

II. BUDGET POLICIES AND STRUCTURE

FINANCIAL AND MANAGEMENT POLICIES

Dane County is accountable to its citizens, businesses, employees, and other governmental units for the use of public dollars. Its resources should be used wisely to ensure adequate funding for the services, public facilities and infrastructure necessary to meet the community's present and future needs. These financial and management policies are intended to serve as a framework to achieve and maintain the fiscal stability required to accomplish the County's policy goals and objectives.

Balanced Budget

The budget shall equal the sum of revenues generated in the current period and undesignated fund balances applied from prior years. The Adopted 2013 Budget is a balanced budget.

Budget Control

- 1) Expenditures by departments and county officers shall be restricted to amounts designated as appropriations in the budget.
- 2) Where an appropriation contains both revenues and expenditures and revenues are less than projected, the department shall reduce its spending in proportion unless the Personnel & Finance Committee, or the County Board approves otherwise in accordance with Section 65.90(5) of the Wisconsin State Statutes.
- 3) Expenditures in excess of the amount appropriated for any department or program shall require either Personnel & Finance Committee approval or County Board approval, in accordance with Section 65.90(5) of the Wisconsin State Statutes.
- 4) The Personnel & Finance Committee is authorized to approve transfers between separately appropriated items within a department and to supplement appropriations for a department from the contingent fund, subject to Section 65.90(5)(b) of the Wisconsin State Statutes. The Personnel & Finance Committee shall act in consultation with and upon the recommendation of the department's oversight committee.
- 5) No funds shall be expended nor committed for the purchase, lease, rent or building of real estate unless the Personnel & Finance Committee and the supervisor of the district in which any such real estate is located are

FINANCIAL AND MANAGEMENT POLICIES (continued)

- notified in writing of the proposed purchase, lease, rent or building at least 15 days prior to introduction of the resolution authorizing the purchase, lease rent or building.
- 6) Notwithstanding provisions contained in Chapter 25, Dane County Ordinances, no disbursement of funds shall be made to non-county agencies for which a separate appropriation has been made, until a contract has been adopted by the County Board and approved by the County Executive.
 - 7) The Department of Administration shall provide quarterly written reports to the County Board regarding actual year-to-date and projected year-end expenses and revenues compared to budgets for each program, showing totals by appropriation. The report shall highlight appropriations projected to be over-expended at year-end. The report shall be reviewed regularly with the Personnel & Finance Committee and shall be reviewed with other standing committees upon request.
 - 8) No expenditure in excess of \$2,500 for operating capital items not included in the detail of the county's accounting system, shall occur without County Executive approval.
 - 9) Purchase of an operating capital item may not exceed 10% or \$100, whichever is greater, of the amount allocated in the detail of the county's accounting system provided a sufficient unexpended balance remains from previously purchased operating capital items.
 - 10) No operating capital expenditures may be incurred prior to April 1 of each year without prior approval of the County Executive.
 - 11) Capital Projects to be financed with borrowed funds may not proceed in advance of borrowing except with prior approval of the County Board and County Executive.
 - 12) All agencies having limited term employee or overtime lines shall not expend in excess of the amount allocated in the detail of the accounting system in either category without the following approvals: 1) Up to 10% more than the amount allocated in the detail of the accounting system may be expended with the written approval of the County Executive. 2) Actual and anticipated expenditures greater than 10% more than the amount allocated in the accounting system may be expended only with the approval of the Personnel & Finance Committee.
 - 13) The Executive's Office shall quarterly report in writing to the Personnel & Finance Committee on LTE/Overtime over-expenditures authorized by the County Executive.
 - 14) Any department or office may employ students under a Work Study Program. Salaries of these students are to be paid by the appropriate academic institution in which they are enrolled. Dane County will reimburse participating institutions for the County's share of the cost.

FINANCIAL AND MANAGEMENT POLICIES (continued)

- 15) Contracting with temporary help agencies is prohibited for work in excess of fifteen (15) workdays unless approved in advance by the County Executive.
- 16) Any authorized budgeted position that becomes vacant shall not be refilled without prior approval of the County Executive.
- 17) Any authorized budgeted position that remains vacant for more than six months shall not be filled without approval of the Personnel & Finance Committee and the County Executive.
- 18) Any permanent transfer of an authorized, budgeted position between departments, or within a department between programs or divisions if the appropriation is at the program or division level, shall be considered a change in the adopted budget which shall require prior authorization by the County Board under Section 65.90(5) of the Wisconsin State Statutes.
- 19) Any temporary transfer of an authorized, budgeted position between departments, or within a department between programs or divisions if the appropriation is at the program or division level, for a period in excess of three months shall require an interdepartmental or other agreement, as appropriate, subject to prior review by the Personnel & Finance Committee.
- 20) Any department head may reassign staff within the department as necessary to meet day to day staffing needs. Any reassignment which creates a new function or organizational unit or which is intended to or will result in budgetary changes at the program level shall require the prior review of the Personnel & Finance Committee.
- 21) Prior to implementing a hiring or spending freeze, or both, the County Executive shall meet with and provide information to the County Board at a regularly scheduled County Board meeting concerning the financial situation that would require the imposition of such a freeze.
- 22) Revenues proposed by the Executive in the executive budget or approved by the Board shall not include revenue from the sale of a county asset unless there has been an accepted offer to purchase with a closing date during the ensuring fiscal year.

These policies are intended to avoid depleting the General Fund's reserve balance and ensure financial stability, control expenditures related to staff while maintaining good working relationships with the various organizations which represent members of the employee workforce and the non-represented staff, and ensure that County citizens are being provided with the necessary service levels in an efficient manner.

FINANCIAL AND MANAGEMENT POLICIES (continued)

The Adopted Operating and Capital Budget Appropriation Resolutions may contain additional budgetary control provisions that relate to the specific budget year.

