) to offer VOLSAP information and discuss the benefits of the program. In response, VACo and VML advised they would publish articles with VOLSAP information.

Ms. Chenault encouraged the Board members to contact the VRS office for the VOLSAP branded tablecloth available for use at conferences, meetings, or benefit fairs by request. A plug-and-play video



presentation and a 60-second promotional video commercial to raise awareness of the program are also available from the VOLSAP website to use in presentations.

Ms. Bishop thanked Ms. Chenault for her presentation.

Other Business

Mr. Brown inquired if additional promotional tools and funds are available for outreach to promote the program. Ms. Bishop encouraged the Board to share thoughts to expand outreach and share existing tools with in-person and on-line audiences. The topic can be addressed after the Board has time to consider suggestions and confer with localities, squads and associations.

Adjournment

There being no further business and following a motion by Mr. Rhodes, with a second by Senator Craig, the Board agreed to adjourn the meeting at 3:11 p.m.

Patricia S. Bishop, Chair



VOLSAP

for those who serve Virginia

**Volunteer Firefighters' and Rescue Squad Workers'
Service Award Program**

What Is VOLSAP?

- VOLSAP is a service award program established to provide a financial incentive and monetary award to **eligible volunteer firefighters and rescue squad workers** who participate in the program.
- The program allows eligible volunteers to **contribute money that is then invested** alongside the approximately \$130 billion VRS pension trust fund in a widely diversified portfolio.
- Localities and local departments or squads may, but are not required to, make additional contributions.
- The Commonwealth of Virginia may also make contributions, although no funding has been provided to date.

Membership Eligibility



- Must be a member of a *bona fide* volunteer rescue squad or fire department.
- Requires active engagement in the performance of firefighting and prevention services or emergency medical and ambulance services.
- Includes those who participate in fire and rescue calls and other essential personnel:
 - Dispatchers
 - Volunteers who perform maintenance and upkeep of vehicles and supplies
 - Treasurers/secretaries

Membership Eligibility *(continued)*

- Local departments and squads may impose additional eligibility requirements.
- See your local department or squad for eligibility.



Membership Enrollment



- Submit a VOLSAP-1 Form – Application for Membership.
- Requires basic personal information.
- A local department or squad representative must certify your membership with the department.
- Review the application carefully and consider any purchase of prior service.
- A participant may only maintain one VOLSAP membership, even if they volunteer for two separate departments or squads.

Purchase of Prior Service



- A full distribution requires 10 years of volunteer service credit.
- You may be eligible to purchase service credit if you have previous volunteer service prior to joining VOLSAP.
- One year of service credit costs \$120. These funds are deposited into your VOLSAP account.
- You may purchase up to 10 years of service credit, but at a rate of one year for every two years of prior service.

Purchase of Prior Service *(continued)*

Example:

Susan **did not volunteer** prior to joining VOLSAP. She may not purchase any service credit.

Example:

Claire **volunteered for 14 years** prior to joining VOLSAP. She may purchase seven years of service credit at a cost of \$840.

Example:

Ted **volunteered for 23 years** prior to joining VOLSAP. He may purchase the maximum 10 years of service credit at a cost of \$1,200.

To purchase prior service, submit a VOLSAP-3 Form –
Application to Purchase Prior Service

Participation



- Submit a quarterly \$30, \$60 or \$90 payment to your local department or squad.
 - Additional contributions from departments, squads, or localities, if any, will be automatically applied to your account.
- Receive an annual statement of your account reflecting investment performance.
- Continue earning service credit for every month of qualifying volunteer service for which required payments are made.

Account Administration

- For purposes of administering VOLSAP, contributions are credited to different accounts depending on the source of the contribution.
 - Contributions made by a participant are credited to the Member Account.
 - Contributions made by a department, squad, or locality are credited to the Department Account.
 - Contributions made by the commonwealth are credited to the General Fund Account. (To date, no funding has been provided for contributions by the commonwealth.)
- Investment gains and losses are allocated in proportion across all accounts (Member, Department, and General Fund) associated with a participant.

Investment of Your Contributions



- The Virginia Retirement System (VRS) invests your contributions, and the third-party administrator, USI, maintains a separate accounting for each participant.
- VOLSAP contributions are invested solely at the direction of the VRS Board of Trustees.
- Investment performance is published quarterly and can be located at varetire.org/investments.

Example of Quarterly Investment Performance Report

Note: Your actual returns may differ due to various considerations, including the timing of contributions and distributions.

TOTAL FUND PERFORMANCE

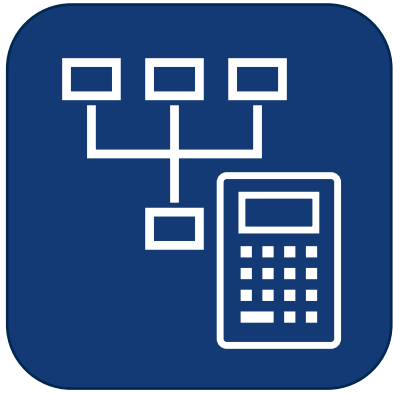
(Expressed in Percentages, Net of Fees)

	10 Yr.	5 Yr.	3 Yr.	1 Yr.	Qtr.	Month	Fiscal YTD	Cal YTD
Total Public Equity	11.1	10.1	17.4	20.8	-1.6	-7.2	8.9	-1.6
Benchmark ¹	11.1	9.1	16.1	18.4	-2.1	-6.9	7.3	-2.1
Total Private Equity	14.1	11.2	7.0	8.3	1.7	1.6	6.4	1.7
Benchmark ²	13.8	11.6	21.0	22.3	3.5	1.0	24.1	3.5
Total Real Assets	7.0	6.2	1.4	5.9	2.2	2.0	4.6	2.2
Benchmark ³	4.8	3.7	-0.6	4.1	0.7	0.3	2.8	0.7
Total Credit Strategies	7.8	7.8	10.3	8.8	0.7	0.5	6.9	0.7
Benchmark ⁴	6.0	5.1	8.1	5.9	-0.5	-0.3	2.9	-0.5
Total Diversifying Strategies	n/a	5.2	7.9	6.2	1.6	-1.4	6.8	1.6
Benchmark ⁵	n/a	4.7	8.0	6.5	1.5	0.5	4.8	1.5
Total Private Investment Partnerships	8.8	10.0	7.9	8.3	0.8	0.8	5.6	0.8
Benchmark ⁶	7.9	7.1	9.0	10.5	1.2	0.3	9.4	1.2
Total Fixed Income	2.7	1.2	4.7	5.4	0.0	-1.8	4.0	0.0
Benchmark ⁷	1.9	0.6	4.1	4.7	-0.2	-1.8	3.3	-0.2
Total Fund	8.8	7.8	9.7	11.5	0.3	-2.2	6.8	0.3
VRS Custom Benchmark ⁸	8.2	6.8	11.0	12.2	0.0	-2.3	7.8	0.0

