

### Overview

To guide the decision making by both the elected and appointed officials and their consultants and to provide continuity as staff and council members change; to provide a cohesive framework upon which the decisions are made; to maintain the financial integrity of the City of Platteville.

### Policy

The Common Council has overall responsibility for the enforcement of this plan with the City Manager and Administration Director having staff responsibility. (Reference: Wisconsin State Statutes Chapter 65, Municipal Budgets; Chapter 67, Municipal Borrowing and Municipal Bonds)

### Internal Controls

City staff shall establish a system of internal controls designed to prevent losses of City funds arising from fraud, misrepresentation by third parties, unanticipated changes in financial markets, employee error or imprudent actions by employees. Each year, as part of the City's annual audit by an external auditing firm, there will be an independent review. This review will provide internal control by assuring compliance with this policy.

### Debt Management

The City recognizes that the foundation of any well-managed program of capital financing is a comprehensive debt management plan. This plan helps set forth the parameters for issuing debt and managing outstanding debt. It also provides guidance to decision makers regarding the timing and purposes for which debt may be issued, types and amounts of permissible debt, method of sale that may be used and structural features that may be incorporated.

The City will confine long-term borrowing to projects and equipment that cannot be financed from current revenues. Generally, projects with a useful life of five years or less will not be funded from long-term debt. The term of any debt obligations issued by the City should not exceed the economic life of the improvements that they finance. If financially feasible, the term should be shorter than the projected economic life. Whenever possible, the term of obligations issued will be ten years or less. The City will borrow no more than 75% of annual Capital Improvements.

Debt obligations issued by the City will carry a fixed interest rate. If, in consultation with its Financial Advisor, the City determines that a variable interest rate offers specific advantages, it may choose to issue securities that pay a rate of interest that varies according to a predetermined formula or results from a periodic remarketing of securities.

The total principal amount outstanding of debt obligations carrying the G.O. pledge of the City may not exceed an amount equal to 5% of the City's equalized value (including any tax increments) as determined by the Wisconsin Department of Revenue. The City has further identified a targeted maximum direct debt burden of 3.5%, which is equivalent to utilization of no more than 70% of its statutorily allowed debt capacity.

Currently, all City debt is general obligation debt except for revenue bonds issued by the Water & Sewer Department and Tax Incremental Districts. The water and sewer debt is supported by utility revenue, while the TID revenue bonds are supported by tax increment from their respective districts. Mortgage revenue bonds do not count against the state debt limit.

Prior to adopting the annual capital budget, the City will evaluate the impact of the proposed issuance on the stated goals as well as the impact on the debt level. When possible, the tax levy will be replaced with special assessments, water and sewer revenues, TID Increments, or other revenues as a source for repaying the debt.

Debt obligations may be issued by the City under the authority of, and for the purposes defined in the following Chapters or Sections of the Wisconsin Statutes: Chapter 67 – G.O. Bonds and Notes, Section 66.0621 – Revenue Obligations, Section 66.1335 – Housing and Community Development, Section 66.0701 through 66.0733 – Special Assessment B Bonds. Prior to issuing bonds other than general obligation bonds, an analysis will be performed to determine the risks and benefits of the alternative financing and the impact of the financing on the City's credit position.

## **Capital Improvement Plan**

Capital improvements and capital expenditures are any items which are expected to have a useful life of three years or more and costing over \$10,000. Items generally under \$10,000 will be paid for by tax levy; items over \$10,000 may be borrowed for. Capital improvements include:

- Capital equipment
- Utility improvements
- Public Works improvements
- Public buildings and grounds

Department Heads will work with the City Manager to propose a five-year capital improvement program for their respective departments. The City Manager will submit the combined five-year capital improvement plan to the Common Council for review and approval during the City's budget process. The capital improvement plan will include the description of each project, estimate timing for each project and describe how the project will be funded, whether through levy support, debt or other financing sources.