Capital Improvement Plan Policies

- 1) The County shall balance the needs for both maintenance of capital assets and the provision of on-going direct services to citizens. In the process, the County will make every effort to maintain and, where appropriate, enhances its capital inventory.
- 2) The County shall only commit to implementing capital projects within its ability to finance improvements using short and long-term resources. The issuance of debt to finance capital improvements is predicated on the County's ability to service the debt over the life of the issue, without jeopardizing the availability of tax dollars for operating requirements.
- 3) Financing decisions shall balance the use of pay-as-you-go (current financial resources) financing with long-term financing (debt). This use of current financial resources to finance capital improvements reflects the County's restraint in incurring long-term obligations. At the same time, financing decisions should consider the useful life of improvements and spread the cost over their useful life. This ensures that projects are paid for by those who benefit from them.
- 4) The County shall encourage the leveraging of resources to maximize capital improvement efforts. This includes participation in intergovernmental programs, public/private partnerships, utilization of service charges/user fees, and the issuance of debt.
- 5) Capital improvement decisions shall consider the impact of operating and maintenance costs to ensure the County's ability to maintain the capital asset and realize the best ongoing financial outcome.

Debt Policies

- 1) The County shall be conservative in its issuance of debt.

FINANCIAL AND MANAGEMENT POLICIES (continued)

- 2) The County shall restrict long-term borrowing to capital improvements or projects that cannot be financed from current revenues and where the issuance of long-term debt is required, it will be repaid within the project's useful life.
- 3) The County shall, in most circumstances, issue 10-year notes instead of longer-term bonds.
- 4) The County shall issue longer-term bonds only for the Conservation Fund and major building projects.
- 5) The County shall maintain a segregated Debt Service Fund to provide to principal and interest payments.
- 6) The County shall not incur long-term debt to support ongoing operations.
- 7) The County shall maintain a sound relationship with all bond-rating agencies and keep them informed about current projects and other important fiscal events.

Fund Balance Policies

- 1) The General Fund shall maintain a budget reserve equal to 3% of total operating expenditures. For purposes of this reserve, the Alliant Energy Center and the Human Services Fund are included in the total expenditures.
- 2) The Highway Fund shall maintain a budget reserve equal to 2% of total operating expenditures.
- 3) The Library Fund shall maintain a budget reserve equal to 1% of total operating expenditures.
- 4) The Public Health Fund shall maintain a budget reserve equal to 1% of total operating expenditures.
- 5) Any estimated fund balances in excess of the budget reserve amount in the General, Highway, Library and Public Health funds are used to reduce the property tax levy.
- 6) The Human Services, Badger Prairie Health Care Center, Printing & Services, Consolidated Food Services and Bridge Aid funds shall maintain no reserves. Any estimated fund balances in these funds are used to reduce the property tax levy.

INVESTMENT POLICY

SUBCHAPTER II

Investment Policy

26.51 NAME, PURPOSE, SCOPE AND

AUTHORITY. (1) Subchapter II consisting of sections 26.51 to 26.99, inclusive, shall be known as the Dane County Investment Policy Ordinance. (2) The purpose of this subchapter is to define the county's cash investment policy and establish the scope, objectives, standards of care and guidelines for safekeeping and custody of the county's investments; create a selection process for investment management and advisory firms; provide definitions of suitable and authorized investments; establish investment parameters and reporting requirements; and articulate policy considerations. (3) The county investment policy applies to all investment transactions and related activities of the county.

26.52 DEFINITIONS. As used in this subchapter, (1) *County investment policy* means the entirety of the policies and practices set forth in this subchapter. The term includes practices and procedures developed pursuant to this subchapter. (2) *Credit risk* means the risk of loss due to the failure of the security issue or backer. (3) *GFOA* means the Government Finance Officers Association. (4) *Interest rate risk* means the risk that the market value of securities in the portfolio will fall due to changes in general interest rates. (5) *Advisory committee* means the Dane County Investment Advisory Committee. (6) *Investment officer* means the officer or employee of the county to whom is delegated the county board's investment authority pursuant to s. 59.62(1), Wis. Stats. (7) *LGIP* means the Local Government Investment Pools administered by the State of Wisconsin Investment Board. (8) *Oversight committee* means the committee of the county board designated as its finance committee. (9) *Public investment standard of care* means investing of public funds with such judgment and care, under circumstances then prevailing, which persons of prudence, discretion and intelligence exercise in the management of their own affairs, not for speculation, but for investment, considering the probable safety of their capital as well as the probable income to be derived.

26.53 POOLING OF FUNDS. Except where expressly prohibited by law, the county will consolidate cash balances from all funds to maximize investment earnings. Investment income shall be allocated to the general fund except that income derived from airport funds shall be allocated to the airport and their respective participation and in accordance with generally accepted accounting principles.

26.54 INVESTMENT POLICY OBJECTIVES.

INVESTMENT POLICY (continued)

The primary objectives of the county investment program shall be, in order of importance, as follows: **(1) SAFETY.** Safety of principal is the foremost objective of the investment program. Investments shall be undertaken in a manner that seeks to ensure the preservation of capital in the overall portfolio. The objective will be to mitigate credit and interest rate risk. **(a)** The investment officer shall minimize credit risk by: 1. Limiting the county's investments to the safest types of securities; 2. Pre-qualifying the financial institutions, broker, dealers, intermediaries, and advisers with which or whom the county will do business; and 3. Diversifying the county's investment portfolio so that potential losses on individual securities will be minimized. **(b)** The investment officer shall minimize interest rate risk by: 1. Structuring the county's investment portfolio so that securities mature to meet cash requirements for ongoing operations, thereby avoiding the need to sell securities on the open market prior to maturity; and 2. Investing the county's operating funds primarily in shorter-term securities, money market mutual funds, or similar investment pools. **(2) LIQUIDITY.** **(a)** The investment portfolio shall remain sufficiently liquid to meet all operating requirements that may be reasonably anticipated. **(b)** The portfolio shall be structured so that securities mature concurrent with cash needs in order to meet anticipated operational demands (static liquidity). Furthermore, since all possible cash demands cannot be anticipated, the portfolio shall consist largely of securities with active secondary or resale markets (dynamic liquidity). A portion of the portfolio also may be placed in money market mutual funds or the LGIP that offer same-day liquidity for short-term funds. **(3) YIELD.** **(a)** The investment portfolio shall be designed with the objective of attaining the highest market rate of return throughout budgetary and economic cycles, taking into account safety considerations and liquidity needs. **(b)** Return on investment is of secondary importance compared to the safety and liquidity objectives described above. The core of investments is limited to relatively low risk securities in anticipation of earning a fair return relative to the risk being assumed. Securities shall not be sold prior to maturity with the following exceptions: 1. A security with declining credit may be sold early to minimize loss of principal. 2. A security swap may be entered into if it would improve the quality, yield, or target duration in the portfolio. 3. Liquidity needs of the portfolio require that the security be sold.

