

# RICHLAND COUNTY

Rules & Resolutions Committee and Ethics Board

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September 1, 2021

## NOTICE OF MEETING

Please be advised that the Richland County Rules and Resolutions Committee and Ethics Board will convene at 10:00 a.m., Thursday, September 2<sup>nd</sup>, 2021 in the County Board Room at 181 W. Seminary Street and via videoconference and teleconference using the following information:

**WebEx Videoconference:**

<https://richlandcounty.my.webex.com/richlandcounty.my/j.php?MTID=mcf30983fc87e6efb4fd80ebf5299fbc6>

Meeting number: 2556 545 9289, Password: richland

**WebEx Teleconference:** WebEx teleconference phone number: 408-418-9388, Access code: 2556 545 9289##

If you have any trouble accessing the meeting, please contact MIS Director Barbara Scott at 608-649-5922 (phone) or [barbara.scott@co.richland.wi.us](mailto:barbara.scott@co.richland.wi.us) (email), or Rules & Resolutions Committee Chair Shaun Murphy-Lopez at 608-462-3715 (phone/text) or [shaun.murphy@co.richland.wi.us](mailto:shaun.murphy@co.richland.wi.us) (email).

Agenda:

1. Call to order
2. Proof of notification
3. Agenda approval
4. Previous meeting minutes\*
5. Hispanic American Heritage Month\*
6. Ethics ordinances\*
7. Richland County flag\*
8. Future agenda items
9. Adjournment

\*Meeting materials for items marked with an asterisk may be found at <https://www.co.richland.wi.us/ethicsboardminutes.shtml>.

CC: Committee Members, County Board, Department Heads, Richland Observer, WRCO, Valley Sentinel, Courthouse Bulletin Board

## RULES AND RESOLUTIONS COMMITTEE

August 5, 2021

The Rules and Resolutions Committee and Ethics Board met on Thursday, August 5, 2021, in person and virtually at 10:02 a.m. in the County Board Room at the Richland County Courthouse. Committee members present included: Shaun Murphy-Lopez, Kerry Severson, Donald Seep, Chad Cosgrove and Melissa Luck. Also present was: Derek S. Kalish, County Clerk, and Clinton Langreck, County Administrator.

Committee Chair Murphy-Lopez called the meeting to order at 10:02 am.

County Clerk Kalish confirmed the meeting had been properly noticed.

Motion by Cosgrove, second by Severson for approval of the Agenda. Motion carried and the agenda was approved.

Motion by Seep, second by Severson for approval of the minutes for the July 1<sup>st</sup> meeting of the Rules and Resolutions Committee and Ethics Board. Minutes from the July 1<sup>st</sup> meeting were declared approved.

**Amending Rule #17 – mileage and per diems** – County Clerk Kalish reviewed proposed changes to Rule #17 of the Rules of the Board and noted that an electronic claims reimbursement form would be provided as a part of the proposed changes. The proposed changes were as follows:

(B): The County Clerk shall only pay mileage and per diem for attendance at meetings of the County Board and at meetings of boards or committees after a claim has been filed by the Supervisor on the ~~forms~~ claims reimbursement form provided by the County Clerk. Submission of the claims reimbursement form in an electronic format is preferred. Each Supervisor shall be responsible for submitting mileage and per diem claims on the claims reimbursement form to the County Clerk for his or her attendance at such meetings no later than the last day of the month in which the claims were incurred. Claims submitted after this date will not be paid until the next payroll cycle.

(D): Mileage and per diem reimbursement claims incurred in December must be submitted by Supervisors ~~Supervisors are urged to have all per diem and mileage claims for any calendar year submitted to the County Clerk's Office by not later than the last business day of December of the following year.~~ no later than the end of the third week of December to ensure that all claims are paid in the calendar year in which they occurred and to allow ample time for end-of-year payroll processing.

~~(E): The County Clerk shall prepare a list of all per diems and mileage claimed through the last business day of December for County Board attendance and for committee attendance, copies of this list shall be distributed by the County Clerk to each Supervisor by the February meeting of~~

~~the County Board and a summary of this list shall be published as part of the minutes of each February's County Board meeting.~~

Cosgrove makes motion to forward Rule #17 changes proposed by County Clerk Kalish to County Board for approval, seconded by Severson and the motion carried.

**Bids for online ordinances and resolutions** – County Clerk Kalish reviewed the information received from the three vendors consulted to complete a codification and digitization of the county's ordinances. Cosgrove makes motion to move forward with Municode as a possible service provider for codification/digitization of all County ordinances and for the County Clerk to present the information to Finance & Personnel for approval after further consultation with Municode to confirm proposed costs, seconded by Severson and the motion carried.

**Amended redistricting timetable, creation of redistricting committee** – Murphy-Lopez reviewed proposed amended redistricting timeline and noted that an amended redistricting timeline was needed as the final numbers from the 2020 census have not yet been released. Murphy-Lopez also reviewed the proposed composition of the Redistricting Committee and size of the County Board. Murphy-Lopez proposed the size of the County Board remain the same with 21 Supervisors and that the Redistricting Committee be composed of one citizen of the county, three County Board supervisors (one to serve as chair), and three municipal clerks (one each from a city, village, and township). Luck makes motion to present a resolution to the County Board to amend Resolution No. 21-17 adjusting the redistricting timetable and to create a Redistricting Committee with direction to retain the County Board's current size of 21 supervisory districts, seconded by Seep, and a roll call vote was taken. With 5 Ayes (Murphy-Lopez, Luck, Seep, Cosgrove, Severson) and 0 Nays the motion carried.

**Video recording of meetings and availability of meeting materials** – Murphy-Lopez reviewed the list of meetings that are being recorded and provided various meeting statistics relevant to the topic of discussion. Seep noted it may be beneficial to consider the number of constituents served as a factor for which meetings are recorded or not. Luck stated she felt more should be online and is in favor of the proposed resolution. Severson stated that until a firm understanding of the financial impact of video recordings is known, no changes should be made. MIS Director Scott noted that she and her staff do not have the capacity to handle an increase in the video recording duties at this time. Discussion on where recordings are stored and how long they are available for viewing followed. Murphy-Lopez noted that the managing of video recordings is hard to do without a policy in place to reference and guide. Scott noted that MIS has budgeted for additional staff in 2022 to handle the increase in demand for video recordings and MIS Administrator Jason Marshall noted that some groups are recording on their own and that equipment can be purchased to make video recording easier and more accessible. Brewer noted that video and audio recordings are a step beyond what is required and a decision on this should be delayed. Cosgrove makes motion to postpone amendments to Rule #3 regarding the video recording of meetings until December 2021, seconded by Seep and the motion carried. Cosgrove makes motion to amend Rule #18 to include the requirements of the availability of meeting materials, Severson seconds and the discussion continued. Cosgrove makes motion to amend Rule #18 to strike the words "the County's website" and replace with "County Board

Supervisor iPads”, Severson seconds, and the motion carried. Luck makes motion to amend Rule #18 to strike the words “24 hours” and replace with “one business day”, Seep seconds, and the motion carried. Motion to accept twice amended Rule #18 and forward to County Board carried.

