

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672

147 SCOMM 9: HOUSE SPEC. COMM. ON PERMANENT FUND 1977-78

- a) Hydro-electric projects have a high initial cost but operating expenses are low and much more easily projected.
 - b) Nuclear plants also have a high initial cost, require a long construction lead time, and present complicated environmental safeguard problems.
- 2) **Water.** These bonds require an analysis of availability of supply and cost. Ownership of wells or rights to rivers and reservoirs gives more independence but if supply is contractual, the duration of the contracts and their price structure must be considered.
- 3) **Vehicular Traffic.** Revenue bonds for highways, bridges, etc., are especially vulnerable to:
- a) Potential competitive facilities whether toll or free.
 - b) The good faith of an agency or highway department to maintain or build approach facilities and to honor a non-competitive pledge. Traffic patterns in the future must be viewed cautiously; the possibilities of population movements and changes in forms of transportation have to be taken into account.
 - c) Increases in cost of fuel and government restrictions either to conserve fuel in a national emergency or to limit air pollution.
- 4) **Parking.** Revenue Bonds for off-street parking facilities often require additional source of revenue and above average coverage because communities tend not to force cars off the streets for violating ordinances.
- 5) **Higher Education.** College revenue bonds should be viewed more critically than in the past, since enrollments have leveled off in recent years. Also, some dormitories haven't produced the revenues that were expected because of the desirability of living off-campus and the inability of univer-

sities to enforce the "parietal rule" in the bond covenant that students must live on campus if space is available. Bonds secured by fees on the entire student body have a greater margin of safety. Publicly supported institutions or those private colleges with historical continuity and sizable endowments have a far greater ability to pay than small colleges with limited resources. A "general obligation" pledge, not always present, may be important if resources other than those specifically assigned to the bonds are substantial.

- 6) **Hospitals.** Revenue bonds in this area present unique problems for the analyst because a major portion of hospital income consists of "third party payments" from Blue Cross, Medicare, Medicaid, Workmen's Compensation, commercial insurance, etc. Reimbursements to the hospitals by third party-payers are governed by Federal, state, and contractual regulations. The calculation of fees that qualify for reimbursement not only includes debt service but also depreciation, which has an important bearing on cash flow. Other considerations in analyzing the credit of a hospital revenue bond include historical operating statistics, cost per bed, competing facilities and the general reputation of the hospital.

It is imperative that qualified independent consultants make a feasibility study of each hospital revenue issue to determine the institution's ability to meet the requirements of the bonds. Indications of community support for a hospital are contributions for fund raising campaigns, the status of endowment funds, and the composition of the board of trustees.

- 7) **Industrial Development and Pollution Control.** Municipalities or specially created political bodies that issue bonds of this sort serve only as vehicles to provide tax-exemption. Analysis of bonds issued for industrial development and pollution control must focus on the credit-worthiness of

the corporation on whose behalf they are issued. Assuming the adequacy of covenants, such bonds may be treated by rating agencies as equivalent to senior unsecured debt of the corporation and assigned a similar rating. In addition to the corporation's credit, the market or liquidation value of a plant with a mortgage provision is an important factor in the event of default. Both industrial development and pollution control bonds are subject to Federal, state, and local statutes. Industrial revenue bonds are limited by the Revenue and Expenditure Control Act of 1968 to a total project cost of \$5 million. Pollution control bonds are restricted to financing pollution control devices only and none of the bond proceeds may be used for revenue-producing equipment. In certain cases the bonds may be issued only with a ruling of the I.R.S. Attorneys play an important role in certification of legal requirements.

- 8) **Airport and Sea Port Facilities.** These revenue bonds may carry a general revenue pledge but the underlying security is often long-term leases with airlines, grain companies, etc. and the credit of the corporations involved must be assessed.
- 9) **Land Development.** Tax allocation, redevelopment, and other bonds that aid financing land development by private enterprise have many caveats. The financial resources and reputation of the developers, along with construction status, are just a few of the factors to be considered in determining the likelihood that the district or area in question will ever realize the projected tax base.
- 10) **Municipal housing.** These revenue bonds have been issued primarily to alleviate the nation's shortage of low-cost housing. State and local housing programs are a comparatively recent development, except for the New York State Housing Finance Agency established in 1960, most housing agencies were formed in the late 1960's and early 1970's. There are basically 5 types of housing programs financed by municipal bonds.

- a) The "Loan-to-lenders" housing programs issue bonds to purchase notes that have collateral from lending institutions such as savings banks, S & L's, and mortgage finance companies. The lending institutions, in turn, use the proceeds from sales of their notes to make new mortgage loans.
- b) "In mortgage purchase" programs, bond proceeds are used to purchase mortgage loans primarily secured by single and multi-family dwellings; this frees funds in the local mortgage market, enabling lending institutions to make new residential mortgage commitments.
- c) In "direct mortgage loan programs," the housing agency originates new mortgage loans and often enters into servicing agreements whereby local lending institutions perform the bulk of the paperwork.
- d) There are "development programs" in which an agency, such as the New York State Urban Development Corporation, designs as well as finances construction of new housing units. Bonds for these programs are usually secured by mortgages on new units.
- e) Local Public Housing Agencies are engaged in programs for building new low-rent housing or slum clearance. Public Housing Authority Bonds or PHA's are secured by a first pledge of annual contributions payable by the United States of America, acting by and through the Housing Assistance Administration in the Department of Housing and Urban Development, pursuant to an Annual Contributions Contract. The annual contributions, together with other funds of the local public housing agency, will be sufficient to pay interest and principal on the bonds when due.

The full faith and credit of the United States is pledged to the payment of the annual contributions under the U.S. Housing Act of 1937. Because of this strong back-

ing by the United States, PHA bonds are rated triple 'A' by both Moody's and Standard & Poor's.

The basic questions for investors in determining the quality of housing bonds are:

- 1) Does the state have a "moral obligation" to make-up any deficiency in the debt service reserve?
- 2) What type of collateral is used for bonds issued for "loan-to-lenders programs"? FHA insurance, VA guarantees, and private mortgage insurance are most common, but uninsured conventional loans also have been used recently as collateral.
- 3) What is the local mortgage delinquency history and the credit quality of eligible lending institutions?
- 4) In development programs, do the proposed housing projects appear economically and financially feasible?
- 5) Finally, is management sound and capable?

Ratings

Around the turn of the century, Barnum & Bailey's Circus dealt in municipal bonds because investors could rely on the knowledge of traveling circus men of the relative credit-worthiness of many of the nation's communities. Today, most investors place great reliance on the two major rating agencies: Moody's Investors Service and Standard & Poor's. The rating agencies have established the following bond rating categories, of which the first four groups are considered "investment grade" and the remainder classified as speculative:

MOODY'S	STANDARD & POOR'S
Aaa — best quality	AAA prime
Aa — high quality	AA prime
A — upper medium grade	A good grade
Baa — medium grade	BBB medium grade
Ba — speculative	BB lower medium grade
B — lacks characteristics of desirable investment	B low grade
Caa — poor standing	D defaults
Ca — highly speculative	
C — poor	

Both services differentiate top credits in the wide-ranged A and Baa or BBB categories with A-1 and A+ or Baa-1 and BBB+ designations. Bonds distinguished this way are candidates for upgrading to AA or A rating. In addition Standard and Poor's has a minus (-) category for A and BBB ratings to indicate declining situations.

Note Ratings

Moody's Investors Service rates short-term tax-exempt loans and notes in four categories under the classification of Moody's Investment Grade (MIG) as follows:

MIG 1 – “best quality,” with protection by established cash flows or broad-based access to the market for refinancing.

MIG 2 – “high quality,” with margins of ample protection.

MIG 3 – “favorable quality,” with market access for refinancing; in particular, likely to be less well established.

MIG 4 – “adequate quality,” carrying specific risk but having protection commonly regarded as required of an investment security.

Moody's emphasis that “factors affecting liquidity of the borrower are uppermost in importance in short-term borrowing while various factors of the first importance in (long-term) bond risk are of lesser importance in the short runs.” Currently, Standard and Poor's does not rate short-term tax-exempt loans and notes.

Summary

All the usual common sense methods of investment analysis apply to municipal securities. Ability to pay depends upon a number of economic, geographic, financial, legal, and moral considerations. The best analyses probably are made by investors with personal knowledge of the local economy, but obviously no single investor can have personal acquaintance with all localities. Alternatively, the investor can rely on the services of the various rating agencies that grade the credit quality of municipal bonds and notes. In assessing long-term bonds as investments the economic outlook of the issuer is more important than present condition. Corporations, municipalities, and public service enterprises have life cycles from youth to maturity to slow decline. The ability to analyze municipal credit allows the astute investor to pick out the youthful stages of an investment. Finally, it is a truism that "every bond is triple 'A' at a price;" while some bonds might warrant a price close to zero by this measure, the relation of risk to reward must not be overlooked. Variations in credit-worthiness are seldom reflected accurately in price, and slightly greater risks may be more than offset by comparatively larger yields.

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October 20, 1977

STATE OF ALASKA

Exhibit

Topic

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| I | Investing State Funds: The Wisconsin Investment Board. |
| II | August, 1976 Report to the Legislature of the State of Minnesota by the State Board of Investment. |
| III | State Investment Funds: Excerpt from White, Weld & Co. Inc. Report to the State of Alaska, October 1976. |
| IV | Organization and Management: Tentative Organizational Structure. Excerpt from White, Weld & Co. Inc. Report to the State of Alaska, December 1976. |
| V | Investments - Corporate Securities. Excerpt from White, Weld & Co. Inc. Report to the State of Alaska, December 1976. |
| VI | Investments - Money Market Instruments. Excerpt from White, Weld & Co. Inc. Report to the State of Alaska, December 1976. |
| VII | Investment Counsel Association of America: Standards of Measurement and Use for Investment Performance Data. |
| VIII | Criteria for the Selection of Discretionary Fund Managers. |
| IX | Tables from Stocks, Bonds, Bills and Inflation: The Past (1926-1976) and The Future (1977-2000) by Roger G. Ibbotson and Rex A. Sinquefeld. |

Exhibit 1

Investing State Funds:

The Wisconsin Investment Board



NOV 16 1976

INNOVATIONS TRANSFER
New Approaches by the States

INVESTING STATE FUNDS

The Wisconsin Investment Board

This report was prepared under a grant from the
National Science Foundation (Grant No. ISR75 21176).
The contents do not necessarily reflect the views of the
National Science Foundation.

August 1976
RM-583
\$3.00



THE COUNCIL OF STATE GOVERNMENTS
Lexington, Kentucky

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FOREWORD

The policy, management, and operations of state government require the application of constantly updated approaches to address changing needs and priorities. This necessity for self-renewal implies innovations in the institutions of state government, in their structure, policies, procedures, and personnel.

Many innovations have occurred in recent years in a number of fields at the state level. However, too little is known about some specific state activities because of the variety of laboratories in which they occur. The innovation process is further complicated by the fact that state government officials rarely have the time or opportunity to share such knowledge which may be applicable in other States. Under day-to-day pressures and constraints, professional administrators and technical experts lack the time to write up or share new approaches that they have developed.

The Council of State Governments, which has been providing a forum for such an exchange for many years, has recently expanded its efforts in this area. The State of Wisconsin Investment Board is one of a series of six innovations being studied by the Council under a grant from the National Science Foundation. Besides this program, the others selected for evaluation during this first year include pension fund consolidation, statewide property tax assessments, a state energy management commission, controlling health costs, and a railroad branch line rehabilitation program. Reports are available on the latter four programs.

The state programs studied were selected by a national advisory panel composed of state legislators and officials. The Council is grateful to these individuals for their assistance: Senator Anthony A. Derezinski, Michigan; Senator John Pat Fanning, West Virginia; Senator Larry Fashbender, Montana; Representative Vera Katz, Oregon; Walter Kicinski, Deputy Secretary to the Governor, New York; Jeffrey Laurenti, Executive Assistant, New Jersey Senate; Attorney General V. Frank Mendicino, Wyoming; Senator Mike O'Connor, South Dakota; Representative Cornelius O'Leary, Connecticut; Dr. Tibor Payzs, Special Assistant to the Governor, Kentucky; Joseph V. Stewart, Deputy Director, Department of Finance and Administration, Arkansas; Daniel W. Varin, Chief, Statewide Planning Programs, Rhode Island; William W. Wilkins, Budget Director, Ohio.

This report on Wisconsin's Investment Board was prepared by Dick Howard, Director of the Council's Innovations Project, and James E. Jarrett, Research Associate.

Lexington, Kentucky
August 1976

Brevard Crihfield
Executive Director
The Council of State Governments

PREFACE

Inflation, opposition to higher taxes, and taxpayer disenchantment with government generally, are having a serious impact on government financing at all levels. A recent National Association of State Budget Officers' survey showed States' general fund expenditures in fiscal years 1975 and 1976 increased at a faster rate than did general fund revenues. Surpluses built up in previous years have been rapidly depleted. In the aggregate for the 43 States that responded to the budget officers' survey, general fund balances declined from 8 percent of expenditures in 1974 to an estimated 0.3 percent in fiscal year 1976.

The problem is further exacerbated for States by federal funding reductions in some functional areas and federal program requirements for additional state dollars in other areas. All of these factors are beyond control of state government officials.

In a word, state managers should be, and are looking for additional sources of revenue. One obvious source of significant amounts of revenue is to put state dollars to work, and more and more States are taking advantage of investment opportunities. Perhaps no State has a more completely developed investment program than Wisconsin, which has been investing the assets of retirement funds for 65 years.

This monograph is the fifth in the Council of State Governments' current series of reports on innovative state government programs. It probably comes the closest to describing a "model" program. One reason is that the State of Wisconsin Investment Board has had 25 years to evolve.

We are grateful to the many individuals in Wisconsin, especially those associated with the investment board, who were so generous with their time in helping us to understand the agency's activities and responsibilities. In addition to each of the investment directors, we especially want to thank George W. Crownhart, General Counsel for the board and at the time of our visit acting executive director; Gerald T. Mahaffey, Administrator, and Tom Landgraf, Director of State Budget Operations.

Several individuals reviewed earlier drafts and made useful comments: LeRoy Dockter, Audit Director, Wisconsin Legislative Audit Bureau; Peter J. Nelson, Assistant State Treasurer, Wisconsin; George A. Bell, Executive Director, National Association of State Budget Officers; and Carl Vorlander, Executive Director, National Association for State Information Systems.

Further information can be obtained from officials of the Wisconsin Investment Board (telephone 608/266-2384) or the authors of this report (telephone 606/252-2291).

Dick Howard
James Jarrett

August 1976

EXECUTIVE SUMMARY

- The State of Wisconsin Investment Board invests the retirement funds of the major government employee units in Wisconsin: Milwaukee teachers, state employees, and Wisconsin teachers.
- The investment board invests idle cash from 34 different state accounts, earning \$56 million on these pooled accounts last year.
- The investment board invests the State's check float, working with the state treasurer and the Department of Administration to ascertain the State's revenue and withdrawals each day.
- The Wisconsin board also has authority to invest the surplus funds of local governments that may deposit such funds with the treasurer.
- The Wisconsin investment program is facilitated by:
 - Use of only one bank for all deposits and withdrawals of state funds. (No state money is deposited or invested in other state banks.)
 - A computerized statewide accounting and reporting system that allows quick and accurate cash flow estimates by the Department of Administration and state treasurer.
 - Use of a custodian bank in New York City that eliminates handling of securities by Wisconsin officials and permits immediate transfers.
 - Great latitude in the types of investment instruments that can be purchased thus permitting the flexibility needed to maximize investment return.
- Almost all aspects of the Wisconsin investment program have been specifically authorized by Wisconsin law.

HOWEVER, other States should consider that *an investment program similar to Wisconsin's*:

- Would reduce the control top elected officials have over the use of surplus state funds;
- Would be opposed by banks which would no longer serve as depositories of public monies, including some local funds in the case of the Wisconsin local government investment pool;
- Would be more difficult to implement if centralized, computerized accounting procedures were not in use;
- Would be almost impossible to implement if the number of bank accounts cannot be kept to a minimum, preferably one or two;
- Would be opposed by agencies which are now managing the assets of retirement funds.

I. INTRODUCTION

The State of Wisconsin Investment Board manages assets of nearly \$2.75 billion (6-30-75) which earn about \$175 million (based on a reported rate of return of 6.7 percent). Annual gross purchases and sales in fiscal year 1975 approximated \$12.75 billion. In addition to the millions of dollars earned from investing the assets of several retirement funds, the Wisconsin Investment Board earns millions of dollars by investing idle cash balances of 34 pooled accounts, including the general fund. In 1975 the average daily balance in the state investment fund was \$614 million. The return on these particular investments exceeded \$54 million—\$28 million for the state general fund and about \$26.5 million credited to the other pooled accounts.^{1*}

By way of comparison, \$28 million is more than the combined amount appropriated from the general fund to the following Wisconsin agencies: Banking (\$3.5 million), Insurance (\$9.1 million), Regulation and Licensing (\$4.9 million), Local Affairs and Development (\$5.2 million), and the Executive Offices (\$3.4 million).

Not only does state law authorize the investment of almost all state funds, enabling legislation recently authorized the State of Wisconsin Investment Board to invest bank balances upon which the treasurer has written a check, but which from experience the treasurer knows will not actually be paid out by the bank for several days. In other words, Wisconsin invests its "float" in a manner similar to large corporations. In Wisconsin, the check float averages about \$3.5 million per day. If the present 7.44 percent rate of return on short-term investments prevails, the check float would return \$264,000 to the State—a sum equal to about 45 percent of the investment board's budget.

Since March 1976, the State, through the treasurer and investment board, has begun investing idle balances of local governments. Numerous cities are participating in the program. One city reports earnings of \$62,000 on a one-month investment of \$9.7 million.

There are almost no major governmental retirement funds in Wisconsin whose assets are not managed by the investment board. It also is widely believed that there are almost no idle cash balances of state agencies. The budget of the board was \$576,000 in fiscal year 1975 including salaries and benefits of 28 employees, travel, the cost of investment services and outside investment counseling, and various other items associated with housing and supporting the staff. The \$576,500 budget means that the direct administrative expenses of managing \$2.75 billion in assets was a very low .02 percent. This ratio compares favorably with .2 to .4 percent commonly found in private financial institutions.²

The investment program in Wisconsin is facilitated by state laws that require centralized disbursements and centralized receipts. All checks are signed by the state treasurer in one form or another. All agencies must deposit receipts at least weekly and an even shorter time lapse prevails in the case of some large amounts.³

Another important facilitator is electronic data processing which is used throughout the accounting and reporting process.

The "state working bank" also plays an important role in the investment program. This bank, selected at about six-year intervals, is the

only depository for state money and it provides a variety of services including lock boxes, telegraphic money transfers, messenger deliveries, credit for after hours deposits, daily reports on the collected cash balances, and other specified services. Use of the working bank precludes the existence of idle cash balances in a number of depositories and permits rapid and accurate accounting of the State's cash position. Thus, all public money is working continuously.

Within its various portfolios, the investment board invests in stocks, corporate bonds, short-term and long-term obligations of the U.S. government and government agencies, repurchase agreements, real estate mortgages, commercial paper, and private placements. Bankers may lobby against reductions or elimination of state and municipal demand deposits and some legislators may occasionally insist that Wisconsin companies should get preferential treatment in the board's investments, but in the final analysis the direct, measurable economic benefits of a sound investment program have prevailed. The income from interest and capital gains has been substantial. Furthermore, the results compare very favorably with similar programs in the private sector, both from the standpoint of rate of return and costs to administer the program.

In the following section, the organization, administrative procedures, legal authority, and investment policies of the board are described. Additionally, there are separate sections devoted to the municipal investment pool and the Wisconsin state working bank.

*Footnotes for this report appear on pages 24-25.

II. INVESTMENT BOARD RESPONSIBILITIES

The statutes assign extremely broad investment responsibilities to the board and also give it responsibility for the selection of the state working bank. Section 25.17 (1) (a) through (zm) enumerate the funds over which the board shall "have exclusive control of the investment and collection of the principal and interest of all monies loaned or invested." The only public money not invested by the investment board is under the control of the Board of Commissioners of Public Lands and the University Board of Regents.

Retirement Funds

The major investment program involves the management of the assets of the State and Municipal Employees' Retirement Fund, the Milwaukee Teachers' Retirement Fund, and the Wisconsin Teachers' Retirement Fund. On January 1, 1975, these three large retirement funds were merged for investment purposes into two categories—a fixed fund and a variable fund. The fund with the fixed retirement benefits has a broad mix of investments that include bonds, stocks, mortgages, and real estate holdings. By contrast, the variable fund is restricted to equities, primarily common stocks. Finally, the board invests the assets of three smaller funds, the State Life Fund, the Insurance Fund, and the Historical Society Trust Fund. Investment of these funds is accounted for separately.

State Investment Fund

Another important investment activity pertains to the State of Wisconsin Investment Board's exclusive jurisdiction over and management of the State Investment Fund. This fund consists of idle cash balances pooled from 34 individual state accounts, such as the general fund, the conservation fund, the state property insurance fund, and the highway fund. Because of the need for flexibility, the emphasis is on short-term investments—repurchase agreements (usually a short-term investment with a bank which is secured by U.S. Treasury bills), reverse repurchase agreements, commercial paper, certificates of deposit, bonds and notes of U.S. government agencies, and U.S. Treasury notes and bills. At one point in November 1975, the State Investment Fund totaled \$830 million. The average daily balance invested was \$614 million. The high short-term interest rates of FY 1975 permitted returns of 8.89 percent or \$54 million.

Local Government Investment Funds

Recently a third investment pool has been authorized and responsibility for its management given to the State of Wisconsin Investment Board. This fund consists of money due local government, through tax sharing, but left with the state treasurer for subsequent board investment—usually short-term. See Section IV of this report for a description of this newest aspect in the innovative Wisconsin investment program.

Investing the Float

In recent years, another important source of investment income to the State has been the short-term investment of "float," that is the difference between the cash on the treasurer's books and the collected cash balance on the working bank's books.

Investing the check float allows checking account balances to earn additional money while outstanding checks are undeposited or are in the process of clearing. Prior to a legislative enactment in 1974, the State of Wisconsin was barred from investing the check float. The attorney general had ruled that all funds disbursed by check had to be payable on demand. Because the State of Wisconsin has an average daily check float of \$3.5 million over and above the balance required for services the stakes of investing the excess float are of considerable economic importance. The procedure for investing the float can be illustrated by an example of state employees' payroll checks. If payroll checks are disbursed on Thursday, it is known from past experience that about 4 percent of the checks will clear the state working bank on the next day; an additional 28 percent will clear on Monday; 40 percent will clear on Tuesday, and the remaining checks will trickle in later. Therefore, about 68 percent of all payroll funds can be placed in short-term investments by the investment board for four days (Thursday to Tuesday). The state treasurer's office, after receiving the state working bank's daily report and computing the check float each day, will include these funds in the amount available for short-term investments and transmit this information to the investment board's short-term division.

There is no danger of overdrafts in the normal sense because the State maintains approximately \$10 million as compensating balance at the working bank. If the compensating balance goes below the minimum requirement, a charge is carried forward the next month against the State's account.