26.55 STANDARD OF CARE. **(1)** The investment officer shall exercise the authority delegated to her or him in accordance with the public investment standard of care. **(2)** The investment officer, acting in accordance with chapter 34 of Wisconsin State Statutes, this investment policy, county procedures and exercising due diligence, shall be relieved of personal responsibility for an individual security's credit risk or market price changes, provided deviations from expectations are reported to the oversight committee in a timely fashion and the liquidity and the sale of securities are carried out in accordance with the provisions of this subchapter, including the public investment standard of care.

INVESTMENT POLICY (continued)

26.56 ETHICS AND CONFLICTS OF INTEREST. (1) Officers and employees involved in the administration of the investment program shall refrain from personal business activity that could conflict with the proper execution and management of the investment program, or that could impair their ability to make impartial decisions. **(2)** Employees and investment officials shall disclose any material interests in financial institutions with which they conduct business. They shall further disclose any personal financial or investment positions, or combination thereof, which could be related to the performance of the investment portfolio. Employees and officers shall refrain from undertaking personal investment transactions with the same individual with whom business is conducted on behalf of the county.

26.57 DELEGATION OF AUTHORITY. (1) Pursuant to s. 59.62(1), Wis. Stats., the county board hereby delegates to the county treasurer the authority to act as the investment officer. **(2)** The investment officer shall act in accordance with established written procedures and internal controls for the operation of the investment program consistent with the provisions of this subchapter. No person on behalf of the county may engage in an investment transaction except as provided under the provisions of this subchapter and under the supervision of the investment officer. The investment officer shall be responsible for all transactions undertaken and adherence to the system of controls by subordinate officials and staff. **(3)** The investment officer may contract with one or more investment managers or advisors with authority to make investment commitments consistent with the provisions of this subchapter. Such contracts shall be for a term of not more than 3 years provided that any such contract may contain an option exercisable by the investment officer for an additional 2-year term.

26.61 INVESTMENT ADVISORY COMMITTEE. (1) There is hereby created the Dane County Investment Advisory Committee comprised of the investment officer, the director of administration, chair of the personnel and finance committee or chair's designee from the committee, the internal auditor, and three citizen members who are or have been investment or banking professionals and who have investment experience. **(2)** The investment officer shall serve as the chairperson on the advisory committee. The committee shall elect a secretary and a vice chairperson. **(3)** The advisory committee shall meet at least quarterly to review the investment program and to provide such advice to the investment officer as she or he may request or the members deem prudent. **(4)** The advisory committee shall also review and advise the investment officer on portfolio composition; strategies; performance; the current and future investment environment; and the development of operating procedures and internal controls. Such controls shall include references to: safekeeping, delivery vs. pay agreements, wire transfer agreements, reporting, and collateral/depository agreements. **(5)** The advisory committee shall assist the investment officer by developing investment data, statistics and recommendations to aid the investment officer in her or his investment decisions; reviewing investment operations and reports on an

INVESTMENT POLICY (continued)

ongoing basis; assisting in the selection and performance review of the working bank and investment advisors or managers used by the county; and providing such other assistance to the investment officer regarding the investment program, as may be requested. **(6)** Citizen members of the advisory committee shall be appointed for staggered two-year terms and may be re-appointed. The investment officer shall solicit citizen member nominations, and may accept unsolicited nominations as well. Nominations of citizen members shall be made by the investment officer to the personnel and finance committee, which shall confirm or deny the appointments. **(7)** Nothing in this section shall be construed to limit the authority of the personnel and finance committee under s. 7.14(2) to act as the policy oversight committee for the office of the county treasurer, or under s. 7.14(7) to concern itself with matters relating to banks, bonds, the collection of delinquent taxes and the sale of tax-deeded properties and to make reports to the county board.

26.62 SELECTION OF INVESTMENT ADVISORS AND INSTRUMENTS. **(1)** Selection of investment managers and advisors shall be made through a formal competitive request for proposal process. **(2) (a)** Except for funds placed in the Local Government Investment Pool, when the county directly invests surplus funds in investment instruments, a competitive bid process shall be conducted. Bids will be secured from at least three institutions meeting the requirements of this subchapter. Bidders are required to bid a firm price or yield. **(b)** If a specific maturity date is required, bids will be requested for instruments which meet the maturity requirements. If no maturity date is required, the most advantageous market trend yield will be selected. **(c)** Awards will be given to the bidder offering the highest effective yield consistent with the provisions of this subchapter; however, transaction cost (e.g., wire transfer costs) and investment experience may be considered when awarding investments.

26.63 SAFEKEEPING AND CUSTODY. **(1)** The investment officer shall maintain a list of financial institutions authorized to provide investment services. The investment officer shall also maintain a list of approved security brokers and dealers selected by creditworthiness (i.e., a minimum capital requirement of \$10,000,000 and at least five years of operation). These may include primary dealers or regional dealers that qualify under Securities and Exchange Commission (SEC) Rule 15C3-1 (Uniform Net Capital Rule). **(2)** All financial institutions and brokers or dealers who desire to become qualified for investment transactions must supply the following as appropriate: **(a)** Audited financial statements for the past 3 years; **(b)** Proof of designation as a primary government securities dealer by the Federal Reserve Bank; **(c)** Proof of National Association of Securities Dealers certification; **(d)** Proof of state registration; **(e)** Completed broker/dealer questionnaire; **(f)** Positive feedback from at least 3 business references as to the quality of service and business practices provided by both the institution/dealer firm and its representatives; **(g)** Certification of having read and understood and

INVESTMENT POLICY (continued)

agreeing to comply with the county's investment policy; and **(h)** An annual review of the financial condition and registration of qualified financial institutions and broker/dealers will be conducted by the investment officer.