**Future Agenda Items** – Severson requested a review of Richland County’s Code of Ethics (Resolution 06-28).

**Adjournment** – Motion by Seep, second by Cosgrove to adjourn to September 2<sup>nd</sup>, 2021 at 10 a.m. in County Board Room in person and with videoconferencing capabilities available. Motion carried and the meeting adjourned at 11:36 p.m.

Derek S. Kalish  
Richland County Clerk

## Richland County Rules and Resolutions Committee & Ethics Board

### Agenda Item Cover

**Agenda Item Name:** Hispanic American Heritage Month

<b>Department</b>	n/a (County Board)	<b>Presented By:</b>	Shaun Murphy-Lopez
<b>Date of Meeting:</b>	9/2/21	<b>Action Needed:</b>	Resolution
<b>Disclosure:</b>	Open Session	<b>Authority:</b>	Committee Structure, Section D
<b>Date submitted:</b>	9/1/21	<b>Referred by:</b>	None

#### **Recommendation and/or action language:**

Recommend a motion, to present a resolution to the County Board celebrating Hispanic American Heritage Month.

#### **Background:**

From the website [hispanicheritagemonth.gov](http://hispanicheritagemonth.gov):

*“Each year, Americans observe National Hispanic Heritage Month from September 15 to October 15, by celebrating the histories, cultures and contributions of American citizens whose ancestors came from Spain, Mexico, the Caribbean and Central and South America.*

*The observation started in 1968 as Hispanic Heritage Week under President Lyndon Johnson and was expanded by President Ronald Reagan in 1988 to cover a 30-day period starting on September 15 and ending on October 15. It was enacted into law on August 17, 1988, on the approval of Public Law 100-402.*

*The day of September 15 is significant because it is the anniversary of independence for Latin American countries Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua. In addition, Mexico and Chile celebrate their independence days on September 16 and September 18, respectively. Also, Columbus Day or Día de la Raza, which is October 12, falls within this 30 day period.”*

Hispanics make up Richland County’s largest racial minority group. In the 2020 Census, 526 out of 17,304 residents (or 3%) identified as Hispanic.

#### **A Resolution Celebrating Hispanic American Heritage Month**

WHEREAS Hispanic American Heritage Month has been celebrated across the country since the 1988, when President Ronald Reagan signed into law a bill that recognized September 15 to October 15 as National Hispanic American Heritage Month, and

WHEREAS Hispanic Americans have struggled with adversity to achieve full citizenship in American society, and

WHEREAS people of Hispanic descent make up Richland County’s largest racial minority group, with 526 out of 17,304 residents (3%) identifying as Hispanic in the 2020 Census, and

WHEREAS people of Hispanic descent are critical to the economy, culture, and history of Richland County.

NOW THEREFORE BE IT RESOLVED by the Richland County Board of Supervisors that the County Board hereby celebrates Hispanic American Heritage History Month, and

## Richland County Rules and Resolutions Committee & Ethics Board

### Agenda Item Cover

BE IT FURTHER RESOLVED that the County Board encourages residents to learn about and embrace the historical and cultural contributions of Hispanic Americans in Richland County, and

BE IT FURTHER RESOLVED that the County Board welcomes Hispanic Americans, immigrants, and workers to Richland County, and

BE IT FURTHER RESOLVED that this Resolution shall be effective immediately upon its passage and publication.

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#### Attachments and References:

#### Financial Review:

(please check one)

<input type="checkbox"/>	In adopted budget	Fund Number	
<input type="checkbox"/>	Apportionment needed	Requested Fund Number	
<input type="checkbox"/>	Other funding Source		
<input checked="" type="checkbox"/>	No financial impact		

**Approval:**

**Review:**

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Department Head

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Administrator, or Elected Office (if applicable)

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# Richland County Rules and Resolutions Committee & Ethics Board

## Agenda Item Cover

**Agenda Item Name:** Ethics Ordinances

<b>Department</b>	County Board	<b>Presented By:</b>	Shaun Murphy-Lopez
<b>Date of Meeting:</b>	September 2 <sup>nd</sup> , 2021	<b>Action Needed:</b>	
<b>Disclosure:</b>	Open Session	<b>Authority:</b>	Committee Structure, Letter G
<b>Date submitted:</b>	September 1 <sup>st</sup> , 2021	<b>Referred by:</b>	n/a

**Recommendation and/or action language:** N/A

### Background:

At the May meeting, the Rules and Resolutions Committee & Ethics Board reviewed the County's current ethics ordinance and guidance from the Wisconsin Counties Association on ethics. Meeting materials for the May meeting can be found on the committee's website and County Board member iPads. Ethics ordinances from three neighboring counties (Crawford, Iowa, and Sauk) have been found and are included as Attachments A, B, and C.

### Attachments and References:

Attachment A: Crawford County Code of Ethics
Attachment B: Iowa County Code of Ethics
Attachment C: Sauk County Code of Ethics

### Financial Review:

(please check one)

<input type="checkbox"/>	In adopted budget	Fund Number	
<input type="checkbox"/>	Apportionment needed	Requested Fund Number	
<input type="checkbox"/>	Other funding Source		
<input checked="" type="checkbox"/>	No financial impact		

**Approval:**

**Review:**

\_\_\_\_\_  
Department Head

\_\_\_\_\_  
Administrator, or Elected Office (if applicable)

## **CODE OF ETHICS**

### **(Cr. Ord. #171-2013; Rep. & recr. Ord. #193-2015)**

#### **4.55 DECLARATION OF POLICY. (Rep. & recr. Ord. #193-2015)**

To ensure that the public can have complete confidence in the integrity of Crawford County Government, each elected official and employee shall respect and adhere to the fundamental principles of ethical service. The proper operation of County government demands that:

- (1) Crawford County officials and employees be independent, impartial and responsible to the people;
- (2) Decisions be made in the proper channels of the County governmental structure;
- (3) County offices should not be used for personal gain;
- (4) County business should be conducted in such a way so as to re-enforce the public's confidence in its integrity.

#### **4.56 PURPOSE. (Rep. & recr. Ord. #193-2015)**

The purpose of this code is to establish ethical standards of conduct for all County officials and employees by identifying those acts or actions that are not compatible with the best interest of the County. Because representatives of the County are drawn from society, they cannot and should not be without all personal and economic interest in the decisions and policies of government. Citizens who serve as County officials and employees retain their rights as citizens to personal and economic interests. Therefore, the standards of ethical conduct for County officials and employees must distinguish between minor and inconsequential conflicts which are unavoidable and those conflicts which are substantial and material. The provisions of this code, and such rules and regulations which may be established, are to be interpreted in the context of the above principles and are deemed to be in the best interest of the public.

#### **4.57 RESPONSIBILITY OF PUBLIC OFFICE. (Rep. & recr. Ord. #193-2015)**

Public officials and employees are agents of the public and hold office for the benefit of the public. They are bound to uphold the Constitution of the United States and the constitution of this State and carry out impartially the laws of the nation, State and County and to observe in their official acts the highest standards of morality and to discharge faithfully the duties of their office regardless of personal considerations, recognizing that the public interest must be their prime concern. Their conduct should be above reproach so as to foster respect for all government.

#### **4.58 DEDICATED SERVICE. (Rep. & recr. Ord. #193-2015)**

Officials and employees shall adhere to the rules of work and performance established as the standard for their positions by the appropriate authority. Officials and employees shall not exceed their authority or breach the law or ask others to do so, and they shall work in full cooperation with other public officials and employees unless prohibited from so doing by law or by officially recognized confidentiality of their work.