Notes:

- Effective July 2025, the Public Equity Custom Benchmark is a weighted average of the MSCI ACWI IMI Index ex Selected Countries (net VRS taxes) (85%) and the MSCI World Min Vol Index ex Selected Countries (net VRS taxes) (15%).
- Effective July 2025, the Private Equity Custom Benchmark is the regional benchmarks of the MSCI ACWI IMI Index ex Selected Countries (net VRS taxes) lagged by three months, weighted to reflect the Private Equity opportunity set (currently 75% North America, 20% Europe, and 5% Asia and Emerging Markets).
- Effective January 2023, the Real Assets Custom Benchmark is the market value weighted blend of the NCREIF Private Real Estate Benchmark (ODCE Index (net) lagged by three months) and the Other Real Assets Custom Benchmark (the CPI-U Index plus 400 basis points per annum lagged by three months).
- Effective July 2023, the Credit Strategies Custom Benchmark is a blend of the Morningstar LSTA Performing Loan Index (50%) and the Bloomberg US High Yield Ba/B 2% Issuer Cap Index (50%).
- Effective January 2024, the Diversifying Strategies Custom Benchmark is the ICE BofA US 3-Month Treasury Bill Index plus 250 basis points per annum.
- Effective July 2025, the Private Investment Partnerships (PIP) Custom Benchmark is the weighted average of the Private Equity Custom Benchmark (33%), the NCREIF Private Real Estate Benchmark (25%), the Other Real Assets Custom Benchmark (8%), the Bloomberg US High Yield Ba/B 2% Issuer Cap Index (17%), and the Morningstar LSTA Performing Loan Index (17%).
- Effective July 2020, the Fixed Income Custom Benchmark is a blend of the Bloomberg US Aggregate Bond Index (90%), Bloomberg US High Yield Ba/B 2% Issuer Cap Index (5%), and JP Morgan EMBI Global Core Index (5%).
- The VRS Custom Benchmark is a blend of the Asset Class Benchmarks at policy weights.

Investment Accounting



Each participant's account contains a record of contributions from three separate sources:

- Participant contributions.
- Additional contributions made by the department, squad, or locality, if any.
- Additional contributions made by the commonwealth. *Note: To date, no funding has been provided for additional contributions by the commonwealth.*

Distribution of Account Balances

- An **unreduced distribution** becomes available upon:
 - Reaching age 60 *and*
 - Having at least 10 years of service credit
- A **partial distribution** becomes available upon:
 - Reaching age 60 *and*
 - Having 5 years of service credit
- **Prior to being eligible for a distribution:**
 - A participant is only entitled to receive their contributions, less any investment losses and a \$25 administrative fee.
 - A participant irrevocably forfeits all additional contributions and associated investment gains/losses by withdrawing funds prior to meeting minimum age/service requirements.



Unreduced Distribution



- Lump sum includes:
 - All participant contributions and associated investment gains/losses.
 - All additional contributions made on behalf of the participant by the department, squad, or locality, and associated investment gains/losses.
 - All additional contributions made on behalf of the participant by the commonwealth, and associated investment gains/losses.
- Note: To date, no funding has been provided for additional contributions by the commonwealth.*

Unreduced Distribution Example: Susan



Example: Unreduced Distribution

Susan applied for a distribution on her 65th birthday with 10 years of volunteer service credit. Therefore, she is entitled to an **unreduced distribution**.

Her lump-sum distribution will include:

- Her contributions.
- All contributions made on her behalf by her department, squad, or locality, if any.
- All contributions made on her behalf by the commonwealth, if any.
- All associated investment gains or losses.

Partial Distribution

Partial distributions occur after age 60 and when you have fewer than 10 years of service. A partial distribution is made up of:

- All participant contributions and associated investment gains/losses.
- All contributions made on behalf of the participant by the department, squad, or locality, and associated investment gains/losses.
- ***Partial*** contributions made on behalf of the participant by the commonwealth, if any, and ***partial*** investment gains/losses.



Partial Distribution *(continued)*

The percentage of state contributions and associated investment gains/losses that a participant receives is based on years of service credit:

- 5%: At least five years, but less than six.
- 10%: At least six years, but less than seven.
- 25%: At least seven years, but less than eight.
- 45%: At least eight years, but less than nine.
- 70%: At least nine years, but less than 10.

Note: To date, no funding has been provided for additional contributions by the commonwealth.

Partial Distribution Example: Ted



Example: Partial Distribution

Ted applied for a distribution on his 60th birthday with nine years of service credit. Therefore, he is entitled to a **partial distribution**.

His lump-sum distribution will include:

- His contributions and associated investment gains or losses.
- All contributions made on his behalf by his department, squad, or locality and associated investment gains or losses.
- 70% of contributions made by the commonwealth and any investment gains or losses applicable to the commonwealth's contributions made on his behalf. *Note: To date, no funding has been provided for additional contributions by the commonwealth.*

Distributions in the Event of Default or Dissolution

- Accounts may also be distributed in the event of:
 - A participant's default (i.e., the failure to submit contributions for six months).
 - The dissolution of the department or squad.
- Distributions made on account of default or dissolution will be made no later than 18 months following the Plan Year in which the default or dissolution occurred.
 - A participant entitled to a full or partial distribution will receive that amount.
 - A participant not entitled to a full or partial distribution shall receive the funds in the Member Account, including any investment gains/losses.
- Funds that remain unclaimed more than five years after default may be transferred to the Virginia Unclaimed Property Program.



