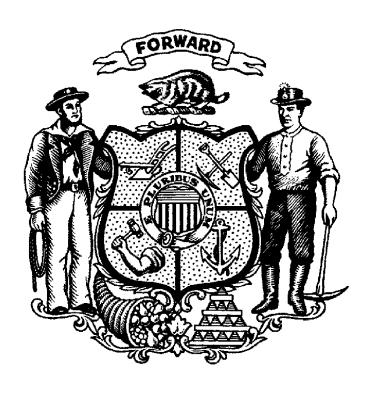
State of Wisconsin

Investment Board



Agency Budget Request 2021 – 2023 Biennium September 15, 2020

Table of Contents

Cover Letter	3
Description	5
Mission	
Goals	7
Performance Measures	8
Organization Chart	13
Agency Total by Fund Source	14
Agency Total by Fund Program	15
Agency Total by Decision Item (DIN)	16
Decision Items	17
Act 201	22



Date: September 10, 2020

To: Joel Brennan, Secretary

Brian Pahnke, Administrator, Executive Budget & Finance

Department of Administration

Robert Lang, Director Legislative Fiscal Bureau

From: David Villa, Executive Director / Chief Investment Officer

Investment Board

Re: 2021-23 Biennial Budget Request

Attached is SWIB's budget submission for the 2021-23 biennium. Our budget is funded entirely by charges to the funds under management (program revenue) and we seek a \$5,220,000 increase in budget authority and 33 staff positions as part of the biennial budget request. Under Wis. Stats. 25.187(2)(b), the Board of Trustees may establish the operating budget each fiscal year and monitor the fiscal management of the operating budget. The annual operating budget is developed to provide the necessary resources to manage trust fund assets and for the Board to fulfill its fiduciary duty to manage the assets in the best interest of the beneficiaries.

Performance Goals and Achievements

SWIB has surpassed most of the performance goals established in our 2019-21 biennial budget request. As can be seen in the attached Performance Measures, SWIB's Net of Fee performance exceeded investment benchmarks for the one-, five-, and ten-year periods ending December 31, 2019, for the Core Fund and the Variable Fund that make up the Wisconsin Retirement System (WRS). The WRS funds represent approximately \$112.5 billion, or 89 percent, of the total assets managed by SWIB of \$126.3 billion as of June 30, 2020. From 2009 through 2018, net investment income earned by SWIB approximated 79 percent of total funding for the WRS. That figure for the U.S. public pension system as a whole averaged 59 percent during the same time period, which indicates that in Wisconsin public employers and employees bear less of the burden than those in most other states. The WRS is one of the few fully funded public pension plans in the U.S.

SWIB's goals for the next biennium include continuing to realize external asset manager fee savings by increasing its ability to manage assets internally where appropriate and further reducing volatility of assets under management by implementing new, diversified investment strategies.

STATE OF WISCONSIN INVESTMENT BOARD Page 2

Budget Flexibility Leads to Net Cost Savings

With the support of the Governor and the Legislature, SWIB has used the budget flexibility granted by the Legislature to build a strong internal investment management program that is providing a significant financial benefit to the WRS. Internally managing approximately 50 percent of WRS assets helps keep SWIB's costs lower than its peers, according to CEM Benchmarking, an independent provider of objective cost benchmarking for public pension plans. In addition to cost savings, SWIB's active management has created billions in additional income for beneficiaries when compared to a simple passively constructed portfolio. SWIB's total costs have increased in recent years, but they have remained consistently and materially lower than its peers. Compared to peers, SWIB saved approximately \$54 million in 2018 and \$1.3 billion from 2009 to 2018.

Investment Strategies and Managing Risk

SWIB's asset allocation and investment decisions are based on selecting the best opportunities to meet the long-term investment objectives of the WRS and the other trust funds under management while taking an appropriate level of risk. Having a long-term view of performance and the investment markets is crucial when considering the amount of volatility in investment markets over the past several years. As a result, SWIB is continuing to explore and implement new investment strategies to help stabilize investment returns and, in turn, contribution rates for active employees and pension adjustments for retirees. Asset allocation and investment diversification are essential components of SWIB's long-term investment strategy.