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#### **4.59 COVERAGE. (Rep. & recr. Ord. #193-2015)**

This code governs all County officials, whether elected or appointed, paid or unpaid, including members of boards, committees and commissions, department heads, and all other County employees.

#### **4.60 EXEMPTIONS. (Rep. & recr. Ord. #193-2015)**

Political contributions which are reported under Ch. 11, Wis. Stats., are exempt from the provisions of this code.

#### **4.61 DEFINITIONS. (Cr. Ord. #193-2015)**

- (1) PERSON. Any individual, corporation, partnership, joint venture, association or organization.
- (2) FINANCIAL INTEREST. Any interest which yields, directly or indirectly, a monetary or other material benefit to the County officer or employee or to any person employing or retaining services of the County officer or employee.
- (3) ANYTHING OF VALUE. Any money or property, favor, service, payment, advance forbearance, loan or promise of future employment, but does not include such things as compensation and expenses paid by the State or County, fees, honorariums and expenses, unsolicited advertising or promotional material such as pens, pencils, notepads, calendars, informational or educational materials of unexceptional value, plaques, other advertising giveaways or any other thing which is not likely to influence the judgment of individuals covered by this code.
- (4) PRIVILEGED INFORMATION. Any written or oral material related to County government which has not become part of the body of public information and which is designated by statute, court decision, lawful orders, ordinances, resolution or custom as privileged.
- (5) OFFICIAL. All County department heads or directors, County supervisors, and all other County elected and appointed officers, except judges and district attorneys.
- (6) EMPLOYEE. All persons filling an allocated position of County employment and all members of boards, committees, and commissions.
- (7) IMMEDIATE FAMILY. An official's or employee's spouse, children, stepchildren, parents, stepparents, or other legal relation who contributes more than one-half of the support of the official or receives that level of support from the official or employee.

#### **4.62 FAIR AND EQUAL TREATMENT. (Cr. Ord. #193-2015)**

- (1) USE OF PUBLIC PROPERTY. An official or employee shall not use, or knowingly permit the use, of County services or County-owned vehicles, equipment, materials for unauthorized nongovernmental purposes or for unauthorized personal convenience or for profit, unless such services or use are available to the public generally and consistent with practices and policies of the County.
- (2) OBLIGATIONS TO CITIZENS. An official or employee shall not grant any special consideration, treatment or advantage to any citizen beyond that which is available to every other citizen.

This section does not affect the duty of County supervisors to diligently represent their constituency.

#### **4.63 CONFLICTS OF INTEREST. (Cr. Ord. #193-2015)**

- (1) RECEIPT OF GIFTS, FAVORS AND GRATUITIES PROHIBITED. No official or employee shall accept any valuable gift, whether in the form of service, loan, thing or promise, from any person, firm or corporation which to his

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knowledge is interested in business dealings with the County nor shall any such official or employee accept any gift, favor or thing of value that may tend to influence him in the discharge of his duties or grant in the discharge of his duties any improper favor, service or thing of value.

- (2) EXCEPTION. It is not a conflict of interest for an official or employee to receive a gift or gratuity that is an unsolicited item of insignificant value or anything which is given to them independent of their position as an official or employee.
- (3) BUSINESS INTEREST. An official or employee shall not engage in any business or transaction or act in regard to any financial interest, direct or indirect, which:
  - (a) Is incompatible with the proper discharge of his or her official duties for the benefit of the public;
  - (b) Is contrary to the provisions of this code; or
  - (c) May impair his or her independence of judgment or action in the performance of his or her official duties.
- (4) EMPLOYMENT. An official or employee shall not engage in or accept any private employment or render any service for a private interest when such employment or service is incompatible with the proper discharge of his or her official duties or which may impair his or her independence of judgment or action in the performance of his or her official duties unless otherwise permitted by law or unless disclosure is made as hereinafter provided. An employee shall obtain prior approval from their Department Head, or in the case of a Department Head, from the applicable oversight committee, before engaging in outside employment.
- (5) REPRESENTING PRIVATE INTERESTS BEFORE COUNTY AGENCIES IN COURTS. No official or employee whose salary is paid in whole or in part by the County shall appear in behalf of private interests before any agency of the County. He shall not represent private interests in any action or proceeding against the interests of the County in any litigation to which the County is a party. This section shall not be construed as prohibiting the appearance of officials or employees when subpoenaed as witnesses by parties involved in litigation which also may involve the County. A supervisor may appear before County agencies on behalf of constituents in the course of his duties as a representative of the electorate or in the performance of public or civic obligations. However, no supervisor or other official or employee shall accept a retainer or compensation that is contingent upon a specific action by a County agent.
- (6) CONTRACTING. An official or employee or a business in which an official or employee holds a 10% or greater interest may not enter into a contract with the County involving a payment or payments of more than \$1,000 amount within a 12-month period unless the official or employee has made a written disclosure of the nature and extent of such relationship or interest to the County Clerk and reported such interest to the County Board. Further, pursuant to §946.13, Wis. Stats., an official or employee is prohibited from participating in the formation of a contract or contracts with Crawford County involving the receipts or disbursements of more than \$15,000 in any year.

#### **4.64 FINANCIAL INTEREST IN LEGISLATION. (Cr. Ord. #193-2015)**

A member of the County Board who has a financial interest in any proposed action before the County Board shall disclose the nature and extent of such interest to the County Clerk and the County Board prior to or during the initial discussion of such action and shall refrain from participating in the discussion of and/or voting on such action. A member of the County Board shall request to be excused by the Board or Committee chairperson for the duration of any deliberations concerning such action in which the member has a financial interest. Any other official or employee who has a financial interest in any proposed action before the County Board, and who participates in discussion with or gives an official opinion or recommendation to the County Board, shall first disclose the nature and extent of such interest to the County Board.

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#### **4.65 DISCLOSURE OF PRIVILEGED INFORMATION. (Cr. Ord. #193-2015)**

An official or employee shall not knowingly disclose or permit the disclosure of privileged information to any person not lawfully authorized to receive such privileged information. An official or employee shall not use privileged information to advance his or her personal financial interest or that of his or her immediate family.

#### **4.66 DISCLOSURE BY COUNTY OFFICIALS OF MATTERS PERTAINING TO A CLOSED SESSION PROHIBITED. (Cr. Ord. #193-2015)**

No County official may disclose any information discussed, debated or acted upon in a closed session of the Crawford County Board or its standing committees.

#### **4.67 NEPOTISM. (Cr. Ord. #193-2015)**

- (1) No person shall be employed, promoted, or transferred to any department, division, or work unit when, as a result, the employee would be directly supervising or receiving direct supervision from a related person.
- (2) "Related person" shall mean spouse, parents, children, siblings, grandparents, grandchildren, father-in-law, mother-in-law, stepchildren, stepparents and any person sharing the employee's residence.