Frequently Asked Questions (FAQs)

FAQs: Participation and Costs

Who do I contact to join?

If interested in participating in VOLSAP, please contact your local volunteer department or squad for further information. You can also contact USI, the VOLSAP third-party administrator, at volsap@usi.com.

What are the costs to participate?

A participant does not incur any individual charges to participate in VOLSAP other than the quarterly \$30, \$60 or \$90 contribution. However, if a participant ceases to participate in VOLSAP for any reason (i.e., receives a distribution, defaults on payments, etc.), then a one-time fee of \$25 is required to reactivate their participation. Fees associated with the investment services provided are charged to the VOLSAP Fund as a whole and treated as a cost of administering the fund.

FAQs: Contributions

How much can I contribute each quarter?

A participant may contribute either \$30, \$60 or \$90 per quarter.

How much money is contributed on my behalf by the department, squad or locality, and the commonwealth?

Additional contributions are not mandatory and are dependent upon funding. A department, squad, or locality, or the General Assembly may appropriate funds to make additional contributions for participants.

Can I skip a quarterly contribution?

No. Quarterly contributions are mandatory. The current contribution amount is either \$30, \$60 or \$90. If a participant becomes six months' delinquent in submitting quarterly payments, then they will lose eligibility and can only be reinstated through written request to the VOLSAP Board.

FAQs: Multiple Squad Positions

I am a member of multiple volunteer departments or squads. Can a supplemental contribution be made on my behalf by more than one volunteer department, squad or locality?

No. According to the *Code of Virginia*: “In the event an eligible volunteer is in more than one eligible position, he must choose the position upon which his membership will be determined.” This does not prevent simultaneous contributions from a volunteer department or squad and its governing locality. To determine membership, however, any eligible volunteer will be treated as if they are in only one eligible position, regardless of the actual number of eligible positions they may hold.

FAQs: Investments

Can I select my investments?

No. VOLSAP funds are commingled with the VRS trust fund for purposes of investment. Unlike a defined contribution plan such as a 401(k), there is no individual participant investment direction.

FAQs: Other Retirement Accounts

Can I roll over my contributions into one of my other retirement accounts, such as my 401(k), 401(a), 457 or 403(b)?

No, a participant may not roll over VOLSAP funds into another tax-advantaged account. Unlike most retirement accounts that allow pretax contributions or do not tax earnings upon withdrawal, VOLSAP contributions are made on a post-tax basis, and earnings may be taxable upon withdrawal. The only way a participant may access their VOLSAP funds is by applying for a lump-sum distribution.

FAQs: Distributions

When will I receive my distribution?

Distributions occur once per year, between July 1 and October 31. Distribution requests must be submitted by June 10.

Can I receive a distribution in a manner other than a lump sum?

No. Currently, a lump-sum distribution is the only option.

Do I have to pay taxes on my distribution?

VOLSAP advises all participants to consult a tax professional to determine the tax implications of a distribution. None of VOLSAP's communications or website material should be considered tax advice. Generally, however, investment gains are subject to taxation, while the principal amount of participant-paid contributions is not taxable because contributions are made on a post-tax basis and have therefore already been taxed.

FAQs: Default or Dissolution

What happens to my account in the event of default?

If a participant becomes six months' delinquent in submitting quarterly payments, the participant forfeits their membership. Unless reinstated, by no later than 18 months following the Plan Year in which the forfeiture occurs, the member will be paid (i) a service award or (ii) if ineligible for a service award at the time of forfeiture, the member's own contributions plus any gains or losses.

What happens to my account in the event my department or squad ceases operations?

A participant can continue their membership with another department or squad. Otherwise, as the participant will not be able to make contributions after the dissolution of their squad or department, the participant will be in default when they become six months' delinquent in submitting quarterly payments.

FAQs: Beneficiaries

What happens to my money if I die?

Upon the death of a participant, the account balance is payable in accordance with Virginia law unless the participant has a beneficiary designation on file. To designate a beneficiary, complete and submit a Beneficiary Election Change Form (VOLSAP-4).

Contacts

Regular and Overnight Mail

Principal Custodial Solutions/
VOLSAP

510 N. Valley Mills Dr., Suite 400
Waco, TX 76710-6075

Call toll-free

1-844-749-1819

Reference

Sections [51.1-1200](#)
[through 51.1-1211](#)
of the *Code of Virginia*

Email

volsap@usi.com (USI)
volsap@varetire.org (VRS)

The VOLSAP third-party administrator is USI (formerly Findley).