Investment in Wisconsin Businesses

When economically appropriate, SWIB continues to invest in Wisconsin businesses ranging from small, family-owned companies to billion-dollar manufacturers with worldwide sales. For the fiscal year ending June 30, 2019, SWIB held assets of \$576.9 million in companies headquartered in Wisconsin or with significant operations in the state. SWIB has also invested in venture capital funds designed to identify and invest in promising young technology businesses in Wisconsin and the region.

SWIB will continue to be diligent in our efforts to keep the WRS system stable and well-funded.

We look forward to working with your staff as the budget progresses. If you have any questions, please contact Jameson Greenfield, Chief Financial Officer, at 266-9857.

AGENCY DESCRIPTION

As of June 30, 2020, the board managed approximately \$126.3 billion in assets. The trust funds of the Wisconsin Retirement System comprise nearly 89 percent of the funds under management at \$112.5 billion in assets. As of December 31, 2019, the Wisconsin Retirement System was the ninth largest public pension fund in America and the 25th largest public or private pension fund in the world.

The board also manages the state investment fund, which invests the cash balances of state agencies, local governments and the Wisconsin Retirement System on a commingled basis. Funds are managed to protect principal, provide liquidity and enhance returns. In addition, the board manages several smaller trust funds. Each has investment objectives to fulfill specific financial needs.

The board is comprised of nine trustees, selected as follows:

- Five public members appointed by the Governor with the advice and consent of the Senate to staggered six-year terms. Four of these five members must possess at least ten years of investment experience.
- One member representing a local government that participates in the Local Government Investment Pool.
 This member is appointed by the Governor with the advice and consent of the Senate to a six-year term and must meet prescribed statutory eligibility criteria.
- Two members must be Wisconsin Retirement System participants. One member is appointed by the Teachers Retirement Board from among Wisconsin Retirement System teacher participants and the other is appointed by the Wisconsin Retirement Board from among Wisconsin Retirement System nonteacher participants, for six-year terms.
- One member is the secretary of the Department of Administration, or his or her designee.

MISSION

To be a trusted and skilled global investment organization contributing to a strong financial future for the beneficiaries of the funds entrusted to us.

PROGRAMS, GOALS, OBJECTIVES AND ACTIVITIES

Program 1: Investment of Funds

Goal: Earn the best rate of investment return, with an appropriate level of risk, for each fund managed.

Objective/Activity: The board strives to exceed measurable investment goals for each fund. The investment objective for the Wisconsin Retirement System trust funds is to achieve a long-term rate of return that will help the system meet pension obligations to current and future beneficiaries. Successful investment performance reduces the amount that taxpayers contribute to the funding of system benefits and provides for increases in pension benefits. The investment objective for the state investment fund is to exceed its established performance benchmark while ensuring the safety of principal and liquidity. The investment objective for the small funds is to meet annual fund cash flow requirements, as established by their governing boards.