#### **4.68 STATE STATUTES INCORPORATED. (Cr. Ord. #193-2015)**

- (1) STATUTES INCORPORATED BY REFERENCE. The following sections of the Wisconsin Statutes are hereby incorporated by reference and made a part of this Code of Ethics:
  - §19.01 (Oaths and Bonds)
  - §19.21 (Custody and Delivery of Official Property and Records)
  - §19.81-§19.89 (Open Meetings of Governmental Bodies)
  - §19.59 (Codes of Ethics for Local Government Officials, Employees and Candidates)
- (2) VIOLATION OF INCORPORATED STATUTES. Officials shall comply with the sections of the Wisconsin Statutes incorporated in this code and failure to do so shall constitute a violation of this code.

#### **4.69 INVESTIGATIONS AND ENFORCEMENT. (Cr. Ord. #193-2015)**

- (1) ADVISORY OPINIONS. Any person governed by this Code of Ethics may apply in writing to the County Corporation Counsel for an advisory opinion and shall be guided by any opinion rendered. The applicant shall present his or her interpretation of the facts at issue and of the applicability of provisions of this code before the advisory opinion is rendered. All requests for opinion and opinions rendered shall be in writing. Records of the Corporation Counsel's opinions, opinion requests and investigations of violations shall be closed to public inspection, as required by Ch. 19, Wis. Stats. However, such records may be made public with the consent of the applicant.
- (2) COMPLAINTS. The Corporation Counsel shall accept from any person a verified written complaint which states the name of the officer or employee alleged to have committed a violation of this code and sets forth the material facts involved in the allegation. The Corporation Counsel shall forward a copy of the complaint to the accused officer or employee and the Ethics Inquiry Board within 10 days. If no action on the verified complaint is taken by the Ethics Inquiry Board within 30 days, the complaint shall be dismissed.

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- (3) **PRELIMINARY INVESTIGATIONS.** Following the receipt of a verified complaint, the Ethics Inquiry Board may make preliminary investigations with respect to alleged violation of this code. A preliminary investigation shall not be initiated unless the accused officer or employee is notified in writing. The notice shall state the exact nature and purpose of the investigation, the individual's specific action or activities to be investigated and a statement of such person's due process rights. If the Ethics Inquiry Board finds probable cause to believe the allegations contained in the complaint, the complaint shall be referred to hearing pursuant to subsections (5)(a) and (5)(c) below before the Ethics Inquiry Board.
- (4) **TIME LIMITATIONS.** The Ethics Inquiry Board may investigate any complaint properly filed with it. However, no action may be taken on any complaint which is filed more than one year after a violation of the Ethics Code is alleged to have occurred.
- (5) **ETHICS INQUIRY BOARD.** There is hereby created an Ethics Inquiry Board to consist of 3 members and one alternate, one of whom shall be an attorney licensed to practice law in the State of Wisconsin, appointed by the County Board Chairperson with the approval of the County Board. The members of the Ethics Inquiry Board shall be residents of Crawford County and shall not be County public officials or employees during the time of appointment, and shall serve staggered 3-year terms expiring on the third Tuesday in April of the third year following their appointment except as otherwise provided in the implementation of this code. The Corporation Counsel shall provide legal advice, secretarial service and assistance to the Board. The Board shall be entitled to mileage and per diem payments for meetings and hearings of the Board on the same basis as provided other Crawford County boards, committees or commissions.
- (a) **Powers and Duties.** The Ethics Inquiry Board shall be responsible for investigating a complaint, and conducting a fact finding hearing pursuant to subparagraph (5)(c) below, in any case where the Ethics Inquiry Board has found that probable cause exists for believing the allegations of a complaint referred to the Board after preliminary review pursuant to subparagraphs (2) through (4) above.
- (b) **Burden of Proof.** The burden of proving a violation alleged in the complaint shall be on the complainant. Violations shall be proved by evidence that is clear, satisfactory and convincing.
- (c) **Hearing.** The Ethics Inquiry Board may hold, and an individual against whom a complaint has been made and where the complaint has been referred to the Ethics Inquiry Board may request, a hearing before the Board. The Board shall keep a record of the hearing. The Board shall have the power to compel the attendance of witnesses and to issue subpoenas as granted to other boards and commissions under §885.01, Wis. Stats.
1. Within 10 work days of the conclusion of the hearing, the Board shall file its written findings and recommendations signed by all participating Board members, together with findings of fact and conclusions of law, concerning the propriety of the conduct of the public official. If the Board determines that no violation of the Code of Ethics has occurred, it shall dismiss the complaint, and if requested to do so by the accused, issue a public statement.
  2. No recommendation of the Board becomes effective until 20 work days after it is issued, or while an application for rehearing or rehearing before the Board is pending, or the Board has announced its final determination on rehearing.
- (d) **Enforcement and Penalties.** If the Ethics Inquiry Board finds that clear, satisfactory and convincing evidence exists for believing the allegations of the complaint, the Ethics Inquiry Board shall refer its findings and recommendation to the County Board, or in the case of an employee, to the Personnel Committee. The Board may make the following recommendations:
1. Recommend that the County Board order the officer or employee to conform his or her conduct to the Ethics Code or recommend that the official or employee be censured, suspended, removed from office, be issued a private reprimand, public reprimand, and in the case of an employee may

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also recommend denial of merit increase, suspension without pay, discharge, or other appropriate disciplinary action.

2. The Ethics Inquiry Board may also refer the matter to the District Attorney to commence enforcement pursuant to the procedures and remedies of §19.59 Wis. Stats.

## **Ordinance No. 701**

### **ETHICS CODE**

- 701.01 Title.
- 701.02 Authority.
- 701.03 Definitions.
- 701.04 Application of Chapter.
- 701.05 Administration.
- 701.06 Certain County Transactions Prohibited.
- 701.07 Declaration of Policy.
- 701.08 Standard of Conduct; Use of Public Position to Obtain Private Benefit Prohibited.
- 701.09 Standard of Conduct; Solicitation or Acceptance of anything of Value.
- 701.10 Standard of Conduct; Conflict of Interest Prohibited.
- 701.11 Mileage Reimbursement Eligibility.
- 701.12 Standard of Conduct; Use or Disclosure of Information Gained in Course of Official Activities
- 701.13 Impermissible Use of Public Office.
- 701.14 Standard of Conduct; Representation for Compensation by County Official Before County Entities.
- 701.15 Standard of Conduct; Representation by Citizen Members and Employees Before County Entities.
- 701.16 Standard of Conduct; Receipt and Retention of Anything of Value Unrelated to Official Duties.
- 701.17 Standard of Conduct; Receipt and Retention of Anything of Value for the Benefit of the County.
- 701.18 Standard of Conduct; Receipts from Political Committees.
- 701.19 Standard of Conduct; Disclosure by County Officials.
- 701.20 Standard of Conduct; Disclosure by County Officials of Matters Pertaining to a Closed Session Prohibited
- 702.21 Complaints.
- 701.22 Procedure Before the Board.
- 701.23 Closed Session.
- 701.24 Advisory Opinions.
- 701.25 Open Records.
- 701.26 Sanctions.
- 701.27 Severability.

**701.01 TITLE.** This ordinance may be cited as the Iowa County Ethics Code.

**701.02 AUTHORITY.** This ordinance is enacted under the authority of Section 19.59, Wis. Stats.

**701.03 DEFINITIONS.** (1) Except as expressly modified in this chapter, words and phrases used in this chapter have meanings set forth in s. 19.42, Wis. Stats.:

(a) *Administrative agency* means any board, commission, committee, task force or other entity which is listed in chapter 15.

