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**IS YOUR RETIREMENT PLAN
REALLY SAFE?
PROTECTING QUALIFIED PLANS
AND IRAS FROM CREDITORS**

by

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IS YOUR RETIREMENT PLAN REALLY SAFE? PROTECTING QUALIFIED PLANS AND IRAS FROM CREDITORS

I. INTRODUCTION

The Bankruptcy Abuse Prevention and Consumer Protection Act of 2005 (the "2005 Act") brought much needed clarity to debtor and creditor rights relative to retirement assets in a federal bankruptcy proceeding. Prior to the 2005 Act, debtor and creditor rights with regard to such assets were in a state of great confusion both within and outside of federal bankruptcy. For debtors in financial distress under the federal bankruptcy laws, the 2005 Act not only provides clarification but actually extends bankruptcy protection for the debtor's retirement funds. For debtors in financial distress who are subject to state attachment and garnishment proceedings outside of bankruptcy, the confusion continues.

II. THE BANKRUPTCY ABUSE PREVENTION AND CONSUMER PROTECTION ACT OF 2005.

1. The Bankruptcy Abuse Prevention and Consumer Protection Act of 2005 (the "2005 Act") makes significant changes in bankruptcy rules and adds specific protections for tax-qualified retirement plans and IRAs. The 2005 Act is effective for bankruptcy petitions filed on or after October 17, 2005.
2. The 2005 Act exempts retirement plan assets from a debtor's bankruptcy estate if such assets are held by an Internal Revenue Code Section 401(a) tax-qualified retirement plan, a section 403(b) plan, a section 457 plan, or an IRA (including traditional IRAs, Roth IRAs, SEPs and SIMPLEs) under Sections 408 or 408A. The retirement plan exemption applies regardless of whether the debtor elects the federal or state bankruptcy exemptions. 11 USC § 522(d)(12)
3. The exemption for IRAs is limited to \$1,000,000. However, the \$1,000,000 limit does not apply to employer-sponsored IRAs (*e.g.*, SEPs or SIMPLEs). Additionally, rollovers into IRAs from qualified plans are also exempt from the \$1,000,000 limit. It appears that a rollover from a SEP or SIMPLE-IRA would receive only \$1,000,000 of protection since a Code Section 408(d)(3) rollover is not one of the rollovers sanctioned under Bankruptcy Code Section 522(n).

In order to make sure that an individual receives the full \$1,000,000 exemption on contributory IRAs and the unlimited exemption on IRA rollovers, it is a good idea to establish separate IRA rollover and contributory IRA accounts. This will make it easier to track the separate pools of assets.

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4. The 2005 Act exempts assets in retirement plans that satisfy the applicable requirements of the Internal Revenue Code. A retirement plan is deemed to be qualified under the 2005 Act if it has received a favorable determination letter from the IRS. If the plan has not received a favorable determination letter, the debtor must demonstrate that: (a) neither the IRS nor a court has made a determination that the plan is not qualified, and (b) (i) the plan is in substantial compliance with the Internal Revenue Code, or (ii) the plan is not in substantial compliance but the debtor is not materially responsible for the failure. 11 USC § 522(b)
5. The 2005 Act exempts payroll deductions to repay plan loans from the automatic stay provisions. Therefore, payroll deduction repayments may continue during the pendency of the bankruptcy proceeding. Additionally, retirement plan loan obligations are not discharged in bankruptcy. The 2005 Act thereby increases the importance of obtaining an individual IRS determination letter for a qualified plan.
6. In summary, under the 2005 Act, qualified plan, SEP, and SIMPLE assets are protected with no dollar limitation. IRAs and Roth IRAs are protected to \$1,000,000. However, rollover assets in an IRA are not subject to the \$1,000,000 limit. The 2005 Act only applies to assets in bankruptcy. One must look to state law for protection of IRA assets in state law (*e.g.*, garnishment) actions.

III. ERISA AND INTERNAL REVENUE CODE ANTI-ALIENATION PROVISIONS

A. ERISA.

Title I of ERISA requires that a pension plan shall provide that benefits under the plan may not be assigned or alienated; *i.e.*, the plan must provide a contractual "anti-alienation" clause.¹

In order for the anti-alienation clause to be effective, the underlying plan must constitute a "pension plan" under ERISA. Such a plan is any "plan, fund or program which ... provides retirement income to employees."² Therefore, a plan that does not benefit any common-law employee is not an ERISA pension plan. This may be the case with Keogh as well as corporate plans in which only the owners participate (see the discussion below under the Bankruptcy Code).

B. Internal Revenue Code.

Buttressing ERISA, the Internal Revenue Code (hereafter the "Code") provides that "a trust shall not constitute a qualified trust under this Section unless the plan of which such trust is a part provides that benefits provided under the plan may not be assigned or alienated."³

¹ See ERISA § 206(d), 29 U.S.C. § 1056(d)(1).

² ERISA § 3(2)(A). An ERISA "pension" plan, therefore, generally encompasses pension, profit-sharing, and § 401(k) plans.

³ I.R.C. § 401(a)(13)(A).

The Treasury Regulations provide that "under [Code] § 401(a)(13), a trust will not be qualified unless the plan of which the trust is a part provides that benefits provided under the plan may not be anticipated, assigned (either at law or in equity), alienated, or subject to attachment, garnishment, levy, execution or other legal or equitable process."⁴ Thus, a retirement plan will not attain qualified status unless it precludes both voluntary and involuntary assignments.