PERFORMANCE MEASURES

FY2019 AND FY2020 GOALS AND ACTUALS

Drog		Goal	Actual	Goal	Actual
Prog. No.	Performance Measure	FY2019	FY2019	FY2020	FY2020
1.	Investment returns for the Core and Variable Retirement Funds exceed market index returns for the asset classes in which the funds are invested on a net basis. ^{1,2}	Net investment returns exceed market performance benchmarks on a one-, five- and ten- year basis	CY2018 Core: 1 Year: Yes 5 Year: Yes 10 Year: Yes Variable: 1 Year: No 5 Year: No 10 Year: Yes	Net investment returns exceed market performance benchmarks on a one-, five- and ten- year basis	CY2019 Core: 1 Year: Yes 5 Year: Yes 10 Year: Yes Variable: 1 Year: Yes 5 Year: Yes 10 Year: Yes
1.	Long-term investment returns for the Core Retirement Fund meet or exceed the rate of return assumed by Wisconsin Retirement System actuary. ³	Net return averages at least 7.0% annually over the long term (ten years)	Met goal CY2018 Ten-year net return was 8.4%	Net return averages at least 7.0% annually over the long term (ten years)	Met goal CY2019 Ten-year net return was 8.2%
1.	Total costs to manage the Core Retirement Fund are reasonable when compared to peer funds with a similar asset mix and size. ⁴	Total costs are at or below the normal cost paid by peers to manage a similar asset mix	Met goal CY 2017 cost was 45.4 basis points (45.4 cents per \$100 managed) compared to typical costs of 58.2 basis points	Total costs are at or below the normal cost paid by peers to manage a similar asset mix	Met goal CY 2018 cost was 44.7 basis points (44.7 cents per \$100 managed) compared to typical costs of 56.9 basis points
1.	Core Retirement Fund investment returns are in the top half of its peer group. ⁵	Core Fund's five-year investment return exceeds the peer group median on an asset allocation adjusted basis	CY 2018 Did not meet goal Gross return of 5.17% vs median of 5.22%	Core fund's five-year investment return exceeds the peer group median on an asset allocation adjusted basis	CY 2019 Met goal Gross return of 7.84% vs median of 7.66%

Prog.	Performance Measure	Goal	Actual	Goal	Actual
1.	State Investment Fund returns exceed investment performance benchmarks. ^{1,2}	FY2019 Exceed benchmarks	FY2019 FY2019 1 Year: Yes 5 Year: Yes 10 Year: Yes	Exceed benchmarks	FY2020 FY2020 1 Year: Yes 5 Year: Yes 10 Year: Yes
1.	State Investment Fund returns exceed the median of comparable money market mutual funds. ⁶	Above the median	Exceeded goal For the year ending June 30, 2019, the SIF return of 2.33% (Net of All Fee) compares to the top 1% of money market funds in the Crane Government Money Market Index and top 6% of money market funds in the Crane Taxable Money Fund Index.	Above the median	Exceeded goal For the year ended June 30, 2020, the SIF return of 1.45% (Net of All Fee) compares to the top 3% of money market funds in the Crane Government Money Market Index and the top 13% of money market funds in the Crane Taxable Money Fund Index.
1.	Meet annual fund cash flow requirements as established by the governing boards for the State Historical Society Trust Fund, Injured Patients and Families Compensation Fund, State Life Insurance Fund, Local Government Property Insurance Fund ⁷ , UW System Trust Fund, and EdVest Tuition Trust Fund ⁷ .	Meet the cash flow needs of the funds	Met goal	Meet the cash flow needs of the funds	Met goal

Note:

¹ Returns reported Net of Fee, except where noted.

² Core and Variable Trust Fund official investment performance and measures are reported on a calendar year basis. State Investment Fund official investment performance and measures are reported on a fiscal year basis.

³ The assumed rate of return is established by the Employee Trust Funds (ETF) Board, acting on recommendation of its independent consulting actuary.

⁴ As reported by CEM Benchmarking, Inc. Cost effectiveness reporting is performed on a calendar year basis and is available on annual calendar year lag.

⁵ Peer group Public Funds with over \$10 billion in assets compiled by Callan Associates, Inc. Returns measured at Gross of Fee and on an asset allocation adjusted basis.

⁶ As measured by the appropriate market index or peer data.

⁷ Performance end date for the SWIB managed Local Government Property Insurance Fund and EdVest Tuition Trust Funds was July 2019.