Revenues generated by investing a State's check float will vary depending on the average daily float and short-term interest rates. In Wisconsin, with an average daily float of \$3.5 million, the annual income generated would be as follows based on various short-term interest rates (income computed on 360-day basis):⁴

5 percent	\$177,000
6 percent	\$212,000
7 percent	\$245,000
8 percent	\$283,000
9 percent	\$319,000
10 percent	\$354,000

The most recent return on the State Investment Fund was 7.44 percent which, if maintained for the remainder of 1976, would bring the State nearly \$264,000 this year. As one Wisconsin official noted, "With respect to the over \$3 million per day typically tied up in check float, the situation is simple: either the bank makes money on it or the State of Wisconsin does."⁵

State Working Bank

One other important, but noninvestment-related, function assigned by the Legislature to the board is the designation of the state working bank. This bank is the depository for all of the State's funds. With few exceptions, it provides the State with all its banking services. See Section V of this report for a description of the state working bank.

Development of the Wisconsin Investment Program

The 28-person staff, the five investment divisions, and the several investment pools managed by the investment board are the present characteristics of an ongoing investment process that can be traced to 1911 and the creation of the State Annuity Board. Actually the board superseded the Annuity and Investment Board which by 1947 already exercised centralized control of investments, having responsibility for both idle operating funds and retirement trust funds.

At the outset, the Board of Trustees consisted of seven persons including the Governor, who was chairman. The staff numbered three. The investment board had the authority, even then, to invest in real estate, mortgages, common stocks, preferred stocks, and U.S. government securities.

Over the years, many changes have brought additional retirement and operating funds under the jurisdiction of the investment board. The board streamlined the administrative procedures, expanded the types of investment instruments available to the investment board and reduced the day-to-day role of the trustees vis-a-vis the staff. As the changes occurred and the assets under management increased, the size of the staff also increased although less rapidly.

In 1957 the State Investment Fund was created by the Legislature when it consolidated 19 different operating and temporary reserve funds into one. The Legislature also created the fixed annuity and variable annuity funds for each of the retirement trusts as a response to inflation.

By 1958, the third of the major retirement funds, the Milwaukee Teachers, placed its assets under the board's control.

The actual physical storage and handling of securities by the state treasurer's office ended in 1970 when the Legislature authorized the board to maintain an account at a non-Wisconsin bank. In that year, a custodian account was opened at a New York City bank for equities and a couple of years later an account for bonds was established at the same bank.

In the past three years, the trustees have prepared a policy manual delegating considerable authority to the staff;⁶ the State has begun investing its cash float; the local government investment fund also has come into being; investment in longer term U.S. government obligations and unsecured notes of corporations including certificates of deposit has been authorized along with reverse repurchase agreements in a general effort to allow greater earning power and flexibility in short-term investments. The three major retirement funds have been merged for investment purposes greatly reducing the accounting work and enabling the fixed portfolio to be improved by amortizing gains and losses over a period of slightly more than 14 years (see page 00).

The Politics of Investing State Funds

The investment board is apolitical and most observers agree that political pressures are minimal. However, with this much money, there are always interest groups endeavoring to have the funds benefit them or their causes. Two groups have, in fact, "borrowed" a substantial portion of the General Fund portion of the state investment pool: (1) the board must make available at the request of the Department of Veterans Affairs up to \$16.5 million for the purpose of housing loans to veterans, and (2) upon the request of the higher educational aids board a cumulative total of not more than \$55 million for loans to needy students.⁷

Not surprisingly, some underlying pressure is reflected in some legislators' views—to increase the percentage of brokerage business done with Wisconsin brokers and to give preferential treatment to Wisconsin companies when making loans and investments. In addition to the pressures for geographic preferences, there are from time to time pressures to give preferential treatment to minority businesses, and to avoid investments in companies engaged in "socially undesirable activities."

The independent nature of the board reinforces the individual member's inclination in the role as trustee not to pursue social goals in investment policies, and the Legislature has not mandated that social goals should be an investment consideration. Another factor mitigating against social issue criteria is the inability to agree upon and measure social benefits versus the clearly measurable results of economic decisions. An 8.26 percent return is an 8.26 percent return and it is better than a 7.26 percent return.

Although investment directors do not in fact give weight to social criteria the Board of Trustees cannot and does not take a "public be damned" attitude. It is aware that it operates in a political environment.⁸

III. ORGANIZATION OF THE INVESTMENT BOARD

The State of Wisconsin Investment Board consists of seven members, six of whom are appointed by the Governor to staggered six-year terms. The seventh trustee is the secretary of the Department of Administration or the secretary's designee. Four "public" members must have at least 10 years of experience in financial matters (Wisconsin Statutes 15.79[2]), and the other gubernatorial appointees are nominated by the Wisconsin Teachers' Retirement and the State Employees Retirement Fund, respectively. The trustees generally meet for two days a month.

Staffing .

Actual investments—purchases and sales—are made by the staff acting under general policy guidelines set out by the seven-member Board of Trustees⁹ The staff is headed by an executive director who serves at the pleasure of the trustees. The staff presently numbers 28, and one more position has been authorized for the 1976-77 fiscal year.

Reporting to the executive director are five investment directors, each of whom is responsible for a three- or four-person division. The investment directors are appointed by the executive director with participation of the trustees. The investment director positions are part of the Wisconsin State Civil Service System and incumbents, after a probationary period, can only be terminated for cause. (Poor performance can be cause and investment directors have been terminated on that basis.) In addition to the investment directors, there is an administrative officer who is in charge of office operations such as personnel, accounting, secretarial, and clerical services.

The structure of the organization is in the process of changing. A research division is being created which will consist of a research director and four analysts. Previously, there were two research analysts and they reported to the investment director for stocks. Under the new arrangement, they will continue to analyze industry groups, but as the change suggests, will provide support services to all five investment directors.

Despite the existence of these research specialists, the board primarily relies on New York and selected regional investment banking firms for firsthand research of particular companies.

Salary ranges for top positions are shown below. While it is generally agreed that salaries for comparable positions in the private sector are higher, the investment board is able to fill its positions with competent individuals.

<i>Position</i>	<i>Salary Range</i>
Executive Director	\$31,068 - \$43,500
Investment Directors	\$28,512 - \$39,912
Research Director	\$17,016 - \$23,820
Senior Research Analyst	\$14,316 - \$20,040
Junior Research Analyst	\$10,368 - \$13,896

The day-to-day investment decisions are made by the investment directors with the concurrence of the executive director.¹⁰ Quarterly, the investment directors and the executive director meet to determine how the estimated revenues will be allocated among the divisions: stocks, private placements, corporate bonds, short-term, and mortgages and real estate. Allocation depends on their collective judgment of market and investment opportunities in forthcoming months. Their views are also considered by the Board of Trustees, who retain the services of outside financial advisors.

Some funds such as those earmarked for the variable long-term investment fund, for example, all go to the investment director for common stocks. He decides on the timing and brokers for his purchases and sales, as do other investment directors for the funds allocated to them during the quarter.

Long-term investments for the fixed fund are generally invested by the Bonds, Private Placements, and Mortgages divisions. The short-term investment division is responsible for investing the 34-fund pooled account, the "float" funds, and the new local government investment funds.

Table 1 shows the diversified types of investments managed by the State of Wisconsin Investment Board.

Table 1

State of Wisconsin Investment Board Assets Under Management (June 30, 1975)	
Public Bonds	\$829,000,000
Bonds, Private Placements	322,000,000
Stocks	876,594,000
Mortgages	174,513,000
Real Estate	26,283,000
Short-Term	488,190,000
U.S. Treasury Notes & Bills	40,100,000
Government Agencies	86,670,000
Commercial Paper	105,945,000
Repurchase Agreements	255,475,000

Source: State of Wisconsin Investment Board, *Annual Report* Year Ending 6-30-75

Investment Division—Bonds

Bonds are a major part of the fixed fund portion of the long-term investment portfolio. During FY 1975, the Wisconsin board invested \$90.7 million in publicly issued bonds and \$45.2 million in private issues. All bonds account for approximately one-half of the long-term assets managed by the board, \$1,150,955,949 or 51.8 percent on June 30, 1975. The public bonds portion was \$829 million. Interest income on public bonds was \$36 million for the fiscal year.

Investment in corporate and government bonds is not unique to Wisconsin. In Wisconsin, specific authority to invest the fixed retirement investment trust, the state life fund, and the veterans trust fund is contained in Section 25.17 (3) (a) of the Wisconsin code. Statutory limitations on such investments are spelled out in Section 206.34 of the

Wisconsin statutes of 1969. Regarding the bonds of industrial corporations the investment board may not invest more than 2 percent of its assets in any one company nor may it invest in a company that has defaulted in the payment of principal or interest on its indebtedness within the past five years.

In addition, under the policies established by the Board of Trustees, all bonds purchased must be rated by two approved rating organizations. With regard to AAA bonds, no more than 2 percent of the fixed funds assets may be invested in any one issue; for AA or A the limitation is 1 percent and for Bbb or Baa, up to .25 percent. Baa and lower rated credits are reviewed annually.

Excluding portfolio improvement transactions (discussed below) an average of two issues of bonds is purchased each month. There is no policy that places emphasis on the credit issues of Wisconsin companies. However, it is the practice of the Bonds Investment Director to try to give Wisconsin bond dealers 50 percent of the "new issues" business where possible. To give Wisconsin dealers most of the bond business would preclude the division from receiving the research of New York based brokerage firms. The bond portfolio is now computerized by a brokerage house and each month a printout of the bond portfolio is sent to the investment board.

Transaction Amortization Account

The 1975 merger for investment purposes of the three major retirement funds facilitated another important change in investment procedures, particularly in the purchase and sale of bonds and stocks. It enabled the board to create a "transaction amortization account" whereby profits or losses from the sale of assets are spread over a 14-year period. Traditionally, most agencies investing public funds have applied profits or losses resulting from the sale of assets to the earnings of the year in which the sale occurred. One result was a certain inflexibility in portfolios since most portfolio managers were reluctant to sell assets resulting in large "book" losses that would be charged to the current year's investment income.

By merging the three retirement fund investments, it was no longer necessary to maintain records on each series of assets held in the portfolio. All gains or losses could be debited or credited to one account. The next step was to amortize all profits and losses at the rate of 7 percent annually, or slightly more than 14 years for the fixed retirement fund.

Among advantages reported are: (1) savings in work load, time and dollar costs, no longer amortizing each security, (2) a smoother, more representative and equitable annual income, and (3) greater flexibility in bond portfolio management. In fact, the Wisconsin board reports that in the first six months after the new accounting procedures were instituted, 24 separate "portfolio improvement transactions" changed the average annual yield on these investments from 7.633 percent to 9.007 percent. The book loss was \$4 million, \$33.4 million par value sold and reinvested in bonds having a \$29.4 million par value.¹¹

Investment Division--Stocks

Common stocks comprise almost 100 percent of the "variable fund" and a substantial part of the "fixed fund." In FY 1975, for example, 28 percent of the board's fixed fund cash was invested in common stocks. During the fiscal year, common stock purchases totaled \$152 million, and total sales were \$102 million.¹² As of June 30, 1975, stocks accounted for 39.5 percent of the State of Wisconsin Investment Board's long-term assets (variable and fixed funds) and were

valued at \$876.6 million. In the fiscal year, the market value of the stocks in the fixed fund rose 20.8 percent and variable fund, 25.3 percent compared with a 16.1 percent of the S&P 500 Index—the most commonly used measure for evaluating performance of the Stock Division.

Stock transactions are made daily and net purchases average roughly \$30 million a month. Commissions approximate \$1 million annually in return for which the Wisconsin Investment Board receives considerable research.

Wisconsin's law [Chapter 25.17 (3) (a)] specifically provides that funds in the fixed category from the three major retirement programs may be invested in accordance with 1969 statutory provisions [Chapter 206.34]. The statute states that purchases of stocks can only be made from companies whose earnings meet certain specified criteria; no more than 1 percent of the investing agency's assets may be invested in the common stock of one company; nor may the equity position exceed 15 percent of the company's assets.

The Board of Trustees has delegated to the staff (Investment Director—Stocks) authority to purchase or sell stocks. However, stock purchases must be from the trustee-approved list of 206 companies. The investment director must also adhere to the trustees' policy limiting stock portfolio assets in any single industry to 15 percent, and no more than 30 percent may be invested in any one of the following broad categories: basic industry, consumer, technology, government regulated, and financial.¹³

The investment director reports that these constraints cause no particular problems and that the stock portfolio includes ownership in 120 companies.¹⁴ A major criterion of the investment director is that an \$8 to \$10 million equity position will be possible in any company whose stock they might purchase. Because these stock investments usually do not go directly to companies, there is no pressure to buy the stocks of Wisconsin companies.

Investment Division—Private Placements

Presently, \$400 million (all from the retirement funds) is invested in private placements. According to the director of the division, "the major reason for inclusion of private placements in the portfolio is to realize an above average return on investments, through assumption of somewhat above average risk plus a premium for lack of marketability."¹⁵

The division currently has outstanding loans to 300 companies across a variety of industries: railroad, oil, savings and loan, foundry, retail chain, utility, and various manufacturing companies.¹⁶ Loans are not restricted to Wisconsin; the majority of private placements are in other States and Canada.

Criteria for a private placement investment are rather strict. The two most important ratios analyzed are that long-term debt will not exceed 40 percent of total capitalization and that the sum of pretax earnings and fixed charges will be three times the fixed charges for the last two years (a 3 x fixed charge coverage ratio). The minimum loan is \$2 million and no credit rating of less than Baa will be considered. Placements cannot be used as venture capital—no loans can be made to companies in existence for less than five years.¹⁷

If the application has met this initial set of criteria, placement division staff request additional financial material and check many standard accounting measures such as rate of return on sales, operating margins, tax rates, and cash flow position. Also, the staff will consult

with outside people and solicit opinions on the company and industry, and may make site visits to the company.

There have been instances of legislators criticizing the private placements division for not loaning more money to Wisconsin firms. Concessions in the quality of the company or in the quality of the loan have not been made for placements in Wisconsin, but there are some allowances made for Wisconsin placements in terms of company size and requested loan figures. For companies outside the State, the minimum loan is \$2 million, and only those whose annual sales are at least \$40 million are considered. Wisconsin-based companies may request a loan as small as \$1 million provided their annual sales are at least \$15 million. Recent loan yields have averaged nearly 10 percent and it is estimated that fewer than 10 of the 400 loans outstanding are problems.

Investment Division—Mortgages and Real Estate

At present it is the board's policy that mortgages and real estate investments shall comprise between 5 and 25 percent of the fixed-fund portfolio. On June 30, 1975, nearly \$200 million was invested in mortgages and owned real estate. Return on mortgage and real estate investments exceed that of the bond division. The average return on the mortgages division's portfolio was 7.34 percent as of June 30, 1975.

A detailed set of guidelines is used by the three staff members of the division in determining which mortgages and real estate opportunities will be funded.¹⁸ As with the other divisions, all investments of the mortgages division must conform to the broad specifications for investments set forth in the 1969 statutes.¹⁹

There is a broad diversity of mortgage fundings. In 1975, over \$51 million was loaned to 16 income properties—two shopping centers, eight apartments, two warehouses, a medical clinic, a nursing home, a manufacturing facility, and a participation in a loan on an office building. While there is an emphasis on mortgages and real estate investments in Wisconsin, more than 75 percent of the division's portfolio is placed outside the State.

Investment Division—Short-Term Investments

The short-term division has responsibility for investing the state investment fund which consists of 34 separate accounts such as the general fund (including the check float), highway fund, local government pooled investment fund, and cash of the retirement systems prior to its long-term commitment. Assets managed by the two members of the division vary from \$600 million to \$1 billion. As of May 15, approximately \$775 million was invested by the division. Daily purchases and sales average approximately \$75 million, and the short-term portfolio turns over every few weeks.

Return on the state investment fund was 9.02 percent in fiscal year 1974, 8.89 percent in fiscal year 1975, and 7.44 percent in the most recent quarter ending March 31.²⁰ The 7.44 percent rate of return for the recent period, as other state officials will note, is an excellent return since it was 1-1/2 to 3 percent greater than interest rates generally available to large cities. Declining short-term rates in the last 18 months are attributable to national trends.

A variety of short-term investment devices are used: government agency paper, bank certificates of deposit, open day-to-day and term-repurchase agreements, commercial paper, and reverse repurchase agreements.²¹ In mid-May, the assets were distributed as follows: government paper — \$590 million (\$85 million was invested in a single U.S. treasury bill); certificates of deposit — \$55 million; open end repur-

chase agreements — \$60 million; and commercial paper — \$70 million. Usually no investments under \$1 million are considered, or agreements under \$5 million made.

Operationally, the short-term division receives a computer printout every day before 7:30 a.m. listing all current investments and specifying the present value for each discounted security. By 11 a.m. the division will have been notified of the check float level, will have balanced off the State's cash position, and will have checked over vouchers and amounts for individual transactions. After 11 a.m., the division will make trades for the following day, including making sales to cover the State's disbursement needs for the following day.

Investments are selected by the short-term staff from information supplied by brokerage houses and from staff's own knowledge of the short-term markets. The board's in-house research staff is not utilized regularly because forecasting is less useful for short-term investments than for long-term bonds and stocks.

In the future, the short-term division, in hope of increasing its options and of obtaining an even greater return on the investment fund, will request authority to invest in bankers' acceptances and "Eurodollar" certificates of deposit (the debt securities, in U.S. dollars, of overseas branches of U.S. banks). The ability to sell short in the market also is a possible future investment avenue of the division although the board's trustees have not yet given their consent for this more sophisticated and greater risk investment activity.

Administrative Expenses

An important feature of the investment board's operations is its low administrative expense. Table 2 compares the board's assets to expense ratio with those of private insurance companies and nonprofit investment operations. The Wisconsin Investment Board's expenses are proportionately lower, and in all but two cases (College Retirement Equities Fund and the Illinois Investment Board) the board's expense ratio is one-fifth that of other organizations.

Table 2
Ratios of Assets to Expenses, Selected Comparisons, 1973

ORGANIZATION	INVESTMENT ASSETS	INVESTMENT EXPENSES (EXCL. TAXES)	PERCENT
Acacia Mutual Life	\$ 607,881,098	\$ 2,774,004	0.456%
Allstate Life Insurance	357,674,020	415,023	0.116%
Aid Assoc. for Lutherans	1,086,948,891	1,479,078	0.136%
Connecticut Mutual Life	3,116,740,666	57,082,944	1.831%
Continental Assurance	1,818,404,188	4,138,855	0.227%
Equitable Life Ins.	14,971,951,691	57,530,742	0.384%
Franklin Life Ins. Co.	1,433,098,891	2,754,778	0.192%
John Hancock Mutual	10,391,836,359	29,414,166	0.283%
Lincoln Nat'l. Life	2,410,340,286	3,649,828	0.151%
Mass. Mutual Life	4,795,468,874	17,907,492	0.373%
Metropolitan Life Ins.	30,286,075,837	99,071,174	0.327%
Mutual Life of N.Y.	4,044,504,230	16,058,497	0.397%
College Retirement Equities Fund	\$ 2,600,056,231	\$ 1,611,552	0.062%
Teachers Ins. & Annuity Assoc.	3,370,887,045	4,657,944	0.138%
Illinois Investment Board	793,726,994	643,628	0.081%
1974 Investment Board	2,520,303,000	524,468	0.0208%

Source: Wisconsin Investment Board

The investment board's administrative expenses are two cents per \$100 of invested assets. As Table 2 shows, in 1974 administrative expenses stood at .0208 percent of assets. This represents a slight decline over the past decade, during which time assets have tripled while staff has doubled. In 1965, the percentage for administrative expenses was .0289.

Several factors may account for the board's low administrative expenses. First, the number of staff and their salaries are less than comparable to private financial institutions. Second, because most funds managed by the board may be pooled, there are significant benefits achieved by a concentration of capital in terms of broker and trader commissions. Third, the board, by being a large institutional investment operation, receives research and related services as a result of its commission fees, that is, no cash outlay. Fourth, the board, like most state agencies, minimizes expenses for amenities and other perquisites.²²

IV. STATE-LOCAL FISCAL COOPERATION

In February 1976, a bill was enacted in Wisconsin which may produce significant economic benefits for local governments in Wisconsin as well as Wisconsin state government. Senate Bill 788 (reprinted in Appendix A) created two local government investment funds to be managed by the investment board—the pooled investment fund and the trust investment fund. The pooled investment fund is already in operation and will receive the bulk of attention in this section.

The pooled investment fund is a voluntary mechanism by which counties, cities, villages, and towns can deposit with the treasurer any state-shared taxes, local revenues, or idle reserves for investment by the state investment board. The interest earned, equivalent to the rate of return for all short-term investments by the board, is credited to the local government, and funds can be withdrawn on one-day notice with no penalties. The trust investment fund permits local governments to establish their own investment accounts with the state investment board and to have their funds managed for a specific period of time.

Background

Legislation authorizing the pooled investment fund was first introduced by the state treasurer in 1967 but was withdrawn after 11 days because of pressure from the banking community. Because of a temporary (15-day) cash flow problem in Wisconsin state government, the program was revived with modifications in the spring of 1976. The State, which needed cash to disburse real property tax credit payments to local governments, was and is prohibited from borrowing more than \$100,000 for current obligations and is prohibited from interfund transfers. Therefore, local municipalities were faced with receiving a prorated amount of their shared taxes. State officials, however, knowing that Wisconsin municipalities collected their main revenues — property taxes — prior to February 28, reasoned that the temporary cash flow crisis could be averted if enough municipalities would defer receiving their state payment for two weeks. As an inducement for such “loans,” local governments would receive interest equivalent to that received on short-term investments of the investment board. Nineteen local governments left their funds with the State, and the temporary cash flow crisis was solved.

The pooled investment fund passed the Legislature under propitious circumstances. There was a fiscal crisis situation and the State's bankers were unorganized. While conditions in other States may not be similar, the economic benefits produced by establishment of a pooled investment fund might be sufficiently compelling to overcome opposition.²³ A major hurdle in Wisconsin was obtaining the support of local officials who were concerned about allowing the State to retain their funds in the pool. The local treasurers' association went on record opposing the investment pool. Opposition to the pooled investment trust was softened, however, by also providing for an investment trust fund which would require individual accounts for each locality's funds and for a specified time. If used, the trust fund will not offset the State's cash flow problem since these funds will be tied up for specified periods of time and thus be unavailable to the State.

Provisions of the Two Local Funds

Senate Bill 788 specifies the major similarities and differences between the pooled investment fund and trust investment fund. First, for both funds, local government officials would tell the state treasurer whether they prefer to have their portion of shared taxes paid directly to them or deposited in their account in one of the funds. Secondly, both funds permit local government officials to augment their accounts in the investment board with idle reserves and any other local funds available for investment. Third, for both funds, a maximum of one-fourth of 1 percent of *earned income* will be deducted by the state investment board for administrative costs.

Fourth, local money in the pooled investment fund, while credited to individual local government accounts, would be pooled with state funds for short-term investments. Local money in the pooled investment fund would earn interest based upon the average yield of all short-term investments determined quarterly by the investment board. Local funds in the trust investment fund would not be commingled with other local funds or state funds and unlike the pooled fund, interest on trust investments will be determined by the yield on each separate local government account.

Fifth, local officials depositing funds in the pooled investment fund need not specify on what date they would like their principal and interest returned. Local officials depositing funds in the trust fund must designate the length of investment time for their funds, and incur any financial penalties for early withdrawal of their monies from the trust fund.