Neither ERISA nor Code protections apply to assets held under individual retirement arrangements, simplified employee pension plans, government plans, or most church plans.⁵

C. Exceptions.

There are a number of exceptions to ERISA's and the Code's anti-alienation provisions:

1. Qualified domestic relations orders ("QDROs"), as defined in Code § 414(p), may be exempted.⁶ This means that retirement plan assets are a marital asset subject to division in divorce and attachment for child support.
2. Up to 10% of any benefit *in pay status* may be voluntarily and revocably assigned or alienated.⁷
3. A participant may direct the plan to pay a benefit to a third party if the direction is revocable and the third party files acknowledgment of lack of enforceability.⁸
4. federal tax levies and judgments are exempted. The Treasury Regulations under Code § 401(a)(13) provide that plan benefits are subject to attachment by the IRS in common-law and community property states.⁹

The logic of this exemption is that ERISA may not be construed so as to alter, amend, modify, or supersede any law of the United States.¹⁰ Thus, under this "savings clause," the IRS tax levy authority is deemed to override ERISA's anti-alienation rule.¹¹

⁴ Treas. Reg. § 1.401(a)-13(b)(1).

⁵ ERISA §§ 4(b) and 201; I.R.C. § 401(a) and DOL Reg. § 2510.3-2(d).

⁶ I.R.C. § 401(a)(13)(B), ERISA § 206(d)(3).

⁷ I.R.C. § 401(a)(13)(A); Reg. § 1.401(a)-13(d)(1), ERISA § 206(d)(2).

⁸ Reg. § 1.401(a)-13(e).

⁹ Reg. § 1.401(a)-13(b). See *In re Martin M. Carlson*, 75 AFTR 2d Par. 95-497 (Jan. 9, 1995); *In re Vermande*, 94 TNT 190-9 (Bankr. N.D. Ind. 1994); *Gregory v. United States*, 96-CV-70603-DT (D.C. Mich. 1996); *McIntyre v. United States*, Case No. 98-17192 (9th Cir. 2000).

¹⁰ ERISA § 514(d).

¹¹ *United States v. Sawaf*, 74 F.3d 119 (6th Cir. 1996).

- a. The IRS has issued a Field Service Advice Memorandum¹² advising that a retirement plan does not have to honor an IRS levy for taxes to the extent that the taxpayer is not entitled to an immediate distribution of benefits from the plan.

The Ninth Circuit Court of Appeals has held that the IRS cannot enforce a lien in bankruptcy prior to the time that the participant is entitled to a distribution from a tax-qualified retirement plan. *U.S. v. Snyder*, 343 F.3d 1171 (9th Cir. 2003).

- b. In Chief Counsel Advice Memorandum (CCA) 199936402 the IRS ruled that it may step into the participant's shoes and make an early retirement election. In IRS Legal Memo 200032004 (May 10, 2000) the IRS ruled that an IRS levy can attach to all present rights that a participant has under a plan, including the present right to future payment and the present right to elect a form of distribution. Thus, the IRS can claim the taxpayer's right to future payment but the plan administrator is not required to honor the levy until the participant retires or otherwise becomes eligible to receive benefits from the plan. Additionally, if the plan is subject to spousal qualified joint and survivor annuity requirements, the only collection avenue available to the IRS is through joint and survivor annuity payments unless the IRS can obtain the spouse's consent to receive a lump-sum distribution from the plan to satisfy the levy.
- c. See also, CCA 200249001 where the IRS Chief Counsel states that although a federal tax lien attaches to a taxpayer's vested interest in a pension plan, the levy does not reach amounts payable to a beneficiary as death benefits even where the levy occurs prior to the death of the taxpayer.
- d. In Private Letter Ruling (PLR) 200342007 the IRS ruled that "the general anti-alienation rule of Code Section 401(a)(13) does not preclude a court's garnishing the account balance of a fined participant in a qualified pension plan in order to collect a fine imposed in a federal criminal action."

The IRS cited favorably three recent federal district court cases which concluded that ERISA plans are subject to garnishment to satisfy criminal fines pursuant to the Federal Debt Collection Procedures Act of 1977 ("FDCPA"), 28 U.S.C. §3205. See: *United States v. Tyson*, 265 F. Supp. 2d 788 (E.D. Mich. 2003); *United States v. Clark*, No. 02-X-74872 (E.D. Mich. June 11, 2003); *United States v. Rice*, 196 F. Supp. 1196 (N.D. Okla. 2002).

The IRS accepted the reasoning of the federal courts which held that section 3713(c) of the FDCPA (which provides that "an order of restitution ... is a lien in favor of the United States on all property of the person fined as if the liability of the person fined were liability for a tax assessed under the Internal Revenue Code...") was to be treated as if it

¹²

FSA 199930039; see also CCA 199936041 and CCA 200102021.

were a tax lien so that it fell within the exception to the anti-alienation provision listed in Treasury Regulation section 1.401(a)-13(b)(2)(ii) for "collection by the United States on a judgment resulting from an unpaid tax assessment".