(b) *Anything of value* means any money or property, favor, service, payment, advance, forbearance, loan or promise of future employment, but does not include compensation and expenses paid by the county, fees and expenses which are permitted and reported under s. 701.16, political contributions which are reported under chapter 11, Wis. Stats., hospitality extended for a purposes unrelated to county business by a person other than an organization or anything having a value of less than \$13 per occurrence or \$39 in total during a calendar year.

(c) *Board* shall mean the Iowa County Ethics Board created by Section 702 of the Iowa County Code of Ordinances.

(d) *Business* shall mean any corporation, partnership, proprietorship, firm, enterprise, franchise, association, organization, self-employed individual or any other legal entity which engages in profit-making or nonprofit-making activities.

(e) *Citizen* or *citizen member* refers to a person appointed to any position by the County Board, who is neither an elected county officeholder nor a county employee.

(f) *County employee* shall refer to any person holding a full- or part-time position with Iowa County, other than a county official.

(g) *County official* shall mean any person holding a county elected office.

(h) *Department* shall mean any department of county government having its own budget.

(i) *Elected official* shall mean any person who holds an elected position and whose salary is funded in full or in part by Iowa County.

(j) *Organization* means any legal entity other than an individual or body politic.

(k) *Respondent* means a person against whom has been filed a complaint alleging a violation of this chapter.

(l) *Substantial financial interest* means any interest required to be placed on a disclosure statement by s. 701.21 of this ordinance.

**701.04 APPLICATION OF CHAPTER.** 1 This ordinance shall apply to all county officials and county employees.

**701.05 ADMINISTRATION.** The Iowa County Ethics Board shall be the administrative body with respect to the enforcement of the provisions of this ordinance. The board may call upon the Iowa County Administrative Offices for staff assistance as the need arises. The corporation counsel shall provide such legal assistance as the board requires.

**701.06 CERTAIN COUNTY TRANSACTIONS PROHIBITED.** (1) The county shall not have or seek to have a business or financial relationship with a county official which would potentially place the official in violation of s. 946.13, Wis. Stats., or any provision of this chapter.

(2) It shall be the duty of the department head overseeing negotiations and requests for bids or proposals or other proposed transactions to assure compliance with this section.

**701.07 DECLARATION OF POLICY.** (1) The proper operation of representative government requires that county officials and employees be independent, impartial and responsible to the people; that government decisions and policy be made in the proper channels of the governmental structure; that public office not be used for personal gain; and that the public have confidence in the integrity of its government. In recognition of these goals, there is hereby established a code of ethics for all County of Iowa officials and employees. The purpose of this code is to assist county officials and employees in avoiding conflicts between their personal interest and their public responsibilities in order to improve standards of public service and promote and strengthen the faith and confidence of the people of Iowa County in their county public officials and employees and to provide for disclosure by county officials and managerial employees of substantial financial interests in matters affecting the county. The provisions and purpose of this code and such rules and regulations as may be established are hereby declared to be in the best interests of the County of Iowa.

(2) The county board hereby reaffirms that each county official and employee occupies a position of public trust that requires adherence to a high standard of conduct. Any effort to realize substantial personal gain through official conduct is a violation of that trust. This code of ethics does not prevent any county public official from accepting other employment or following any pursuit which in no way interferes with the full and faithful discharge of his or her duties to this county. The county board further recognizes that in a representative democracy, the representatives are drawn from society and, therefore, cannot and should not be without all personal and economic interest in the decisions and policies of government; that citizens who serve as county officials retain their rights as citizens to interests of a personal or economic nature; that standards of ethical conduct for county officials need to distinguish between those minor and inconsequential conflicts that are unavoidable in a free society, and those conflicts which are substantial and material; and that county officials may need to engage in employment, professional or business activities, other than official duties, in order to support themselves or their families and to maintain a continuity of professional or business activity, or may need to maintain investments which activities or investments do not conflict with the specific provisions of this code.

**701.08 STANDARD OF CONDUCT; USE OF PUBLIC POSITION TO OBTAIN PRIVATE BENEFIT PROHIBITED.** No county official, county employee or citizen member may use his or her public position or office to obtain financial gain or anything of substantial value for the private benefit of himself or herself or his or her immediate family, or for an organization with which he or she is associated.



**701.09 STANDARD OF CONDUCT; SOLICITATION OR ACCEPTANCE OF ANYTHING OF VALUE.** No county official, county employee or citizen member may solicit or accept from any person directly or indirectly, anything of value if it could reasonably be expected to influence official actions or judgment, or could reasonably be considered as a reward for any official action or inaction on the part of the county official, county employee or citizen member.

**701.10 STANDARD OF CONDUCT; CONFLICT OF INTEREST PROHIBITED.** No county official, county employee or citizen member may: (a) Take any official action substantially affecting a matter in which the official, a member of his or her immediate family, or an organization with which the official is associated has a substantial financial interest. (b) Use his or her office or position in a way that produces or assists in the production of a substantial benefit, direct or indirect for the official, one or more members of the official's immediate family either separately or together, or an organization with which the official is associated.

**701.11 MILEAGE REIMBURSEMENT ELIGIBILITY.** A county board supervisor is eligible for reimbursement of only that mileage actually traveled in attending those meetings for which she or he is also eligible for a meeting payment.

**701.12 STANDARD OF CONDUCT; USE OR DISCLOSURE OF INFORMATION GAINED IN COURSE OF OFFICIAL ACTIVITIES.** No county official or employee may intentionally use or disclose information gained in the course of or by reason of her or his official position or activities in any way that could result in the receipt of anything of value for herself or himself, for a member of her or his immediate family, or for any other person or legal entity if the information has not been communicated to the public or is not a public record.

**701.13 IMPERMISSIBLE USE OF PUBLIC OFFICE.** No county official or county employee shall use or attempt to use his or her public office or employment to influence or gain unlawful benefits, advantages or privileges personally or for others.

**701.14 STANDARD OF CONDUCT; REPRESENTATION FOR COMPENSATION BY COUNTY OFFICIAL BEFORE COUNTY ENTITIES.** (1) No county official shall appear on behalf of private interests for compensation, before any county entity nor represent private interests in any action or proceedings against the county.

(a) This subsection shall not apply:

1. In a contested case which involves a party other than the county with interests adverse to those represented by the public official or employee; or
2. At an open hearing before a body other than the county board or a committee of the county board, at which a stenographic or tape record is maintained; or
3. In a matter that involves only ministerial action by the department; or
4. To representation by an elected official acting in his or her official capacity.

(2) This section shall not be construed to limit in any fashion whatsoever an elected official's business or professional partner's or associate's right to practice or appear before a county entity, provided, however, the elected official does not participate in any vote or in the decision-making process.

(3) Nothing in this section shall be construed to prohibit an elected official from representing herself or himself before any county entity, including the one of which he or she is member.

**701.15 STANDARD OF CONDUCT; REPRESENTATION BY CITIZEN MEMBERS AND EMPLOYEES BEFORE COUNTY ENTITIES.**

(1) No county employee or citizen member shall appear on behalf of private interests with or without compensation before any entity for or with which the person works nor appear on behalf of private interests with or without compensation in any action or proceeding against the county.