How the Pooled Investment Fund Works

The mechanism for direct transfer of local government funds from the state treasury to the investment board serves two functions: (1) it reduces the amount of time which local government funds would sit idle and not receive interest, and (2) it helps the State handle emergency cash flow problems.

Operationally, the deposit and withdrawal system is quite simple. If a local unit of government is depositing money in the pooled investment fund from its state shared taxes, that government gives the state treasurer written instructions as to the amount which the State should retain. If a local unit of government is depositing idle cash from its own treasury, the local treasurer would ask the local government's commercial bank to transfer the funds to the state treasurer for deposit in the investment pool. The investment board will receive its information from the treasurer's office and it will be included in the daily total cash figure which can be invested. The investment board is not notified by the towns directly.

For withdrawals, the same process would be used. If notice of a partial or total withdrawal of the municipality's funds is made by 10 a.m., the state treasurer's office will issue a check that same day and transfer by telegraph the funds to the working bank of the local government. If the check cannot be issued until the next day, the local government also would be credited with an additional day's interest.

The interest earnings are computed on an average yield for a quarter and are based on the average daily balances of each participant's share of the short-term investment fund. Computer programs are used to determine the balance, deposits and withdrawals on a daily basis for each local government.

Advantages of the Pooled Investment Fund

Both the local governments and the State should benefit from this investment pool. For the State of Wisconsin, the new arrangement of localities voluntarily leaving their funds will provide a mechanism to help it deal with the periodic, temporary cash flow problems. In turn, the State's credit rating will not suffer because of frequent cash flow difficulties. Local government funds provide additional capital to the state investment fund; therefore, the state agency may experience a better rate of return on investments and realize economies of scale on the cost side. Moreover, any constant flow of new short-term capital from local governments will enable placements in those investments that are providing the best current rate of return—thus possibly raising the overall rate of return on the State's short-term investments.

Increased cooperation between state and local fiscal officials, it is hoped, will reduce the distrust of state government by local government officials. Finally, to the extent localities experience an improved financial status, the State benefits indirectly.

For local units of government, the pooled investment fund will operate as a checking or demand account which pays a higher rate of return than local governments could obtain on their invested funds.

Officials in the Wisconsin Department of Administration conducted a comprehensive analysis of local government investment practices and discovered that 81 cities and 67 percent of all towns and villages in Wisconsin received no interest income in the 1974 calendar year. Many local officials simply placed idle cash reserves in noninterest bearing demand accounts in local banks.

Local governments should get higher returns on their funds because the investment board can invest in high-yielding, short-term investments such as repurchase agreements and commercial paper, because of lower dealer fees and because of the greater expertise of the board's professional staff. For example, because local governments will receive the same rate of return regardless of whether they invest \$2,000 or \$200,000 (that is, there is dollar averaging across investors), smaller towns and villages most likely will receive higher interest than if their accounts were invested separately.

In addition, the pooled investment fund, by providing local officials an alternative investment option, may force banks to provide more services to local governments in order to maintain the locality's operating funds.

For some municipalities the flexibility of the pooled investment fund will permit an integration of local governments' investment policies with their cash flow system. As noted previously, local governments may invest funds for any amount of time—one or two days or much longer periods. This "variable date" provision ensures that municipalities will not be penalized for early withdrawal or caught in a cash flow problem because of illiquid investments. In fact, the liquidity of the short-term investments and the mechanism for rapid transfer of funds from the state treasurer to local treasurer will enable local governments to receive their funds on the same day or one day after their notice of withdrawal.

Costs involved to state and local governments from the local government pooled investment fund are nominal. Local governments, in fact, incur only the costs of a phone call or postage for a letter to the state treasurer. The state investment board, as stated in the legislation, will deduct a maximum of one-fourth of 1 percent of all earned interest for administrative expenses. It is anticipated the actual administrative costs will be significantly less than this amount.

One possible difficulty that could arise for the State involves money left by local governments in the general fund at the request of state officials, for use in temporary cash flow difficulties, which is not invested but distributed to local governments who need their share. Lender local governments will receive interest on these funds just as if they were being invested by the investment board. Since these funds were not invested, there is an interest expense for the State that must later be appropriated from the general fund. It is not clear how much of a problem this will be and state officials do not agree. While there is a cost to the State of Wisconsin associated with operating the pooled investment fund during cash flow difficulties, this cost will be less than through borrowing on the short-term markets which is not legal under present law. Of course, any final solution to the cash flow problem must await statutory changes that spread payments throughout the year rather than require very large payments once or twice a year.

The Investment Trust Fund

As established, the local government trust-investment fund will be a vehicle for longer-term fixed investments by local governments. The trust fund, then, is conceived as a different type of investment option than the pooled investment fund.

Unlike the pooled investment fund, capital in the trust fund cannot be used by the State for cash flow purposes because it is in fixed investments. In terms of administrative/bookkeeping costs, the trust fund also is less advantageous—the Department of Administration must set up an individual account for each municipality (potentially 1,400) and maintain records on the type of investment interest earned, compute penalty charges for early withdrawals, and set up procedures for notifying local governments when their investments have become mature. In contrast, for the pooled investment fund, the Department of Administration, in cooperation with the state treasurer's office, needs only to maintain records on the average daily balance of a municipality's account during each calendar quarter as all accounts will receive the same rate of return.

If most local governments use the trust fund for long-term investments (over six months), the administrative task would be manageable, although still an additional burden to the investment board. If local governments wish their funds to be managed and rolled over frequently in short-term investments, the board might be overwhelmed, given present staffing.²⁴

Initial Results of the Pooled Investment Fund

The pooled investment fund became effective March 1, 1976, with \$61.5 million in deposits from local governments that left their state shared taxes with the State to assist with cash flow problems. After the temporary cash emergency, local governments withdrew over \$45 million. Five cities kept their shared taxes in the investment pool during the month of March and received a 7.44 percent rate of return, the overall short-term investment yield for the first three months of 1976. Madison, Wisconsin, earned approximately \$62,000 on its one-month investment of \$9.7 million.

Overall, the pooled investment fund has been well received, and now, after the initial period of communicating the details of the program to local officials, participation is increasing. In one two-week period in mid-May, 26 additional local units of government invested cash in the pooled fund. As of July 12, 1976, local governments had nearly \$28 million in the fund.²⁵

Start-up costs of the pooled fund were minimal as coordination for the program involved no budget and limited staff time. It appears no additional state employee must be hired for investment purposes. One person may be hired to serve as the principal information and resource contact for local governments although a final decision has not been reached.

Few complaints have surfaced to date. One city treasurer who has left shared taxes in the pool and also has transferred an additional \$2.1 million of the city's cash to the pool sees only two needed modifications. First, according to this official, the investment board should disseminate brief biweekly or monthly reports on what types of short-term investments are being made. This information, he suggests, would be useful for his own investment operation and could also be used to inform the elected city officials that the pooled fund will provide a superior economic return.²⁶

Secondly, the city treasurer hopes that when local governments withdraw their funds from the pool, the interest will be returned immediately with the original funds. Currently, earned interest will be returned at the end of the next calendar quarter when the investment board computes the rate of return on short-term investments. Local treasurers can, of course, make estimates of their cities' interest income.

Implementing the Pooled Investment Fund in Other States

In Wisconsin, the pooled investment fund benefits state and local treasuries. In States without a centralized investment unit, establishing an investment mechanism for local governments would be considerably more difficult. States without financial expertise in short-term investments probably should not initiate a pooled fund until an investment board is operational for several years or until appropriate staff can be hired. States with an existing investment agency will need to consider how a sudden influx of local funds will alter current operations. For instance, computer programs must be developed by the investment agency or treasurer's office for proper crediting of municipal accounts. And, until other States duplicate Wisconsin's rapid deposit and withdrawal system, some mechanism must be established so that local governments do not lose substantial interest income from slow transfer of funds.

Not all States may wish to assume additional functions and not all States would receive as many economic benefits as Wisconsin. If a State is not investing in the short-term area, local government funds would not permit a concentration of capital and higher yields. If a State is not experiencing cash flow problems or distributing large sums of cash to local governments, the pooled fund would be less attractive. If there are many cities with their own investment programs, participation in the pooled fund would be less beneficial.

The pooled investment fund would appear to offer many economic benefits to state and local governments, given an appropriate investment framework. This fund will not solve any major existing problem but it may generate state and local revenues without extracting these resources from reluctant taxpayers. Few programs can be assessed so favorably.

V. THE STATE WORKING BANK

Another aspect of the overall cash management system in Wisconsin is the "state working bank." The state working bank is selected by the State of Wisconsin Investment Board. Authority for selecting the bank is found in Section 25.17 of the Wisconsin Statutes:

(61) [The Board Shall]. . . designate public depositories for the deposit of public moneys. . . coming into the hands of the state treasurer; allocate the deposits of all public moneys coming into the hands of the state treasurer, and limit the amount of such public moneys, as determined from the state treasurer's records, which may be deposited in any public depository so designated. . . only such banks as have been named by the investment board as working banks shall carry state deposits on which checks are drawn to conduct the daily business of the state, all of which deposits shall be payable on demand.

The Legislature wisely avoided enumerating the selection criteria leaving that task to the board. Although the law would permit more than one working bank, the State of Wisconsin Investment Board has concluded that the operational advantages of using only one bank outweigh any operational or political disadvantages. Thus, there is only one Wisconsin bank serving as a depository for the State's funds. There are both operational and fiscal advantages from having one state bank instead of two. Coordination among a single working bank, the investment board, and the treasurer's office is an easier task because of a single disbursement account. Fewer man-hours are required to resolve any problems or issues when there is only one bank and better service usually results from having a super account with one bank instead of medium-sized accounts with two banks. The use of one bank instead of two has a fiscal benefit as well in that no interest will be lost due to transfer time between banks.²⁷

The state working bank in Wisconsin is selected on the basis of proposals submitted by the interested banks.²⁸ Under the most recently used procedures, there is no ending date—a six-year working arrangement has been normal. It is anticipated that a thorough review of costs and services will occur at two-year intervals. Either the State or bank can terminate the arrangement with 12 months notice.

Activities of the State Working Bank

As banker for the State, the First Wisconsin National Bank will provide many of the services it provides for its largest corporate customers. In its relations with its banker, the State's objectives are the same as a corporation's: (1) accurate reflection of its cash situation at any point in time, (2) efficiency in the provision of services at a reasonable cost, and (3) rapid and accurate transfer of funds in order that the State can make maximum earnings on its funds.

The state account ranges from \$2 million to \$100 million on any particular day. Thus, the volume of work is considerable. During the year, there will be eight million deposit items to the state account that must be processed. There will be 4.6 million checks and 4.5 million

reconciliation items directly related to the state account.²⁹ Deposits are made by mail, lock box, wire transfer, and over the counter. All disbursements are made by check with several series currently being used.³⁰

Although there may be numerous modifications and refinements in the procedures followed by the State and the working bank, the essential services required by the State are reasonably well defined by the investment board, state treasurer, and Department of Administration. Based on these services and the anticipated volume, the banks bid for the State's account. Among the services needed are:³¹

- (1) The minimum time of credit shall be at least that provided by the Milwaukee Office of the Federal Reserve Bank of Chicago
- (2) The state working bank, if located outside Madison, shall designate a Madison bank to serve as its agent and accept all deposits made on behalf of the state treasurer,
- (3) Special courier runs from the state treasurer's office to the Federal Reserve Bank and to Chicago Loop banks to collect large dollar items,
- (4) Lock box services used by employers for withheld state income taxes and also for motor and special fuel taxes,
- (5) Same-day transfer of funds for settlements resulting from short-term investments,
- (6) Normal checking services plus separate reconciliation for each of several series of checks, microfilms of all cancelled checks and microfiche indices of the microfilms,
- (7) Telegraph transfer services, and
- (8) Foreign exchange services.

In order to facilitate the State's investment program, each working day at 8:15 a.m. the bank must notify the state treasurer of the collected balance in the State's account in order that short-term investments can be made that day. A monthly account analysis will be provided showing the average daily balance and the resulting excess or deficit position in compensating balances.

Banks and the Selection Process

As noted above, the state working bank is selected by the investment board from among those Wisconsin commercial banks which prepare and submit a proposal for the State's account. Not all banks are anxious to have the State's account. The volume is great and it will have a significant impact on the bank's operations. Obviously only a large bank with a highly computerized transit department could handle the very large volume of work generated by the state account. If the bank doesn't have accurate information about its internal costs, income from this account may not cover the costs associated with servicing it. Another important consideration is what happens when the account is shifted again in 6 to 12 years as seems entirely likely. Since the addition in demand deposits resulting from the State's account are substantial, it may be necessary to increase the bank's capital structure. Finally, potential bidders must consider what, if any, effect serving as the state working bank will have on other large bank customers (e.g., will these customers want banks to bid for their accounts?).

On the other hand, both state officials and bankers believe there is some prestige in being the State's banker. Banks might also see this as an opportunity to make new contacts and possibly as an opportunity to further develop certain banking functions that previously had received too little attention. Undoubtedly, however, the chief reason Wisconsin's banks would consider bidding for the State's account is to increase profits.

Competing banks' proposals are submitted in terms of compensating balances that the State must keep in demand deposits at the working bank. The State provides information on the type and volume of services needed. Each bank details the costs of handling the State's banking business and indicates what compensating balance is required to cover these costs including whatever profit the bank considers appropriate. Appendix B is the proposal form devised by the Wisconsin Investment Board.

Table 3 illustrates the computation of costs and their relationship to compensating balances. In this hypothetical one-month period, the State's balance exceeded the minimum required balance so the resulting excess is credited to the following month. In instances where the State's balance was below that needed to cover the costs of administering the account, the deficit would be made up in the following month.

Again, in the Table 3 illustration, a deficit would occur if the monthly direct charges had exceeded \$52,016 or if the compensating balance had been at a level such that the interest credit (102 percent of the treasury bill rate) was less than \$48,705, or some combination of both.

Table 3
Example of Compensating Balance Credit Calculations

Total Monthly Direct Charges	\$ 48,705
Average Collected Balance in the State's Account During the Month	10,618,300
Less 12 percent Federal Reserve Requirement	<u>1,274,196</u>
Net Collected Balance	\$ 9,344,104
Interest Credit Computed at 102 percent of the Average Treasury Bill Rate (6.55 percent) for the month ^a (102 percent x 6.55 percent = 6.68 percent x \$9,344,104 ÷ 12) =	<u>\$ 52,016</u>
Excess Credit (\$52,016 - \$48,705) available to apply to subsequent month's charges	\$ 3,311

^a102 percent of the average treasury rate is the credit rate determined by the State and the bank through the "bid" process.

Source: State of Wisconsin, "Specifications for Proposals to be the State Working Bank," Appendix B, October 15, 1975.

In addition to providing the services listed previously, it is the view of investment board staff that the state working bank should have deposits of at least \$120 million and that its capital, capital notes, surplus, undivided profits, and reserves equal at least \$11 million.³²

Questions that might be asked are, "Is the investment board the most appropriate agency to select the state working bank?" and "Does the selection procedure insure that the State gets the best possible deal?"

Regarding the first question, it is true that on a day-to-day basis both the treasurer and the Department of Administration have more extensive dealings with the state working bank than the board. The procedures developed will affect these agencies most directly, and the board has no particular expertise in developing the needed cash management, auditing, or accounting systems.

No compelling case can be made for an independent investment board's selecting the state working bank. Nevertheless, in Wisconsin the board's independent status, its arms-length review of proposals, and its generally good reputation lend considerable credibility to the selection process. Moreover, the trustees have financial and investment expertise, solicit the ideas of the treasurer's office and the Department of Administration in developing the specifications, and seek the advice of their custodian bank in New York City in evaluating the proposals.

Whether or not the State is getting the lowest possible costs as reflected in the required compensating balance is not known. However, the bidding procedure would seem to assure a reasonable charge for services. State officials appear satisfied. The response by the Wisconsin state treasurer is believed representative:

"...under the State of Wisconsin philosophy of securing bids to serve as the state depository, we feel that the bidding banks through competition will arrive at a proper cost factor for their services. As a matter of truth we would be very reluctant to impinge our limited knowledge of bank costs upon banks who should bid on the basis of their own particular costs plus a reasonable profit.³³

Again, this is not to suggest that the investment board is precluded from reviewing the bank's range of services, professional staff, equipment and facilities to ascertain if the bank can provide a proper level of services.

Utilizing the State Working Bank in Other States

In most States, the greatest obstacle to implementing the single state working bank concept is political. In Wisconsin the state working bank has been in operation for over 20 years and is generally accepted by Wisconsin's bankers. As taxpayers and businessmen it is difficult for banks and bankers to argue with the substantial efficiency savings and investment earnings.

Needless to say, the State's bankers have not always been so sanguine where the single depository for state money is concerned and as noted in the previous section, they opposed the creation of the local government investment funds. Perhaps the rationale most frequently advanced for maintaining numerous state accounts is the economic development one: these state dollars are used by local banks to generate additional business in the region. The viewpoint expressed by Wisconsin's elected treasurer seems appropriate:

"Up to this time (although I admit there is considerable pressure to the contrary) the State of Wisconsin, the Investment Board specifically, ...subscribes to the philosophy that money is a free-flowing object of trade that ignores political boundaries, and that attempts to promote local or regional business through bank de-

posits is to little avail. We tend to feel that generally such deposits are merely invested by the receiving bank in that form of investment which will realize to that bank the greatest income.³⁴

In other words, many investment officials do not accept the economic development argument since local government funds will be used wherever the bank can obtain the highest rate of return—usually not in the local economy unless it is expanding rapidly. Furthermore, a number of States require that banks must put up collateral as security for state deposits. For instance, in Kentucky; banks must post government securities worth 110 percent of the uninsured portion of the deposit. Consequently, the result of these “linked deposits” in Kentucky is that state deposits of public funds in commercial banks may reduce the amount available to promote economic expansion. Recently, South Dakota dropped the collateral requirements on state deposits from 100 percent to 5 percent potentially “freeing up” an estimated \$180 million in South Dakota banks for other investments and loans.

The local economy and town residents, in fact, may benefit precisely because local funds are temporarily withdrawn from local banks in order to obtain a better interest rate elsewhere, such as through investments in the State’s local government pooled investment fund.

From the standpoint of being able to engage banks that can provide the necessary services, a State’s largest banks probably will bid to become the state working bank. Since the size of state government and the size of banks are both somewhat related to population, it seems likely that within each State there are banks that could handle the State’s business. The banks in Wisconsin that bid on the state account have total deposits of \$1,859,678,000 (First Wisconsin) and \$581,525,000 (Marshall & Ilsley). This makes them the 48th and 161st largest banks in the country, suggesting that banks of varying size can handle the state account.³⁵

While Wisconsin uses only one bank, it would be possible, if slightly more difficult, to use more than one working bank. For example, South Dakota uses two banks and alternates each month. A thorough analysis of the services required and volume of transactions within various state accounts would reveal the complexity involved.

In branch banking States, it might even be easier to implement the state working bank concept since transactions could be made throughout the State with immediate accounting. Collections and cash disbursements would occur more rapidly.

VI. TRANSFERRING THE WISCONSIN PROGRAM

Some innovative state government programs are not applicable to many other States. This one is. It is not associated with size or composition of population, rural/urban considerations, size of State, geography, or the State's fiscal condition. All States collect large amounts of money and expend large amounts of money; therefore they have an enormous cash flow. All States have significant amounts of cash that are not needed for payments on any particular day and which, therefore, could be earning interest.

The review of the Wisconsin investment program suggests that the administrative factors are probably less important than the political ones in precluding the transfer of this comprehensive investment program from one State to another. The two groups most adversely affected appear to be bankers and existing boards, agencies, or councils which are responsible for investing various public funds. The latter group simply will not want to have this important investment responsibility transferred from it to a centralized investment board. The reasons are easily deduced and don't require expansion here. Bankers naturally will not like losing the earnings from the deposits of the State. The combination of establishing a state working bank, investing the check float, creating a local government investment pool, and investing idle cash balances are all programs that result in greater earnings for government at the expense of banks. In the case of both centralized banking and centralized investing the benefits to government can easily be measured.

Opposition may also come from the state treasurer since a comprehensive investment program probably will mean the treasurer's loss of some control of these funds. In Wisconsin, for example, the Department of Administration, not the treasurer, operates the computer system and performs the data processing and accounting. The investment board and staff make all the investment decisions.

Legal Issues

State investment policies are influenced by the institutional setting in which investment policy is developed and by the philosophy and investment goals of various policymakers, but all of these factors are circumscribed by the constitutional, statutory, and administrative guidelines of the individual States.

In numerous States, the laws are silent on many matters affecting the development of a comprehensive investment program. Such was the case in Wisconsin and interpretations of the statutes generally have been strict in findings that necessitate specific statutory provisions authorizing board activities—the municipal investment pool, the investment of float, expanding the types of instruments that can be used for investment purposes, and the use of a custodian bank in New York City to physically hold and transfer securities.

There are other instances where the statutes limit the number and types of securities which may be held in the portfolio, the time periods an investment may be held, or the amount of treasury balances that may be invested. The use of banks as holding institutions for treasury balances when the money is not invested may also be subject to statutory limitation.

Equally as important as the statutes or administrative guidelines are the administrative procedures and policies (sometimes spelled out in law) that greatly affect the potential for cash management. Wisconsin has a system of centralized cash disbursement; rapid and centralized collections through lock boxes; one bank account; regulations requiring agencies to transfer funds immediately to the treasury; a centralized, uniform accounting system, and a sophisticated, centralized, computer system. This centralized management capacity is lodged in a Department of Administration which has considerable authority over management systems and reports as well as budgeting and personnel. These factors certainly facilitate the development of a comprehensive state investment program. As the Wisconsin case shows, developing an extensive investment program can occur in stages with an investment board, followed by a working bank(s), and sophisticated accounting and computer systems, flexibility in investment instruments, and a custodian bank.

Another major component in the present program is competent staff to manage over \$2 billion in assets. However, the market for investment professionals is a national one, so it should not be difficult to attract personnel if reasonably competitive salaries are offered. It has been suggested that many state capitals offer pleasant living environments that many prospective employees would find desirable.

An equally important issue is whether outside consultants should manage state investments or whether this important activity should be conducted by state employees. While States may wish to divide investment operations between government and nongovernment employees for a period of time to determine which group achieves greater success, several items suggest that in-house investment may be the preferable course. First, responsibility for state investment operations should be assumed by a state official who can be rewarded or disciplined based on performance. With delegation of this responsibility to an outside firm, there is less control of personnel, and little redress for poor investment performance except dismissal of the firm. Secondly, if state officials invest state funds, they are investing some of their own retirement and tax funds, a procedure which is different than investing someone else's funds. Thirdly, and perhaps most importantly, in-house investment salary costs (for an equivalent level of service) will nearly always be significantly less than private firms' salaries. If this differential in salaries could be offset by higher investment returns from private consulting firms, there would be no problem. Private consulting services, however, have not consistently produced better investment yields than state investment officials. Finally, in-house investing has no administrative marketing or advertising expense.

In sum, if the political obstacles can be overcome and translated into satisfactory legislation, then any State can begin developing the computer and accounting programs and banking relationship needed to pursue an efficient investment program. The State of Wisconsin appears to be managing its cash flow in such a way as to permit maximum investment opportunity. There are no idle cash balances in Wisconsin, only a compensating balance to pay for bank services. There are very few unutilized or unauthorized investment channels.