- e. In PLR 200426027, the IRS further reviewed the issues regarding the treatment by retirement plans of federal criminal penalties assessed against a plan participant. Citing the *Tyson* and *Clark* cases as authority, the IRS reiterated its position that federal court judgments imposing a fine payable to the United States or enforcing an order of restitution are to be treated as tax liabilities. Based on this position, the IRS issued five separate rulings in the PLR:
 - i. Honoring such garnishment orders will not result in the failure of the plan to meet the anti-alienation provisions of IRC §401(a)(13). This conclusion applies regardless of whether the purpose of the garnishment is to collect (a) a fine payable to the United States Government; (b) criminal restitution amounts payable to the U.S. Government; (c) criminal restitution amounts payable to the U.S. Government for the benefit of private parties; or (d) criminal restitution amounts payable to the U.S. Government for the benefit of a state or local governmental entity.
 - ii. A plan will not violate the exclusive benefit rule of IRC §401(a)(2) when paying some or all of a participant's or beneficiary's benefit to the U.S. Government when ordered to do so pursuant to an order of garnishment.
 - iii. The lien created pursuant to 18 U.S.C. §36(c) attaches immediately, but the U.S. Government (1) cannot collect from the plan until the participant or beneficiary has a right to a distribution under the plan, (2) steps into the shoes of the participant or the beneficiary and can elect distribution on behalf of that person when the person could elect a distribution; and (3) is subject to the qualified joint and survivor annuity rules and other plan provisions to the same extent as the participant or beneficiary.
 - iv. Citing *Murillo v. Commission*, T.C. Memo 1998-13, payments made pursuant to the orders of garnishment are not subject to the 10% additional income tax imposed under IRC §72(t).
 - v. Payments made pursuant to such orders may be treated as "eligible rollover distributions" subject to the mandatory 20% federal income tax withholding requirements.
- f. In *U.S. v. Novak*, (No. 04-55838, 9th Circuit Court of Appeals, March 2006), the U.S. Ninth Circuit Court of Appeals held that the Mandatory Victims Restitution Act of 1996 ("MVRA"), 18 U.S.C. §3663A, in conjunction with 18 U.S.C. §3613, constitutes a statutory exception to ERISA's anti-alienation provisions. The Ninth Circuit overturned a

district court judgment quashing a writ of garnishment. The writ of garnishment had been issued at the request of the U.S. Attorney pursuant to the garnishment provisions of the FDCPA (cited above).

5. Criminal or civil judgments, consent decrees and settlement agreements may permit the offset of a participant's benefits under a plan and order the participant to pay the plan due to a fiduciary violation or crime committed by the participant against the plan.¹³ If the participant is married at such time as his or her plan benefits are offset and if the survivor annuity provisions of ERISA § 205 or Code § 401(a)(11) apply to distributions under the plan, the participant's spouse must consent in writing to the offset. An exception to such spousal consent would pertain if the spouse is also involved in the fiduciary violation or crime or if the spouse retains the right to receive his or her survivor annuity.

D. ERISA Preemption.

The above-described anti-alienation provisions of ERISA are given force by the preemption provisions also contained in ERISA. ERISA § 514(a) provides that the provisions of ERISA supersede state laws insofar as such laws relate to employee benefit plans. The ERISA anti-alienation and preemption provisions combine to make state attachment and garnishment laws inapplicable to an individual's benefits under an ERISA-covered employee benefit plan.

E. Supreme Court Acknowledgment Outside of Bankruptcy.

The U.S. Supreme Court has held that the ERISA anti-alienation provisions are extremely broad. In *Guidry v. Sheet Metal Workers National Pension Fund*,¹⁴ the Supreme Court held that ERISA prevents a federal court from imposing a "constructive trust" on pension benefits payable to a former union official who was convicted of embezzling more than \$377,000.00 from the union. The Court held that "§ 206(d) reflects a congressional policy choice, a decision to safeguard a stream of income for pensioners (and their dependents, who may be, and perhaps usually are, blameless), even if that decision prevents others from securing relief for the wrongs done them."¹⁵

F. General Creditors of the Sponsoring Employer.

The general creditors of a corporation or other sponsoring employer cannot reach the assets contained in such employer's qualified retirement plan. The statutory rationale is that a qualified retirement plan is established for the exclusive benefit of the employees and their beneficiaries.¹⁶ Furthermore, the terms of the trust must be such as to make it impossible, prior to the satisfaction of all liabilities to the employees and their beneficiaries, for any part of the funds to be diverted to purposes other than the exclusive benefit of the employees and their beneficiaries.¹⁷ Since the settlor/employer does not

¹³ Code §§ 401(a)(13)(C); ERISA §§ 206(d)(4).

¹⁴ 110 S. Ct. 680 (1990).

¹⁵ 110 S. Ct. at 687.

¹⁶ Code § 401(a)(1); Treas. Reg. § 1.401-1(b).

¹⁷ Code § 401(a)(2); Treas. Reg. § 1.401-2.

have any significant rights with respect to the trust assets, its creditors have no rights regarding the trust assets.

IV. ADDITIONAL ANALYSIS

A. *Patterson v. Shumate.*

1. In 1992, the U.S. Supreme Court resolved a split among the U.S. Circuit Courts of Appeals by holding that ERISA's prohibition against the assignment or alienation of pension plan benefits is a restriction on the transfer of a debtor's beneficial interest in a trust that is enforceable under applicable non-bankruptcy law. Thus, a debtor's interest in an ERISA pension plan is excluded from the bankruptcy estate and not subject to attachment by creditors' claims.¹⁸
2. The Supreme Court stated that Bankruptcy Code § 541(c)(2) "encompasses any relevant non-bankruptcy law, including federal law such as ERISA."¹⁹ The Court also noted that its decision ensures that treatment of pension benefits will not vary because of a beneficiary's bankruptcy status and gives full effect to ERISA's goal of protecting pension benefits.