(a) This subsection shall not apply to matters involving employee appearances before any county entity as a representative of a collective bargaining unit, whether on behalf of the unit or a county employee represented by the unit.

(2) This section shall not be construed to prohibit a citizen member from dealing directly with staff of the agency on behalf of private interests, for compensation or otherwise, provided that if the representation is for compensation, that fact is contemporaneously disclosed, in writing, to the affected county department or agency.

(3) This section shall not be construed to limit in any fashion whatsoever a citizen member's or employee's business or professional partner's or associate's right to practice or appear before the administrative agency.

(4) Nothing in this section shall be construed to prohibit a citizen member or employee from representing herself or himself before any county entity, including the one of which he or she is a member.

**701.16 STANDARD OF CONDUCT; RECEIPT AND RETENTION OF ANYTHING OF VALUE UNRELATED TO OFFICIAL DUTIES.**

(1) County officials, employees and citizen members may receive and retain anything of value if the activity or occasion on or for which it is given is unrelated from his or her use of the county's time, information, facilities, equipment, services or supplies not generally available to all residents of the county and he or she can show by clear and convincing evidence that the payment or reimbursement was unrelated to and did not arise from the recipient's holding or having held her or his position and was paid for a purpose unrelated to a matter being considered by or affecting the county. Such persons may accept and retain from persons or entities other than the county the cost of reimbursement of actual and reasonable expenses related to speaking engagements whether or not the same arise from their county roles or positions.

**701.17 STANDARD OF CONDUCT; RECEIPT AND RETENTION OF ANYTHING OF VALUE FOR THE BENEFIT OF THE COUNTY.**

County officials, employees and citizen members may accept and retain anything of value which consists of transportation, lodging, meals, food or beverage, or reimbursement therefore, if the official, employee or citizen member can show by clear and convincing evidence that the same was incurred or received primarily for the benefit of the county and not primarily for his or her private benefit or that of any other person. It is prima facie evidence that the acceptance of anything of value consisting of the enumerated items or services is primarily for the benefit of the county (a) when received by an official, employee or citizen member in connection with a speech or other presentation being given by the county official, employee or citizen member; (b) when received by an official,

employee or citizen member attending a government-related function where the same or similar items or services are provided free of direct charge to all attendees; or (c) when received by an official employee or citizen member in a situation where the county would have to assume the costs of the item or service if not otherwise provided.

**701.18 STANDARD OF CONDUCT; RECEIPTS FROM POLITICAL COMMITTEES.** Notwithstanding any other provision of this chapter, county officials may receive and retain from a political committee under Ch. 11, Wis. Stats., transportation, lodging, meals, food or beverages, or reimbursement therefor, or payment or reimbursement of costs permitted and reported in accordance with Ch. 11, Wis. Stats.

**701.19 STANDARD OF CONDUCT; DISCLOSURE BY COUNTY OFFICIALS.** A county official who has a substantial financial interest in a matter pending before the body of which he or she is a member shall disclose the nature of the interest. The disclosure shall be made on the record before the body, or if there is no formal record, in writing to the body.

**701.20 STANDARD OF CONDUCT; DISCLOSURE BY COUNTY OFFICIALS OF MATTERS PERTAINING TO A CLOSED SESSION PROHIBITED.** No county official may disclose any information discussed debated or acted upon in a closed session of the Iowa County Board or its standing committees.

**701.21 COMPLAINTS.** All complaints regarding violations of this ordinance shall be made in writing and submitted to the county clerk who shall deliver them to the chairperson of the ethics board.

**701.22 PROCEDURE BEFORE THE BOARD.** Upon receipt of a complaint, the board shall: (1) Cause notice to be given to the respondent. Such a notice shall contain a specification of the charges against the respondent as well as a notice that the respondent may file a written statement of his or position with the board.

(2) Schedule and hold hearings on the complaint.

(3) Hear the respondent's position and the testimony of witnesses, if any.

(4) Permit the respondent and the complainant to call such witnesses as either desires and to cross-examine the witnesses of the other.

(5) Consider the evidence presented and make findings thereon.

(6) By its chairperson or his or her designee, make rulings on motions and objections made by any party in such a manner as to assure due process protection to the parties.

(7) Based upon the evidence presented to it, determine whether or not to seek imposition of a forfeiture pursuant to the penalty provisions of this ordinance. If a forfeiture is deemed advisable, the board may direct the corporation counsel to start an action in the name of the county against the violator.

(8) When deciding to seek the imposition of a forfeiture, the board shall at the time of notifying the corporation counsel, serve notice by mail upon the respondent to the effect that a forfeiture will be sought against the respondent, specifying the amount and that court action may be avoided if the amount specified is paid within 30 days of the date of the notice.

(9) If a person against whom the board decides to seek imposition of a forfeiture fails to pay the amount specified by the board within 30 days of the date of the notice, the corporation counsel shall initiate an action for the collection of the forfeiture in the circuit court for the County of Iowa.

**701.23 CLOSED SESSION.** Pursuant to sec. 19.85(1)(a) and (f), Wis. Stats., the board shall conduct its hearings in closed session unless the person complained of requests open hearings.

**701.24 ADVISORY OPINIONS.** (1) Any person subject to the provisions of this ordinance, either personally or on behalf of an organization or governmental body, may at any time request of the board an advisory opinion regarding the propriety of any matter to which the person is or may become a party. Any appointing officer, with the consent of a prospective appointee, may request of the ethics board an advisory opinion regarding the propriety of any matter to which the prospective appointee is or may become a party. The ethics board shall review a request for an advisory opinion and may advise the person making the request. Advisory opinions and requests therefor shall be in writing. The ethics board may authorize the corporation counsel to act in its stead in instances where delay is of substantial inconvenience or detriment to the requesting party. Except as provided in sub. (3), neither the corporation counsel nor a member or agent of the ethics board may make public the identity of an individual requesting an advisory opinion or of individuals or organizations mentioned in the opinion. The board shall annually publish a synopsis of any advisory opinions it has issued, after first reviewing such material with the corporation counsel to ensure that all individual identifying material has been deleted.

(2) It is prima facie evidence of intent to comply with the Iowa County ethics code or any amendment of the same when a person refers a matter to the ethics board and abides by the advisory opinion, if the material facts are as stated in the opinion request.

(3) The ethics board may make an advisory opinion public with the consent of the individual requesting the opinion or the organization or governmental body on whose behalf it is requested and may make public a summary of an advisory opinion issued under this section after making sufficient alterations in the summary to prevent disclosing the identities of individuals involved in the opinion. A person who makes or purports to make public the substance of or any portion of an advisory opinion requested by or on behalf of the person waives the confidentiality of the request for an advisory opinion and of any records obtained or prepared by the ethics board or corporation counsel in connection with the request for an advisory opinion.

(4) The board is expressly authorized to issue advisory opinions interpreting those provisions of chapter 19 of the Wisconsin Statutes which are expressly incorporated in this ordinance.

**701.25 OPEN RECORDS.** All records of the board shall be open to public inspection at any time except that the names of individuals and identifying matter which clearly discloses the identity of any individual shall be kept confidential, and copies of such records shall be altered to remove any such identifying information.