In conclusion, the modifications described in this report, almost always mandated by specific statute, have resulted in an investment process in Wisconsin that can serve as a model for other state officials in evaluating their investment practices.

FOOTNOTES

1. Derived from data presented in State of Wisconsin Investment Board
1. Derived from data presented in State of Wisconsin Investment Board *Annual Report* for fiscal year ending June 30, 1975, p. 6.
 2. *Annual Report*, p. 8.
 3. The Legislative Audit Bureau reports that some state departments have a few small working or contingent checking accounts which are restricted for specific payments.
 4. Interdepartmental memo to Pat Hays, Bureau of Budget and Planning, from Peter J. Nelson, Assistant State Treasurer, November 28, 1975.
 5. Interdepartmental memo to Pat Hays from Ken Engle, dated December 11, 1973.
 6. Investment Board, "Manual of Functions, Goals, Policies, and Procedures," October 15, 1974.
 7. Both amounts represent increases provided in 1975 Assembly Bill 222, Sections 256 and 257, respectively.
 8. The investment board addresses the social responsibility issue in its *Annual Report* for fiscal year ending June 30, 1975, pp. 19-20.
 9. See State of Wisconsin Investment Board, "Manual of Functions, Goals, Policies, and Procedures," October 15, 1974.
 10. A number of restrictions have been placed on the private financial transactions of board employees to prevent unethical behavior. No employee, including support personnel, may purchase a new stock or bond offering until it has traded on one of the financial markets. In addition, a board employee cannot buy issues of a company at the same time as the board is adding the issue to its portfolio unless the employee can demonstrate a long-term continuous pattern of purchasing the specific issue. Furthermore, each investment director must file with the executive director a quarterly report listing all equity transactions. Finally, all board employees' federal tax returns must be submitted with the Wisconsin state tax return, and state returns are audited annually.
 11. *Annual Report*, p. 13.
 12. *Annual Report*, p. 18.
 13. "Manual of Functions, Goals, Policies, and Procedures," page 11. It is also policy of the board that "no investment shall be made in stocks of companies which sell as a substantial product line tobacco, liquor, or gambling."
 14. Interview with James Severance, May 14, 1976.
 15. See "Background and Operations of the Private Placement Division," a paper prepared by Robert Zobel, Investment Director for Private Placements.
 16. By policy of the board, no private placements are made in tobacco and alcohol firms or in real estate investment trusts. Few placements have been made in the insurance, finance, and medical fields because of limited staff experience with those areas. Normally preference will be given to loans which generate new jobs through capital expansion if the return is nearly equivalent to other loan applications. No distinctions are made according to characteristics of either the owner or company product line except those noted above.
 17. Nor may the placements division entirely own a firm, a policy adopted by the board's trustees. Trustees, however, will permit the division director to sit on boards of directors of various companies. As the largest lender to many smaller firms, it would be appropriate for the investment board to be given a board seat. The current division director has decided not to become a member of any boards because of time constraints.
 18. See the 1975 *Annual Report*, pages 9, 10.

19. It is understood that much of this section of Wisconsin law was derived from New York Statutes (Chapter 260, Section 34).

20. The 9.02 percent return on an average daily balance in fiscal 1974 of \$662 million earned \$5.9 million for the State. In fiscal 1975, \$54 million was generated.

21. According to investment agency officials, Wisconsin is one of a few States that uses the reverse repurchase agreement. The South Dakota Investment Council, also a sophisticated state investment agency, has arranged double-reverse repurchase agreements. In contrast to other state governments, the investment board normally does not invest heavily in bank certificates of deposit. Certificates of deposit (CD's) limit investment flexibility because their rates are established for a given time period, thereby preventing investment officials from taking advantage of fluctuating interest rates on other investments. Also, because CD's are not collateralized, CD's are not easily transferred in the national market.

22. Readers should note that the board's tax-exempt status is not the primary reason for its lower administrative expenses. In Table 2 the asset/expense comparison was computed with taxes excluded.

23. The Wisconsin legislation was modeled after a 1973 local government investment program enacted in Oregon. In Oregon the program was available at first only to county governments and larger cities. Presently, the majority of local governments in Oregon are participating in the program, and the level of local funds has expanded from \$100 million to over \$400 million.

24. The investment board has not yet established criteria (such as minimum times for investments, types of investments, and restrictions on number of purchases) for the trust fund.

25. Memo from Peter Nelson, Office of the Wisconsin State Treasurer, July 1976.

26. The Department of Administration anticipates that a monthly letter will be distributed to local officials whose cities have funds in the pooled fund. However, it is unlikely that specific investments will be identified.

27. In South Dakota, for example, state funds are rotated each month between two banks, and a South Dakota official estimated that this costs the State one day's interest on \$5 million each month—or over \$8,000 per year (assuming a 5 percent interest rate and a 360-day year).

28. From 1958 to 1964 the state working bank was First Wisconsin National Bank of Milwaukee; 1964 to 1976 the Marshall & Ilsley Bank (Milwaukee); and in 1976 First Wisconsin is the state working bank. Only these two banks bid on the state account although it has been suggested five or six Wisconsin banks are large enough to handle the State's account.

29. These volume figures are reported in an investment board staff memo to the trustees dated June 17, 1975. The number of deposit items was provided by Peter Nelson, Office of the Treasurer.

30. Washington State adopted a lock box procedure for all state tax remittances in mid-1975. At that time, the Department of Revenue anticipated a reduction in collection costs of \$60,000 annually and increased earnings of over \$340,000 a year based on additional investment through quicker tax collection. The bank involved handles the deposits without charging the State a fee.

31. Taken from a 10-page memorandum (plus appendices) prepared by the State of Wisconsin Investment Board entitled "Specifications for Proposals to be the State Working Bank," dated October 15, 1975.

32. Memo to trustees from the staff's State Working Bank Committee, dated June 17, 1975.

33. Letter from Charles P. Smith, Wisconsin State Treasurer, to Jack Kiley, Administrative Assistant to the State Treasurer of Washington, dated July 19, 1972.

34. Wisconsin State Treasurer Charles P. Smith, letter to Jack Kiley.

35. Based on information compiled by the *American Banker*, 525 West 42nd Street, New York City. Data are for June 30, 1975.

APPENDICES

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CHAPTER 164, LAWS OF 1975

AN ACT to amend 20.906 (1) and (3), 34.01 (intro.), (1) and (8) (a), 39.73 (1) and 66.04 (2); and to create 16.53 (10) and (11), 20.002 (11), 20.855 (8), 20.906 (4), 25.17 (1) (jg) and (jr), 25.50, 25.55 and 59.74 (2) of the statutes, relating to state treasury cash flow management, establishing a local government pooled-investment fund and a local government trust-investment fund and granting rule-making authority.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 16.53 (10) and (11) of the statutes are created to read:

16.53 (10) PRIORITY OF CLAIMS. If, between the effective date of this act (1975) and 30 days after the publication of the budget adopted for the 1977-79 fiscal biennium, an emergency arises which requires the department to draw vouchers for payments which will be in excess of available funds in any state fund, the secretary, in consultation with the state treasurer and the joint committee on finance, may prorrate and establish priority schedules for all payments, including those payments for which a specific payment date is provided by statute. The secretary shall draw all vouchers according to the following preference. All direct or indirect payments of principal or interest on state bonds and notes have first priority and may not be prorated or reduced under this subsection. All state employee payrolls shall have 2nd priority. All payments to local units of government which are required by statute to be made on a specific date and all aid payments to individuals have 3rd priority. All remaining payments have 4th priority. The secretary shall maintain records of all claims prorated under this subsection and shall provide written notice to the state treasurer when a potential cash flow emergency is anticipated.

(11) INTEREST ON PRORATED PAYMENTS. Payments prorated under sub. (10) which are payable to local units of government shall earn interest on the daily unpaid balance at the rates of interest earned by the state investment fund during the calendar quarter in which the proration occurred. The interest payments under this subsection shall be credited to the respective local units of government at the end of the quarter in which the proration occurred.

SECTION 2. 20.002 (11) of the statutes is created to read:

20.002 (11) TEMPORARY REALLOCATION OF SURPLUS GENERAL FUND APPROPRIATIONS. All appropriations and special accounts within the general fund may be made temporarily available for the purpose of allowing encumbrances or financing expenditures of other general fund activities which do not have sufficient funds in their account but have accounts receivable balances. The secretary of administration shall determine the composition and allowability of the accounts receivable balances for this purpose and shall specifically approve the use of surplus general funds for use by specified activities or programs. The secretary may assess a special interest charge against the programs or activities utilizing surplus funds under this subsection in amounts not to exceed the daily interest earnings rate of the state investment fund during the period of transfer of surplus funds to other accounts or programs.

SECTION 3. 20.855 (8) of the statutes is created to read:

20.855 (8) PAYMENTS TO LOCAL UNITS OF GOVERNMENT. (a) Interest on prorated payments. A sum sufficient to pay interest on payments to local units of government under s. 16.53 (11).

SECTION 4. 20.906 (1) and (3) of the statutes are amended to read:

 "Section 20.906, Wisconsin Statutes: Laws and acts; time of going into force. "Every law or act which does not expressly prescribe the time it takes effect shall take effect on the day after its publication."

20.906 (1) FREQUENCY OF DEPOSITS. Unless otherwise provided by law, all moneys collected or received by any state agency for or in behalf of the state, or which is required by law to be turned into the state treasury, shall be deposited in or transmitted to the state treasury at least once a week and also whenever at other times as required by the governor or the state treasurer and shall be accompanied by a statement in such form as the treasurer may prescribe showing the amount of such collection and from whom and for what purpose or on what account the same was received. All moneys paid into the treasury shall be credited to the general purpose revenues of the general fund unless otherwise specifically provided by law.

(3) CONDITIONS PRECEDENT TO RELEASE OF APPROPRIATIONS. All appropriations made by law from state revenues for any state agency, are made on the express condition that such state agency pay all moneys received by it into the state treasury within one week of receipt or, at the option of the department of state treasurer, and conforms with ss. 16.53 (1) and 20.002, both as to program revenue and general purpose revenue appropriations from all funds. Upon failure to comply with the above conditions, the department of administration shall refuse to draw its warrant, and the state treasurer shall refuse to pay any moneys appropriated to the state agency from state revenues, until compliance is made with said conditions and, upon failure or refusal to so comply, after due notice received from the department of administration, any appropriations made by law from state revenues to the state agency shall permanently revert to the fund from which appropriated.

SECTION 5. 20.906 (4) of the statutes is created to read:

20.906 (4) DIRECT DEPOSITS. The governor or the state treasurer may require state agencies making deposits under this section to make direct deposits to a bank designated as a depository by the state investment board, if such a requirement is advantageous or beneficial to this state.

SECTION 6. 25.17 (1) (jg) and (jr) of the statutes are created to read:

25.17 (1) (jg) Local government pooled-investment fund (s. 25.50).

(jr) Local government trust-investment fund (s. 25.55).

SECTION 7. 25.50 and 25.55 of the statutes are created to read:

25.50 Local government pooled-investment fund. (1) DEFINITIONS. In this section:

(a) "Board" means the state investment board.

(b) "Fund" means the local government pooled-investment fund.

(c) "Local funds" means funds under the control or in the custody of any local government or local official that are not required to meet current expenditures or demands.

(d) "Local government" means any county, town, village or city in this state.

(e) "Local official" means each officer or employee of a local government who by law or vote of the governing body of the local government is made the custodian of funds.

(2) CREATION. There is established within the state investment fund a local government pooled-investment fund with a separate and identifiable account within the fund for each local government.

(3) LOCAL GOVERNMENTS AUTHORIZED TO PLACE FUNDS IN FUND. (a) With the consent of the governing body, a local official may transfer local funds to the state treasurer for deposit in the fund.

(b) On the dates specified and to the extent to which they are available, subject to s. 16.53 (10), funds payable to local governments under ss. 70.966 (1) (a), 79.02 (2) (a), 79.03 (1), 79.04 (1), (2) (a) and (3), 79.05 (2), 79.06, 79.08, 79.10 (1) and (3) and 79.17 (1) and (3) shall be considered local funds and, pursuant to the instructions of local officials, may be paid into the separate accounts of all local governments established in the local government pooled-investment fund and, pursuant to the instructions of local officials, to the extent to which they are available, be disbursed or invested.

(4) PERIOD OF INVESTMENTS, WITHDRAWAL OF FUNDS. Subject to the right of the local government to specify the period in which its funds may be held in the fund, the state treasurer shall prescribe the mechanisms and procedures for deposits and withdrawals.

(5) INVESTMENT POLICIES. The investment board shall formulate policies for the investment and reinvestment of moneys in the fund and the acquisition, retention, management and disposition of such investments.

(6) INVESTMENT BOARD TO INVEST, REINVEST POOLED FUNDS. In the amounts available for investment purposes and subject to the policies formulated by the investment board, the investment

board shall invest and reinvest moneys in the fund and acquire, retain, manage, including the exercise of any voting rights, and dispose of investments of the fund.

(7) REIMBURSEMENT OF EXPENSES. The state treasurer shall deduct quarterly a maximum of 0.25% of the amount of income received from the earnings of the fund during the preceding calendar quarter for all actual and necessary expenses incurred by the state in administering the fund.

(8) SEPARATE ACCOUNTS. (a) The department of administration shall keep a separate account for each local government and shall record the individual amounts and the totals of all investments of each local government's moneys in the fund.

(b) The state treasurer shall report monthly to each local official the deposits and withdrawals of the preceding month and any other activity within the account.

25.55 Local government trust-investment fund. (1) There is created a local government trust-investment fund under the jurisdiction and management of the investment board.

(2) Local governments as defined in s. 25.50 (1) (d), may transfer to the state treasurer for deposit in the local government trust-investment fund except cash for investment by the investment board. Local governments shall specify the term of investment of moneys transferred. The department of administration shall set up a separate account for each local government. The investment board shall invest each account separately in investments authorized under s. 25.17 (3) (b), (b) and (d). All interest accruing as a result of such investment shall be allocated to the account for which it was invested. The investment board shall prescribe rules determining the amounts which may be transferred to this fund for investment and the procedures to be followed for making deposits and withdrawals.

(3) Administrative expenses allocated to the operation of this fund shall be deducted from interest earned by the fund in an amount not to exceed 0.25% per quarter of the interest earned by the separate accounts in the fund.

SECTION 8. 34.01 (intro.), (1) and (8) (a) of the statutes are amended to read:

34.01 Definitions. (intro.) As used in § this chapter:

(1) "Public deposit" shall mean ~~those~~ moneys deposited by the state or any county, city, village, town, drainage district, power district, school district, sewer district, or any commission, committee, board or officer of any governmental subdivision of this state, or any court of this state, in any state bank, savings and trust company, mutual savings bank, or national bank in this state ~~or in the local government pooled-investment fund or the local government trust-investment fund, including private funds held in trust by a public officer for persons, corporations or associations of individuals.~~

(8) (a) "Inactive deposits" shall mean ~~those~~ public deposits which have been deposited subject to the bank's rules and regulations relative to time accounts ~~and the investment board's rules relative to amounts invested in the local government trust-investment fund.~~

SECTION 9. 59.74 (2) of the statutes is amended to read:

59.74 (2) In addition to the depositories specified in sub. (1), the local government pooled-investment fund and the local government trust-investment fund may be designated as depositories for investment purposes.

SECTION 10. 59.75 (1) of the statutes is amended to read:

59.75 (1) Whenever any county board shall have ~~§~~ designated a county depository as ~~depository or committee with the provisions of section 59.74~~ the county treasurer shall deposit therein as soon as received all funds that come to ~~be~~ ~~the treasurer's~~ hands in that capacity in excess of the sum he ~~is~~ ~~authorized~~ ~~by~~ ~~such~~ ~~the~~ board to retain ~~and~~ ~~any~~. Any sum so on deposit shall be deemed to be in the county treasury, and ~~such~~ ~~the~~ treasurer shall not be liable for any loss thereon resulting from the failure or default of such depository, ~~provided that the~~ ~~the~~ county board or a committee thereof designated by it may invest any funds that come into ~~be~~ ~~the~~ county treasurer's hands in excess of the sum he ~~is~~ ~~authorized~~ ~~by~~ the county board to retain for immediate use, in the name of the county ~~in the local government pooled-investment fund, in the local government trust-investment fund, or in interest-bearing interest-bearing bonds of the United States, or of any county or municipality in the state, and such~~. The board or committee may sell such securities when deemed advisable.

SECTION 11. 86.04 (2) of the statutes is amended to read:

86.04 (2) INVESTMENTS. Any county, city, village, town, school district, drainage district, vocational, technical and adult education district, or other governing board as defined by s. 34.01 (4) may invest any of its funds, not immediately needed, in time deposits in any bank, savings bank or trust company which is authorized to transact business in this state, such ~~one~~ deposits maturing in not more than one year, or in bonds or securities issued or guaranteed as a principal and interest of the U.S. government, or of a commission, board or other instrumentalities of the U.S. government, or bonds or securities of any county, city, drainage district, vocational, technical and adult education district, village, town or school district of this state, or, in the case of a town, city or village, in any bonds or securities issued under the authority of such municipality, whether the same create a general municipality liability or a liability of the property owners of such municipality for special improvements ~~made thereon~~, and may sell or hypothecate the same. Any county, city, village or town may also invest ~~trust~~ funds in the local government pooled-investment fund or the local government trust-investment fund, Cemetery perpetual care funds, pension funds under s. 62.13 (9) or (10), or endowment funds including gifts where the principal is to be kept intact may also be invested under ch. 181.

SECTION 12. Program responsibilities. (1) In the list of program responsibilities enumerated for the office of the state treasurer in section 14.561 of the statutes, insert references to sections "25.50" and "25.55".

(2) In the list of program responsibilities enumerated for the department of administration in section 15.101 (intro.) of the statutes, insert reference to sections "25.50" and "25.55".

(3) In the list of program responsibilities enumerated for the investment board in section 15.761 of the statutes, insert reference to sections "25.50" and "25.55".

SECTION 13. Cash flow study. The department of administration is directed to prepare a report on the present statutory and administrative structure and procedure for the payment of local assistance funds to counties, towns, villages, cities and school districts. The report, after review by a 7-member committee consisting of the state treasurer, representatives of the departments of administration and public instruction, and designers appointed by the league of Wisconsin municipalities, county boards association, Wisconsin towns association and the Wisconsin school boards association, shall be submitted to the governor and the legislature no later than February 1, 1977, and shall include but not be limited to:

(1) The identification of major local assistance payments.

(2) The identification of payment schedules either required by statute or established by administrative action.

(3) An assessment of the impact of such payments and schedules on fund balances and the operation and management of the state budget.

(4) The criteria on the basis of which the current payment schedules were established.

(5) The impact of current payment schedules on the operation of local and state government.

(6) Recommendations, if deemed appropriate, for changes in the statutes or in administrative procedures concerning such payments and schedules.

PROPOSAL FORM TO BE
THE STATE OF WISCONSIN WORKING BANK

To: State of Wisconsin Investment Board

The following constitutes our proposal to provide the State of Wisconsin's banking business requirements for the period commencing July 1, 1976, and terminable on our part by giving one year's notice.

It is understood that, should our proposal be accepted, we will be designated as (1) State Working Bank, and (2) a State depository bank pursuant to the provisions of s. 25.17 (6), Wisconsin Statutes.

It is further understood that the State of Wisconsin Investment Board, in its sole discretion, may reject this or any other proposal.

In addition, this bank agrees that the Investment Board may exclude any specific service or element thereof in any contract which may result from this proposal.

OFFER

This bank offers to provide all of the services outlined in that certain set of specifications dated October 15, 1975 and labeled "Specifications for Proposals to be the State Working Bank."

This bank agrees that it will maintain dormant balances, as directed, in designated banks for the benefit of the state. In consideration, an identical amount shall be subtracted from the net collected balance before applying the compensating balance formula outlined on page 6 of this proposal.

This bank agrees that it will establish and maintain a \$10 million open line of credit and allow draws against such line by the Wisconsin Building Commission on the condition that any draw against the line of credit shall bear interest at the rate of

_____ of the bank's prime rate as posted from time to time.

-1-

-2-

TIME SCHEDULE UNDER WHICH
THIS BANK WILL CREDIT THE STATE TREASURER'S
ACCOUNT WITH COLLECTED FUNDS

This bank agrees that all deposits delivered during any working day to it or its Madison Agent, if any, will be credited to the State Treasurer's account as though they had been delivered to the Milwaukee Branch of the Federal Reserve Bank on that same day.

In addition this bank agrees that it will credit the State Treasurer's account with collected funds earlier than the Milwaukee office schedule on the following:

<u>its</u>	When Credited (Same day, 1 day deferred)
------------	--

This bank will provide the following system for check retrieval and copying for the Treasurer's Office and our time table for making it available is as follows:

1. System Description

2. Time Table

COMPENSATION

This bank agrees to provide the services as specified for the following direct (hard dollar) charge per item:

<u>Item</u>	<u>Dollars per item</u>
1. <u>Deposit Items</u>	
(a) Per local deposit item	\$ _____
(b) Per transit deposit item	\$ _____
(c) Per N.S.F. item	\$ _____
(d) Blank Deposit tickets - per 1000	\$ _____
(e) Coupon Interest Collection Service per coupon	\$ _____
(f) Wisconsin G.O. Bond Coupons per presentation	\$ _____
2. <u>Ledger Items</u>	
(a) Deposit ticket or credit memo - each	\$ _____
(b) Per check drawn on us	\$ _____
3. <u>Other Checking Services</u>	
(a) <u>Blank Checks</u>	
(1) Series A,C,D,E,F,H, and R per 1000 checks	\$ _____
(2) Series B - per 1000 checks	\$ _____
(3) Series G,I, and X - per 1000 checks	\$ _____
(b) Reconciliation - per item	\$ _____
(c) Storage boxes - each	\$ _____
(d) Microfilming checks for Treasurer's use - per check	\$ _____
(e) Microfiche index for Treasurer's use per microfiche	\$ _____
(f) Microfiche images of computer printouts - per microfiche	\$ _____

4. Lockbox Services	
(a) Withholding	
(1) Employers deposit report form - each	\$ _____
(2) Microfilming report form - each	\$ _____
(b) Motor and Special fuel	
(1) Motor fuel report form - each	\$ _____
(2) Special fuel report form - each	\$ _____
(3) Microfilming report form - each	\$ _____
5. Wire Transfer Services	
(a) Federal Wire - each	\$ _____
(b) Bank Wire - each	\$ _____
(c) Telephone advice - each	\$ _____
6. Securities Clearance Services	
(a) Transaction - each	\$ _____
7. Government Bond Services	
(a) per Bond	\$ _____
8. Transportation Services	
(a) Cash pick-up from State Treasurer's Office, Madison - per trip	\$ _____
(b) Deposit pick-up from Department of Revenue, Milwaukee - per trip	\$ _____
(c) Pick-up and delivery of various items (checks, deposits, cancelled check, microfilm, etc., no cash) round trip from Working Bank to Madison offices of State Treasurer, Department of Revenue, and Department of Transportation per round trip	\$ _____
(d) Special Courier runs	
(1) Federal Reserve Bank, Chicago - per trip	\$ _____
(2) Chicago Loop Banks - per trip	\$ _____

-6-

**COMPENSATING BALANCES
IN LIEU OF DIRECT CHARGE**

In lieu of a direct charge for the services referred to above, this bank agrees that it may be compensated by collected balances in the State Treasurer's account.