B. *Yates v. Hendon.*

1. *In Raymond B. Yates, M.D., P.C. Profit Sharing Plan et al. v. Hendon, Trustee*, 124 S. Ct. 1330 (2004), the United States Supreme Court held that the working owner of a business (here, the sole shareholder and president of a professional corporation) may qualify as a "participant" in a pension plan covered by ERISA. If the plan covers one or more employees other than the business owner and his or her spouse, the working owner may participate on equal terms with other plan participants. Such a working owner, in common with other employees, qualifies for the protections ERISA affords plan participants and is governed by the rights and remedies ERISA specifies.
2. The impact of the holding of the Supreme Court in *Yates* is that the retirement plan benefits of a business owner are protected from the claims of creditors and exempt from bankruptcy if at least one non-owner employee (other than the owner's spouse) is also a participant in the retirement plan.
3. The Supreme Court reversed the prior decision of the U.S. Sixth Circuit Court of Appeals in *In re Yates*, 287 F.3d 521 (6th Cir. 2002) that a sole owner had no standing under ERISA to assert its creditor protection provisions even if the retirement plan also covered non-owner employees.

The position of the Sixth Circuit was that Dr. Yates, as a sole shareholder, was not an "employee" for purposes of ERISA and, therefore, was not entitled to ERISA creditor protection. The Supreme Court rejected the position of the Sixth Circuit that a working owner may rank only as an "employer" and not also as an "employee" for purposes of ERISA plan protections.

¹⁸ *Patterson v. Shumate*, 112 S. Ct. 2242 (1992).

¹⁹ 112 S. Ct. at 2244.

C. Owner-Only Plans Are At Risk Outside of Bankruptcy.

1. Since *Patterson*, several U.S. Bankruptcy Courts have ruled that assets in a sole proprietor's retirement plan may be attached by creditors. The bankruptcy courts have held that a pension plan that benefits only the owner of a small business is not "ERISA-qualified." ERISA is meant to benefit common-law employees, the courts have noted, while a sole proprietor is an employer.²⁰ Thus, it is still possible for a retirement plan that covers *only* the owners of a business to be attached by the creditors of the owner/plan participant.

Department of Labor Regulations provide that a husband and wife who solely own a corporation are not employees for retirement plan purposes. The Regulations further provide that a plan which covers only partners or only a sole proprietor is not covered under Title I of ERISA. However, a plan under which one or more common-law employees (in addition to the owners) are participants will be covered under Title I and ERISA protections will be applicable to all participants (not just the common-law employees).²¹ Thus, inclusion of one or more non-owner employees transforms a non-ERISA plan into an ERISA-qualified plan and thereby protects the plan assets from the claims of creditors.

2. In *Yates v. Hendon*, cited above, the U.S. Supreme Court noted that Department of Labor Advisory Opinion 99-04A interprets 29 CFR §2510.3-3 to mean that the statutory term "employee benefit plan" does not include a plan whose only participants are the owner and his or her spouse, but does include a plan that covers as participants one or more common-law employees, in addition to the self-employed individuals. The Supreme Court noted that "[t]his agency view...merits the Judiciary's respectful consideration."
3. In *Lowenschuss v. Selnick*, 117 F.3d 673 (9th Cir. 1999) the Ninth Circuit held that an employee pension benefit plan that had been properly established and maintained pursuant to ERISA can lose its ERISA-qualified status for bankruptcy purposes through the mere attrition of non-owner participants where it covered only the owner-employee at the time of the bankruptcy filing.
4. The 2005 Bankruptcy Act draws no distinction between owner-only plans and other tax-qualified retirement plans with respect to bankruptcy exemption. Outside of bankruptcy, however, it appears that such plans may be subject to attachment by creditors.

D. 403(b) Plans May Not Be Protected Outside of Bankruptcy.

1. The United States Sixth Circuit Court of Appeals held in *Rhiel v. Adams*, No. 03-8011, 203 Fed. App. 0006P, 302 B.R. 535 (6th Cir. December 10, 2003) that only assets that are held "in a trust" are excludable from property of the bankruptcy estate by 11 U.S.C. §541(c)(2).

²⁰ *In re Witwer*, 148 B.R. 930 (Dec., 1992, Cal.); *In re Lane*, 149 B.R. 760 (Jan., 1993, N.Y.); *In re Hall*, 151 B.R. 412 (Feb., 1993, Michigan). *In re Watson*, 192 B.R. 238 (Feb., 1998, Nevada), *affid.* 161 F.3d 593 (9th Cir., Dec. 1998).

²¹ 29 C.F.R. § 2510.3-3(b), (c)(1).

The Bankruptcy Court for the Southern District of Ohio held that the 403(b) plans (for the husband and wife) were "ERISA-qualified" as contemplated by the Supreme Court in *Patterson v. Shumate*. As such, they were not the property of the (bankruptcy) estate, and were not subject to administration by the (bankruptcy) Trustee.

The Sixth Circuit reversed the Bankruptcy Court and remanded the case for further proceedings based on the fact that the debtors had not shown that the section 541(c)(2) "in a trust" language had been satisfied. The Sixth Circuit held that only assets of an ERISA plan held in a trust would be excluded from the bankruptcy estate and that assets in a custodial account may not be excluded.