VOLSAP

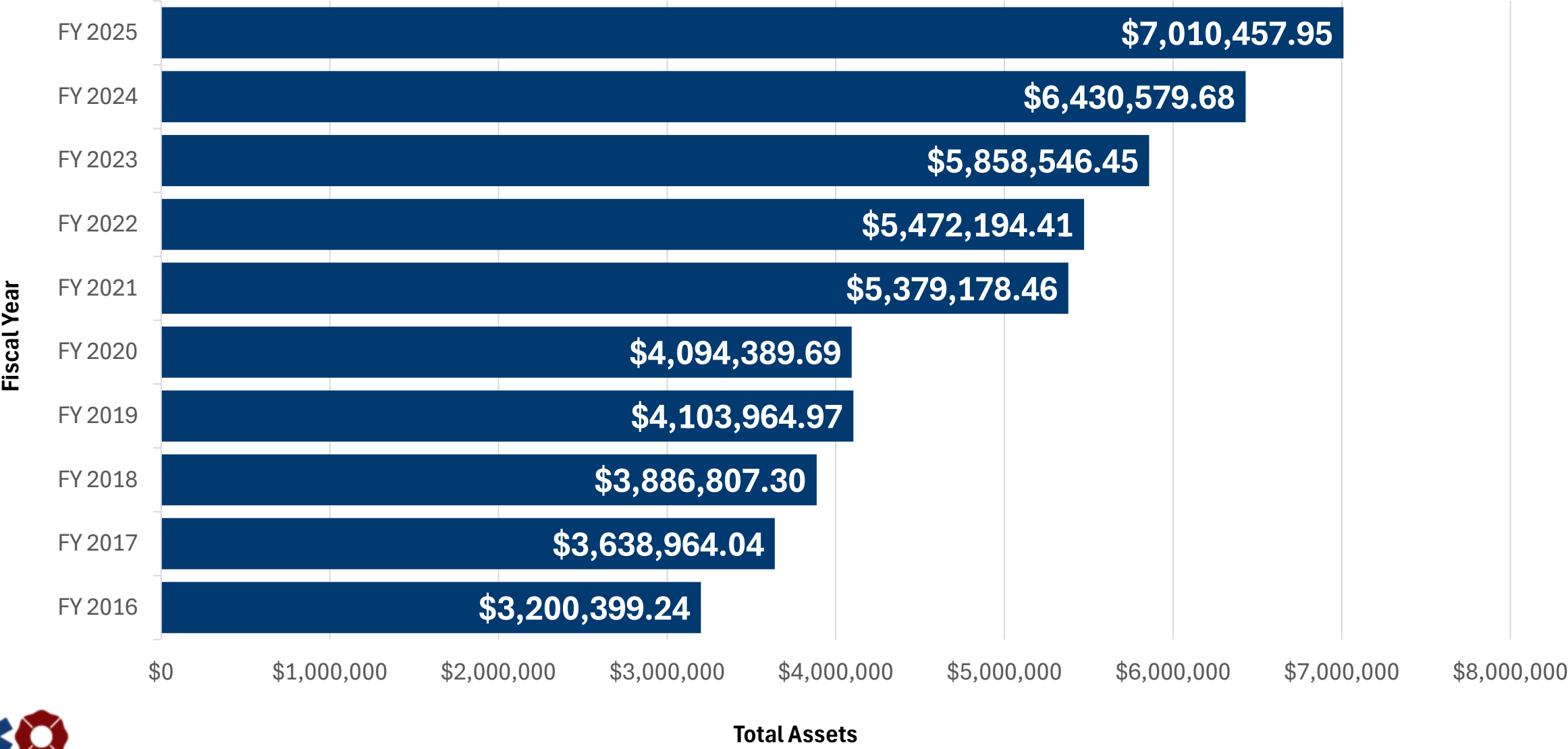
Administered by the
Virginia Retirement System