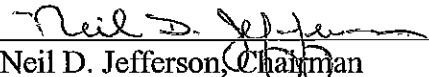
**701.26 SANCTIONS.** (1) Violation of any provision of this code should raise conscientious questions for the official or employee concerned as to whether voluntary resignation or other action is indicated to promote the best interests of the County of Iowa. If the ethics board determines that an official or employee has violated any provision of this code, the board may, as part of its report to the county board, make any of the following recommendations:

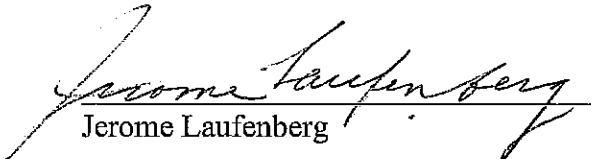
- (a) In the case of an official who is an elected county board supervisor, that the county board consider sanctioning, reprimanding, censuring or expelling the person;
- (b) In the case of a citizen member, the county board or other appointing authority consider removing the person from the administrative agency;
- (c) In the case of an employee, that the employee's appointing authority consider imposing discipline, up to and including discharge of the employee.

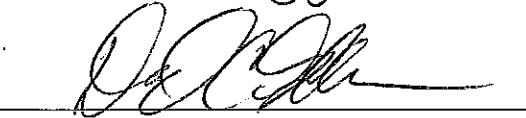
(2) In addition to the sanctions available under sub. (1), any official or employee violating the provisions of this section shall be subject to a non-reimbursable forfeiture of not more than one hundred dollars (\$100).


**701.27 SEVERABILITY.** The provisions of this chapter are severable. If any provision of this chapter is held to be invalid or unconstitutional or if the application of any provision of this chapter to any person or circumstance is held to be invalid or unconstitutional, such holding shall not affect the other provisions or applications of this chapter which can be given effect without the invalid or unconstitutional provisions or applications. It is hereby declared to be the intent of the county board that this chapter would have been adopted had any invalid or unconstitutional provisions or applications not been included herein.


Respectfully submitted for consideration by the Committee on Salary & Personnel, Neil D. Jefferson, Chairman.

  
Neil D. Jefferson, Chairman

  
Jerome Laufenberg


  
David Gollon

  
Thomas Paull

  
Diane McGuire

**COMMITTEE ON SALARY &  
PERSONNEL**

Adopted this 9th day of November, 1999.

  
Richard Scullion  
Iowa County Chairman

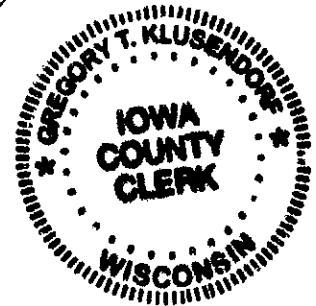
ATTEST:

Gregory Klusendorf  
Gregory Klusendorf  
Iowa County Clerk

### CERTIFICATION OF ADOPTION

This is to certify that the above resolution was duly adopted by the County Board of Iowa County on the 9th day of November, 1999.

Gregory Klusendorf  
Gregory Klusendorf  
Iowa County Clerk  
Iowa County, Wisconsin



## CHAPTER 36 CODE OF ETHICS<sup>1</sup>

### Sec. 36.01. Declaration of policy.

To ensure that the public can have complete confidence in the integrity of Sauk County Government, each elected official and employee shall respect and adhere to the fundamental principles of ethical service. The proper operation of County government demands that:

- (1) Sauk County officials and employees be independent, impartial and responsible to the people;
- (2) decisions be made in the proper channels of the County governmental structure;
- (3) County offices should not be used for personal gain;
- (4) County business should be conducted in such a way so as to re-enforce the public's confidence in its integrity.

In recognition of these fundamental principles, there is hereby created a Code of Ethics.

### Sec. 36.02. Purpose.

The purpose of this Code is to establish ethical standards of conduct for all County officials and employees by identifying those acts or actions that are not compatible with the best interest of the County. Because representatives of the County are drawn from society, they cannot and should not be without all personal and economic interest in the decisions and policies of government. Citizens who serve as County officials and employees retain their rights as citizens to personal and economic interests. Therefore, the standards of ethical conduct for County officials and employees must distinguish between minor and inconsequential conflicts which are unavoidable and those conflicts which are substantial and material. The provisions of this Code, and such rules and regulations which may be established, are to be interpreted in the context of the above principles and are deemed to be in the best interest of the public.

### Sec. 36.03. Responsibility of public office.

County officials and employees are agents of public purpose and hold office to serve the public interest. They are bound to uphold the Constitution of the United States, the Constitution of the State of Wisconsin and to carry out efficiently and impartially all laws of the United States, the State of Wisconsin, and the Ordinances of Sauk County. Further, they are bound to observe in their official acts, the standards of ethics set forth in this Code and to faithfully discharge the duties of their office. The public interest must be their primary concern.

### Sec. 36.04. Coverage.

This Code governs all County officials, whether elected or appointed, paid or unpaid, including members of boards, committees and commissions, department heads, and other County employees.

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<sup>1</sup>Editor's note(s)—As amended by the Sauk County Board of Supervisors on June 20, 2000, Ord. No. 132-00.

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### **Sec. 36.05. Exemptions.**

Political contributions which are reported under Wis. Stats. ch. 11, are exempt from the provisions of this Code.

### **Sec. 36.06. Definitions.**

*Anything of value.* Any money or property, favor, service, payment, advance forbearance, loan or promise of future employment, but does not include such things as compensation and expenses paid by the state or County, fees, honorariums and expenses, unsolicited advertising or promotional material such as pens, pencils, notepads, calendars, informational or educational materials of unexceptional value, plaques, other advertising giveaways or any other thing which is not likely to influence the judgment of individuals covered by this Code.

*Employee.* All persons filling an allocated position of County employment and all members of boards, committees, and commissions.

*Financial interest.* Any interest which yields, directly or indirectly, a monetary or other material benefit to the County officer or employee or to any person employing or retaining services of the County officer or employee.

*Immediate family.* An official's or employee's spouse, children, stepchildren, parents, stepparents, or other legal relation who contributes more than one-half of the support of the official or receives that level of support from the official or employee.

*Official.* All County department heads or directors, County supervisors, and all other County elected officers, except judges and district attorneys.

*Person.* Any individual, corporation, partnership, joint venture, association or organization.

*Privileged information.* Any written or oral material related to County government which has not become part of the body of public information and which is designated by statute, court decision, lawful orders, ordinances, resolution or custom as privileged.

### **Sec. 36.07. Fair and equal treatment.**

- (1) *Use of public property.* An official or employee shall not use, or knowingly permit the use, of County services or County-owned vehicles, equipment, materials for unauthorized non-governmental purposes or for unauthorized personal convenience or for profit, unless such services or use are available to the public generally and consistent with practices and policies of the County.
- (2) *Obligations to citizens.* An official or employee shall not grant any special consideration, treatment or advantage to any citizen beyond that which is available to every other citizen. This section does not affect the duty of County supervisors to diligently represent their constituency.

### **Sec. 36.08. Conflicts of interest.**

- (1) *Receipt of gifts and gratuities prohibited.* An official or employee shall not accept anything of value whether in the form of a gift, service, loan or promise from any person which may impair his or her independence of judgment or action in the performance of his or her official duties.
- (2) *Exception.* It is not a conflict of interest for an official or employee to receive a gift or gratuity that is an unsolicited item of insignificant value or anything which is given to them independent of their position as an official or employee.