26.64 INTERNAL CONTROLS. **(1)** The investment officer shall establish an internal control structure designed to ensure that the assets of the county are protected from loss, theft or misuse. The internal control structure shall be designed to provide reasonable assurance that these objectives are met. The concept of reasonable assurance recognizes that **(1)** the cost of a control should not exceed the benefits likely to be derived and **(2)** the valuation of costs and benefits required estimates and judgments by management. **(2)** The investment officer shall establish a process for an annual independent review by the county's internal auditor or the external auditor to assure compliance with policies and procedures. The internal controls shall address the following: **(a)** Control of collusion; **(b)** Separation of transaction authority from accounting and record keeping; **(c)** Custodial safekeeping; **(d)** Avoidance of physical delivery securities; **(e)** Clear delegation of authority to subordinate staff members; **(f)** Written confirmation of transactions for investments and wire transfers; and **(g)** Development of a wire transfer agreement with the lead bank and third-party custodian.

26.71 DELIVERY VS. PAYMENT. All trades where applicable will be executed by delivery vs. payment to ensure that securities are deposited in an eligible financial institution prior to the release of funds. Securities will be held by a third-party custodian as evidenced by safekeeping receipts.

26.72 COLLATERAL. **(1)** All investment institutions acting as a depository for the county must enter into a "depository agreement" requiring the depository to pledge collateral to secure amounts over and above guaranteed amounts. All securities serving as collateral shall be specifically pledged to the county (not as part of a pooled fund) and placed in a custodial account at a Federal Reserve Bank, a trust department of a commercial bank or through another financial institution. The custodian may not be owned or controlled by the depository institution or its holding company unless it is a separately operated trust institution. The custodian shall send statements of pledged collateral to the treasurer's office on a monthly basis. **(2)** Amounts in excess of Federal Deposit Insurance Corporation and State Deposit Guarantee Fund guaranteed amounts must be fully collateralized and held by a third party or fully insured by an insurance company with an A rating or better by A.M. Best. Acceptable collateral includes the following: **(a)** Securities of the U.S. Treasury or U.S. Governmental Agency as defined by the Federal Reserve; **(b)** U.S. government guaranteed securities such as those issued through the Small Business Administration are acceptable as long as they are fully guaranteed; **(c)** Commercial paper which is the highest or second highest rating category assigned by Standard and Poor's Corporation, Moody's Investors Service, Inc., or other similar nationally recognized rating agency may be used to the extent that a

INVESTMENT POLICY (continued)

collateralization level of 125 percent is maintained; or **(d)** General obligations of municipalities are acceptable to the extent that they are rated second highest or higher by Standard and Poor's Corporation, Moody's Investors Service, Inc., or other similar nationally recognized rating agency (i.e., AAA or AA classifications). **(3)** Collateral held by a trust institution supporting Certificates of Deposit, Repurchase Agreements or other qualified investments consistent with this investment policy, and not identified in sub. (1) or (2), must meet the following requirements: **(a)** Collateral must be equal to at least 100 percent of market value of the total amount invested plus interest to be earned at the time of investment. Collateral shall be marked to market on a monthly basis; **(b)** Acceptable collateral includes items identified in sub. (2); **(c)** A detailed statement listing a description of securities pledged and held in safekeeping must be provided on a monthly basis; and **(d)** Evidence of professional liability insurance and fidelity bonds.

26.73 SUITABLE AND AUTHORIZED INVESTMENTS. [INTRO.] Subject to restrictions as may be imposed by law the investment officer shall invest county funds only in the following securities: **(1)** Obligations of the United States of America, its agencies, government-sponsored enterprises and instrumentalities, provided that the payment of the principal and interest is guaranteed by the issuer and that they have a liquid market with a readily determinable market value; **(2)** Certificates of Deposit and other evidences of deposit at credit unions, banks, savings banks, trust companies or savings and loan associations authorized to transact business in the State of Wisconsin which time deposits mature in not more than two years. Any certificate of deposit invested over the Federal Deposit Insurance Corporation and State Deposit Guaranteed Fund insured amount of \$500,000, whichever is less, are to be fully collateralized under the specific requirements of s. 26.72. **(3)** General obligation bonds or securities of any county, city, drainage district, vocational, technical and adult education district, village, town or school district of the state, if the bond or security is rated in one of the two highest rating categories assigned by Standard and Poor's Corporation, Moody's Investors Service, Inc., or other similar nationally recognized rating agency. **(4)** LGIP investment agreements pursuant to which a federal or state credit union, federal or state savings and loan association, state bank, savings and trust company, mutual savings bank, or national bank in the State of Wisconsin agrees to repay funds advanced to it by the issuer, plus interest. Repurchase Agreements are to be secured by investment grade securities fully guaranteed by the U.S. Government. **(5)** Operating bank accounts provided deposits shall be limited to the lesser of \$500,000 or amounts guaranteed by the Federal Deposit Insurance Corporation and the State Deposit Guarantee Fund unless overnight funds in excess are fully collateralized under the specific requirements of s. 26.72. Deposits with institutions outside of the State of Wisconsin are prohibited. **(6)** Open ended money market funds, restricted to investments permitted by s. 66.0603(1m)(c), Wis. Stats., and limited to a maximum average maturity of 120 days or less. This limit does not apply to the LGIP investments. **(7)** Highly rated commercial paper which may be tendered for a purchase at the option of the holder within not more than 270 days of the

INVESTMENT POLICY (continued)

date acquired, as permitted by s.66.0603(1m)(a)4, Wis. Stats. These securities must be rated in the highest or second highest rating category assigned by Standard and Poor's Corporation, Moody's Investors Service, Inc., or other similar nationally recognized rating agency, or senior to or on a parity with a security of the same issuer which has such a rating. Investments in these securities shall be limited to no more than 5 percent exposure to any single issuer. **(8)** Out of state general obligation bonds or securities of any county, city, drainage district, vocational, technical and adult education district, village, town or school district, if the bond or security has a maturity of seven years or less from the date on which it was acquired and, if the bond or security is rated in one of the two highest rating categories by Standard and Poor's Corporation, Moody's Investors Service, Inc., or other similar nationally recognized rating agency. **(9)** Guaranteed investment contracts for investment of bond proceeds that may be yield restricted under federal tax regulations governing the issuance of tax-exempt debt.