The bank agrees to credit as payment for such charges an amount equal to one day's interest (computed on a 360-day year) using an interest rate equal to _____

of the monthly average of the 90 (91-92) day U.S. Treasury Bill rat.* on each dollar of collected balances (less reserve requirements of the Federal Reserve Bank) left on hand each day during the month in the State's account.

*as reported in the Moodys Bond Survey

In the event that the application of this formula produces a credit in excess of monthly charges, the bank agrees to apply such excess as credit towards the following month's charges. Conversely, the State will make up any deficit by increasing balances the following month.

Dated this ____ day of _____, 1975.

Name of bank: _____

By: _____

Title: _____

Attest: _____

Title: _____

Exhibit II

MEMBERS OF THE STATE BOARD OF INVESTMENT

HON. WENDELL R. ANDERSON, GOVERNOR
 HON. ROBERT W. MATTSON, STATE AUDITOR
 HON. JIM LORD, STATE TREASURER
 HON. JOAN ANDERSON GROWE, SECRETARY OF STATE
 HON. WARREN SPANNAUS, ATTORNEY GENERAL

THE ADVISORY COMMITTEE ON STATE TRUST FUNDS

Active Members

Franklin Briese, *Chairman of the Board (retired), Minnesota Mutual Life Insurance Company, St. Paul*
 Robert S. Davis, C.F.A., *Executive Vice President of Finance, The St. Paul Companies, Inc.*
 Gaylord W. Glarner, *Senior Vice President, First Trust Company, St. Paul*
 James C. Harris, *Vice Chairman of the Board of Directors, Northwestern National Bank of Minneapolis*
 John M. Harris, *Investment Counsel, Northern City National Bank, Duluth*
 John H. Herrell, *Vice Chairman of Investment Committee, Mayo Foundation, Rochester*
 Donald E. Jondahl, *Executive Vice President, Finance, Northwestern National Life Insurance Company, Minneapolis*
 Laurence R. Lunden, *former Vice President, Business Administration, University of Minnesota*
 Dale R. Olseth, *President, Medtronic, Inc.*
 Norman Terwilliger, *Investment Counsel to the Minneapolis Teachers Retirement Association*

Members Emeriti

Hermon J. Arnott, *retired Chairman of the Board, Farmers and Mechanics Savings Bank of Minneapolis*
 Francis Hassing, *former Investment Counsel to the Board of Regents of the University of Minnesota*
 Maxwell B. Hight, *Section of Administration, Mayo Foundation, Rochester*

INVESTMENT DEPARTMENT PERSONNEL

Robert E. Blixt, B.A., M.S., J.D., C.F.A.

Executive Secretary

A. Arthur Kaese, B.A., C.F.A.
Assistant Executive Secretary

Betty J. Eskuri
Portfolio Coordinator

Margaret I. Conley
Administrative Assistant

Judy A. Kaufman
Secretarial Assistant

Portfolio Managers and Financial Analysts

Money Market Securities
 Grant A. Feldman, Jr., B.S.
 Howard J. Bicker, B.A.

Equity Securities
 Miles J. Cohen, B.B.A., J.D.
 C. Robert Parsons, B.S.
 Michael L. Hudson, B.S., M.B.A., C.F.A.
 Roger W. Henry, B.A.
 Peter G. Robb, B.A.

Fixed-Income Securities
 N. Robert Barman, B.C.S., M.A.
 Arthur M. Blauzda, B.S., M.B.A.

Secretarial & Investment Assistants

Peggy Johnson

Debra L. Johnson

Rita Rivard

Becky Thoma

Roger A. Derksen, B.B.A., C.F.A.
Investment Operations Director & Financial Analyst

Meg J. Arneberg, B.A.
Computer-Investment Assistant

James E. Oss, B.A.
Transaction Supervisor

Harold Syverson, B.A.
Securities Trader

Accountants & Statistical Assistants

Thomas L. Delmont, B.A.

Alice P. Chermak

Audrey I. Moore

MEMBERS OF BOARD:

GOVERNOR WENDELL R. ANDERSON
STATE AUDITOR ROBERT W. MATTSON
STATE TREASURER JIM LORD
SECRETARY OF STATE JOAN ANDERSON GROWE
ATTORNEY GENERAL WARREN SPANNAUS



ROBERT E. BLIXT
EXECUTIVE SECRETARY

**STATE OF MINNESOTA
STATE BOARD OF INVESTMENT**

Room 105, MEA Building
55 Sherburne Avenue
Saint Paul 55155

August 20, 1976

Members of the Legislature of the State of Minnesota:

The Investment Staff of the State of Minnesota is most appreciative of the policies and procedures approved by the State Board of Investment and Advisory Committee on State Trust Funds during the past few years. The results, as detailed in this report, have been very satisfactory by any standard – particularly those which may be considered appropriate for public funds.

Short-term money-market investments, retirement accounts, trust funds and other investment portfolios are often considered to be staid and unimaginative when handled by committees representing the general public. Yet, the Investment Staff has been most impressed and enthusiastic about the encouragement, support and ideas put forth by the Advisory Committee and Board members. The success of the portfolio in calendar 1975 and early 1976 has been due to the support received in implementing an aggressive purchase program in late 1974 and 1975 – at the time many investment experts were all too apprehensive regarding the future of the nation and its economy.

The period covered by this report includes the fiscal year from July 1, 1975 through June 30, 1976. Previous reports are available since the year 1960.

Although there were no significant changes in Minnesota's investment laws during the 1975 and 1976 legislative sessions, various inter-department procedural changes and the use of new types of securities have resulted in an improved investment program – one which, in our opinion, is more pertinent to the needs of the constituents.

One feature of Minnesota statutes which is sometimes misunderstood by legislators and retirement fund beneficiaries is that "market valuations" which determine retirement fund benefits and values in the Variable Annuity Fund and the Minnesota Adjustable Fixed Benefit Fund are based on bi-monthly security prices averaged over a two-year period. Therefore, the results of these two funds for fiscal 1976 will still be dependent, to some degree, on the low prices prevailing on both stocks and bonds in late calendar 1974. Actually, the State accounts were much benefited by this decline in securities values. We were able to increase our holdings significantly at substantially lower prices. Yet, because these prices are still included in the statistical base from which fiscal 1976 year-end results are computed, the investment progress of these two funds appears comparatively minimal for this past fiscal year. It must be emphasized, however, that the computations and ratios already effective for this fiscal year – that ending on June 30, 1977 – indicate substantial future gains for both the Variable Annuity Fund and the Minnesota Adjustable Fixed Benefit Fund.

The Investment Staff is particularly appreciative of the work of the Advisory Committee on State Trust Funds. This group was formed in 1961, at the time the statutes first authorized equity investments in Minnesota's retirement funds. Most of the members originally appointed still serve on the Committee. Their investment expertise, based on their responsibilities and work as leaders of Minnesota's investment community is enhanced by this long period of service and their knowledge of retirement legislation and investment problems during the past 15 years. It is to be noted that, despite the unquestioned expertise of these members, their service is offered without compensation. Every member of this Committee is, or has been, a portfolio manager or research director of a major Minnesota institution.

The accounts supervised by the State Board of Investment are divided into several groups, each governed by individual statutes and managed under different policies. The fund groupings, together with their approximate book valuations as of June 30, 1976, are as follows:

Invested Treasurer's Cash Fund, \$580.9 million. This fund includes all tax receipts. Since 1969, prime quality corporate notes have been eligible for use in this account, in addition to U.S. Treasury and agency obligations maturing within three years.

Highway Funds, \$216.9 million. These accounts include U.S. Treasury obligations, debt instruments issued by U.S. government agencies and short-term corporate notes due within 270 days of the time of purchase. The moneys are used for the building and maintenance of highways, roads and streets throughout the state.

Miscellaneous Welfare, Departmental and Temporary Funds, \$167.4 million. These funds are invested according to the terms of particular statutes or applicable policies, primarily in U.S. Treasury securities. The major portion of these accounts consists of proceeds from bond sales; the moneys will be used within a comparatively short period of time for state building needs. Also included are endowment funds and trust accounts held for various institutions. During the past two fiscal years, these funds have been increased through the investment of bond proceeds from securities issued by the Minnesota Housing Finance Agency. This investment total varies according to the needs of the agency in providing funds to Minnesota's home buyers.

Minnesota Adjustable Fixed Benefit Fund, \$648.8 million. This account, administered by the State Board of Investment, may include a maximum of 50% in stocks with the remainder in debt securities. Retirement benefits are paid to all retired employees from the principal and earnings of this fund. A two-year average "total return" from this fund, in excess of the 5% actuarial assumption, has been used to augment pension benefits. Earnings and market appreciation during the early 1970's resulted in an increase in the pensions paid by the various participating retirement funds of from 2% to 4% at the beginning of the 1972 calendar year; increases of 4½% to 5½% were paid at the beginning of the 1973 calendar year. The Legislature provided for an additional 25% increase which was paid in two installments - in July 1973 and January 1974. This adjustment was made at the time that the statutes applicable to the retirement systems of Minnesota were modified to provide benefits based on salaries paid during the "five-high years" of employment. Because of this complete statutory revision, the reserves accumulated during the early 1970's were used to provide very substantial increases for those previously retired. Despite the lower stock and bond markets experienced in 1973-1975, recent portfolio results indicate additional pension increases beginning in calendar 1978 or 1979.

Basic Retirement Funds, \$1,035.7 million. Six state-managed retirement funds, invested separately for employee groups, include U.S. Treasury, municipal and other governmental securities, U.S. government-guaranteed obligations, corporate bonds, short-term corporate notes, and common stocks.

Supplemental Retirement Fund, \$62.6 million. This fund was established in 1967 for employees of the State College Board and State Junior College Board. The fund consists of three accounts, one of which may be invested up to 100% in equities, emphasizing potential growth with the accompanying market risks. The second includes long-term bonds and stocks oriented toward current income. The third - the Fixed Return Account - was initiated on July 1, 1974, and includes only bond investments; it provides an interest yield over a period of time commensurate with the average life and call protection inherent in the bonds purchased. Legislatures since 1969 have made one or more of these accounts available for use by police and fire fighter relief associations throughout the state, various county employees, those members of the state service who are "unclassified" and do not have the benefits of tenure, and state employees who wish to participate in a deferred income plan through which a portion of their salaries may be taxed at the rates in effect at the time of their retirement.

Minnesota Variable Annuity Fund, \$33.9 million. This fund was established by the 1969 Legislature and was made effective in early summer 1970. The account now includes a diversified list of common stocks, some long-term debt instruments, and reserves in the form of short-term fixed-income securities. The participants are teachers who chose this type of program, which provides retirement benefits based on long-term investment performance. Because of the many advantages inherent in the new "five high year" plan, the Variable Annuity may not now be opted by new teachers but is still available to present members of the State's educational system.

Trust Funds, \$267.6 million. The Permanent School Fund, invested for the benefit of the school children of Minnesota, includes U.S. Treasury securities and government guaranteed obligations, corporate bonds of long and short maturities, and common stocks. The Internal Improvement Land Fund includes only U.S. Treasury obligations.

Because of the differing investment policies applicable to these funds, a short review of the history and needs of the various accounts is provided along with a listing of securities.

INVESTED TREASURER'S CASH FUND

This pooled fund reached new highs in size and activity during the past three fiscal years. It represents most tax receipts and other State revenues. In late summer 1974, it was evident that tax accumulations were somewhat greater than the amounts allocated for expenditures during fiscal 1975. After this "surplus" was identified, the State's administration, the Legislature and the Investment Board took action appropriate to increase the earnings from the fund and, yet, maintained the required liquidity due to the economic uncertainties and the anticipated needs of the State during the next biennium.

Because it was evident that a portion of this "surplus" would remain in the account until fiscal 1976 and 1977, securities in an amount exceeding \$100 million were extended in maturity from a few days to a range of from nine months to three years during early autumn 1974. This extension, at a time when interest rates were higher than prevalent for many years, produced significant added income to the account. The 1976 fiscal year-end total investment of \$580.9 million is the second highest in Minnesota's history, it was exceeded only by the \$607.8 million invested at 1975 fiscal year-end.

The Investment Department personnel have been helped by the cooperation and interest of the State Treasurer's office in providing current information - several times per day - regarding the investment needs and possibilities in this fund. The Finance Department, over the past few years, has also led in determining new investment potentials in order to maximize interest earnings for Minnesota State funds.

Interest earnings from this account have fluctuated considerably due to the varying size of the funds invested as well as the wide swings in interest rates applicable to short-term obligations of high quality. Record high earnings of \$14.8 million were reached in 1969 - up from only \$6.0 million in 1966. The small amounts available for investment in 1972 combined with low rates resulted in earnings of only \$4.2 million during that fiscal year. This figure increased to \$7.2 million for fiscal 1973, \$22.0 million for 1974, and a new high of \$37.5 million for fiscal 1975. These earnings declined to \$35.0 million for fiscal 1976 because of somewhat lesser fund totals throughout the year and lower short-term interest rates in effect.

Under the terms of 1973 legislation, the Investment Department buys and sells according to oral certification of cash available by the staff of the State Treasurer and the Department of Finance. In recent years, there has been an increase in the use of repurchase agreements and of short-term instruments so that funds may earn money over the shortest of periods - sometimes one day or over a week-end. Statutes require that securities in the Invested Treasurer's Cash account extend no longer than three years in maturity.

THE HIGHWAY FUNDS

The funds held for street, road and highway construction in Minnesota may be invested in bonds eligible for purchase by the Permanent School Fund and commercial paper used in the retirement accounts. At present, these funds own short-term U.S. Treasury and agency securities, repurchase agreements backed by U.S. Treasury or agency obligations, short-term corporate notes, and securities guaranteed by the U.S. government through the Government National Mortgage Association. The Commissioner of Highways certifies the amounts not needed in the immediate future; these sums are invested in maturities approximating the expected disbursement schedule of the highway department. The program includes considerable reinvestment and adjustment of maturity schedules because of the time necessary for planning, purchase of right-of-way, and construction of highways. The amount of highway funds invested fluctuates throughout each fiscal year, they totaled from \$151.0 million to \$208.5 million during fiscal 1974, from \$134.0 million to \$168.0 million during fiscal 1975, and from \$153.1 million to \$216.9 million during fiscal 1976. These accounts show temporary increases after the sale of state highway bonds, until the proceeds are used for construction purposes. The increase in investable moneys during the past fiscal year was due to an increase in the gasoline tax from 7¢ to 9¢ on July 1, 1975, and a revised program of automobile license tax collections so that payments are made at dates throughout the year. Due to these changes in income potential, the Highway Department and the State Board of Investment are reviewing the needs of these funds so as to maximize the income potential from the investment securities.

The earnings from these accounts increased from \$1.7 million in fiscal year 1969 to \$7.7 million in fiscal 1970, \$9.5 million in fiscal 1971, \$9.6 million in each of the two fiscal years 1972 and 1973, and \$13.8 million in fiscal 1974. Earnings were reduced to \$12.5 million in fiscal 1975 and to \$11.0 million in fiscal 1976.

The income earned from these highway fund investments benefits the counties and municipalities in Minnesota directly through the County State Aid Highway Fund and the Municipal State Aid Street Fund. Earnings from the Trunk Highway Fund are used for the overall state highway program.

STATE COLLEGES, WELFARE, AND DEPARTMENT OF CORRECTIONS

The State Board of Investment is responsible for the investment of individual and pooled endowment accounts applicable to scholarships and the support of state institutions, certain funds designated for welfare purposes, and patient and inmate accounts in both welfare and correctional institutions. Purchases are limited to U.S. Treasury obligations, except in instances where individual gifts or bequests provide for the use of other investments.

* * * * *

Schedule I reviews the short-term corporate notes and the U.S. government and agency obligations held by the Invested Treasurer's Cash Fund, the highway funds, and the miscellaneous departmental funds on June 30, 1976. As has been indicated in previous paragraphs, the Investment Department has substantially increased its activity in the use of these short-term debt obligations in order to maximize yields and, thereby, increase the income to the accounts. The Money Market Securities Division of the Investment Department supervised short-term securities totaling over \$1.1 billion on June 30, 1976. In addition to those listed on Schedule I, there were substantial short-term investments held by the retirement funds and the Permanent School Fund.

THE MINNESOTA ADJUSTABLE FIXED BENEFIT FUND

The Minnesota Adjustable Fixed Benefit Fund includes the assets representing the reserves from which pensions are paid to individuals who have retired; these recipients are members of various public funds including the six basic retirement funds managed by the State Board of Investment and the fund administered by the Municipal Employees Retirement Board of Minneapolis. There has been a substantial revision in this portfolio during the past five years because of the many different holdings transferred into the account during the 1969-70 fiscal year. Although substantial reserves were accumulated to make possible the continuation of a high level of pensions during years of stock price downturn, these reserves were distributed to retirees during 1974 to compensate partially for the higher pensions now being paid under the "five high year" plan. Because the 1973 and 1974 downturn in the stock market coincided with a higher rate of inflation, there is some impetus to use the increased yield generated through the price appreciation of both bonds and stocks to provide a basis for adjusting pensions as a compensation for inflationary pressures. In this way, the employer group - the state, municipality, county or school board - would face the risks of long term market fluctuations, whereas the individual would receive benefits more dependent upon actual changes in the cost of living. Concern has been expressed, however, that this account would lose its "complete funding" and become less sound from an actuarial standpoint if long-term benefit improvements were based on the cost of living rather than on actual investment performance.

Under the provisions of 1971 legislation, the net return to the Minnesota Adjustable Fixed Benefit Fund was determined on the basis of income and an average of the market-to-cost relationships taken bi-monthly over a two year period. This interpretation of investment results meant that a substantial contribution toward the cost of the increased pensions in the state managed funds was met from this "total return" during the period through 1973; the portion attributable to the Municipal Employees Retirement Board of Minneapolis was used toward higher pensions and increased reserves. The 1974 Legislature established a "new base" below which pensions may not decline. This figure was established at the level of pensions paid during 1974. The 1975 Legislature granted comparatively modest one-time payments to retirement fund participants in lieu of any increased benefit from this fund. In early calendar 1976, the Legislature appropriated a portion of the high earnings accrued from the investments in the Invested Treasurer's Cash Fund as a supplement to those retirees who were receiving benefits computed on the basis of legislation in effect prior to the "five-high years" statute. This supplement to pensions in Minnesota - to be granted to members of various municipal and teachers' funds as well as those managed by the State Board of Investment - will tend to aid those retirees not benefiting from recent legislative programs.

Benefits accruing from the market action and net yield have not increased during the past two years for several reasons - including the "two year averaging" on rate of return which still includes the lower valuations prevalent in 1974 and 1975. Other factors include a change in the actuarial assumption applicable in the fund of from 3% to 5%, an allocation of certain moneys to pre-1973 retirees and slight adjustments in some cases in order to pay the full increase in benefits legislated during 1973 and 1974.

Common stocks may comprise up to 50% of this portfolio, with convertible debentures limited to an additional 10%. On June 30, 1976, the percentage committed to common stock investments, on a net original cost basis, amounted to 45.26% of the portfolio, declining from 48.92% on December 1975. During the past six months, there have been substantial portfolio revisions due to the recent increases in stock prices with the accompanying opportunity to balance the sales of less successful stocks with those which had shown substantial gains in price during the past 18 months. This portfolio revision, combined with a consolidation of bond holdings and elimination of securities held in smaller quantities, will continue during the months ahead.

This fund increased in value by \$100.6 million during the fiscal year. This sizeable increase is due to the fact that the pensions being paid to present retirees have been raised substantially through recent legislation. The higher value was due to \$94.3 million in net contributions and income. An additional upward adjustment of \$6.3 million was due to higher market valuations.

THE BASIC RETIREMENT FUNDS

The State Investment Board manages six accumulation retirement accounts which include both employer and employee contributions during the employee's working period; at the time of retirement, the assets are transferred

to the Adjustable Fixed Benefit Fund. Common stocks may total 50% of these accounts. At the time of this writing, equities comprise approximately 46% of each fund on a cost basis, with the remainder invested in debt securities of the U.S. government, its agencies, Canadian governmental units, and United States and Canadian corporations. Common stock commitments totaled nearly 50% of these accounts on a cost basis on December 31, 1975. Since that date, profits have been taken through the sale of many equities, as the Dow Jones Industrial Average approximated the 1000 level. The Department's research personnel and portfolio managers also have suggested a revision in the composition of the equity portfolios so as to include higher holdings of those stocks showing particular promise - with assured earnings and dividends in the years ahead.

The 1969 Legislature made it possible for each fund to include a small portion of unrealized gains in the income portion of the account through a procedure which applies after the market valuations of equities exceed the original cost price by 15% for six consecutive two month periods - or one year. At such a time, an amount equal to 3% of the cost of the equities could be added to the retirement fund for actuarial and accounting purposes. The first such increase occurred on October 31, 1972; this was followed by a second increase on December 31, 1972. Because of the probability that such market increases would not continue, it was decided that each of these increases would be added to the income accounts in three equal installments during three successive fiscal years. The first increase applied during fiscal 1972, 1973 and 1974, while the second increase was applicable in fiscal 1973, 1974 and 1975.

The 1973 Legislature modified the law to provide for such an increase or decrease whenever the market valuation of equities varied from the revised cost figure by 10% for six consecutive two month periods. The market downturn during 1973 and 1974 resulted in the first 3% downward revision on February 28, 1975. A second decrease applied to several of the retirement funds on April 30, 1975. Because the 1973 statute authorized the computation of such yield declines over a five-year period, it is anticipated that the net effect of such calculations will be minimal when computing fund yield performance on a long-term basis.

By early calendar 1975, because of rising stock prices, it was evident that there would be no further downward adjustment in the statutory valuation of equities for an extended period. Schedule III indicates the net yield accruing to the three largest basic retirement funds during the period from 1957 through 1976. During these 19 years, the yield has increased from less than 3% to nearly 6%. Footnote 14, following Schedule III, explains the effect of the statute tying equity valuations to the stock market.

Schedule IV lists the securities held in the three largest basic retirement funds on June 30, 1976. Because of the identical purpose for which these accounts are established, it has been Investment Department policy to use the same securities in each account, whenever funds have been available. A differing flow of new moneys, however, has resulted in varying cost and a somewhat different overall composition of these three accounts. Because of the recent sales of equities, the net original cost of stocks in the three major accounts increased from \$392.3 million on June 30, 1975, to \$422.6 million on June 30, 1976. The market valuation of these equities showed a greater increase, from \$397.2 million to \$460.9 million.

The Public Employees Police & Fire Fund was established during the early 1960's in order to provide an investment vehicle for the smaller police and fire fighter organizations throughout the state as well as for larger organizations which chose to participate in this retirement plan. Schedule V includes the fixed-income securities in this account on June 30, 1976 and Schedule VII lists the equity portfolio. This account showed a sizeable increase in value - from \$45.3 million to \$56.3 million during the past fiscal year. Although nearly \$2 million of this change was due to higher stock market valuations, most of the increase was derived from the significantly higher contributions.

The Highway Patrolmen's Retirement Fund resulted from a merger, in 1969, of the State Police Officer's Retirement Association and the Highway Patrolmen's Retirement Association. Because the two previous accounts were quite small and had limited and unpredictable flows of new money, the new merged account appears to be more manageable; this has benefited both groups. Schedule VI includes the fixed-income securities in this account on June 30, 1976 and Schedule VII lists the equity portfolio.