FY2021, FY2022 AND FY2023 GOALS

D		Goal	Goal	Goal
Prog. No.	Performance Measure	FY2021	FY2022	FY2023
1.	Investment returns for the Core and Variable Retirement Funds exceed market index returns for the asset classes in which the funds are invested on a net basis. ^{1,2}	Net investment returns exceed market performance benchmarks on a one-, five- and ten-year basis	Net investment returns exceed market performance benchmarks on a one-, five- and ten-year basis	Net investment returns exceed market performance benchmarks on a one-, five- and ten-year basis
1.	Long-term investment returns for the Core Retirement Fund meet or exceed the rate of return assumed by Wisconsin Retirement System actuary. ³	Net return averages at least 7.0% annually over the long term (ten years)	Net return averages at least 7.0% annually over the long term (ten years)	Net return averages at least 7.0% annually over the long term (ten years)
1.	Total costs to manage the Core Retirement Fund are reasonable when compared to peer funds with a similar asset mix and size. ⁴	Total costs are at or below the normal cost paid by peers to manage a similar asset mix	Total costs are at or below the normal cost paid by peers to manage a similar asset mix	Total costs are at or below the normal cost paid by peers to manage a similar asset mix
1.	Core Retirement Fund investment returns are in the top half of its peer group. ⁵	Core Fund's five- year investment return exceeds the peer group median on an asset allocation adjusted basis	Core fund's five- year investment return exceeds the peer group median on an asset allocation adjusted basis	Core fund's five- year investment return exceeds the peer group median on an asset allocation adjusted basis
1.	State Investment Fund returns exceed investment performance benchmarks. ^{1,2}	Exceed benchmarks	Exceed benchmarks	Exceed benchmarks
1.	State Investment Fund returns exceed the median of comparable money market mutual funds.6	Above the median	Above the median	Above the median
1.	Meet annual fund cash flow requirements as established by the governing boards for the State Historical Society Trust Fund, Injured Patients and Families Compensation Fund, State Life Insurance Fund, and UW System Trust Fund.	Meet the cash flow needs of the funds	Meet the cash flow needs of the funds	Meet the cash flow needs of the funds

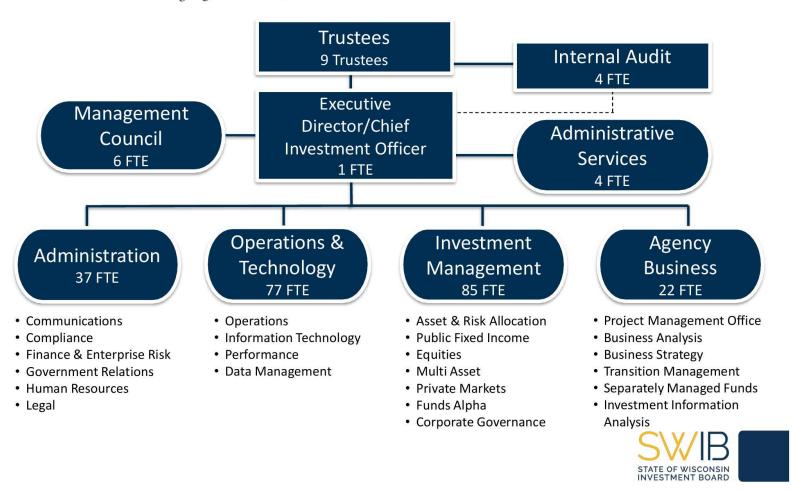
Note:

1 Returns reported Net of Fee, except where noted.

- ² Core and Variable Trust Fund official investment performance and measures are reported on a calendar year basis. State Investment Fund official investment performance and measures are reported on a fiscal year basis.
- ³ The assumed rate of return is established by the Employee Trust Funds (ETF) Board, acting on recommendation of its independent consulting actuary.
- ⁴ As reported by CEM Benchmarking, Inc. Cost effectiveness reporting is performed on a calendar year basis and is available on annual calendar year lag.
- ⁵ Peer group Public Funds with over \$10 billion in assets compiled by Callan Associates, Inc. Returns measured at Gross of Fee and reported on an asset allocation adjusted basis.
- ⁶ As measured by the appropriate market index or peer data.