2. The 2005 Bankruptcy Act specifically protects Section 403(b) plans and does not distinguish between trust and custodial accounts.

E. Determination of Qualified Status.

1. The 2005 Bankruptcy Act provides a very lenient rule in determining whether the above funds or accounts are exempt from taxation under the Code. For bankruptcy law purposes, there is a presumption of exemption from tax if the fund or account has received a favorable ruling from the IRS (e.g., an IRS favorable determination letter issued to an employer-sponsored tax-qualified retirement plan). Additionally, a fund or account is considered exempt from tax even if it has not received a favorable IRS ruling provided that it is in substantial compliance with the Code. Lastly, even if the fund or account has neither a favorable ruling nor is in substantial compliance with the Code, it is still considered exempt for bankruptcy law purposes if the debtor is not materially responsible for its noncompliance.
2. The U.S. Fifth Circuit Court of Appeals held in *Matter of Youngblood*, 29 F.3d 225 (5th Cir. 1994) that the determination of a retirement plan's qualified status is to be made by the IRS, not the bankruptcy court. Unless a Plan's qualified status has been revoked by the IRS, a bankruptcy court cannot treat the plan as disqualified regardless of whether events have occurred which, in the court's opinion, could cause the IRS to disqualify the plan.

F. ERISA Protections Do Not Apply to Funds After Distribution From Retirement Plan.

The United States Court of Appeals for the First Circuit held that the anti-alienation provisions of ERISA and the IRC do not restrict the alienation of pension benefits that have already been distributed to plan participants or beneficiaries. Once the benefits have been distributed from the plan, a creditor's rights are enforceable against the beneficiary, but not against the plan itself. *Hoult v. Hoult*, 373 F.3d 47 (1st Cir. 2004); cert. denied (Dkt. No. 04-424), U.S. Sup. Ct. (2004).

G. Impact of Bankruptcy on a Qualified Domestic Relations Order.

The U.S. Sixth Circuit Court of Appeals ruled that pension benefits awarded a participant's former spouse before the participant filed for bankruptcy do not constitute property of the participant's bankruptcy estate and, therefore, the debtor cannot discharge

the payment obligation.²² The Sixth Circuit held that the divorce decree created a constructive trust to protect the interest awarded to the alternate payee/former spouse in the pension plan even though the divorce decree did not use the words "constructive trust."

The Sixth Circuit opinion was consistent with the ruling of the Ohio Supreme Court in *Erb v. Erb*.²³ In *Erb*, the Ohio Supreme Court ruled that the wife's property interest in the husband/participant's pension would neither be part of the husband's bankruptcy estate nor be subject to the jurisdiction of the bankruptcy estate.

V. INDIVIDUAL RETIREMENT ACCOUNTS

A. IRAs in Bankruptcy – 2005 Bankruptcy Act.

1. Traditional IRAs and Roth IRAs are exempt to \$1,000,000.
2. SEPs and SIMPLE-IRAs are exempt without a dollar limitation.
3. Rollovers into IRAs from qualified plans, section 403(b) plans or section 457 plans are not subject to the \$1,000,000 exemption limitation. Rollovers from such plans into IRAs are exempt without a dollar limitation.
4. It appears that a rollover from a SEP or SIMPLE-IRA would receive only \$1,000,000 of protection since a Code Section 408(d)(3) rollover is not one of the rollovers sanctioned under Bankruptcy Code Section 522(n).

B. IRAs in State Law (Non-Bankruptcy) Creditor Actions.

1. IRAs under ERISA. Here we find a fascinating dichotomy between IRAs constituted as parts of SEP and SIMPLE IRAs and individually created and funded traditional and Roth IRAs. To follow this analysis, we need to explore some of the intricacies of ERISA as well as state law protections for IRAs.
 - a. ERISA defines a "pension" plan under its jurisdiction as any "plan, fund or program which is established or maintained by an employer... that provides retirement income to employees" [ERISA Section 3(2)(A)]. Thus, the typical pension, profit-sharing or Section 401(k) plan constitutes an ERISA pension plan. Although contributions under both SEP and SIMPLE IRAs are immediately allocated among the individually owned IRAs of the participating employees, if there is less than \$1 million of wealth in the IRA, the DOL [preamble to DOL Regulation Section 2520.104-48] and the Federal Court of Appeals [*Garratt v. Walker*, 164 F. 3d 1249 (10th Cir. 1998)] have held that SEP and SIMPLE IRAs are ERISA pension plans due to the employer involvement in such arrangements. Conversely, traditional and Roth IRAs that are created and funded without employer involvement are not ERISA pension plans.

²² *McCaferty v. McCaferty*, No. 95-3919 (6th Cir. September 18, 1996)

²³ 75 Ohio St. 3d 18 (1996).