State, municipal and school district bonds comprised over 71.0% of total investments in these retirement funds as recently as the late 1950's; such holdings declined to 0.4% by June 30, 1976. This decline was due to the sale and maturity of bonds as well as the placement of all new money in other types of securities. Because most of the remaining "municipals" consist of odd lots that carry either no rating or a low rating by the services, it is presumed that a large portion of these bonds must be held to maturity. In recent years, the municipal bond dealers and fiscal agents of the Upper Midwest area have been most helpful in aiding the State's sales of these securities.

The Judges Retirement Fund was established in 1974; no permanent investments were purchased until the 1975 fiscal year. Because of statutory limitations, the percentage of funds invested in equities may be increased by only 5% of total investments each year. During the 1976 fiscal period, the fund was subject to a 10% equity limitation. Schedule VIII lists the investments as of June 30, 1976.

THE MINNESOTA SUPPLEMENTAL RETIREMENT FUND

The three accounts of the Minnesota Supplemental Retirement Fund are invested in accordance with three different philosophies in order to meet the individual needs and desires of the participants. The income share account, limited to 50% in common stock, consists primarily of high quality corporate bonds and emphasizes comparatively higher yielding equities of well-known companies. The growth share account, on the other hand, may participate in the equity market up to 100% of total assets and includes stocks of companies offering a low current yield and representing firms which may have significant long-term potential from the standpoint of earnings growth. These stocks tend to fluctuate in price to a far greater extent than those in the income share account. The fixed return account, invested entirely in bonds, is not subject to changes in market fluctuations. The amounts contributed each year into this account, however, will earn varying interest rates depending upon the existing yield structure.

The growth share and income share accounts were established on a unit basis on October 1, 1967, with each unit worth \$10.00 on that date; due to a two-for-one split on June 30, 1973, the current units had a net worth of \$5.00 on inception date. A summary of the market valuations experienced by the two accounts since the beginning of the program in 1967 is as follows (as adjusted for the two-for-one split):

	Income Share Account		Growth Share Account	
	High	Low	High	Low
Oct. '67 - Dec. '68	\$5.52 (Nov. '68)	\$4.98 (Oct. '67)	\$5.44 (Nov. '68)	\$4.52 (Feb. '68)
1969	5.40 (Jan.)	4.99 (Dec.)	5.32 (Oct.)	4.71 (July)
1970	5.69 (Dec.)	4.81 (Jan.)	4.94 (Feb.)	3.73 (June)
1971	6.30 (Dec.)	5.86 (Jan.)	6.21 (Dec.)	5.09 (Jan.)
1972	7.11 (Dec.)	6.36 (Jan.)	7.92 (Dec.)	6.47 (Jan.)
1973	7.15 (Sept.)	6.69 (Nov.)	7.53 (Jan.)	5.29 (Dec.)
1974	6.80 (Feb.)	5.31 (Sept.)	5.35 (Jan.)	3.21 (Sept.)
1975	7.12 (Dec.)	6.26 (Jan.)	5.17 (June)	3.95 (Jan.)
Jan. - June '76	8.00 (June)	6.94 (Jan.)	5.52 (June)	5.28 (May)

Schedule IX lists the assets in the income share account on June 30, 1976. Because of the increase in both equity and bond valuations during the past 18 months, this account has shown particularly favorable market results. The comparative "safety" of this portfolio, due to the type of stock used and the diversification between fixed-income and equity securities, has resulted in its use by most retirement organizations eligible to participate in the Supplemental Retirement Fund. It is anticipated that the results, over a period of years, will never be spectacular, but will tend to be satisfactory from the standpoints of safety, yield and long-term growth.

Schedule X consists of a listing of the securities in the growth share account on June 30, 1976. Under the terms of the Prospectus for the growth share account, it is a policy of the Department to maintain a steady investment in stocks of companies which evidence growth potential. It has also been an established policy to avoid extreme "buy" or "sell" programs which could result in a high cash position for a brief period of time. Such a program can be disastrous if the market makes unanticipated moves. This means that the account is in a reasonably fully invested position at all times and will continue to be subject to significant changes in market values, particularly during periods of stock market increases, as in 1972, and during times of market uncertainty and decline, such as during 1973 and 1974. The upward movement of stock prices in 1975 and 1976 resulted in sizeable increases in market valuations of the growth share account. It is apparent, however, that those stocks which led the market increases during the 1971-73 period may not provide such leadership in future market recoveries. We are now revising the investment policies applicable to this fund to achieve a greater degree of diversification by industry and to include equities representing broad segments of our economy.

The assets in the fixed return account, established on July 1, 1974, are listed in Schedule XI. Unit valuations do not change; they are arbitrarily set at \$5.00 per unit. The return from this fund is based entirely upon the rate of interest received from the bonds purchased in the account.

Under the provisions of the applicable statutes, the Investment Department establishes an "indicated rate" of return for the coming fiscal year on July 1. On July 1, 1974, this rate was set at 8.50%. The bonds purchased during the fiscal period provided a yield somewhat higher than that anticipated. The participants - then consisting only of individual retirement funds - received 9.10% on all contributions made during the 1975 fiscal year. During fiscal 1976, the plan was broadened in scope to include individuals who wish to participate in a fixed-return investment under various retirement or deferred income plans. In early July 1976, the return for individual participants was set at 8.9% for those contributions received during the 1976 fiscal year. This rate will be subject to change annually.

The contributions received from the various retirement organizations will provide earnings of 8.8% during the past fiscal year, with an indication that the rate set on these contributions will continue for another nine years, or

through June 30, 1985. The slightly lower rate attributed to the institutional participants is due to the fact that a portion of the income will be set aside in the form of reserves to provide for any possible future diminution of income. Most bonds purchased during the year may not be refunded at a lower interest rate for a ten-year period.

Because of the uncertainties in the economy, an assumed rate for the 1977 fiscal year has been established at 7.50%. Participants will be paid a higher rate of return if the securities purchased during the coming year warrant such payments.

There is a substantial amount of interest in the fixed-return account because of the investment uncertainties made evident by the 1973-74 decline in both the stock and bond markets. The idea of a definite interest earnings - with no dependence upon stock or bond market fluctuations - apparently has great appeal to many fund participants. Because of the response to this new account, the assets increased from \$1.0 to \$4.2 million during the 1976 fiscal year. The significant influx of incoming contributions to this account has resulted in considerable reserves being held in short-term investments. These moneys will be placed in securities of longer maturity for which commitments are being made. It is the intent of the Investment Department that approximately 30 to 40 issues of fixed-income securities be selected within a comparatively short time so that the fund may be assured of adequate industry diversification. It is emphasized that the bonds purchased are concentrated in the AAA and AA quality levels. This will add to the safety applicable to the fund contributions and should minimize the chance of losses.

MINNESOTA VARIABLE ANNUITY FUND

The Minnesota Variable Annuity Fund was advocated prior to the adoption of the "five high year" plan by the Teachers Retirement Association. The participants received a net return of 5.4500% in fiscal 1971, 9.1670% for fiscal 1972, and 6.2393% for fiscal 1973. During fiscal 1974, the participants suffered a decline of 4.1478%, followed by another decrease of 17.9638% during fiscal 1975, and a decline of 0.0101% for the fiscal year ended June 30, 1976. The laws applicable to valuations and computation of net return dictate that a two-year period be used in calculating increases or decreases to the fund. As has previously been indicated in this report the stock and bond market "lows" of 1974 will be used in these calculations until mid-1977. Therefore, the Minnesota Variable Annuity Fund will not show a positive net return until the end of the 1977 fiscal year. Market-value-to-cost ratios already applicable to the June, 1977 computations indicate a significant positive net return for the next fiscal year.

Although most variable plans are based entirely on participation in equity investments, the widespread use of this fund and the fluctuations in the stock market since the account's inception have caused the investment department to adopt a policy which includes approximately 25% to 35% in fixed-income investments.

The option for the Variable Annuity was terminated during fiscal 1974. Therefore, the fund will continue only as an investment medium for those teachers who have already chosen to have a portion of their retirement moneys invested in accordance with the Variable Annuity concept. The securities in this fund on June 30, 1976, are listed on Schedule XII.

THE PERMANENT TRUST FUNDS

The State's permanent trust funds showed their greatest rate of growth during the 1940's and 1950's. Until a constitutional amendment was passed in 1956, half of the receipts from the iron ore occupation tax accrued to the principal of the permanent trust funds, which were invested for the benefit of the schools, the University of Minnesota and other state institutions. In recent years, the entire receipts from this tax have been applied directly toward meeting the State's current educational needs.

During the years immediately following the adoption of the constitutional amendment, long-term low-coupon U.S. Treasury bonds were sold from the Permanent School Fund, with the proceeds being invested in higher yielding corporate securities. In accordance with this amendment, corporate bonds were purchased to the approximate maximum of 40% of the fund. During the past several years, however, mortgage backed securities guaranteed by the U.S. government and issued through private organizations in cooperation with the Government National Mortgage Association have offered a yield comparable to or greater than that received from corporate bonds of similar quality. These Government National Mortgage Association mortgage backed securities were purchased during the summer months of 1974 at yields as high as 10.14%. Because of the lack of inflow of new cash into this fund, the gradual return of principal offered by this type of investment has been very attractive; we have thus been able to maintain a cash flow for current investment needs. During fiscal 1976, additional types of United States Government guaranteed securities were used; they have added both quality and yield to the fund. Arrangements between the State Board of Investment and the Minnesota Banker's Association have resulted in a program through which the Permanent School Fund has purchased those portions of Small Business Administration loans which are guaranteed by the United States Government. These loans are arranged through various banks in Minnesota and are "pooled" through the facilities of the Summit National Bank of Richfield. This program, initiated through the cooperation of

the Governor, the State Treasurer and the Minnesota Banker's Association, appears to offer a unique opportunity to achieve a comparatively high yield and an adequate cash flow to this permanent trust fund. It also marks a unique opportunity for following prudent investment principles in achieving an appropriate yield, while aiding the development of businesses in Minnesota.

Within the past few months, we have negotiated for other United States Government guaranteed securities based on hospital mortgages throughout the United States. These securities also offer a comparatively high yield, a continued repayment of principal and the highest possible quality.

Because of the comparative attractiveness of United States Government backed securities, the corporate bond portfolio has been reduced to 29.8% of the book value of the Permanent School Fund; it is anticipated that the holdings of high quality debt securities will be increased as more appropriate yield spreads become prevalent. United States Government and government guaranteed obligations constitute 47.7% of the book value of this account; common stock investments are maintained very near to the 20% limit.

Schedule XIII indicates that the investment changes have resulted in an increase in net yield from 2.68% during the late 1950's to 5.54% during the 1976 fiscal year. A very marked increase in return during the past five years was possible because of the use of United States Government guaranteed obligations. A portion of the income will be transferred on an annual basis to the principal of the account to replenish the book losses taken through the sale of long-term United States Treasury and corporate fixed-income obligations during the past 15 years.

Schedule XIV lists the securities in the Permanent School Fund on June 30, 1976.

* * * * *

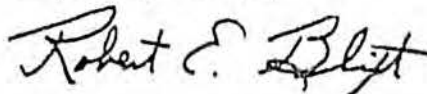
A review of policies concerning the placement of business, together with a summary of transactions completed during the fiscal year from July 1, 1975, through June 30, 1976, follows the schedules described above.

* * * * *

The investment results achieved in fiscal 1975 and 1976 have been particularly pleasing to the Departmental staff. The cooperation and advice received from the members of the State Board of Investment and the Advisory Committee on State Trust Funds played a most important part in achieving these results. It is now evident that the funds benefited considerably through the significant purchase program completed during late 1974 and 1975. Likewise, the income from the Invested Treasurer's Cash Fund has been increased both through the accumulated surplus during the period of high interest rates and the degree of attention accorded this account by the various State finance offices.

The Investment Department is also appreciative of the cooperation by the staff of the Legislative Commission on Pensions and Retirement and by the interest shown in the State funds by the securities dealers, brokers and research personnel throughout the securities industry. Although the many Minnesota investment accounts must be managed under widely different investment policies and procedures - in order to achieve individual objectives - it is hoped that all of these funds can be invested so as to be of lasting benefit to the beneficiaries and to all citizens of Minnesota.

Respectfully submitted,



Robert E. Blixt, C.F.A.
Executive Secretary

REB:be

SCHEDULE XIII

STATE OF MINNESOTA STATE BOARD OF INVESTMENT

PERMANENT SCHOOL FUND

RATE OF RETURN ON AVERAGE AMOUNT INVESTED DURING FISCAL PERIODS June 30, 1976

	Book Value (1)	Average Book Value for Year Ending (2)	Total Investment Income for Year Ending (3,4)	Yield (5)		Net Investment Income for Year Ending (3)	Net Yield (7)
June 30, 1957	\$244,700,475.47	\$242,386,448.84	\$ 6,486,999.20	2.68%			
December 31, 1957	\$248,558,062.99						
June 30, 1958	\$249,513,238.84	\$247,590,592.43	\$ 6,512,261.41	2.63%			
December 31, 1958	\$252,324,357.47						
June 30, 1959	\$253,243,896.53	\$251,693,830.95	\$ 7,005,142.92	2.78%			
December 31, 1959	\$225,570,490.05						
June 30, 1960	\$256,276,151.72	\$255,013,512.77	\$ 7,116,641.31	2.79%			
December 31, 1960	\$259,321,537.57						
June 30, 1961	\$260,019,901.33	\$258,540,196.87	\$ 7,978,635.92	3.09%			
December 31, 1961	\$261,981,702.84						
June 30, 1962	\$262,388,564.04	\$261,463,389.40	\$ 8,610,672.52*	3.29%*			
December 31, 1962	\$264,203,940.11						
June 30, 1963	\$264,631,949.36	\$263,741,484.50	\$ 8,048,170.78*	3.05%*			
December 31, 1963	\$263,710,744.23						
June 30, 1964	\$263,552,120.96	\$263,964,938.18	\$ 8,579,156.81	3.25%	Less Transfer to Principal (6)	Net Investment Income for Year Ending (3)	Net Yield (7)
December 31, 1964	\$264,704,185.42				\$ 78,936.86	\$ 9,109,853.80	3.46%
June 30, 1965	\$262,170,084.20	\$263,475,463.53	\$ 9,186,790.66	3.49%			
December 31, 1965	\$262,324,844.32						
June 30, 1966	\$261,686,901.05	\$262,060,609.65	\$ 9,647,417.30	3.68%	\$ 329,472.90	\$ 9,317,944.40	3.56%
December 31, 1966	\$263,433,844.16						
June 30, 1967	\$263,816,276.40	\$262,979,007.20	\$10,215,172.70	3.88%	\$ 856,275.93	\$ 9,358,896.77	3.56%
December 31, 1967	\$264,303,404.43						
June 30, 1968	\$264,578,182.47	\$264,232,621.10	\$10,611,771.10	3.98%	\$1,016,014.48	\$ 9,495,756.62	3.59%
December 31, 1968	\$266,225,867.42						
June 30, 1969	\$264,122,379.06	\$264,975,459.65	\$10,512,970.80	3.97%	\$1,100,277.41	\$ 9,412,693.39	3.55%
December 31, 1969	\$264,797,800.95						
June 30, 1970	\$259,550,484.67	\$262,823,538.23	\$11,324,161.11	4.31%	\$1,034,987.16	\$10,289,173.95	3.91%
December 31, 1970	\$248,210,564.03						
June 30, 1971	\$248,077,642.59	\$251,946,230.43	\$12,340,084.17	4.91%	\$1,435,834.16	\$10,944,250.01	4.34%
December 31, 1971	\$250,918,742.94						
June 30, 1972	\$251,249,760.37	\$250,082,048.63	\$13,691,718.87	5.47%	\$1,927,452.41	\$11,753,866.46	4.70%
December 31, 1972	\$251,129,595.01						
June 30, 1973	\$249,010,960.35	\$250,463,438.48	\$14,348,257.97	5.73%	\$2,361,011.68	\$11,987,241.29	4.79%
December 31, 1973	\$252,105,340.81						
June 30, 1974	\$256,282,207.38	\$252,466,169.35	\$14,947,257.78	5.92%	\$2,445,336.93	\$12,501,920.85	4.95%
December 31, 1974	\$254,000,064.12						
June 30, 1975	\$254,252,908.35	\$254,845,059.95	\$15,993,845.27	6.28%	\$2,784,267.93	\$13,209,587.34	5.18%
December 31, 1975	\$258,709,589.62						
June 30, 1976	\$259,305,894.51	\$257,422,797.49	\$17,048,127.54	6.62%	\$2,793,175.78	\$14,254,951.76	5.54%

(1) Book value figures based on those shown on Treasurer's General Report on State Finances on date listed, with adjustments for calls, maturities and investments committed for but not yet received. Beginning December 31, 1974, book value was taken from State Board of Investment ledgers.

(2) Computed by averaging book value of fund on last three report dates, ending with date listed.

(3) Income figures obtained from the State Department of Finance. Beginning June 30, 1975, income figures are from State Board of Investment ledgers.

(4) Includes investment income from the Swamp Land Fund which was combined into the Permanent School Fund after passage of a Constitutional Amendment in 1962.

(5) Computed by dividing total investment income of fund for fiscal period by average book value of fund. Yield figures beginning on June 30, 1975, reflect the fact that income was taken from the State Board of Investment ledgers, which are computed on an accrual basis, whereas the figures formerly obtained from the State Department of Finance were on a cash basis.

(6) The transfer of a portion of the income to the principal of the account is called for under the Minnesota Constitution, Article VIII, Section 4, as amended in 1962, and implemented by Minnesota Statutes 1974, Section 11 015, Subdivision 7, in order that the difference between the sales price and original cost of securities be returned to the principal of the account. Sales of low coupon U.S. Treasury securities at less than cost resulted in the transfers during recent years.

(7) Computed by dividing net investment income of fund for fiscal period by average book value of fund.

*The income received during fiscal 1962 and 1963 was subjected to accounting adjustments which tended to overstate the 1962 figures, due to the accumulation of discounts on bonds purchased (Minnesota Statutes 1974, Section 11 05, Subdivision 2) and understate the 1963 results, due to the combining of the Swamp Land Fund into the Permanent School Fund during that fiscal year.

SCHEDULE XIV

PERMANENT SCHOOL FUND June 30, 1976

RESUME OF ASSETS IN ACCOUNT

* CASH CERTIFIED FOR INVESTMENT*	\$ 258,059.23
MONEY MARKET SECURITIES	
Repurchase Agreements Maturities up to 6 days	\$ 8,106,000.00
STATE AND LOCAL OBLIGATIONS	\$ 398,600.00
UNITED STATES GOVERNMENT-GUARANTEED OBLIGATIONS (See Listing Below)	\$126,744,833.23
CORPORATE BOND OBLIGATIONS (See Listing Below)	\$ 78,519,662.85
COMMON STOCKS (See Listing Below)	\$ 53,116,507.88
TOTAL ASSETS IN ACCOUNT (for accounting purposes; not indicative of true market value)	\$267,141,663.19

*Cash balance signifies amount due from sales of securities several days before fiscal year end.

Note: Bond investments are listed at face value; common stocks are listed at market value.

COMMON STOCK HOLDINGS

Common Stock	Shares	Market Price 6-30-76	Market Value	Total % Market
UTILITIES				
ELECTRIC				
Central and South West Corporation	23,000	\$ 14.50	\$ 333,500.00	
Cincinnati Gas & Electric Company (The)	24,000	17.88	429,000.00	
Commonwealth Edison Company	21,499	29.00	601,372.00	
Florida Power & Light Company	25,400	23.88	606,425.00	
Houston Lighting & Power Company	16,500	23.50	387,750.00	
Middle South Utilities, Incorporated	34,000	14.63	497,250.00	
Minnesota Power & Light Company	15,500	19.63	304,187.50	
Northern States Power Company (Minn.)	21,500	24.38	524,062.50	
Pacific Gas & Electric Company	21,500	20.38	438,062.50	
Public Service Company of Indiana, Inc.	18,150	25.50	462,825.00	
Southern California Edison Company	2,700	19.63	52,950.00	
Southern Company (The)	24,000	14.38	345,000.00	
Texas Utilities Company	28,000	19.00	532,000.00	
Virginia Electric and Power Company	18,000	13.75	247,500.00	
Total Electric			\$ 6,102,034.50	11.00%
NATURAL GAS				
Panhandle Eastern Pipe Line Company	20,000	\$ 35.13	\$ 702,500.00	1.27%
COMMUNICATIONS				
American Telephone & Telegraph Company	27,000	\$ 56.50	\$ 1,525,500.00	
General Telephone & Electronics Corp.	40,800	25.88	1,055,700.00	
Total Communications			\$ 2,581,200.00	4.65%
TOTAL UTILITIES			\$ 9,385,734.50	16.92%
FINANCIAL SERVICES				
BANKS				
Bank America Corporation	18,000	\$ 56.25	\$ 1,012,500.00	
Citicorp	29,112	36.13	1,051,671.00	
First Bank System, Incorporated	21,500	45.85	986,312.50	
J. P. Morgan & Co., Incorporated	10,920	62.75	1,061,730.00	
Northwest Bancorporation	27,000	53.25	1,437,750.00	
Total Banks			\$ 5,549,963.50	10.00%
FINANCE				
Beneficial Corporation	17,925	\$ 24.13	\$ 432,440.63	
Household Finance Corporation	26,000	18.50	481,000.00	
Total Finance			\$ 913,440.63	1.65%
INSURANCE				
INA Corporation	15,300	\$ 37.88	\$ 579,487.50	
Northwestern National Life Insurance Co.	25,300	14.00	354,200.00	
SAFECO Corporation	15,800	28.75	452,250.00	
The St. Paul Companies, Inc.	32,000	27.50	880,000.00	
United States Fidelity & Guaranty Company	17,000	38.88	660,975.00	
Total Insurance			\$ 3,026,812.50	5.56%
TOTAL FINANCIAL SERVICES			\$ 9,550,215.53	17.21%
CONSUMER ORIENTED				
AUTOMOBILES & AUTOMOTIVE PARTS				
Ford Motor Company	18,600	\$ 53.50	\$ 1,008,100.00	
General Motors Corporation	21,200	68.50	1,452,200.00	
Goodyear Tire & Rubber Company (The)	33,000	23.00	759,000.00	
Total Automobiles & Automotive Parts			\$ 3,219,300.00	5.94%
CONSUMER DURABLES				
Sunbeam Corporation	14,000	\$ 23.63	\$ 330,750.00	
Whirlpool Corporation	22,200	27.13	602,175.00	
Total Consumer Durables			\$ 932,925.00	1.64%