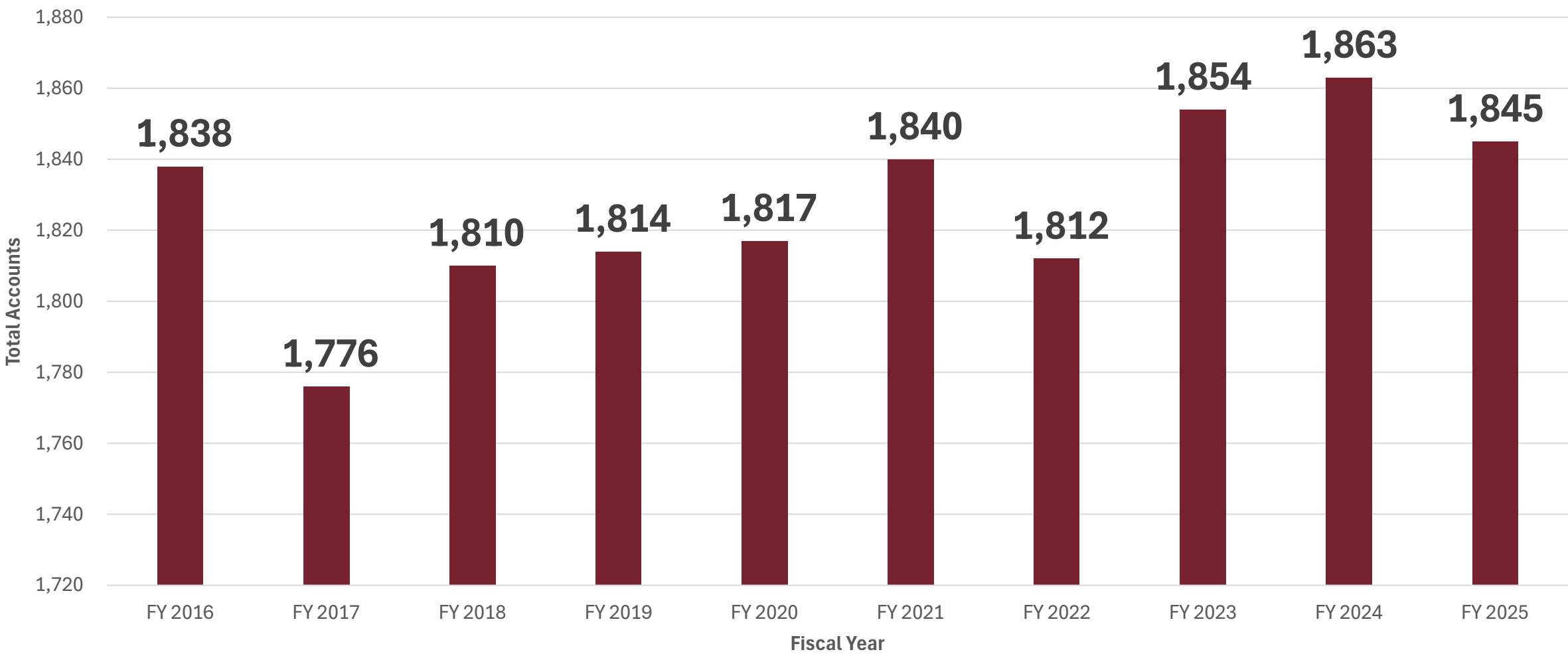
VOLSAP Finance Update FY25



VOLSAP Total Assets



VOLSAP Total Accounts



VOLSAP Financial Highlights FY25

\$6,910,769

Total value
of accounts

1,845

Number
of participant accounts

72

Number
of volunteer
departments

33

Number
of active volunteer
departments
(FY25 contributions)*

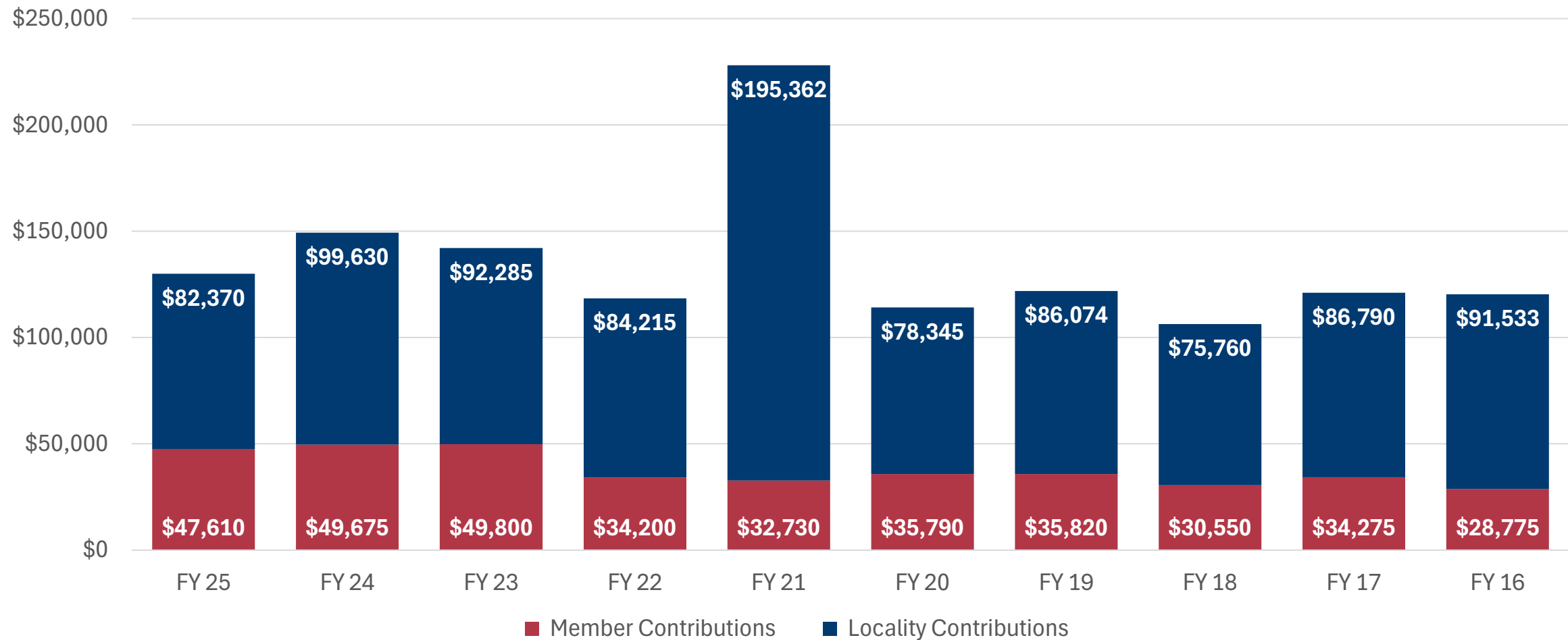
39

Number
of inactive volunteer
departments



* Contributions may be from participants, departments or both.

VOLSAP Contributions by Type





VOLSAP Account Maintenance Policy

July 30, 2026

Agenda

- Account Maintenance Policy
- Active/Inactive Departments and Participants Update





Account Maintenance Policy

Background



2024 – Spring

- A review of potential VOLSAP program document amendments was initiated because of the identification issues with the efficient operation of VOLSAP.
 - Stale accounts (i.e., members who are no longer volunteering or contributing to their VOLSAP accounts).
 - Defunct departments or squads.
 - No mechanism to address forfeiture events (i.e., to require a member to take a distribution or to transfer stale accounts to Virginia’s Unclaimed Property Program).

2024 – October

- Program document amendments to address these issues were presented to the VOLSAP Board.
- To complement the amendments, the VOLSAP Board voted to support legislation to allow VOLSAP funds to be transferred to Unclaimed Property if unclaimed for at least five years.

Background *(continued)*

2025 – January

- Sen. Craig introduces SB 934 to permit VOLSAP accounts to be transferred to Unclaimed Property. The bill passes unanimously (2025 *Va. Acts* ch. 440).

2025 – April

- The VOLSAP Board voted to approve the program document amendments.

2025 – June

- Communication sent to all departments and squads with VOLSAP accounts to inform them of the impact of the program document amendments and the enactment of SB 934.



Summary of Program Document Amendments

Amendments address two primary issues:

**Dissolution
of a department**

**Forfeiture of funds
in VOLSAP upon a default
(i.e., lack of contributions)**

Amendments – Summary



- A member will never lose their contributions.
- Instead, the changes will ensure that members entitled to funds held in VOLSAP will be identified and contacted about a distribution.
- Ease the administration of VOLSAP by establishing a systematic process for identifying and addressing stale accounts.

Amendments – Forfeiture Upon Default

- The amendments establish a forfeiture process in to effectuate *Va. Code* §§ 51.1-1209 & 51.1-1210.
 - By *Code*, a member who becomes six months delinquent in contributions (made either by the member or on their behalf) forfeits their membership in VOLSAP:
- No later than 18 months following the end of the Program Year in which the default occurs:
 - If a participant is eligible for a Service Award, they will receive the funds contained in the Member and Department Accounts.
 - If a participant is not eligible for a Service Award, they will receive the funds contained in the Member Account.
 - If the department is an active participant, department funds will be forfeited and used to reduce future department contributions to VOLSAP.
 - If the department is not an active participant, department funds will be forfeited to VOLSAP and used by VRS to cover administrative expenses.



SB 934 – Transfer of VOLSAP Funds to Unclaimed Property

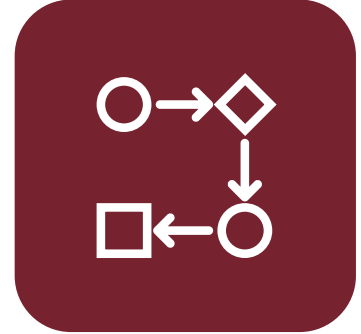


- SB 934 allows VOLSAP funds to be transferred to Virginia's Unclaimed Property Program if unclaimed for at least five years.
- Transferring unclaimed VOLSAP funds to the Unclaimed Property Program will enable former participants to more readily and easily locate and claim their funds.
- VOLSAP will continue to try and locate participants who have stopped contributing during the five-year period before the funds can be considered to be abandoned.