SWIB Organizational Structure

236 FTE as of June 30, 2020



Agency Total by Fund Source

Investment Board

ANNUAL SUMMARY						BIENNIAL SUMMARY					
Source Funds		Prior Year Total	Adjusted Base	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE	Base Year Doubled (BYD)	Biennial Request	Change From (BYD)	Change From BYD %
PR	S	\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.0%
Total		\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.0%
Grand Total		\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.0%

Agency Total by Program

536 Investment Board

		ANNUAL SUMMARY					BIENNIAL SUMMARY				
Source of Fe	unds	Prior Year Actual	Adjusted Base	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE	Base Year Doubled (BYD)	Biennial Request	Change From (BYD)	Change From BYD %
01 INVEST	01 INVESTMENT OF FUNDS										
Non Federal											
PR	,	\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.00%
	S	\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.00%
Total - Non Federal		\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.00%
	S	\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.00%
PGM 01 Total		\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.00%
PR		\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.00%
	S	\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.00%
TOTAL 01		\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.00%
	S	\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.00%
Agency Tota	I	\$58,328,049	\$67,664,700	\$67,664,700	\$67,664,700	236.00	236.00	\$135,329,400	\$135,329,400	\$0	0.00%

Agency Total by Decision Item

Investment Board

Decision Item	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
2000 Adjusted Base Funding Level	\$67,664,700	\$67,664,700	236.00	236.00
TOTAL	\$67,664,700	\$67,664,700	236.00	236.00

Decision Item (DIN) - 2000

Decision Item (DIN) Title - Adjusted Base Funding Level

NARRATIVE

Adjusted Base Funding Level

Decision Item by Line

	CODES	TITLES
DEPARTMENT	536	Investment Board
	CODES	TITLES
DECISION ITEM	2000	TITLES Adjusted Base Funding Level

	Expenditure items	1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$49,136,600	\$49,136,600
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$275,400	\$275,400
05	Fringe Benefits	\$10,615,700	\$10,615,700
06	Supplies and Services	\$7,637,000	\$7,637,000
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
17	Total Cost	\$67,664,700	\$67,664,700

Decision Item by Line

18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	236.00	236.00

Decision Item by Numeric

Investment Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	2000	Adjusted Base F	unding Level		
01	Investment of funds				
	31 General program operations	\$67,664,700	\$67,664,700	236.00	236.00
	Investment of funds SubTotal	\$67,664,700	\$67,664,700	236.00	236.00
	Adjusted Base Funding Level SubTotal	\$67,664,700	\$67,664,700	236.00	236.00
	Agency Total	\$67,664,700	\$67,664,700	236.00	236.00

Decision Item by Fund Source

Investment Board

	Source of F	unds	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
Decision Item	2000	Adjus	ted Base Funding	Level		
	PR	S	\$67,664,700	\$67,664,700	236.00	236.00
	Total		\$67,664,700	\$67,664,700	236.00	236.00
Agency Total			\$67,664,700	\$67,664,700	236.00	236.00

ACT 201

Proposal under s. 16.42(4)(b)2.: 0% change in each fiscal year

FY: FY22 & 23 Agency: SWIB - 536

Exclusions: Federal

Debt Service

Columns A-G were prepopulated for agencies to reflect state operations adjusted base and reductions agreed to by DOA and LFB. See Appendix H for instructions on how to complete these templates.

Proposed \$ and Proposed FTE columns reflect total agency proposed spending and positions for indicated fiscal year. These amounts should include standard budget adjustments (SBAs), any proposed reallocations or reductions to meet the target, and any other requests that the agency would want considered under this proposal.

Appropriations with zero dollars and zero FTEs are not loaded into the template. If you have any questions, contact your SBO analyst.

IF YOUR AGENCY PLANS TO TAKE THE SAME CUTS OVER BOTH YEARS, YOU SHOULD ONLY FILL OUT ONE GRID FOR 0% GROWTH AND ONE GRID FOR 5% REDUCTION, THEN CHANGE FY22 TO FY22 AND 23.