26.74 INVESTMENT PARAMETERS. **(1)** The investment officer shall ensure amounts on deposit do not exceed collateralized amounts guaranteed by the investment institution, consistent with the provisions of this subchapter. **(2)** DIVERSIFICATION. County investments shall be diversified by: **(a)** Limiting investments to avoid over concentration in securities from a specific issuer or business sector (excluding U.S. Treasury securities); **(b)** Limiting investment in securities that have higher credit risks; **(c)** Investing in securities with varying maturity dates; and **(d)** Continuously investing a portion of the portfolio in readily available funds such as the LGIP, money market funds or overnight repurchase agreements to ensure that appropriate liquidity is maintained in order to meet ongoing obligations.

26.75 MAXIMUM MATURITY DATES. **(1)** To the extent possible, the county shall attempt to match its investments with anticipated cash flow requirements. Unless matched to a specific cash flow, the county will not directly invest in securities maturing more than five years from the date of purchase or in accordance with state and local statutes and ordinances. The county shall adopt weighted average maturity limitations consistent with the investment objectives. **(2)** Reserve funds and other funds with longer-term investment horizons may be invested in securities that exceed five years but not more than ten years, if the maturity of such investments are made to coincide as nearly as practicable with the expected use of funds. The intent to invest in securities with maturity dates beyond five years shall be disclosed in writing to the oversight committee.

26.76 CASH LIQUIDITY. County investments shall be managed to maintain liquidity for meeting the county's need for cash and to limit potential market risks. Investments will be made through investment institutions offering the highest yielding rates, consistent with the provisions of this subchapter.

INVESTMENT POLICY (continued)

26.77 RESTRICTED INVESTMENTS. The following restrictions will apply to any investments made by Dane County: **(1)** Dane County will limit participation in institutional investment pools or money market funds to no greater than ten percent of the total amount of funds invested in the pool, based on monthly statement ending balances. **(2)** No investments shall be made in reverse repurchase agreements, nor shall any investments be made with funds borrowed through the use of county investment assets as collateral. **(3)** No investments shall be made in securities of foreign issuers or in securities denominated in a currency other than the U.S. Dollar.

26.81 REPORTING. (1) The investment officer shall provide the oversight committee with copies of a portfolio performance report at least quarterly or when a specific request is made. The report will summarize the investment strategies employed and describe the portfolio in terms of investment securities, maturity dates, risk characteristics and other factors. The report will indicate any areas of policy concern and suggested or planned revision of investment strategies. Between reporting periods the investment officer shall notify the oversight committee of any unusual investment activities or events. **(2)** The investment officer shall provide the county board with copies of a portfolio performance report and the county's investment plan at least annually. **(3)** The investment officer shall prepare a detailed investment report at least quarterly for the advisory committee, including a management summary that provides an analysis of the status of the current investment portfolio and transactions made over the last quarter. This management summary will be prepared in a manner that will allow the advisory committee to ascertain whether investment activities during the reporting period have conformed to the investment policy. The report shall include the following: **(a)** A listing of individual securities held at the end of the reporting period; **(b)** Realized and unrealized gains or losses resulting from appreciation or depreciation by listing the cost and market value of securities over a one-year duration that are not intended to be held until maturity; **(c)** Average weighted yield to maturity of portfolio on investments as compared to applicable benchmarks; **(d)** Listing of investment by maturity date; and **(e)** Percentage of the total portfolio which each type of investment represents.

26.82 PERFORMANCE STANDARDS. The investment portfolio will be managed in accordance within the parameters established by the provisions of this subchapter. The portfolio should obtain a market average rate of return during a market and economic environment of stable interest rates. The advisory committee shall recommend a series of appropriate benchmarks against which portfolio performance will be compared on a regular basis.

INVESTMENT POLICY (continued)

26.83 MARKET VALUATION REPORT. The market value of the investment portfolio shall be calculated at least quarterly and a statement of the market value of the portfolio shall be issued at least quarterly. This will ensure that review of the investment portfolio, in terms of value and price volatility, has been performed consistent with GFOA Recommended Practice on “Mark-to-Market Practices for State and Local Government Investment Portfolios and Investment Pools.”

26.85 POLICY CONSIDERATIONS. Any investment currently held that does not meet the guidelines of this policy shall be exempted from the requirements of this policy. At maturity or liquidation, such monies shall be reinvested only as provided by this policy.

26.88 AMENDMENTS. The policy provisions of this subchapter shall be reviewed on an annual basis by the investment officer. Recommendations for changes shall be submitted to the committee.

26.89 INSURANCE COVERAGE OR BONDING. The county shall obtain bonding or schedule insurance coverage for staff having authority to draw upon county bank accounts, initiate wire transfers of funds, or execute investment transactions.

26.95 DOCUMENTS TO BE MAINTAINED. [INTRO.] The investment officer shall cause the following documents to be created and kept on file in her or his office: **(1)** Listing of authorized personnel; **(2)** Relevant investment statutes and ordinances; **(3)** Repurchase agreements and tri-party agreements; **(4)** Listing of authorized broker/dealers and financial institutions; **(5)** Credit studies for securities purchased and financial institutions used; **(6)** Safekeeping agreements; **(7)** Wire transfer agreements; **(8)** Methodology for calculating rate of return; and **(9)** Broker-Dealer Questionnaire.