The City's goal is to budget enough funds necessary to cover any predictable infrastructure maintenance and equipment costs. The City intends to utilize its borrowing power primarily for projects that would involve replacement or installation of new infrastructure. This protects the City's borrowing power and allows the City the opportunity to focus on borrowing for projects that could be considered an investment by yielding returns in the form of additional tax base or maintenance of values.

## **Budget Administration**

### Responsibilities

All expenditures of the City of Platteville shall be made in accordance with the annual budget. Department Heads are responsible for managing their respective budgets. Budgetary control is maintained at the line item level. Each Department is responsible for reviewing purchases and payment requests for compliance with City rules, regulations, and budgetary limits.

The Administration Department oversees the finances of the City including the following:

- Administering the City's payment system to review, process, and pay purchasing transactions and expense claims,
- Receiving and depositing all City receipts, which are invested by the City Treasurer,
- Maintaining records for all these transactions and monitoring their effect on cash balances, and
- Administering the City's payroll system to process personnel transactions and to review and pay personnel expenses.

Reporting

Monthly detail budget reports shall be prepared and distributed to the City Council, Department Heads and support staff. These reports shall be organized by department, division, and line item showing the authorized budget amount as well as expenditures and encumbrances to date.

Functional Expenditure Categories

Wisconsin State Statute requires expenditures to be grouped into functional expenditure categories. The General Fund functional expenditure category levels, with related departments, are summarized in the table below.

<b>Functional Expenditure Category</b>	<b>Budget Section</b>
General Government	Council City Attorney City Manager Communications City Clerk, including Elections and City Assessor Municipal Building Insurance Administration IT
Public Safety	Police Fire Ambulance Fee Emergency Management Building Inspection
Public Works	Streets Storm Sewer Refuse, Recycling and Weeds
Health and Human Services	Freudenreich Animal Trust Fund Cemeteries
Culture, Recreation and Education	Library Museum Senior Center Recreation Parks
Conservation and Development	Forestry PCAN Housing Community Planning & Development

For funds other than the General Fund, the functional expenditure category level is the total budget of the fund.

Amendments

Budget amendments may be executed with the approval of the individuals or groups outlined in the table below.

	Admin. Director	City Manager	Common Council*
<b>General Fund</b>			
Transfers between line items within a department	✓		
Transfers between departments within a functional expenditure category		✓	
Transfers between functional expenditure categories			✓
<b>Other Funds</b>			
Transfers between line items		✓	
Transfers between funds			✓

\*Under Wisconsin State Statute 65.90(5), amendments made by the governing body must receive a 2/3-majority vote.

Wages and Benefits

Regular full-time and part-time positions are approved through the budget. The number of regular full-time and part-time positions cannot be increased without Common Council approval. As vacancies occur, regular full-time and part-time positions may be reallocated at the discretion of the City Manager based on organization needs. Any additional expense or saving resulting from staffing changes (i.e. lower or higher compensation and benefit costs) will be managed on an organization-wide basis. Anticipated budget savings due to an employee vacancy or change in a position may not be used to supplement expenditures without City Manager approval.

Part-time (less than 20 hours/week), Temporary or Seasonal (PTS) employees will be designated as a separate budget line item for each department. Department Heads can determine the right complement of PTS workforce required, both in terms of the number of employees and hours, as long as the total wages remain within the budgeted amount.

**Fund Balances**

Fund balance is an important measure of financial condition that represents the difference between a fund’s assets and liabilities. In accordance with the requirements of GASB 54, fund balances shall be classified as follows: non-spendable, restricted, committed, assigned and unassigned.

Non-spendable fund balances include amounts that are not in a spendable form (such as inventory) or are required to be maintained intact.

Restricted fund balances include amounts constrained to specific purposes by their providers (such as grantors, bondholders, and higher levels of government) through constitutional provisions, or by enabling legislation.

Committed fund balances include amounts constrained to specific purposes by the City Council, using its highest level of decision-making authority; to be reported as committed, amounts cannot be used for any other purpose unless the City Council takes the same highest level action to remove or change the constraint.