- b. As note above, ERISA pension plans are afforded extensive anti-alienation creditor protection both inside and outside of bankruptcy. [ERISA Section 206(d)]. However, these extensive anti-alienation protections do not extend to an IRA arrangement under Code Section 408 even if the IRA constitutes an ERISA pension plan due to being established as a SEP or SIMPLE IRA [ERISA Section 4(b) and 201]. ERISA also contains specific preemption provisions [ERISA Section 514(a)] that supersede and make inoperative any state law relating to ERISA pension plans. Thus, state law protections specifically afforded to ERISA pension plans are preempted and inoperative.
 - c. Thus, the SEP and SIMPLE IRA is in a quandary outside of bankruptcy – this IRA is deemed an ERISA pension plan but has no ERISA anti-alienation protection, and being an ERISA pension plan, any state law protecting its wealth may be preempted by ERISA and such accounts may be open to attachment under state law actions.
2. Non-SEP and SIMPLE IRAs. As just noted, an individually-established and funded traditional or Roth IRA is not an ERISA pension plan. That being the case, state law that relates to such IRAs is not preempted under ERISA. Many states provide protection to IRAs based on the IRA owner's state of residency. Ohio law, for example, specifically exempts traditional and Roth IRAs from execution, garnishment, attachment, or sale to satisfy a judgment or order. There is no cap under the Ohio exemption. A list of different state laws protecting IRAs is attached at the end of this chapter.
- a. The state of residency of the IRA owner/participant determines which state law applies to the IRA for exemption purposes.
 - b. Assets rolled from a SEP or SIMPLE IRA into a rollover IRA should lose their characterization as parts of an ERISA pension plan, would not thereafter be subject to ERISA preemption, and could then take advantage of state law protections for non-SEP and SIMPLE IRAs. Such rolled-over IRAs should then be afforded unlimited protections under non-bankruptcy proceedings in states like Ohio and be allowed \$1 million dollars worth of protection in a bankruptcy proceeding.
3. Impact of Rousey v. Jacoway. *Rousey v. Jacoway*, 125 S. Ct. 1561 (2005), was a significant U.S. Supreme Court pre-2005 Act decision. In *Rousey*, the Court determined that IRAs are a "similar plan or contract" to pension and profit-sharing plans for purposes of the limited exemption found at Bankruptcy Code Section 522(d)(10)(E). This decision, although largely irrelevant under post-2005 Act bankruptcy law, may be authoritative in those very few states that protect pension and profit-sharing plans but do not specifically protect IRAs. In a non-bankruptcy proceeding in such a state involving traditional or Roth IRAs, the Court's logic of equating IRAs to traditional retirement plans might be persuasive.

C. Ohio Law.

- 1. Ohio Rev. Code § 2329.66(A)(10)(c) was amended effective March 22, 1999 to specifically exempt Individual Retirement Accounts, Roth IRAs, and Education

IRAs (now Coverdell Education Savings Accounts) from execution, garnishment, attachment or sale to satisfy a judgment or order. Although SEPs and SIMPLE IRAs are types of IRAs, they are not protected under Ohio law. Assets rolled over from a SEP or SIMPLE into a rollover IRA would, however, be entitled to protection from creditor claims under these provisions.

2. There are exceptions under Ohio law. Portions of the otherwise protected IRA that are deposited for the purpose of evading the payment of any debt continue to be subject to execution, garnishment, attachment, or sale to satisfy a judgment creditor. Moreover, the entire IRA is still subject to a court order to withhold money from those assets to pay child support. Additionally, the law relocates the statutory location for but does not change the previous-law standards for holding Keogh plan assets exempt from attachment only to the extent "reasonably necessary for the support of the person and any of the person's dependents."²⁴

D. *Lampkins v. Golden*

1. In *Lampkins v. Golden*, 2002 U.S. App. Lexis 900, 2002-1 USTC par.50-216 (6th Cir. 2002), the U.S. Court of Appeals for the Sixth Circuit held that a Michigan statute exempting SEPs and IRAs from creditor claims was preempted by ERISA and, therefore, a SEP/IRA was subject to garnishment. Since it is unclear whether *Lampkins* is limited to SEPs or could be broadly interpreted to cover all IRAs, all IRAs in the Sixth Circuit may be subject to creditor claims outside of bankruptcy. Michigan, Ohio, Kentucky and Tennessee are in the Federal Sixth District.
2. In *In re: Christine P. Mitchell*, 2002 Bankr. Lexis 1217 (Bankr. N.D. Ohio 2002), the court held that Ohio Rev. Code §2329.66(A)(10)(c) was not preempted by ERISA and the debtor's IRA was exempt from bankruptcy. The court noted that while a SEP-IRA is an employer sponsored plan, a regular IRA is not and, therefore, *Lampkins* does not apply to non-SEP IRAs. It should, however, still apply to SIMPLE-IRAs as employer-sponsored plans. See also: *In re: Robert and Lynn Fixel*, 286 B.R. 638 (Bankr. N.D. Ohio 2002). *In re: Buzza*, 287 B.R. 417 (Bankr. S.D. Ohio 2002).
3. A Sixth Circuit opinion decided subsequent to *Lampkins* lends support to the argument that *Lampkins* should be limited to employer-sponsored IRAs such as SEPs and SIMPLE-IRAs and not extended to all IRAs. In *In re: Randy and Susan Dole* (6th Cir. Aug. 13, 2002), the Sixth Circuit reversed a decision from the U.S. District Court for the Western District of Michigan that the debtors' interest in five IRAs was not exempt from the claims of creditors. Citing its decision in *Brucher v. Dettman*, 243 F.3d 242 (6th Cir. 2001) that the bankruptcy exemption under 11 USCS §522(d)(10)(E) applies to IRAs, the Sixth Circuit reversed the judgment of the District Court and remanded the case for further proceedings consistent with the decision in *Brucher*.

²⁴

Ohio Rev. Code § 2329.66(A)(10)(d).