Account Maintenance Policy: Key Features

The Account Maintenance Policy addresses the procedures for maintaining VOLSAP accounts:

- Collecting and maintaining contact information.
- Processing member statements.
- Monitoring the operational status of participating departments.
- Monitoring forfeitures.
- Locating members and distributing stale account balances.
- Transferring account balances to Unclaimed Property.



Key Features – Contact Information



- Departments:
 - Are the source of VOLSAP member contact information.
 - Serve as the primary contact between VOLSAP members and the Third-Party Administrator (TPA).
- The TPA is responsible for collecting and maintaining personal or account information for VOLSAP members.

Key Features – Member Statements

- Currently, the TPA mails annual statements to the department for distribution to the member.
- Starting this year, the TPA will mail annual statements directly to the VOLSAP member.
 - Statements will be mailed following the completion of the annual income allocation at the end of the Program Year.
- The TPA will attempt to locate members and update addresses for any member whose statement is returned as undeliverable.



Key Features – Monitor Departments/Squads for Inactivity



- At the conclusion of each Program Year, the TPA will:
 - Identify all inactive departments.
 - A department is inactive if no contributions for VOLSAP members were received in the Program Year.
 - Provide a report to VRS of all inactive departments.
- VRS will attempt to determine the operational status of inactive departments.
 - Funds held by departments that have ceased operations shall be forfeit in accordance with the program document.

Key Features – Monitor Members for Inactivity

- At the conclusion of each Program Year, the TPA will:
 - Identify all VOLSAP members for whom no contributions were received in the Program Year.
 - Provide a report to VRS of all inactive members.
- Within 60 days following the completion of the annual income allocation, the TPA will:
 - Send written notice to inactive members informing them that
 - The member's VOLSAP account is inactive, and
 - A Service Award or the balance of the Member Account, whichever is applicable, will be paid out unless VOLSAP contributions are resumed on the member's behalf.



Key Features – Inactive Members/Departments



- No later than 18 months following the end of the Program Year in which a forfeiture event occurs:
 - If a Member is eligible for a Service Award, they will receive the funds contained in the Member and Department Accounts.
 - If Member is not eligible for a Service Award, they will receive the funds contained in the Member Account.
 - If a Member has enough service credit for a Service Award but has not reached age 60 at the time of the forfeiture occurs, the distribution shall be delayed until the Member reaches age 60.
 - If the department is an active participant, department funds will be forfeited and used to reduce future department contributions to VOLSAP.
 - If the Department is not an active participant or has ceased operations, department funds will be forfeited to VOLSAP and used by VRS to cover administrative expenses.

Key Features – Locating Members

- The TPA will attempt to locate members to whom a distribution is required to be made pursuant to the forfeiture procedures.
- If a member cannot be located and the account remains unclaimed for more than five years, the account balance will be transferred to Unclaimed Property.





Active/Inactive Departments and Participants Update

VOLSAP Financial Highlights FY25

\$6,910,769

Total value
of accounts

1,845

Number
of participant accounts

72

Number
of volunteer
departments

33

Number
of active volunteer
departments
(FY25 contributions)*

39

Number
of inactive volunteer
departments



** Contributions may be from participants, departments or both.*

Active Volunteer Departments – Member Information

Not all members with accounts with active departments are making contributions.

Inactive members make up the majority of Member Accounts with active departments.

Member Accounts:

1,306

(71% of total accounts)

Active Members:

490

**(37.5% of accounts
with active departments)**

Inactive Members:

816

**(62.5% of accounts
with active departments)**

Active Volunteer Departments – Member Information *(continued)*

Not all members with accounts with active departments are making contributions.

Active members' accounts make up the majority of the balances of active department accounts.

\$5,466,701

Total value of active
department accounts

\$3,155,503

Total value of active
member accounts

**(57.7% of accounts
with active departments)**

\$2,311,198

Total value of inactive
member accounts

**(42.3% of accounts
with active departments)**

Inactive Volunteer Departments – Member Information

Members with inactive departments
constitute less than half of the total number of inactive accounts.

\$1,444,068

Total value of inactive
department accounts

539

Inactive members
with inactive departments

**(37% of inactive
accounts)**

Inactive Members – Eligible for Service Award

Accounts Eligible
for Service Award:

287

Accounts
With Active Departments:

149

Accounts
With Inactive Departments:

138

Total Amount
Eligible for Service Award:

\$1,177,588

(17% of total accounts)

Total Amount
for Active Departments:

\$676,275

**(12.4% of active
department accounts)**

Total Amount
for Inactive Departments:

\$501,314

**(34.7% of inactive
department accounts)**

Eligibility estimates based on members who are at least 60 years old.

Inactive Members – Ineligible for Service Award

Accounts Ineligible
for Service Award:

1,068

Total Amount
Eligible for Distribution:

\$2,577,677

(37.3% of total accounts)

Accounts
With Active Departments:

667

Total Amount
for Active Departments:

\$1,634,924

(29.9% of active
department accounts)

Accounts
With Inactive Departments:

401

Total Amount
for Inactive Departments:

\$942,754

(65.3% of inactive
department accounts)

Forfeiture FY25 – Department Accounts

Department Account balances for members who have less than five years of participation and have not contributed since 6/30/24 will be forfeited.

Member Accounts:

657

Total Amount to Forfeit:

\$535,237

(37.5% of active department accounts)

- *FY25 forfeitures include all inactive accounts subject to forfeiture since the inception of VOLSAP.*
- *The number of member accounts subject to forfeiture in subsequent years is expected to decrease accordingly.*

Forfeiture FY25 – Department Accounts *(continued)*

Not all members with active departments are making contributions.