	Appropriation		Fund Adjusted Base		(See Note 1) 0% Change	Proposed Budget 2021-22		Item	Change from Adj Base		(See Note 2) Remove SBAs		Change from Adjusted Base after Removal of SBAs			
Agency	Alpha	Numeric	Source	\$	FTE	Target	Proposed \$	Proposed FTE	Ref.	\$	FTE	\$	FTE	\$		FTE
536	1k	131	PR	\$67,664,700	236.00	0	67,664,700	236.00		0	0.00	0	0.00		0	0.00
Totals				67,664,700	236.00	0	67,664,700	236.00		0	0.00	0	0.00		0	0.00
Note 1: Reduction target must be met within state operations appropriations, but may be allocated across those appropriations and fund sources. Target Reduction =														0		

Note 2: Amounts should be SBAs (DINs 3001 - 3011) from agency request multiplied by -1.

Difference = 0
Should equal \$0

Items - Describe proposed changes (excl. SBAs) to reach target or other priorities of agency

1

2

3

Proposal under s. 16.42(4)(b)1.: 5% change in each fiscal year

FY: FY22 & 23 Agency: SWB - 536

Exclusions: Federal Debt Service

Columns A-G were prepopulated for agencies to reflect state operations adjusted base and reductions agreed to by DOA and LFB. See Appendix H for instructions on how to complete these templates.

Proposed \$ and Proposed FTE columns reflect total agency proposed spending and positions for indicated fiscal year. These amounts should include standard budget adjustments (SBAs), any proposed reallocations or reductions to meet the target, and any other requests that the agency would want considered under this proposal.

Appropriations with zero dollars and zero FTEs are not loaded into the template. If you have any questions, contact your SBO analyst.

IF YOUR AGENCY PLANS TO TAKE THE SAME CUTS OVER BOTH YEARS, YOU SHOULD ONLY FILL OUT ONE GRID FOR 0% GROWTH AND ONE GRID FOR 5% REDUCTION, THEN CHANGE FY22 TO FY22 AND 23.

	Appropriation		Fund Adjusted Base		(See Note 1) 5% Reduction	Proposed Budget 2021-22		Item	Change from Adj Base		(See Note 2) Remove SBAs		Change from Adjusted Base after Removal of SBAs		
Agency	Alpha	Numeric	Source	\$	FTE	Target	Proposed \$	Proposed FTE	Ref.	\$	FTE	\$	FTE	\$	FTE
536	1k	131	PR	\$67,664,700	236.00	(3,383,200)	64,281,500	224.20		(3,383,200)	(11.80)	0	0.00	(3,383,200)	(11.80)
Totals				67,664,700	236.00	(3,383,200)	64,281,500	224,20		(3,383,200)	(11.80)	0	0.00	(3,383,200)	(11.80)
Note 1: Reduction target must be met within state operations appropriations, but may be allocated across those appropriations and fund sources.												Target Reductio	n =	(3,383,200)	
Note 2: Amounts should be SBAs (DINs 3001 - 3011) from agency request multiplied by -1.															
											Difference =		0		

Items - Describe proposed changes (excl. SBAs) to reach target or other priorities of agency

- 1 The targeted \$3.4 million reduction would equate to a staffing reduction of approximately 13 total FTEs (8 investment services staff, 5 investment management staff)
- 2 This would require an estimated movement of \$5.8 billion in assets from internal management by SWIB staff to external management by asset management firms.
- 3 While costs from internal management would decrease by \$3.4 million, 5W/IB's total costs would only decrease an estimated \$310 thousand (net of internal cost savings) due to the higher fee structure for external management.
- 4 Particularly since 2007, SWIB has followed a policy of increasing internal management when possible because it can do so at a lower cost without giving up returns. SWIB currently manages approximately 56% of total assets with internal staff for 20% of the total costs of management. Viewed in this context, an arbitrary 5% cut in the operating budget does not make fiscal sense because it forces SWIB to incur greater external fees or to risk lower returns, or both.

Should equal \$0