**STATE-BY-STATE ANALYSIS OF INDIVIDUAL
RETIREMENT ACCOUNTS AS EXEMPT
PROPERTY***

STATE	STATE STATUTE	IRA EXEMPT	ROTH IRA EXEMPT	SPECIAL STATUTORY PROVISIONS
Alabama	Ala. Code §19-3-1(b)	Yes	No	
Alaska	Alaska Stat. §09.38.017	Yes	Yes	The exemption does not apply to amounts contributed within 120 days before the debtor files for bankruptcy.
Arizona	Ariz. Rev. Stat. Ann. §33-1126(B)	Yes	Yes	The exemption does not apply to amounts contributed within 120 days before a debtor files for bankruptcy.
Arkansas	Ark. Code Ann. §16-66-220	Yes	Yes	A bankruptcy court held that the creditor exemption for IRAs violates the Arkansas Constitution — at least with respect to contract claims.
California	Cal. Code of Civ. Proc. §704.115	No	No	IRA's are exempt only to the extent necessary to provide for the support of the judgment debtor when the judgment debtor retires and for the support of the spouse and dependents of the judgment debtor, taking into account all resources that are likely to be available for the support of the judgment debtor when the judgment debtor retires.
Colorado	Colo. Rev. Stat. §13-54-102	Yes	Yes	Any retirement benefit or payment is subject to attachment or levy in satisfaction of a judgment taken for arrears in child support; any pension or retirement benefit is also subject to attachment or levy in satisfaction of a judgment awarded for a felonious killing.
Connecticut	Conn. Gen. Stat. §52-321a	Yes	Yes	
Delaware	Del. Code Ann. Tit. 10, §4915	Yes	Yes	An IRA is not exempt from a claim made pursuant to Title 13 of the Delaware Code, which Title pertains to domestic relations order.
Florida	Fla. Stat. Ann. §222.21	Yes	Yes	
Georgia	Ga. Code Ann. §44-13-100	No	No	IRA's are exempt only to the extent necessary for the support of the debtor and any dependent.

* Under the Bankruptcy Abuse Prevention and Consumer Protection Act of 2005, qualified plan, SEP, and SIMPLE assets are protected with no dollar limitation. IRAs and Roth IRAs are protected to \$1,000,000. However, rollover assets in an IRA are not subject to the \$1,000,000 limit. The 2005 Bankruptcy Act only applies to assets in bankruptcy. One must look to state law for protection of IRA assets in state law (e.g., garnishment) actions.

STATE	STATE STATUTE	IRA EXEMPT	ROTH IRA EXEMPT	SPECIAL STATUTORY PROVISIONS
Hawaii	Haw. Rev. Stat. §651-124	Yes	Yes	The exemption does not apply to contributions made to a plan or arrangement within three years before the date a civil action is initiated against the debtor.
Idaho	Idaho Code §55-1011	Yes	Yes	The exemption only applies for claims of judgment creditors of the beneficiary or participant arising out of a negligent or otherwise wrongful act or omission of the beneficiary or participant resulting in money damages to the judgment creditor.
Illinois	Ill. Rev. Stat. Ch. 735, Para. 5/12-1006	Yes	Yes	
Indiana	Ind. Code §34-55-10-2	Yes	Yes	
Iowa	Iowa Code §627.6	Yes	Yes	
Kansas	Kan. Stat. Ann. §60-2308	Yes	Yes	
Kentucky*	Ky. Rev. Stat. Ann. §427.150(2)(f)	Yes	Yes	The exemption does not apply to any amounts contributed to an individual retirement account if the contribution occurred within 120 days before the debtor filed for bankruptcy. The exemption also does not apply to the right or interest of a person in individual retirement account to the extent that right or interest is subject to a court order for payment of maintenance or child support.
Louisiana	La. Rev. Stat. Ann. Sects. 20-33(1) and 13-3881(D)	Yes	Yes	No contribution to an IRA is exempt if made less than one calendar year from the date of filing bankruptcy, whether voluntary or involuntary, or the date writs of seizure are filed against the account. The exemption also does not apply to liabilities for alimony and child support.
Maine	Me. Rev. Stat. Ann. Tit. 14, §4422(13) (E)	No	No	IRA's are exempt only to the extent reasonably necessary for the support of the debtor and any dependent.
Maryland	Md. Code Ann. Cts. & Jud. Proc. §11-504(h)	Yes	Yes	IRA's are exempt from any and all claims of creditors of the beneficiary or participant other than claims by the Department of Health and Mental Hygiene.