END OF CHAPTER

THE BUDGET PROCESS

Activity	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan
Executive Develops 5-Year Capital Improvement Plan	█	█	█	█	█	█							
Executive Develops Budget Guidelines & Materials			█	█	█								
Departments Prepare Budget Requests						█	█	█					
Administration Reviews Department Requests							█	█					
Joint Executive & County Board Public Hearings									█				
Executive Develops Recommended Budget								█	█				
County Board Standing Committee Review										█			
County Board Public Hearing											█		
County Board Deliberations											█	█	
County Executive Vetoes												█	
Budget Document Preparation												█	█

THE BUDGET PROCESS (continued)

Chapters 7 (County Board Rules) and 29 (The Budget Ordinance) of the Dane County Ordinances establish basic parameters for the county budget process. The County's Annual Budget is developed over a nine-month period, beginning in March and ending in late November or early December, except for the budget document preparation, which is completed by January.

From January through March, departments develop 10-Year Capital Project and Equipment Plans. These plans include in-depth analyses of projects and equipment for the next five years. In April and May, the department plans are analyzed by a Capital Budget Staff Team. The Department of Administration (DOA) prepares recommendations regarding the Capital Improvement Plan requests for review by the County Executive. The priority items for the upcoming year become the basis for the Executive's Recommended Capital Budget. The 5-Year Capital Improvement Plan is then updated, revised, and issued by the County Executive after adoption of the annual budget.

From March through May, DOA provides staff support to the County Executive in the development of operating budget guidelines for distribution to department heads. During this period, the Office of Management & Budget and the Controller's Office develop the necessary budget materials and revise forms as needed, consistent with those guidelines. This information, along with internal changes and other budgetary information, is compiled into the Budget Manual which provides the basis for the development of each department's program budget(s). During May, the Office of Management & Budget conducts budget-training sessions for County staff.

DOA provides BASE budgets to departments in the beginning of June. The BASE budget includes full funding of all positions, including anticipated salary and benefit increases, funding at the previous years' adopted amounts for operating expenditures and contractual services, no funds for operating capital, and eliminates any one-time items from the previous adopted budget. Adjustments are made for any expenditure and revenue changes that are required based on already approved commitments, such as debt service and depreciation. Departments make requested changes to the BASE budget in the form of a decision item. A decision item is a requested increase or decrease to the budget based on the same root cause, such as inflation or the increase in the average daily population of a program. The decision item is used to help the decision-makers focus attention on the programmatic impact of the request rather than the individual account details. Each program is allowed up to seven decision items that they are to assign in priority order. The program budget pages identify the decision item, the amounts requested by the department for each decision item, and the action and justification taken on each decision item by the County Executive and County Board.

THE BUDGET PROCESS (continued)

Departments begin developing budgets no later than June. In July, departments submit their budget requests to the County Executive. The submitted budgets are reviewed in late July and August by DOA. In September, the DOA makes recommendations to the County Executive on individual decision items. A compilation of department requests is provided to the County Board no later than 10 working days following the submission of the final departmental budget request, but no later than the Wednesday following Labor Day. The County Executive and County Board hold public hearings on the departmental budget requests. The County Executive uses DOA's recommendations and information from the requesting departments to develop the Recommended Budget and accompanying Operating and Capital Budget Appropriations Resolutions, which are submitted to the County Board by October 1st of each year.

In October County Board Standing Committees review the Recommended Budget and propose amendments to the Personnel & Finance Committee. From late October through early November the Personnel & Finance Committee reviews the budget for financial, policy, and other issues and considers Standing Committee and other amendments. The County Board holds a public hearing on the budget in late October to provide for public comment. Upon completion of deliberations, the Personnel & Finance Committee forwards to the Board amendments to the Operating and Capital Appropriations Resolutions.

In November, the full Board deliberates on the Executive's Recommended budget as amended by the Personnel & Finance Committee. The Budget Appropriations Resolutions are then adopted in mid to late November, based on the results of deliberations. Following Board adoption, the County Executive has until the next Board meeting that is at least six days, excluding Sundays, after Board adoption of the budget to submit vetoes. The Board meets to review vetoes, if any, and may override them with a two-thirds majority vote.

Once final budget action is completed, a document describing the budget process and related actions, and the Adopted Budget Appropriations Resolutions are made available to staff and the public in mid to late January. During the year, resolutions that increase any appropriation must be adopted (following introduction, debate and passage by simple majority of the department's oversight committee and the Personnel & Finance Committee) by two-thirds vote of the full County Board and approved by the County Executive.

BUDGET ACTIVITY STRUCTURE

Dane County's budget is structured into seven organizational units, or activities, which group operating departments providing similar services to the community. Each department is further broken down into its functional units, or programs. Programs summarize key statistics involving revenue, expenditures and personnel needed to perform a given function.

1) **GENERAL GOVERNMENT**

Departments:	County Board	Treasurer
	County Executive	Corporation Counsel
	County Clerk	Register of Deeds
	Administration	Miscellaneous Appropriations

General Government agencies provide the Executive, Legislative, Administrative, Financial, Record Keeping, and Legal functions for Dane County.

2) **PUBLIC SAFETY AND CRIMINAL JUSTICE**

Departments:	Clerk of Courts	District Attorney
	Sheriff	Public Safety Communications
	Family Court Counseling	Emergency Management
	Medical Examiner	Juvenile Court Program
	Miscellaneous Appropriations	

Public Safety and Criminal Justice agencies provide the Legal, Safety, Disaster Planning and Response, and Death Investigation functions for Dane County.

3) **HEALTH AND HUMAN SERVICES**

Departments:	Human Services	Veterans Service Office
	Board of Health for Madison & Dane County	

These agencies provide the Human Service and Veterans' Assistance functions for Dane County.