Common Stock	Shares	Market Price 6-30-76	Market Value	Total % Market
CONSUMER-NONDURABLES				
Eastman Kodak Company	7,350	\$100.13	\$ 735,918.75	
Minnesota Mining and Manufacturing Co.	18,000	55.53	1,001,250.00	
Proctor & Gamble Company (The)	7,700	94.88	730,537.50	
Revlon, Incorporated	8,000	84.00	672,000.00	
Total Consumer-Nondurables			\$ 3,139,706.25	5.66%
DRUGS				
American Home Products Corporation	22,800	\$ 34.25	\$ 780,900.00	
Merck & Co., Inc.	10,000	72.00	720,000.00	
Pfizer, Inc.	30,000	29.25	877,500.00	
Total Drugs			\$ 2,378,400.00	4.29%
FOOD-BEVERAGE				
CPC International, Inc.	8,000	\$ 46.00	\$ 368,000.00	
Coca-Cola Company (The)	8,000	84.13	673,000.00	
General Foods Corporation	35,000	29.13	1,019,375.00	
General Mills, Incorporated	30,000	31.50	945,000.00	
Total Food-Beverage			\$ 3,005,375.00	5.42%
RETAIL SALES				
Federated Department Stores, Incorporated	18,000	\$ 47.63	\$ 857,250.00	
Penney (J.C.) Company, Incorporated	10,800	52.25	564,300.00	
Sears, Roebuck and Company	12,000	64.75	777,000.00	
Total Retail Sales			\$ 2,198,550.00	3.96%
TOTAL CONSUMER-ORIENTED			\$14,954,256.25	26.95%
TECHNOLOGY				
OFFICE EQUIPMENT				
Burroughs Corporation	9,500	\$104.00	\$ 988,000.00	
Honeywell, Inc.	10,000	49.53	495,250.00	
International Business Machines Corporation	12,535	276.75	3,469,061.25	
Xerox Corporation	6,440	61.63	396,865.00	
Total Office Equipment			\$ 5,350,176.25	9.84%
TOTAL TECHNOLOGY			\$ 5,350,176.25	9.84%
BASIC INDUSTRY				
BUILDING & FOREST PRODUCTS				
Weyerhaeuser Company	1,000	\$ 44.38	\$ 44,380.00	1.42%
CHEMICALS				
Dow Chemical Company (The)	12,000	\$ 48.25	\$ 579,000.00	
du Pont (E. I.) de Nemours and Company	7,000	133.50	934,500.00	
Monsanto Company	4,000	93.25	373,000.00	
Union Carbide Corporation	11,700	67.63	791,212.50	
Total Chemicals			\$ 2,718,212.50	4.90%
ELECTRICAL EQUIPMENT				
General Electric Company	16,200	\$ 57.13	\$ 925,425.00	1.67%
MACHINERY				
Caterpillar Tractor Co.	10,100	\$ 97.13	\$ 979,362.50	
Trans Union Corporation	10,400	34.25	356,200.00	
Total Machinery			\$ 1,276,562.50	2.30%
METALS				
Aluminum Company of America	14,000	\$ 56.50	\$ 791,000.00	1.43%
PAPER				
International Paper Company	7,000	\$ 73.00	\$ 511,000.00	0.92%
TOTAL BASIC INDUSTRY			\$ 7,013,575.00	12.64%
ENERGY				
OIL-DOMESTIC				
Atlantic Richfield Company	8,000	\$104.50	\$ 836,000.00	
Continental Oil Company (Del.)	20,000	38.38	767,500.00	
Standard Oil Company (Indiana)	24,000	50.50	1,212,000.00	
Total Oil Domestic			\$ 2,815,500.00	5.07%
OIL-INTERNATIONAL				
Exxon Corporation	21,408	\$104.63	\$ 2,229,812.00	
Mobil Corporation	21,300	53.88	1,147,337.50	
Texaco Inc.	34,000	28.13	956,250.00	
Total Oil International			\$ 4,471,399.50	8.05%
TOTAL ENERGY			\$ 7,286,899.50	13.13%
TRANSPORTATION				
AIRLINES				
Northwest Airlines, Incorporated	16,884	\$ 32.50	\$ 548,730.00	0.99%
RAILROADS				
Burlington Northern Incorporated	13,600	\$ 46.00	\$ 625,600.00	
Union Pacific Corporation	8,400	92.38	775,950.00	
Total Railroads			\$ 1,401,550.00	2.52%
TOTAL TRANSPORTATION			\$ 1,950,280.00	3.51%
TOTAL COMMON STOCKS			\$55,491,138.13*	100.00%

*Original cost of equities on June 30, 1976, was \$49,314,237.03.

Schedule XIV continued

UNITED STATES GOVERNMENT-GUARANTEED BONDS
AND CORPORATE BOND HOLDINGS
June 30, 1976

Company	Type of Security	Maturity Date (a)	Coupon Rate %	Average Yield %	Total Amount	
UNITED STATES GOVERNMENT-GUARANTEED OBLIGATIONS						
FARMERS HOME ADMINISTRATION NOTES						
U.S. Department of Agriculture, Farmers Home Administration	Insured Notes	1-31-80	8.90	8.90	\$ 2,997,834.82	
U.S. Department of Agriculture, Farmers Home Administration	Insured Notes	7-31-85	8-5/8	8.625	2,995,877.33	
Total Farmers Home Administration Notes				8.76%	\$ 5,993,712.15	
GOVERNMENT NATIONAL MORTGAGE ASSOCIATION GUARANTEED MORTGAGE-BACKED SECURITIES						
California Mortgage Service	Mtg. Backed Cert.	7-15-2004	8 1/4	9.61	\$ 936,874.24	
Citizens Mortgage Corp.	Mtg. Backed Cert.	12-15-2000	8.00	8.73	1,523,393.50	
First National Bank of Minneapolis	Mtg. Backed Cert.	12-15-2000	8.00	8.65	1,171,367.24	
First National Bank of Minneapolis	Mtg. Backed Cert.	2-15-2001	8.00	8.50	1,241,769.13	
Guild Mortgage Company	Mtg. Backed Cert.	2-15-2004	8.00	8.52	1,753,438.75	
Heritage Mortgage	Mtg. Backed Cert.	7-15-2004	8 1/4	9.48	1,889,654.81	
International Mortgage	Mtg. Backed Cert.	4-15-2004	8.00	8.52	1,831,598.19	
IDS Mortgage Corp.	Mtg. Backed Cert.	12-15-2001	6 1/2	7.13	2,503,606.28	
IDS Mortgage Corp.	Mtg. Backed Cert.	11-15-2001	6 1/2	7.13	2,502,409.75	
IDS Mortgage Corp.	Mtg. Backed Cert.	2-15-2000	7.00	8.92	2,020,873.47	
IDS Mortgage Corp.	Mtg. Backed Cert.	6-15-2000	8.00	8.94	1,448,089.65	
IDS Mortgage Corp.	Mtg. Backed Cert.	7-15-2000	8.00	8.73	1,565,703.11	
IDS Mortgage Corp.	Mtg. Backed Cert.	10-15-2000	8.00	8.73	1,511,034.63	
IDS Mortgage Corp.	Mtg. Backed Cert.	11-15-2000	8.00	8.65	1,514,143.08	
IDS Mortgage Corp.	Mtg. Backed Cert.	1-15-2001	8.00	8.57	1,516,118.29	
IDS Mortgage Corp.	Mtg. Backed Cert.	2-15-2001	8.00	8.50	580,712.37	
IDS Mortgage Corp.	Mtg. Backed Cert.	3-15-2001	7 1/2	7.40	810,081.56	
IDS Mortgage Corp.	Mtg. Backed Cert.	3-15-2003	6 1/2	7.34	3,004,651.12	
IDS Mortgage Corp.	Mtg. Backed Cert.	3-15-2003	6 1/2	7.34	3,007,627.01	
IDS Mortgage Corp.	Mtg. Backed Cert.	4-15-2003	6 1/2	7.54	3,303,586.84	
IDS Mortgage Corp.	Mtg. Backed Cert.	4-15-2003	6 1/2	7.54	3,303,586.84	
IDS Mortgage Corp.	Mtg. Backed Cert.	6-15-2003	6 1/2	7.60	2,860,949.14	
IDS Mortgage Corp.	Mtg. Backed Cert.	7-15-2003	6 1/2	7.89	4,602,018.59	
IDS Mortgage Corp.	Mtg. Backed Cert.	11-15-2003	8.00	8.55	1,895,022.70	
IDS Mortgage Corp.	Mtg. Backed Cert.	11-15-2003	8.00	8.55	2,790,085.08	
IDS Mortgage Corp.	Mtg. Backed Cert.	4-15-2004	8.00	8.47	2,698,865.97	
IDS Mortgage Corp.	Mtg. Backed Cert.	12-15-2009	8.00	8.94	1,302,318.43	
Iowa Securities Co.	Mtg. Backed Cert.	2-15-2001	8.00	8.10	1,291,314.48	
Iowa Securities Co.	Mtg. Backed Cert.	7-15-2004	8 1/4	9.61	1,735,169.90	
Lumbermens Investment	Mtg. Backed Cert.	2-15-2004	8.00	8.52	942,326.04	
Molton, Allen & Wms.	Mtg. Backed Cert.	5-15-2000	7.00	8.92	1,412,597.00	
National Homes Acceptance Corp.	Mtg. Backed Cert.	9-15-2000	8.00	8.80	1,520,963.50	
National Homes Acceptance Corp.	Mtg. Backed Cert.	7-15-2000	8.00	8.80	1,573,280.78	
Peoples Mortgage Co.	Mtg. Backed Cert.	11-15-2004	9.00	9.32	1,858,779.13	
Stead IWS	Mtg. Backed Cert.	7-15-2004	8.00	8.86	1,394,051.33	
Virginia Mtg. & Investment Co.	Mtg. Backed Cert.	9-15-2004	9.00	9.89	994,853.88	
Percy Wilson Mortgage & Finance Corp.	Mtg. Backed Cert.	8-1-2000	8.00	8.94	1,531,811.78	
Total Government National Mortgage Association, Guaranteed Mortgage Backed Securities				8.38%	\$ 65,450,644.75	
MERCHANT MARINE BONDS						
American Mail Line	Govt. Guar. Bond	3-1-93	6.00	6.00	\$ 1,470,000.00	
American President Lines, Ltd.	Govt. Guar. Bond	11-1-91	4.80	4.80	1,470,000.00	
American President Lines, Ltd.	Govt. Guar. Bond	11-1-92	5.60	5.60	1,000,000.00	
Construction Aggregates Corp.	Govt. Guar. Bond	6-1-91	7 1/2	7.50	1,875,000.00	
Delta Steamship Lines, Inc.	Govt. Guar. Bond	3-1-93	5 1/2	5.50	906,000.00	
Eagle Terminal Tankers, Inc.	Govt. Guar. Bond	6-1-89	6.00	6.00	3,296,000.00	
El Paso Columbia Tankers	Govt. Guar. Bond	12-15-01	9 1/4	9.25	3,000,000.00	
Farell Lines, Inc.	Govt. Guar. Bond	4-1-88	8.05	8.05	1,678,000.00	
Farell Lines, Inc.	Govt. Guar. Bond	6-29-97 through 9-2-98	9.00	9.00	878,000.00	
Grace Line, Inc.	Govt. Guar. Bond	2-1-92	5.10	5.10	1,478,000.00	
Ingram Ocean Systems, Inc.	Govt. Guar. Bond	2-1-89	8 3/4	8.75	1,263,000.00	
Intercontinental Bulk Tank Corp.	Govt. Guar. Bond	9-1-90	7.80	7.80	1,168,000.00	
Martin Drilling Co.	Govt. Guar. Bond	1-1-91	8.90	8.90	3,000,000.00	
Mattson Navigation Co.	Govt. Guar. Bond	11-10-94	7 1/2	7.50	984,000.00	
Moore McCormick Leasing	Govt. Guar. Bond	7-15-2001	8 7/8	8.875	3,000,000.00	
Moore McCormick Lines, Inc.	Govt. Guar. Bond	4-1-87	5 3/4	5.85	1,308,000.00	
Oversen Bulk Tank Corp.	Govt. Guar. Bond	12-1-90	7.80	7.80	1,192,000.00	
Pacific Far East Line, Inc.	Govt. Guar. Bond	12-1-97	8 3/4	8.75	2,101,000.00	
Penn Tanker	Govt. Guar. Bond	10-1-89	6.00	6.00	1,309,000.00	
Prudential Lines, Inc.	Govt. Guar. Bond	11-1-95	6.00	6.00	2,158,000.00	
Puget Sound Tug & Barge	Govt. Guar. Bond	2-15-2001	9 1/8	9.125	2,984,000.00	
States Steamship Co.	Govt. Guar. Bond	3-31-93	5.10	5.10	1,500,000.00	
United States Lines, Inc.	Govt. Guar. Bond	10-1-87	6.00	5.00	1,293,000.00	
United States Lines, Inc.	Govt. Guar. Bond	3-1-91	8 5/8	8.625	1,950,000.00	
Western Co. of North America	Govt. Guar. Bond	6-11-90	9 1/4	9.25	3,000,000.00	
Zapata Off Shore Co.	Govt. Guar. Bond	6-15-96	8 5/8	8.625	3,000,000.00	
Total Merchant Marine Bonds				7.56%	\$ 48,278,000.00	
NEW COMMUNITIES ACT DEBENTURES						
Cedar Riverside Land Company	Govt. Guar. Deb.	12-15-91	7.20	7.20	\$ 2,500,000.00	
Jonathan Development Corp.	Govt. Guar. Deb.	10-1-90	8 1/2	8.50	2,500,000.00	
Total New Communities Act Debentures				7.85%	\$ 5,000,000.00	
SMALL BUSINESS ADMINISTRATION LOANS						
SBA Loans	Govt. Guar. Bond	8-22-85	9 1/4	9.32	\$ 503,983.67	
SBA Loans	Govt. Guar. Bond	4-27-84	9 1/4	9.31	513,092.66	
Total Small Business Administration Loans				9.31%	\$ 1,017,076.33	
TOTAL UNITED STATES GOVERNMENT-GUARANTEED OBLIGATIONS					8.04%	\$126,744,833.23

Company	Type of Security	Maturity Date (a)	Coupon Rate %	Average Yield %	Total Amount	
CORPORATE BOND OBLIGATIONS						
PUBLIC UTILITY OBLIGATIONS						
ELECTRIC						
Duke Power Co.	First & Refunding Mortgage	2-1-95	4 1/2	4.47	\$ 1,500,000.00	
Florida Power & Light Co.	First Mortgage	4-1-94	4 5/8	4.50	1,200,000.00	
Hawaiian Electric Co., Ltd.	First Mortgage	7-1-93	4.45	4.45	1,000,000.00	
Interstate Power Co.	First Mortgage	5-1-93	4 3/8	5.45	2,000,000.00	
Iowa Power & Light Co.	S/F Debenture	4-1-89	4 5/8	4.57	1,200,000.00	
Jersey Central Power & Light Co.	Debenture	10-1-88	4 5/8	4.56	960,000.00	
Long Island Lighting Co.	First Mortgage	6-1-95	4.55	5.20	1,700,000.00	
Massachusetts Electric Co.	First Mortgage	12-1-93	4 5/8	4.55	1,100,000.00	
Northern States Power Co.	First Mortgage	9-1-93	4 3/8	4.38	1,000,000.00	
Otter Tail Power Co.	First Mortgage	11-1-93	4 5/8	4.65	1,017,000.00	
Potomac Edison Co.	First Mortgage & Coll. Trust	3-1-94	4 5/8	4.55	1,200,000.00	
Southwestern Public Service Co.	First Mortgage	2-1-94	4 1/2	4.50	1,200,000.00	
Total Electric				4.72%	\$ 15,077,000.00	
GAS						
Columbia Gas System, Inc.	Debenture	5-1-99	4 5/8	4.64	\$ 1,200,000.00	
The Gas Service Co.	First Mortgage	6-1-85	4.65	4.65	936,000.00	
Michigan Consolidated Gas Co.	First Mortgage	6-1-89	4 3/4	5.52	2,375,000.00	
Peoples Gas Light & Coke Co.	First & Refunding Mortgage	7-15-91	5 3/8	5.38	1,312,000.00	
Total Gas				5.17%	\$ 5,823,000.00	
TELEPHONE						
American Telephone & Telegraph Co.	Debenture	5-1-95	4 3/8	4.365	\$ 1,500,000.00	
The Bell Telephone Co. of Canada	First Mortgage	9-1-95	4.85	5.53	2,500,000.00	
The Bell Telephone Co. of Canada	First Mortgage	6-1-2004	9 1/2	9.50	3,000,000.00	
General Telephone Co. of Florida	First Mortgage	5-1-95	4 5/8	4.687	1,000,000.00	
General Telephone Co. of Illinois	First Mortgage	9-1-95	4 7/8	4.875	1,200,000.00	
General Telephone Co. of Indiana	First Mortgage	8-1-95	4.70	4.70	1,200,000.00	
New York Telephone Co.	Refunding Mortgage	1-1-2004	4 5/8	4.53	1,500,000.00	
Pacific Northwest Bell Telephone Co.	Debenture	12-1-2000	4 1/2	4.49	1,500,000.00	
Southern Bell Telephone & Telegraph Co.	Debenture	3-15-2013	7 5/8	8.42	4,000,000.00	
Total Telephone				6.43%	\$ 17,400,000.00	
TOTAL PUBLIC UTILITY OBLIGATIONS					5.56%	\$ 38,300,000.00
FINANCE OBLIGATIONS						
Gulf Life Insurance Co.	Capital Note	6-1-89	4 3/4	4.75	\$ 780,000.00	
Northwest Bancorporation	Debenture	10-15-90	4 3/4	4.73	1,500,000.00	
Northwest Bancorporation	S/F Debenture	3-15-2003	7 3/4	7.75	1,500,000.00	
TOTAL FINANCE OBLIGATIONS				5.95%	\$ 3,780,000.00	
INDUSTRIAL OBLIGATIONS						
Aluminum Co. of America	Promissory Note	3-31-88	4 3/8	4.50	\$ 995,000.00	
Aluminum Co. of Canada, Ltd.	S/F Debenture	3-1-95	9 1/2	9.37	1,000,000.00	
Armour-Dial, Inc. (Ardison Properties, Inc.)	Note	1-15-2003	7.90	7.90	3,817,650.00	
Atlantic Richfield Co.	Guaranteed Note	7-15-96	9 1/4	9.25	3,000,000.00	
Cummins Engine Co., Inc.	Note	7-15-90	4.60	4.60	900,000.00	
Diamond Shamrock Corp.	Note	5-1-89	4.65	5.26	375,000.00	
Dow Chemical Co.	Debenture	9-15-84	4.35	4.35	1,000,000.00	
FMC Corporation	S/F Debenture	1-15-2000	8 1/2	9.50	3,000,000.00	
General Cable Corp.	Note	1-1-89	4 7/8	4.875	720,000.00	
Honeywell, Inc.	Note	4-1-90	4.55	5.22	1,899,062.50	
In. toll Bond Co.	Note	1-1-91	4 3/4	4.75	966,000.00	
SL Oil Co.	Note	4-15-90	4 1/2	4.50	1,150,000.00	
Sprague Electric Co.	S/F Debenture	9-1-88	4 3/8	4.40	1,000,000.00	
Standard Oil of California (Union Bank)	First Preferred Ship Mtg. Bond	9-7-97 through 11-6-97	7.70	7.70	3,000,000.00	
Standard Oil Co. (Indiana) (Mid-continent Properties, Inc.)	Note	10-1-2000	7.30	7.30	4,000,000.00	
Standard Oil Co. (Ohio)	Note	7-15-90	4.55	4.55	1,064,000.00	
Swift & Co.	S/F Debenture	8-1-92	6.30	6.30	1,215,000.00	
Texaco, Inc.	Note	12-15-89	4 1/2	4.50	1,238,000.00	
Union Carbide Corp.	Note	12-31-96	4 1/2	4.47	992,835.57	
Youngstown Sheet & Tube Co.	First Mortgage S/F Bond	7-1-95	4.60	4.60	1,260,000.00	
TOTAL INDUSTRIAL OBLIGATIONS				6.69%	\$ 33,243,548.07	
TRANSPORTATION DEBT OBLIGATIONS						
Aitchison, Topeka & Santa Fe Railway Co.	Gen. Bond	10-1-95	4.00	4.40	\$ 1,500,000.00	
RAILROAD EQUIPMENT OBLIGATIONS						
Flying Tiger Corp. (Formerly North American Car Corp.)	Equipment Trust	9-1-78/78	4.65	4.65	\$ 600,700.00	
Illinois Central Railroad Co.	Conditional Sale	2-15-77/81	6 7/8	6.875	849,399.99	
Kansas City Southern Railway Co.	Conditional Sale	1-15-77/78	4.45	4.45	246,114.73	
TOTAL RAILROAD EQUIPMENT OBLIGATIONS				5.14%	\$ 1,696,214.72	
TOTAL CORPORATE BOND OBLIGATIONS					6.05%	\$ 78,518,842.85
TOTAL UNITED STATES GOVERNMENT-GUARANTEED AND CORPORATE OBLIGATIONS					7.30%	\$205,264,886.08

(a) Most corporate issues have substantial sinking funds and an average life far shorter than the stated maturity date.

Exhibit III

Institution: (Montana) Resource Indemnity Fund
created in 1974

Location: Helena, Montana

Size:

Capital Funds: \$4.5 million

Purpose: The Resource Indemnity Fund was created to accumulate income from a Severance Tax on Coal and other minerals for the purpose of providing moneys to enhance the State ecological environment and rectify damage thereto. Accumulations in the Fund shall continue until the Fund reaches \$100 million.

Source of Funds: Moneys are deposited in the Fund from a severance tax on various minerals and $2\frac{1}{2}\%$ of the Severance Tax on Coal.

Management Structure: Moneys are collected and deposited in the Fund by the Department of Revenue. Investments in the Fund are made in accordance with guidelines established by the State Board of Investments which is composed of five private citizens appointed by the Governor for 5 year terms.

Management of Funds: Moneys are invested in debt instruments authorized by State Statutes.

Portfolio: Moneys are currently invested in corporate bonds that have been rated A or better by Moody's Investors Service and Standard & Poor's Corporation.

Income: Income from investments remain in the Fund until \$10 million has been accumulated. After the accumulation of \$10 million, income may be used for enhancement or repair of the environment.

Institution: (New Mexico) State Permanent Fund
created in 1898

Location: Santa Fe, New Mexico

Size:

Assets: 10 million acres
Capital Funds: \$675 million

Purpose: The State Permanent Fund was established to collect royalties and other income from the lease of State-owned land. Income from the Fund is applied to the New Mexico public school systems and educational and eleemosynary institutions.

Source of Funds: Moneys in the Fund were initially provided from the sale of State land. Currently, revenues to the Fund are provided from royalties and income from State-owned lands under lease. Such revenues include oil and gas royalties and grazing and timber leases. In addition, any capital gains on investments remain in the Fund.

Management Structure: The State Permanent Fund is managed by the State Investment Council. Members of the Council include the Governor, the State Treasurer, the Commissioner of Public Lands, the Finance Officer and four public members who are appointed by the Governor for terms of five years.

Management of Funds: The State Investment Officer is responsible for investing moneys in the State Permanent Fund. Fifty per cent of the Fund must be invested in Federal Securities. The remainder may be invested according to State Statutes.

Portfolio: The Fund is currently invested as follows: 18% equity, 32% corporate obligations and 50% U.S. Government and Federal Agency Obligations.

Income: Income from the Fund is distributed to the public school system (80%) and the remainder to educational and eleemosynary institutions.

Institution: (New Mexico) Severance Tax Bonding Fund, created in 1941

Location: Santa Fe, New Mexico

Size:

Capital Funds: \$9,040,756.02

Purpose: The Severance Tax Bonding Fund was created to secure tax-exempt bonds issued for public capital projects.