Assigned fund balances include amounts the City Council intends to use for a specific purpose; intent can be expressed by the City Council or by an official or body to which the City Council delegates the authority. All

remaining positive spendable amounts in governmental funds, other than the general fund, that are neither restricted nor committed may be assigned. Assignments may take place after the end of the reporting period.

Unassigned fund balances include residual positive fund balance within the general fund which has not been classified within the other above mentioned categories. Unassigned fund balance may also include negative balances for any governmental fund if expenditures exceed amounts restricted, committed, or assigned for those purposes.

Fund balances should be maintained at a level which provides funds sufficient to pay City expenses without being subject to short-term borrowing. The City receives approximately one-third of the City's tax levy in late August, and 85% of the State Shared Revenues are received in late November. The City commits to strive for a general undesignated fund balance equal to 20% of the general fund budget. When the fund balance exceeds 20% of the operating expenses, City staff should consider reducing the amount of borrowing for capital projects in that given fiscal year or for any expenditure authorized by the City Manager and Common Council. Temporary noncompliance with established minimums is permissible with the authorization of City Council through the budget adoption process or specific City Council action. Minimum fund balance is recorded as unassigned in the general fund. All other governmental funds shall report minimum balances as assigned due to the nature and purpose of the fund to exist for its intended purpose. If short term loans are needed by any fund, such monies may be borrowed from another city fund through the end of the current year. Interest charged will be equal to the current investment interest rate available to the City, but not lower than 3%.

## **Land Use and Growth**

It is the policy of the City of Platteville to welcome new growth and development to the City if it conforms to the City's Comprehensive Plan. If incentives can be provided, they should be extended to development based upon its projected return to the City.

## **Tax Rate Stability**

The City recognizes a long-range financial plan is important for tax rate stability. The City is committed to developing and monitoring a long-range forecast for revenues, expenditures, debt and capital needs to help avoid major tax increases in any single year.

## **Investments**

It is the policy of the City of Platteville to invest public funds in a legal and safe manner which will provide the highest investment return with regard to maximum safety, while conforming to applicable state and local Statutes governing investment of public funds.

The primary objectives of the City's investment activities shall be: safety, liquidity, yield and ethics and conflicts of interest.

Safety of principal is the foremost objective of the investment program. Investments of the City shall be undertaken in a manner that seeks to ensure the preservation of capital in the overall portfolio. Diversification may be a mechanism to achieve this goal. A second method to insure safety is to collateralize certain investments. Diversifying the investment portfolio so that the impact of potential losses from any one type of investment or from any one individual issuer will be minimized.

The City's investment portfolio shall remain sufficiently liquid to enable the City to meet all operating requirements, which may be reasonably anticipated.

The City's investment portfolio shall be designed with the objective of attaining a rate of return that meets the constraints of this policy and market conditions and should only include authorized investments. Authorized investments include any investment stipulated in Wisconsin statute 66.0603 (1m). In accordance with Wisconsin Statutes 34.01 (5) and 34.09, all Wisconsin banks, state or federal chartered, as well as the Wisconsin local government pooled- investment fund, are authorized depositories. All banks designated as authorized depositories must be members of the Federal Deposit Insurance Corporation (FDIC) and be defined as "well capitalized" by the FDIC. The City shall minimize interest rate risk, which is the risk that the market value of securities in the portfolio will fall due to changes in market interest rates, by structuring the investment portfolio so that securities mature to meet cash requirements for ongoing operations, thereby avoiding the need to sell securities on the open market prior to maturity. No investment shall have a maturity greater than 5 years from the purchase/settlement date. Investments considered or defined as "derivatives" are prohibited, including but not limited to Mortgaged Back Securities (MBS), Collateralized Mortgage Obligations (CMO), Asset Backed Securities (ABS) and Interest Rate Swaps.