Accounts With Active
Departments:

392

Total Amount to Forfeit
Back to Department:

\$298,885

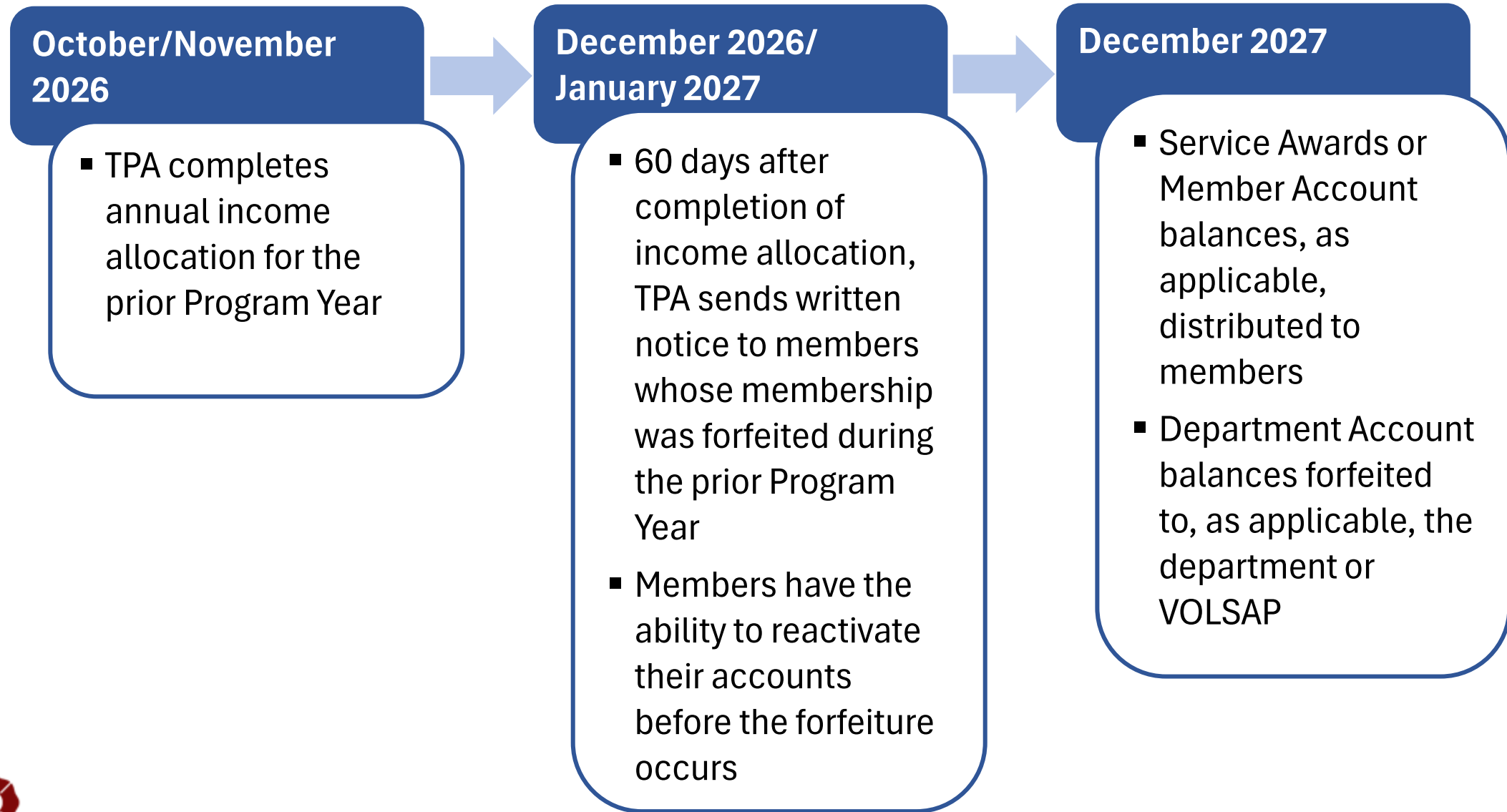
Accounts With Inactive
Departments:

265

Total Amount to Forfeit
to VOLSAP:

\$236,353

Forfeiture – Timeline



Questions?



VOLSAP ACCOUNT MAINTENANCE POLICY

1. PURPOSE

This policy provides guidance on the practices used in the maintenance of Volunteer Firefighters' and Rescue Squad Workers' Service Award Program (VOLSAP) Fund member accounts, including:

- Collecting and maintaining VOLSAP member contact information.
- Processing VOLSAP member statements.
- Monitoring the operational status of participating volunteer fire departments and rescue squads.
- Monitoring when VOLSAP members forfeit their accounts due to the lack of contributions being made on behalf of the member (i.e., stale accounts).
- Distributing balances in stale accounts.
- Escheating stale account balances to the Division of Unclaimed Property.

2. DEFINITIONS

“Department Account” means the account that is credited with any department or squad contributions and earnings, including those made on behalf of a member in lieu of the member’s required contribution.

“General Fund Account” means the account that is credited with any General Fund contributions and earnings.

“Member Account” means the account that is credited with the member’s personal contributions and earnings.

“Program Year” means the 12-month period ending on June 30.

“Service Award” means (i) the balance in a VOLSAP member’s Member Account, Department Account, and General Fund account if the member has both reached the age of sixty and has at least 10 years of Service Credit (ii) the balance in a VOLSAP member’s Member Account and Department Account if the member has both reached the age of sixty and has at least five years of Service Credit.

“Service Credit” means the number of years of eligible volunteer service with a volunteer fire department or rescue squad performed by a VOLSAP member while participating in VOLSAP. Service credit includes any service purchased by a VOLSAP member while not participating in VOLSAP that has been purchased in accordance with Va. Code § 51.1-1207.

“TPA” means the third-party administrator engaged to perform administrative services for VOLSAP, including processing contributions and forms, maintaining member account records, preparing member statements, and carrying out other account maintenance functions described in this policy.

3. LEGAL AUTHORITY

The enabling statutes for VOLSAP are set out in Chapter 12 (Va. Code § 51.1-1200 et seq.) of Title 51.1. Va. Code § 51.1-1209 provides that a VOLSAP member forfeits their VOLSAP membership if no contributions are made on their behalf for at least two consecutive quarters.

§ 51.1-1209. Effect of member not maintaining eligibility and being six months delinquent in making monthly payments.