STATE	STATE STATUTE	IRA EXEMPT	ROTH IRA EXEMPT	SPECIAL STATUTORY PROVISIONS
Massachusetts	Mass. Gen. L.Ch. 235, §34A	Yes	Yes	The exemption does not apply to an order of court concerning divorce, separate maintenance or child support, or an order of court requiring an individual convicted of a crime to satisfy a monetary penalty or to make restitution, or sums deposited in a plan in excess of 7% of the total income of the individual within 5 years of the individual's declaration of bankruptcy or entry of judgment.
Michigan*	Mich. Comp. Laws 600.6023	Yes	Yes	The exemption does not apply to amounts contributed to an individual retirement account or individual retirement annuity if the contribution occurs within 120 days before the debtor files for bankruptcy. The exemption also does not apply to an order of the domestic relations court
Minnesota	Minn. Stat. §550.37	Yes	Yes	Exempt to a present value of \$30,000 and additional amounts reasonably necessary to support the debtor, spouse or dependents.
Mississippi	Miss. Code Ann. §85-3-1	Yes	No	
Missouri	Mo. Rev. Stat. §513.430	Yes	Yes	If proceedings under Title 11 of United States Code are commenced by or against the debtor, no amount of funds shall be exempt in such proceedings under any plan or trust which is fraudulent as defined in Section 456.630 of the Missouri Code, and for the period such person participated within 3 years prior to the commencement of such proceedings.
Montana	Mont. Code Ann. §31-2-106(3)	Yes	No	The exemption excludes that portion of contributions made by the individual within one year before the filing of the petition of bankruptcy which exceeds 15% of the gross income of the individual for that one-year period.
Nebraska	Neb. Rev. Stat. §25-1563.01	Yes	Yes	The exemption only applies to the extent reasonably necessary for the support of the Debtor and any dependent of the Debtor.
Nevada	Nev. Rev. Stat. §21.090(1)(q)	Yes	No	The exemption is limited to \$500,000 in present value held in an individual retirement account, which conforms with Section 408.
New Hampshire	N.H. Tit. 52 §511:2	Yes	Yes	Exemption only applies to extensions of credit and debts arising after January 1, 1999.

STATE	STATE STATUTE	IRA EXEMPT	ROTH IRA EXEMPT	SPECIAL STATUTORY PROVISIONS
New Jersey	N.J. Stat. Ann. 25:2-1(b)	Yes	Yes	
New Mexico	N.M. Stat. Ann. §42-10-1, §42-10-2	Yes	Yes	A retirement fund of a person supporting another person is exempt from receivers or trustees in bankruptcy or other insolvency proceedings, fines, attachment, execution or foreclosure by a judgment creditor.
New York	N.Y. Civ. Prac. L. and R. §5205(c)	Yes	Yes	Additions to individual retirement accounts are not exempt from judgments if contributions were made after a date that is 90 days before the interposition of the claim on which the judgment was entered.
North Carolina	N.C. Gen. Stat. §1C-1601(a)(9)	Yes	Yes	
North Dakota	N.D. Cent. Code §28-22-03.1(3)	Yes	Yes	The account must have been in effect for a period of at least one year. Each individual account is exempt to a limit of up to \$100,000 per account, with an aggregate limitation of \$200,000 for all accounts. The dollar limit does not apply to the extent the debtor can prove the property is reasonably necessary for the support of the debtor, spouse, or dependents.
Ohio*	Ohio Rev. Code Ann. §2329.66(A)(10)	Yes	Yes	SEPs and SIMPLE IRAs are not exempt.
Oklahoma	Okla. Stat. Tit. 31, §1(A)(20)	Yes	Yes	
Oregon	OR. Rev. Stat. 18.358	Yes	Yes	
Pennsylvania	42 PA. Cons. Stat. §8124	Yes	Yes	The exemption does not apply to amounts contributed to the retirement fund within one year before the debtor filed for bankruptcy.
Rhode Island	R.I. Gen. Laws §9-26-4	Yes	Yes	The exemption does not apply to an order of court pursuant to a judgment of divorce or separate maintenance, or an order of court concerning child support.
South Carolina	S.C. Code Ann. §15-41-30	No	No	The debtor's right to receive individual retirement accounts and Roth accounts are exempt to the extent reasonably necessary for the support of the debtor and any dependent of the debtor.
South Dakota	S.D. Cod. Laws 43-45-16; 43-45-17	Yes	Yes	Exempts "certain retirement benefits" up to \$250,000.00. Cites §401(a)(13) of Internal Revenue Code (Tax-Qualified Plan Non-Alienation Provision).

STATE	STATE STATUTE	IRA EXEMPT	ROTH IRA EXEMPT	SPECIAL STATUTORY PROVISIONS
Tennessee*	Tenn. Code Ann. §26-2-105	Yes	Yes	
Texas	Tex. Prop. Code Ann. §42.0021	Yes	Yes	
Utah	Utah Code Ann. §78-23-5(1)	Yes	Yes	The exemption does not apply to amounts contributed or benefits accrued by or on behalf of a debtor within one year before the debtor files for bankruptcy.
Vermont	Vt. Stat. Ann. Tit. 12 §2740(16)	Yes	Yes	
Virginia	Va. Code Ann. §34-34	Yes	Yes	The exemption does not apply to the extent that the interest of the individual in the retirement plan would provide an annual benefit in excess of \$25,000.00. If an individual has an interest in more than one retirement plan, the limitation is applied as if all retirement plans constituted a single plan. The Code provides a table from which the annual benefit may be determined.
Washington	Wash. Rev. Code §6.15.020	Yes	Yes	
West Virginia	W.Va. Code §38-10-4	Yes	No	
Wisconsin	Wis. Stat. §815.18(3)(j)	Yes	Yes	The exemption does not apply to an order of court concerning child support, family support or maintenance, or any judgments of annulment, divorce or legal separation.
Wyoming	Wyo. Stat. §1-20-110	No	No	

*Kentucky, Michigan, Ohio, and Tennessee: The decision by the U.S. Court of Appeals for the Sixth Circuit in Lampkins v. Golden, 2002 U.S. App. LEXIS 900, 2002-1 USTC par. 50,216 (6th Cir. 2002) that a Michigan statute exempting SEPs and IRAs from creditor claims was preempted by ERISA makes it unclear whether IRAs are protected from creditor claims in the U.S. 6th Circuit states of Kentucky, Michigan, Ohio and Tennessee.