BUDGET ACTIVITY STRUCTURE (continued)

4) **CONSERVATION AND ECONOMIC DEVELOPMENT**

Departments: Miscellaneous Appropriations Solid Waste
 Planning & Development Land & Water Resources - Conservation
 Land Information Office

The Conservation and Economic Development agencies provide the Planning, Land Management, Land Protection, Waste Management and Recycling functions for Dane County.

5) **CULTURE, EDUCATION AND RECREATION**

Departments: Library Land & Water Resources
 Alliant Energy Center Extension
 Henry Vilas Zoo Miscellaneous Appropriations

The Culture, Education and Recreation agencies provide Quality of Life Enhancement for Dane County.

6) **PUBLIC WORKS**

Departments: Public Works, Highway & Transportation
 Airport

Public Works agencies provide the Infrastructure Maintenance and Transportation functions for Dane County.

7) **DEBT SERVICE**

Department: Debt Service

The Debt Service agency provides the Principal and Interest Repayment function for Dane County.

BASIS OF BUDGETING AND FUND STRUCTURE

The Dane County budget is prepared in accordance with Generally Accepted Accounting Principles (GAAP). The accounts of the county are organized on the basis of funds and account groups, each of which is considered a separate accounting entity. The operations of each fund are accounted for with a separate set of self-balancing accounts that include its assets, liabilities, fund equity, revenues and expenditures or expenses, as appropriate. Government resources are allocated to and accounted for in individual funds based upon the purposes for which they are to be spent and the means by which the spending activities are controlled.

The use of fund accounting is one of the differences between GAAP for governmental entities and business enterprises. GAAP for government classifies funds into four broad categories: Governmental, Proprietary, Fiduciary and Account Groups. Each of these categories is further sub-divided into generic fund types.

Governmental Fund Types (All of these funds are subject to appropriation)

General Fund

The General Fund accounts for the preponderance of the County's operations with the exception of the Human Services Department and the business type activities recorded in other major funds. It includes all resources not restricted legally to a specific use.

Special Revenue Funds

Special Revenue Funds are used to account for the proceeds of specific revenue sources (other than expendable trusts and major capital projects) that are legally restricted to expenditure for specific purposes.

Board of Health – Accounts for funds that are part of the joint budget for the Board of Health for Madison and Dane County.

Library - Accounts for funds used to maintain and improve municipal public library services.

BASIS OF BUDGETING AND FUND STRUCTURE (continued)

Human Services - Accounts for funds used to provide financial assistance, aid to families with dependent children, food stamps, medical assistance and health and welfare services to the elderly and physically and developmentally disabled.

Land Information - Accounts for funds used to improve the accessibility of land-related information and to provide a means to place the County in a state-of-the-art business posture to process land-related information.

Bridge Aid - Accounts for funds used for the construction or repair of culverts and bridges within participating municipalities in Dane County under Section 81.38(2) of the Wisconsin State Statutes.

CDBG Business Loan - Accounts for the issuance and repayment of loans from the Community Development Block Grant Business Loan Program.

CDBG Housing Loan - Accounts for the issuance and repayment of loans from the Community Development Block Grant Housing Loan Program.

CDBG HOME Loan - Accounts for the issuance and repayment of loans from the Community Development Block Grant HOME Housing Loan Program.

Commerce Revolving Loan - Accounts for the receipt of grant funds from the Wisconsin Department of Commerce and subsequent issuance and repayment of loans to grant recipients.

Scheidegger Trust - Accounts for acquisition and maintenance of parklands in the area of the communities of Riley, Verona and Mount Vernon. This expendable trust fund was established through a bequest from the Walter R. Scheidegger Estate.

Redaction Fund – Accounts for funds used to redact Social Security numbers from electronic format records. Funding for the redaction project comes from a recording fee assessed by the Register of Deeds.

DaneCom Fund – Accounts for funds used in support of DaneCom, a radio system used to allow public safety and public service officials to talk across disciplines and jurisdictions.

BASIS OF BUDGETING AND FUND STRUCTURE (continued)**Debt Service Fund**

The Debt Service fund is used to account for the accumulation of resources for, and the payment of, general long-term debt principal, interest and related costs.

Capital Projects Fund

The Capital Projects Fund is used to account for financial resources to be used for the acquisition or construction of major capital facilities (other than those financed by proprietary funds and trust funds).

Proprietary Fund Types (All of these funds are subject to appropriation)**Enterprise Funds**

Enterprise Funds are used to account for operations where the intent of the governing body is that the costs of providing services to the general public on a continuing basis be financed or recovered primarily through user charges; or for which periodic measurement of net income is appropriate for capital maintenance, public policy, management control, accountability, or other purposes.

Badger Prairie Health Care Center - Accounts for activity associated with the operations and maintenance of the County's health care facility.

Airport - Accounts for the operations and maintenance of the Dane County Regional Airport.

Highway - Accounts for funds used to maintain and improve roadways and alternative modes of transportation within the County's jurisdiction.

Printing & Services - Accounts for printing and related services provided by the Department of Administration to other County departments and other governmental units.

BASIS OF BUDGETING AND FUND STRUCTURE (continued)

Solid Waste - Accounts for the operations and maintenance of a sanitary landfill serving as a solid waste disposal and recycling center for the entire County.

Methane Gas - Accounts for the operation and maintenance of the County's methane gas operations.

Internal Service Funds

Internal Service Funds are used to account for the financing of goods or services provided by one department or agency to other departments or agencies of a government, or to other governments, on a cost reimbursement basis.

Workers' Compensation - Accounts for workers' compensation claims on a self-insured basis.

Liability Insurance - Accounts for the purchase of a wide variety of insurance, including property, equipment, computer, boiler, aviation liability, professional liability for nurses, auto comprehensive, and insurance for Emergency Medical Services (EMS) districts throughout the County.

Employee Benefits - Accounts for funds used for payment of certain employee benefits through the purchase of insurance coverage from private carriers.