A. Any member who does not maintain his eligibility as a member and who becomes six months delinquent in making the required quarterly payments by the date as determined by the Board, shall forfeit his membership in the Fund. Upon forfeiting his membership and becoming delinquent, such membership shall be reinstated only upon written request to the Board, and such reinstatement shall be at the sole discretion of the Board.

B. Any member who ceases to maintain his eligibility while in good standing, but notifies the Board of his intention to resume eligibility shall be reinstated upon written request to the Board.

4. POLICY

A. Collection of Contact Information

Participating volunteer fire departments and rescue squads are the primary source for VOLSAP member information and serve as the primary contact between VOLSAP members and the TPA. The department or squad is responsible for submitting membership application forms, contribution transmittals, and other VOLSAP forms to the TPA.

VRS does not collect or maintain personal information regarding VOLSAP members. Personal information is collected on the membership application form (VOLSAP-1) and includes the following:

- Name
- Address
- Date of birth
- Phone number
- Social Security number

B. VOLSAP Member Statements

The TPA will:

1. Collect quarterly contributions submitted by the department or squad;
2. Track and maintain VOLSAP member account balances and allocate investment earnings;
3. Prepare quarterly VOLSAP member confirmation letters that are submitted to the

- department or squad for all VOLSAP members with such department or squad; and
4. Mail annual account statements directly to the VOLSAP members.

In the event the annual account statement is returned to the TPA,¹ the TPA will utilize its processes and tools in use at the time for locating lost participants and updating VOLSAP member addresses. VRS will not be directly responsible for locating lost VOLSAP members.

C. VOLSAP Account Maintenance – Departments and Squads

At the conclusion of each Program Year, the TPA shall identify all inactive departments or squads. An inactive department or squad is one for which no contributions for VOLSAP members were received during the previous Program Year.

The TPA will provide a report of any inactive departments or squads to VRS. VRS will attempt to contact each inactive department or squad identified by the TPA to determine (i) the reason for the lack of contributions and (ii) whether the department or squad is still in operation. If VRS is unable to make contact with any inactive department or squad, VRS will contact the locality served by the department or squad to determine the status of the department or squad.

If VRS confirms that a participating department or squad has ceased operations, VRS will notify the TPA of that fact. Upon receipt of such notification, the TPA shall forfeit the funds held in the Department Account and General Fund Account in accordance with the procedures set out in Part E.

D. VOLSAP Account Maintenance – VOLSAP Members

In accordance with Va. Code § 51.1-1209 and the provisions of the VOLSAP Program Document, if contributions on behalf of a VOLSAP member are not received for six months, the VOLSAP member's membership is deemed forfeited.²

At the conclusion of each Program Year, the TPA shall identify all VOLSAP members whose accounts are deemed forfeited. The TPA will provide a report of any forfeited accounts to VRS. The report will include the following information for each VOLSAP member:

- Name,
- Age,
- The total balance contributed on behalf of the VOLSAP member contained in the following:
 - The Member Account,
 - The Department Account, and
 - The General Fund Account,
- The total amount of Service Credit,
- Whether the VOLSAP member is eligible for a Service Award.

¹ The United States Postal Service may return mail as undeliverable for numerous reasons, including (i) the recipient is deceased, (ii) undeliverable without a forwarding address, and (iii) undeliverable with a forwarding address.

² A VOLSAP member who submits a Notice of Contribution Suspension form (VOLSAP-5) will not be deemed to have forfeited their membership even though the no contributions have been submitted on behalf of the member for at least six months.

The TPA will send written notice to VOLSAP member within 60 days following the completion of the annual income allocation after the end of the Program Year in which the member's membership is forfeited. The written notice shall inform the VOLSAP member that their VOLSAP account is inactive and that the balance of Member Account or Service Award, whichever is applicable, will be paid out unless contributions are resumed by the VOLSAP member or on the member's behalf and the account is reactivated.

If the VOLSAP member's account is not reactivated, the TPA shall forfeit the funds held in the Member Account, Department Account, and General Fund Account in accordance with the procedures set out in Part E.

E. Forfeiture

In the case of a forfeiture event under either Part C or D, no later than 18 months following the end of the Program Year in which the member's membership is forfeited:

1. If the VOLSAP member is eligible for a Service Award at the time of the forfeiture, the Service Award shall be distributed to the member.
2. If the VOLSAP member is not eligible for a Service Award at the time of the forfeiture:
 - a. The balance of the Member Account, if any, shall be distributed to the member.
 - b. The balance of the Department Account and General Fund Account, if any, shall be forfeited as follows:
 - i. If the volunteer fire department or rescue squad or local government political subdivision is making contributions to VOLSAP at the time of the forfeiture, the balances in the Department Account and General Fund Account shall be used to reduce future contributions by the department, squad, or local government political subdivision; or
 - ii. If the volunteer fire department or rescue squad or local government political subdivision (i) is not making contributions to VOLSAP at the time of the forfeiture or (ii) has ceased operations, the balances in the Department Account and General Fund Account shall be forfeited to the VOLSAP Fund and used to reduce future expense reimbursements to VRS pursuant to Va. Code § 51.1-1200.
3. Notwithstanding the provisions of paragraph 2, in the case of a VOLSAP member who is not eligible for Service Award at the time of the forfeiture because the member has not reached the age of 60 at the time of the forfeiture, but who the requisite amount of Service Credit to be eligible for a Service Award, no distribution or forfeiture of the Member Account, Department Account, or General Fund Account shall be made under paragraph 2. Instead, a Service Award shall be distributed to the member no later than December 31 of the year following the year in which such member reaches the age of 60.

F. Escheatment

If the TPA is unable to locate a VOLSAP member to whom a distribution is required to be made pursuant to Part E, the TPA shall make all reasonable attempts to locate the member utilizing its processes and tools in use at the time in order to make required distributions. VRS will not be directly responsible for locating lost VOLSAP members.

If the TPA is unable to locate the VOLSAP member and the account remains unclaimed for more

than five years following the end of the Program Year in which the member's membership is forfeited, the balance of the Member Account or the Service Award, as applicable, will be transferred to Virginia's Unclaimed Property Program in accordance with Va. Code § 55.1-2544.

Policy Revision History

Date	Revisions
	Policy created.