Source of Funds: Moneys derived from the levy of the New Mexico Severance Tax on severed natural resources are paid in their entirety to this Fund. Additional sources of income include revenues from projects financed with Severance Tax Bonds and receipts from ground rentals of Public Buildings. Moneys in excess of the next two semi-annual payments on all outstanding Severance Tax Bonds are transferred to the Severance Tax Permanent Fund.

Management Structure: The Fund is managed by the State Treasurer under the supervision of the State Board of Finance. The State Board of Finance consists of the Governor, Lieutenant Governor and three private citizens appointed by the Governor for two year terms. The State Treasurer is responsible for repayment of principal and interest on Severance Tax Bonds.

Management of Funds: Moneys in the Fund are invested in debt instruments authorized by State Statutes.

Portfolio: N.A.

Income: All moneys in the Severance Tax Bonding Fund except an amount sufficient to repay principal and interest on the Severance Tax Bonds on the next ensuing semi-annual payment date is transferred to the Severance Tax Permanent Fund.

Indebtedness Limitation. The State Board of Finance may issue additional Severance Tax Bonds payable from the Severance Tax Bonding Fund provided that aggregate annual debt service on Bonds outstanding including the proposed issue be equal to no more than 50% of previous fiscal year's deposits into the Severance Tax Bonding Fund.

Institution: (New Mexico) Severance Tax Permanent Fund created in 1971

Location: Santa Fe, New Mexico

Size:

Capital Funds: \$103 million, currently accruing at rate of \$4 million per month.

Purpose: The Severance Tax Permanent Fund was created to encourage economic development in the State of New Mexico.

Source of Funds: Moneys in the Severance Tax Permanent Fund are provided from the New Mexico Severance Tax levied for the privilege of severing natural resources including oil and gas, potash, copper, uranium, timber, coal and certain other minerals. Proceeds from the Severance Tax are deposited in the Severance Tax Permanent Fund after the required payments to the Severance Tax Bonding Fund.

Management Structure: The Fund is managed by the State Treasurer under the supervision of the State Board of Finance. The State Board of Finance consists of the Governor, Lieutenant Governor and three private citizens appointed by the Governor for terms of two years.

Management of Funds: Moneys in the Fund may be invested at the discretion of the State Board of Finance. Moneys currently are invested by the State Treasurer in Certificates of Deposit of State banks who in turn make loans for capital projects to the private sector. Loan feasibility and appropriateness of the capital project is left entirely up to the bank. Participation by the Fund in sizeable loans by State banks requires the approval of the State Board of Finance. The principal of the Fund may be used for economic development purposes upon the approval of the State Board of Finance. An amendment to require 3/4's approval of the legislature prior to invasion of the principal of the Severance Tax Permanent Fund is on the November ballot.

Portfolio: Approximately \$94 million of the Fund is invested in Certificates of Deposits of State banks maturing one to five years at a floating rate of short term treasury obligations plus 50 basis points. The remainder is invested under Repurchase Agreements.

Income: Income from the Severance Tax Permanent Fund is transferred to the Severance Tax Income Fund.

Institution: (New Mexico) Severance Tax Income Fund created in 1971

Location: Santa Fe, New Mexico

Size:

Capital Funds: \$2.2 million as of 9/27/76

Purpose: The Severance Tax Income Fund was created to finance public capital improvement projects.

Source of Funds: Income from the investments of the Severance Tax Permanent Fund is deposited in this Fund.

Management Structure: Moneys are invested and disbursed by the State Treasurer under the supervision of the State Legislature.

Management of Fund: Pending appropriation for capital projects, moneys are invested under Repurchase Agreements.

Portfolio: N.A.

Income: Income from the Fund is transferred to the State General Fund.

Institution: Texas Permanent University Fund created in 1881

Location: Austin, Texas

Size:

Assets: 2,100,000 acres of land in nineteen West Texas counties
Book value 8/31/75 \$781,771,634.49

Purpose: Fund created by provisions of the Texas Constitution in order to enable the State Legislature to carry out the purpose, as declared by the Republic of Texas and later in early State Constitutions, of creating a State University. The Constitutional provisions set aside all lands previously appropriated for the creation of a State University, together with the proceeds of any sale thereof, to create a Permanent University Fund. All moneys available in the Fund are to be invested in securities, the income from which will be appropriated by the Legislature, in order to accomplish the purpose of creating, maintaining, supporting and directing a university for the promotion of literature, and the arts and sciences, including an agricultural and mechanical department.

Source of Funds: Funds are accumulated annually in the Fund from oil, gas and water royalties, gains on investments, mineral lease rentals, lease bonuses, and any proceeds of land sold. The Permanent Fund shall be forever kept intact and all annual income shall become part of the Fund.

Management Structure: The Fund is held by the Treasurer of the State of Texas and invested by direction of the Board of Regents of the University of Texas. The Board of Regents consists of nine members who serve without compensation. They are appointed by the Governor for six year terms subject to approval by the Senate.

Management of Funds: The Fund is invested in permitted securities which are bonds of the United States, the State of Texas, or counties of the State, or in school bonds of municipalities in the State, or bonds of any city in the State, or in bonds issued under the Federal Farm Loan Act. In addition, the Fund may be invested in securities, bonds or other obligations issued, insured or guaranteed in any manner by the U.S. Government, or any of its agencies, and in bonds, debentures, or obligations, and preferred and common stocks issued by corporations, associations, or other institutions as the Board of Regents deem to be proper, provided that not more than 1% of the Fund will

Management of Funds:
continued

be invested in the securities of any one corporation nor more than 5% of the voting stock of any one corporation be owned. In addition, stocks purchased will be only in companies incorporated in the U.S. and who have paid dividends for at least five consecutive years and, except for bank or insurance company stocks, are listed on a registered stock exchange.

Portfolio:

Capital Funds (August 31, 1975)	
Securities, cash and equivalent at cost	\$781,771,634.49
U.S. Governments	
Direct Obligations	106,828,987.45
Guaranteed	103,089,999.03
Corporate Bonds	279,571,990.53
Convertible Debentures & Preferreds	16,440,190.64
Common Stocks	254,425,102.52
Short Term Securities & Cash	21,415,364.32
	<u>21,415,364.32</u>
Total	\$781,771,634.49

Income:

The income from Fund investments is appropriated annually by the State Legislature; two-thirds to the University of Texas and one-third to Texas A & M. The income of the Fund may be used only for permanent improvement and not for current expenses. Prior to the distribution of the income of the Fund, provision is made for the expenses of administering the Fund.

Institution: (Wyoming) University Permanent Land Fund created in 1881

Location: Cheyenne, Wyoming

Size:

Assets: 34,492 acres
Capital Funds: \$8,565,000

Purpose: The University Permanent Land Fund was created to receive income from lands granted to Wyoming to be used for the financial benefit of the University of Wyoming. Income from the Fund is used to support capital projects of the University.

Source of Funds: Moneys in the Fund are provided from income received on specific State-owned lands.

Management Structure: The State Treasurer is responsible for investing the Fund. Income from the Fund is transferred to the Treasurer of the University of Wyoming.

Management of Funds: The State Treasurer invests the Fund in debt instruments authorized by state Statutes.

Portfolio: N.A.

Income: Income from the Fund is transferred to the University of Wyoming.

Institution: (Wyoming) Permanent Mineral Trust Fund created in 1974

Location: Cheyenne, Wyoming

Size:

Capital Funds: \$51,250,000

Purpose: The Permanent Mineral Trust Fund was created to retain moneys collected from a Severance Tax on all minerals. Moneys in the Fund may be used for loans to political subdivisions upon legislative approval.

Source of Funds: Collections of a Severance Tax on all minerals are placed in the Fund.

Management Structure: The State Treasurer is responsible for managing and investing this Fund.

Management of Funds: Moneys are invested in debt instruments authorized by State Statutes.

Portfolio: N.A.

Income: Income from the Permanent Mineral Trust Fund is transferred to the State's General Fund.

Institution: (Wyoming) Government Royalties Fund created in 1973

Location: Cheyenne, Wyoming

Size:

Assets: 3.1 million acres

Capital Funds: N.A.

Purposes: Moneys collected in the Fund are applied as follows:

- 50% to Public School System
- 35% to State General Fund
- 9% to University of Wyoming for capital projects
- 6% to counties

Source of Funds: Mineral royalties and lease payments from operators on U.S. Government-owned lands in Wyoming are divided between the U.S. Government and Wyoming. Prior to 1976 the State of Wyoming received 37 1/2% and the U.S. Government 62 1/2%. As of 1976 the U.S. Government and Wyoming divide the mineral royalties and lease payments equally.

Management Structure: Mineral royalties and lease payments are collected by the U.S. Government and disbursed to the State semi-annually.

Management of Funds: Moneys remitted to the State are deposited with the State Treasurer. The Wyoming legislature intends to address the management and application of additional income received pursuant to the State's increased share of mineral royalties and lease payments.

Portfolio: N.A.

Income: N.A.

The following is a summary of States that have not created permanent trust funds to receive income derived from taxation on or royalties from finite natural resources.

STATE

APPLICATION OF SEVERANCE TAX AND ROYALTY INCOME

Alabama

Proceeds of the Timber Severance Tax support State Conservation Department timber restoration activities.

The Coal Severance Tax is used to pay debt service on Alabama State Docks Department, Seaport Facility Revenue and Special Tax Bonds. \$15,000,000 originally issued. \$13,075,000 presently outstanding. No additional bonds may be issued with the Coal Severance Tax as security.

Arkansas

Revenue from severance taxes are returned to the county level after the State deducts all claims against the county, plus a 1 1/2% charge. The 1 1/2% charge is deposited in State General Fund.

California

Fifty-six percent for capital outlay programs in California's Higher Education System.

Twenty-two percent for special projects including irrigation aqueducts and improvement in navigable waterways.

Eight percent to State Conservation Department to support various activities.

Fourteen percent deposited in State General Fund.

Colorado

Severance tax deposited in State General Fund

Idaho

Severance tax deposited in State General Fund.

Kansas

All revenue from Oil, Gas and Minerals Severance Tax is deposited in State General Fund.

All revenue from Sand and Gravel Royalty Tax is returned to counties.

Kentucky

Proceeds from severance tax are placed in short term investments. Semi-annually counties receive money for special projects. All remaining money is deposited in State General Fund.

STATE

APPLICATION OF SEVERANCE TAX REVENUE

Louisiana

Ninety percent of severance tax revenue is retained by the State for general purposes. The remaining 10% is allocated to parishes (counties).

Minnesota

Minnesota deposits 0% of the Taconite Production Tax in their general fund. Ninety percent is returned to districts where taconite is produced.

All proceeds from the Ore Royalty Tax are deposited in State General Fund.

Mississippi

Of the Timber Severance Tax, 50% is allocated to the Forest Redevelopment Fund, 25% is returned to counties and 25% is deposited in State General Fund.

The State levies taxes on gas production with 30% going to participating counties and 70% to State General Fund.

Mississippi also imposes a tax on oil production. Counties receive 30% of the first \$600,000, 10% of the next \$600,000 and 5% thereafter. The balance is deposited in State General Fund.

North Dakota

Thirty-five percent of the taxes which North Dakota levies on coal extraction goes to the Coal Impact Office. The Office then allocates money on the basis of application for public projects in the areas where coal is mined.

Thirty percent is allocated to the Land Board Trust Fund. Two-thirds of this is used to finance environmental studies. One-third is invested with interest proceeds deposited in State General Fund.

Thirty percent is deposited in State General Fund.

Remaining 5% allocated to counties.

Ohio

Seventy-five percent of severance taxes are used for the restoration of orphaned strip mining land.

Twenty-five percent is allocated to replug abandoned oil and gas wells which are deemed as hazards.

Oklahoma

State General Fund receives 85% of severance tax revenue. Fifteen percent is allocated to counties.

Utah

All revenue from severance taxes is deposited in State General Fund. Expenditures are then allocated by State legislature.

Exhibit IV

ORGANIZATION AND MANAGEMENT

Tentative Organizational Structure

Governor

- . Appoints Public Members of Policy Board of Directors

Legislative

- . Confirms Public Policy Board of Directors Appointments
- . Determines Use of Fund Income
- . Determines Percentage Allocation of Natural Resource Revenues to Fund if over 25%

Policy Board of Directors

- . 12 Members
- . 4 Permanent/Government Members
 - 2 Legislators
 - 2 Commissioners
- . 7 Public (Appointed Members) - Staggered Terms
- . Fund President (Non-voting)

Duties and Responsibilities

- . Determines Fund Policies
- . Reports to the Legislature and to the Public on Fund Operations
- . Selects Fund President
- . Approves Fund Budgets
- . Performs Audit, Operational and Performance Analysis of Fund
- . Responsible for Sectoral Analysis of Alaskan Economy
- . Approves Loans and Investments in Excess of Specified Amounts
- . Appoints Public Members of Investment Committee

Investment Committee

- . 5 Members
 - Fund President (Chairman)
 - 4 Public/Appointed Members

Duties and Responsibilities

- . Approval of Loans and Investments
- . Determination and Review of Funds' Organization and Operating Policies

Fund Personnel/Advisors

- . Fund President
 - Chief Operating Officer
- . Fund Staff
 - Invest or Re-invest Moneys not subject to Investment Committee or Policy Board Approval
 - Evaluate Loan and Investment Proposals; Prepare and Package Loan and Investment Proposals for Presentation to Investment Committee for Approval
 - Supervision and Monitoring of Investments
- . Employ External/Internal Advisor (s) to assist in above functions
- . Operating Management
 - Accounting and Control

Exhibit V

INVESTMENTS

Corporate Securities

The purpose of the following discussion is to summarize briefly the principal characteristics of the various types of debt and equity securities most frequently issued by publicly owned corporations in the U. S. Although the discussion confines itself to the characteristics of publicly issued securities, these characteristics also apply generally to privately sold securities. The last section discusses the primary difference between publicly issued and privately sold corporate securities.

Debt Securities

Debt obligations are incurred by corporate entities for various reasons, the most important of which are to provide funds for the acquisition of fixed assets or to add additional cash resources to the borrower's supply of general working funds on a semi-permanent basis. The issuance of debt generally permits the borrower to accelerate its rate of growth beyond that which it would be capable of achieving were it solely dependent upon its own internally generated capital funds. Although debt securities can be of various types, all rely on the borrower's future revenues as the principal means of repayment.

Corporate Debt Holders

The holders of corporate debt instruments are creditors of the borrower; they generally cannot exercise control over its affairs and do not have a voice in its management unless it has violated certain of the provisions of the contract governing the borrowing. In addition, debt holders are not entitled to participate in the residual earnings of the borrower; instead, their return is limited to the fixed coupon rate of the security. Further, a debt security has a specified maturity date whereas a share of common or preferred stock has no fixed maturity. Importantly, the claims of creditors rank prior to those of common and preferred stockholders, although there may be differences in priority of claim among the various creditors themselves.

Principal Features of Debt Securities

The five principal aspects of a debt instrument are its fixed return (or "coupon"), its maturity, its repayment provisions, its redemption provisions and its restrictive covenants.

The coupon of debt instrument is determined by many factors, principally the credit standing of the issuer, the term of the borrowing and the market rates for similar issues of comparable companies at the time of the borrowing. Generally, the lower the credit standing of the issuer and the longer the term of the borrowing, the higher will be the interest coupon. An additional important influence

on the level of the interest coupon is the form of the security, and senior or secured obligations commonly carry lower interest coupons than unsecured or subordinated obligations. Certain subordinated obligations convertible into the common stock of an issuer may, however, carry a lower coupon than the same borrower's senior obligations in recognition of the conversion feature. Other factors also impact the level of the interest coupon on certain types of debt securities, with the repayment schedule over the term of the borrowing and the length of the period during which the issue cannot be optionally prepaid by the issuer bearing importantly on the interest coupons of long term borrowings. A more rapid repayment schedule and a longer prohibition on prepayment will usually contribute to a lower interest coupon. Finally, borrowings with extremely liberal contractual provisions commonly require higher rates of interest.

The maturity of a debt security denotes the date on or by which the entire principal amount of the borrowing must be repaid. In the U. S., the most common maturities for publicly issued debt securities are 5, 10, 20, 25 and 30 years. Intermediate term securities (securities with maturities up to ten years) frequently are repayable only at maturity via a single lump sum payment. Longer term issues (securities with maturities of 20 to 30 years) generally require periodic repayment, beginning after a certain number of years, through the means of a sinking fund. If a debt security has a sinking fund, the issuer must make periodic payments to a trustee, who uses these funds to purchase the securities in the market and retire them. A sinking fund is valuable to securities holders as it provides support for the market price of the issue and provides for the orderly repayment of the borrowing. The amount of a required sinking fund payment may be fixed or variable, depending on the terms of the borrowing. Most issues either require fixed payments during the repayment period (referred to as a level sinking fund), increasing payments over the repayment period, or fixed payments in each year except the last when a larger (or "balloon") payment is required. In certain cases borrowers are permitted to anticipate future sinking fund payments by "doubling up" or to surrender securities purchased in the open market in lieu of making a cash payment. Types of sinking fund schedules other than the above, including schedules which only require repayments to be made when earned, are used infrequently.

Some debt issues are serial issues. Instead of being a single issue subject to a sinking fund, a serial issue consists of separate securities which mature periodically until the final redemption date. Because of the differences in the maturities of the securities comprising a serial issue, it is common for a serial issue to be split into two or more tranches each bearing a different interest coupon.

In most debt issues, the borrower is given the right to buy back (or "call") all or a portion of its issue prior to maturity at a specified price. Commonly, the borrower is only allowed to exercise this right after a certain number of years. In some circumstances, the borrower is allowed to call its issue immediately. A call provision favors the borrower over the investor as, if an issue is called to permit the borrower to refinance at a lower interest cost, an investor may not be able to reinvest at an equally high yield. As a result, a borrower usually has to pay a premium over par value when it calls its securities, which normally amounts to one year's interest and declines to zero one year prior to maturity. Many intermediate term issues are callable only one or two years prior to maturity, however, at no premium.

For most debt issues, the contract between the borrower and the lender contains restrictive provisions designed to provide a measure of protection for the lenders' investment over the term of the borrowing. Usually these covenants limit such items as the amount of the borrower's additional debt, dividend payments, leases and mergers. Two of the most important restrictive provisions are the negative pledge provision - which prohibits a borrower from pledging its assets to secure future debts - and the cross default provision - which accelerates the repayment of the issue if the borrower defaults on certain of its other debts. Frequently, these covenants are contained in an indenture between a corporate trustee (generally a bank) and the issuer. If no indenture is used, these covenants are usually contained in the terms of the security itself. The extent of the restrictions placed on a borrower depends on his credit standing and the term of the issue.

Types of Debt Instruments

The two principal types of corporate debt securities are generally referred to as "notes" and "bonds" or "debentures". Notes are typically short to intermediate term obligations which are either payable in full at maturity or subject to a limited sinking fund, are callable at par one to two years prior to maturity and are not governed by a formal indenture. The restrictive covenants of a note issue are generally contained in the security itself and the provisions governing the operational aspects of repayment are found in an accompanying fiscal agency agreement between the borrower and a bank. Notes of the form described above are generally unsecured obligations. Notes, however, may be secured obligations and subject to a formal borrowing agreement with a corporate trustee.

The terms "bonds" and "debentures" are used interchangeably to refer to unsecured long term obligations governed by a formal indenture between a corporate issuer and a trustee. Bonds and debentures usually require a sinking fund and permit a call by the borrower only after a certain number of years.

A mortgage bond is a bond issue secured by a lien on specific assets (usually fixed assets) of the borrower. The mortgage providing the lien to the bondholders may be closed-end or open end. Under a closed-end mortgage, no further bonds can be issued against the specific property. Under an open-end mortgage, the borrower can issue additional bonds under the same lien. To prevent an unlimited amount of indebtedness from being issued against specific property, most open-end mortgage bonds contain restrictions limiting the total debt under the mortgage to a certain percentage of the value of the pledged assets. Many mortgage bonds also contain an after-acquired clause which extends the lien to properties acquired after the date of the initial issue. Although mortgage bonds are secured by specific assets, a bondholder is nevertheless required to look to the earning power of the issuer as his primary source of repayment.

The most common type of mortgage bond is a first mortgage bond and is so called because its security is a first lien on the pledged assets. A second mortgage bond is exactly the same as a first mortgage bond except that it is secured by a second lien on the pledged property. Second mortgage bonds are used less frequently than first mortgage bonds.

Collateral trust bonds are bonds secured by stocks or bonds or other securities pledged by the issuer to a trustee. In the event of default, the trustee sells the collateral and repays the bondholders. This type of bond, popular in the 1920's and 1930's, is now used infrequently.

Income bonds are securities whose interest is required to be paid only when earned by the issuer. This type of issue offers an investor little hope of a fixed return and its use has generally been restricted to corporate reorganizations.

A subordinated debenture is a security which is subordinated in right of payment to other indebtedness of the issuer. Such securities, however, are senior to both common and preferred stock in liquidation. Because of their status, subordinated debentures are commonly regarded by senior lenders as near-equity and consequently can support further senior borrowings. It is possible for an issuer to have several issues of subordinated debt outstanding and for one issue to be subordinate to another; such issues are called junior subordinated debentures.

Convertible debentures are debentures which may be converted into the common stock of the issuer at a specified price. Such debentures are usually subordinated and from the standpoint of a senior creditor are viewed as equity when the market price of the related stock is reasonably close to or above the specified conversion price. When the market price of the related stock is well below the conversion price, convertible debentures are viewed as non-convertible subordinated issues.

INVESTMENTS

Equity Securities

Common Stock

The most important type of equity security is common stock. Collectively, holders of a company's common stock are its owners and are entitled to share in its residual earnings if dividends are paid. They are also required to bear the risks of ownership, but their liability is generally limited to the amount of their original investment. In liquidation, common stockholders have a claim on the assets of the company only after the claims of all creditors and preferred stockholders have been settled in full. Unlike a debt security, common stock has no fixed maturity date; the only way in which a shareholder can realize his investment is to sell his shares in the secondary market.

Authorized common stock is the number of shares which a company can issue without amending its charter. Issued shares are shares which have been sold to the public. Outstanding shares are shares which are in the hands of the public. Treasury shares are shares which have been repurchased but not cancelled by the company.

The par value of a common stock is a stated figure in the corporate charter. Although it is used in the preparation of accounting material, the par value of common stock has little economic significance. Stocks may be authorized without par value and there is no difference in value between a par value and a no par value stock.

The book value of a common stock is derived by dividing the net worth of the issuing company, less the par value of any preferred shares outstanding, by the number of common shares. In theory, the book value of a common stock is its liquidating value, but in reality the actual liquidating value may be higher or lower than the book value. Like par value, the book value of a common stock is of little economic significance.

The market price of a common stock is the price at which the shares are being traded in one of the stock exchanges or in the over-the-counter market. The market value of a common stock usually will differ considerably from its par value, book value or liquidating value as it is a function of the company's current and anticipated future earnings and dividends and the perceived risk of the stock on the part of investors. The market capitalization of a company is equal to the number of outstanding shares times the market price per share.

As owners, common shareholders are entitled to elect the company's board of directors which, in turn, selects management and runs the business. The only recourse a shareholder has against management is via the board of directors. If a director acts in a manner which results in personal gain, he is liable to suit. In electing directors, a shareholder is entitled either to vote all of his shares for each director (majority voting) or to vote all of his shares, multiplied by the number of directors to be elected, for less than the total number of directors being elected (cumulative voting).