Officers and employees involved in the investment process shall refrain from personal business activity that could conflict with proper execution of the investment program or which could impair their ability to make impartial investment decisions. Employees and investment officials shall disclose to the City of Platteville Common Council any material financial interests in financial institutions that conduct business within this jurisdiction, and they shall further disclose any large personal financial or investment positions that could be related to the performance of the City, particularly regarding the time of purchases and sales. Management and administrative responsibility for the investment program of the City is entrusted to the City Manager under the direction of the City Council. Individuals authorized to engage in investment transactions on behalf of the City are the City Manager and Administration Director.

Investments shall be diversified by limiting investments to avoid over concentration in securities from a specific issuer, industry or business sector, excluding U.S. Treasury obligations, investing in securities with varying maturities and continuously investing a portion of the investment portfolio in readily available funds such as local government investment pools, money market accounts or money market mutual funds permissible under state statute.

The Treasurer shall include an investment summary report within the monthly Financial Report given to the Common Council.

Please see attachment A for a list of authorized financial institutions and authorized signatories.

The principles outlined above are intended to set forth the City's philosophy related to fiscal management. The Common Council and City Manager recognize that circumstances change and that these principles must be reviewed annually. However, it is the intent of the City of Platteville to follow these general guidelines to assure fiscal integrity and to maintain a high credit rating.

## **Federal Awards Cost Allowability Policy**

### Charging of Costs to Federal Awards

Only costs that are reasonable, allowable and allocable to a federal award shall be charged to that award directly or indirectly. All unallowable costs shall be appropriately segregated from allowable costs in the general ledger in order to assure that unallowable costs are not charged to Federal awards.

### Criteria for Allowability

All costs must meet the following criteria in order to be treated as allowable direct or indirect costs under a federal award:

The cost must be "reasonable" for the performance of the award, considering the following factors:

- Whether the cost is of a type that is generally considered as being necessary for the operation of the Organization or the performance of the award;
- Restraints imposed by such factors as generally accepted sound business practices, arm's length bargaining, federal and state laws and regulations, and the terms and conditions of the award;
- Whether the individuals concerned acted with prudence in the circumstances;
- Consistency with established policies and procedures of the Organization, deviations from which could unjustifiably increase the costs of the award.

The cost must be "allocable" to an award by meeting one of the following criteria:

- The cost is incurred specifically for a federal award;
- The cost benefits both the federal award and other work, and can be distributed in reasonable proportion to the benefits received; or
- The cost is necessary to the overall operation of the Organization, but where a direct relationship to any particular program or group of programs cannot be demonstrated.

The cost must conform to any limitations or exclusions of OMS Circular A-122 or the federal award itself.

Treatment of costs must be consistent with policies and procedures that apply to both federally financed activities and other activities of the Organization.

Costs must be consistent with Non Federal charges and be consistently treated over time.

The cost must be determined in accordance with generally accepted accounting principles.

Costs may not be included as a cost of any other federally financed program in the current or prior periods.

The cost must be adequately documented.

### Personnel and Fringe Benefit Costs

The cost of fringe benefits in the form of compensation paid to employees during periods of authorized absences from the job, such as for vacation, family-related leave, sick leave, holidays, court leave, military leave, and other similar benefits, are allowed and provided for under the City of Platteville's employee handbook.

## **Attachment A:**

### **List of Authorized Financial Institutions**

Wisconsin Bank and Trust, Platteville, WI  
Mound City Bank, Platteville, WI  
Clare Bank, Platteville, WI  
Marine Credit Union, Platteville, WI  
Community First Bank, Platteville, WI  
Dupaco Community Credit Union, Platteville, WI  
Heartland Credit Union, Platteville, WI  
Fidelity Bank & Trust, Platteville, WI  
Any Subsequent Banks or Credit Unions, Platteville, WI

State of WI Investment Pool, Madison, WI  
Associated Trust Co., Green Bay, WI  
Robert W. Baird & Co., Inc., Milwaukee, WI  
Edward D. Jones & Co., Platteville, WI  
Ehler's Investment Partners, Waukesha, WI

### **List of Authorized Signatories**

Council President  
City Manager  
Administration Director  
City Clerk  
Comptroller/City Treasurer