Consolidated Food Service - Accounts for the activities of the food service operation that provides meals to the Badger Prairie Health Care Center, Dane County Jail System, Juvenile Detention Center, and other smaller agencies.

Fiduciary Fund Types (These funds are not subject to appropriation)

Trust Funds

Trust funds account for assets held by a governmental entity in a trustee capacity. For non-expendable trust funds, only the income derived from the principal may be expended in the course of the fund's designated operations - the principal must be preserved intact. For expendable trust funds, both the income and principal may be expended in the course of the fund's designated operations.

BASIS OF BUDGETING AND FUND STRUCTURE (continued)

Blockstein Memorial Trust - Accounts for the Liesl Blockstein Awards for Distinguished Community Service in the Arts program. This is a non-expendable trust fund.

John T. Lyle Trust - Accounts for the John Lyle Memorial Scholarship program which awards scholarships to encourage the education of youth, both male and female, in the agricultural areas of Dane County, Wisconsin, in farming and in the making of farm life more enjoyable. This is a non-expendable trust fund.

Lyman Anderson Trust – Accounts for the Lyman F. Anderson Agriculture and Land Conservation Center Trust Fund that was established to maintain and care for the conservancy land whichs are part of the Lyman F. Anderson Agriculture and Land Conservation Center.

Agency Funds

Agency funds account for the receipt and disbursement of various taxes, deposits and assessments collected by a governmental entity, acting in the capacity of an agent, for distribution to other governmental units or designated beneficiaries.

Delinquent Special Assessments - Accounts for delinquent special assessments collected for municipalities within the County.

Clerk of Courts Agency Account - Accounts for fines and forfeitures to be disbursed to the County and other municipalities.

State Tax Levy and Special Charges - Accounts for receipts and disbursements for state charges included in property tax billings.

Other - The remaining agency funds account for receipts and disbursements of various taxes and deposits collected by the County, acting in the capacity of agent, for distribution to other governmental units or designated beneficiaries.

BASIS OF BUDGETING AND FUND STRUCTURE (continued)

Major and Non-major Funds

For government-wide financial statements, funds are also classified as either major or non-major within the governmental and proprietary funds. A fund is considered major if it is the primary operating fund of the County or meets the following criteria:

- ❖ Total assets, liabilities, revenues, or expenditures/expenses of that individual governmental or proprietary fund are at least 10 percent of the corresponding total for all funds of that category type, and
- ❖ The same element of the individual governmental fund or proprietary fund that met the 10 percent test is at least 5 percent of the corresponding total for all governmental and proprietary funds combined.
- ❖ In addition, any other governmental or proprietary fund that the County believes is particularly important to financial statement users may be reported as a major fund.

The following table summarizes the County's major and non-major funds used for its government-wide financial statements.

Fund	Governmental Funds		Proprietary Funds	
	Major	Non-Major	Major	Non-Major
General				
Human Services				
Debt Service				
Capital Projects				
Board of Health				
Library				
Land Information				
Bridge Aid				
CDBG Business Loan				
CDBG Housing Loan				
CDBG HOME Loan				

2013 ADOPTED BUDGET**BASIS OF BUDGETING AND FUND STRUCTURE (continued)**

Fund	Governmental Funds		Proprietary Funds	
	Major	Non-Major	Major	Non-Major
Commerce Revolving				
Scheidegger Trust Fund				
Redaction Fund				
DaneCom				
Airport				
Highway				
Solid Waste				
Badger Prairie				
Printing & Services				
Methane Gas				

Accounting and Budgeting Basis

Governmental funds, expendable trust funds and agency funds follow the modified accrual basis of accounting. Under the modified accrual basis of accounting, revenues are recorded when they are both measurable and available. Available means collectible within the current period or soon enough thereafter to be used to pay liabilities of the current period. Expenditures are recorded when the related fund liability is incurred, except for unmatured interest on long-term debt, claims, judgements, compensated absences, and pension expenditures, which are recorded as a fund liability when expected to be paid with expendable available financial resources.

Proprietary funds and non-expendable trust funds are accounted for on the accrual basis. Revenues are recognized in the period in which they are earned; expenses are recognized in the period incurred.

For all funds, the basis of budgeting is the same as the basis of accounting.

Dane County budgets on a line item basis. The line item budget separately lists each expenditure and revenue item for each program, along with the dollar amount for each item. These line items are summarized into broad expenditure and revenue categories for presentation in the budget document. Expenditures are summarized as Personal Services,

BASIS OF BUDGETING AND FUND STRUCTURE (continued)

Operating Expenditures, Contractual Services and Operating Capital. Revenues are summarized as Federal, State, Program, Other and Equity.

The table on the following page lists the county departments and what funds they are accounted for in.

**DANE COUNTY DEPARTMENTS AND THEIR FUNDS
(OPERATING BUDGET - APPROPRIATED FUNDS ONLY)**

Department	General Fund	Special Revenue Funds											Debt Service	Enterprise Funds						Internal Service Funds								
		Redaction	Board of Health	Library	DaneCom	Human Services	Land Inform.	Bridge Aid	CDBG Business	CDBG Housing	CDBG HOME	Commerce Revolving		Badger Prairie	Airport	Highway	Printing & Services	Solid Waste	Methane Gas	Workers Comp	Liability Ins.	Employ. Benefits	Consol. Foods					
General County																												
County Board																												
County Executive																												
County Clerk																												
Administration																												
Treasurer																												
Corporation Counsel																												
Register of Deeds																												
Miscellaneous Appropriations																												
Clerk of Courts																												
Family Court Counseling																												
Coroner																												
District Attorney																												
Sheriff																												
Public Safety Communications																												
Emergency Management																												
Juvenile Court Program																												
Human Services																												
Brd Health Madison & Dane Cty																												
Veterans Services Office																												
Planning & Development																												
Land Information Office																												
Solid Waste																												
Library																												
Alliant Energy Center																												
Henry Vilas Zoo																												
Land & Water Resources																												
Extension																												
Public Works,Hwy & Transp.																												
Airport																												
Debt Service																												