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- (3) *Business interest.* An official or employee shall not engage in any business or transaction or act in regard to any financial interest, direct or indirect, which:
    - (a) Is incompatible with the proper discharge of his or her official duties for the benefit of the public;
    - (b) Is contrary to the provisions of this Code; or
    - (c) May impair his or her independence of judgment or action in the performance of his or her official duties.
  - (4) *Employment.* An official or employee shall not engage in or accept any private employment or render any service for a private interest when such employment or service is incompatible with the proper discharge of his or her official duties or which may impair his or her independence of judgment or action in the performance of his or her official duties unless otherwise permitted by law or unless disclosure is made as hereinafter provided. An employee shall obtain prior approval from their Department Head, or in the case of a Department Head, from the applicable oversight committee, before engaging in outside employment.
  - (5) *Contracting.* An official or employee or a business in which an official or employee holds a ten percent or greater interest, may not enter into a contract with the County involving a payment or payments of more than \$1,000.00 amount within a 12-month period unless the official or employee has made a written disclosure of the nature and extent of such relationship or interest to the County Clerk and reported such interest to the County Board. Further, pursuant to Wis. Stats. § 946.13, an official or employee is prohibited from participating in the formation of a contract or contracts with Sauk County involving the receipts or disbursements of more than \$15,000.00 in any year.

#### **Sec. 36.09. Financial interest in legislation.**

A member of the County Board who has a financial interest in any proposed action before the County Board shall disclose the nature and extent of such interest to the County Clerk and the County Board prior to or during the initial discussion of such action and shall refrain from participating in the discussion of and/or voting on such action. A member of the County Board shall request to be excused by the Board or Committee chairperson for the duration of any deliberations concerning such action in which the member has a financial interest. Any other official or employee who has a financial interest in any proposed action before the County Board, and who participates in discussion with or gives an official opinion or recommendation to the County Board, shall first disclose the nature and extent of such interest to the County Board.

#### **Sec. 36.10. Disclosure of privileged information.**

An official or employee shall not knowingly disclose or permit the disclosure of privileged information to any person not lawfully authorized to receive such privileged information. An official or employee shall not use privileged information to advance his or her personal financial interest or that of his or her immediate family.

#### **Sec. 36.11. Gifts and favors.**

An official or employee shall not accept, from any person or organization directly or indirectly, anything of value without full payment, if it could reasonably be expected to influence his or her vote, governmental actions or judgments or is provided to such official or employee because of their position or office and could reasonably be considered as a reward for any governmental action or inaction.

#### **Sec. 36.12. State statutes incorporated.**

- (1) *Statutes incorporated by reference.* The following sections of the Wisconsin Statutes are hereby incorporated by reference and made a part of this Code of Ethics:

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Wis. Stats. § 19.01 (Oaths and Bonds).

Wis. Stats. § 19.21 (Custody and Delivery of Official Property and Records).

Wis. Stats. §§ 19.81—19.89 (Open Meetings of Governmental Bodies).

Wis. Stats. § 19.59 (Codes of Ethics for Local Government Officials, Employees and Candidates).

- (2) *Violation of incorporated statutes.* Officials shall comply with the sections of the Wisconsin Statutes incorporated in this Code and failure to do so shall constitute a violation of this Code of Ethics.

### **Sec. 36.13. Investigations and enforcement.**

- (1) *Advisory opinions.* Any person governed by this code of ethics may apply in writing to the County Corporation Counsel for an advisory opinion and shall be guided by any opinion rendered. The applicant shall present his or her interpretation of the facts at issue and of the applicability of provisions of this Code before the advisory opinion is rendered. All requests for opinion and opinions rendered shall be in writing. Records of the Corporation Counsel's opinions, opinion requests and investigations of violations shall be closed to public inspection, as required by Wis. Stats. ch. 19. However, such records may be made public with the consent of the applicant.
- (2) *Complaints.* The Corporation Counsel shall accept from any person a verified written complaint which states the name of the officer or employee alleged to have committed a violation of this Code and sets forth the material facts involved in the allegation. The Corporation Counsel shall forward a copy of the complaint to the accused officer or employee and the Ethics Inquiry Board within ten days. If no action on the verified complaint is taken by the Ethics Inquiry Board within 30 days, the complaint shall be dismissed.
- (3) *Preliminary investigations.* Following the receipt of a verified complaint, the Ethics Inquiry Board may make preliminary investigations with respect to alleged violation of this Code. A preliminary investigation shall not be initiated unless the accused officer or employee is notified in writing. The notice shall state the exact nature and purpose of the investigation, the individual's specific action or activities to be investigated and a statement of such person's due process rights. If the Ethics Inquiry Board finds probable cause to believe the allegations contained in the complaint, the complaint shall be referred to hearing pursuant to Section 36.13(5) below before the Ethics Inquiry Board.
- (4) *Time limitations.* The Ethics Inquiry Board may investigate any complaint properly filed with it. However, no action may be taken on any complaint which is filed more than one year after a violation of the Ethics Code is alleged to have occurred.
- (5) *Ethics Inquiry Board.* There is hereby created an Ethics Inquiry Board to consist of three members and one alternate, one of whom shall be an attorney licensed to practice law in the State of Wisconsin, appointed by the County Board Chairperson with the approval of the County Board. The members of the Ethics Inquiry Board shall be residents of the Sauk County and shall not be County Public Officials during the time of appointment, and shall serve staggered three year terms expiring on the third Tuesday in April of the third year following their appointment except as otherwise provided in the implementation of this ordinance. The Corporation Counsel shall provide legal advice, secretarial service and assistance to the Board. The Board shall be entitled to mileage and per diem payments for meetings and hearings of the Board on the same basis as provided other Sauk County Boards, Committees or Commissions.
- (a) *Powers and duties.* The Ethics Inquiry Board shall be responsible for investigating a complaint, and conducting a fact finding hearing pursuant to Section 36.13(5)(c) below, in any case where the Ethics Inquiry Board has found that probable cause exists for believing the allegations of a complaint referred to the Board after preliminary review pursuant to Section 36.13(2) through (4) above.

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- (b) *Burden of proof.* The burden of proving a violation alleged in the complaint shall be on the complainant. Violations shall be proved by evidence that is clear, satisfactory and convincing.
  - (c) *Hearing.* The Ethics Inquiry Board may hold, and an individual against whom a complaint has been made and where the complaint has been referred to the Ethics Inquiry Board may request, a hearing before the Board. The Board shall keep a record of the hearing. The Board shall have the power to compel the attendance of witnesses and to issue subpoenas as granted to other boards and commissions under Wis. Stats. § 885.01.
  - (i) Within ten work days of the conclusion of the hearing, the Board shall file its written findings and recommendations signed by all participating Board members, together with findings of fact and conclusions of law, concerning the propriety of the conduct of the public official. If the Board determines that no violation of the Code of Ethics has occurred, it shall dismiss the complaint, and if requested to do so by the accused, issue a public statement.
  - (ii) No recommendation of the Board becomes effective until 20 work days after it is issued, or while an application for rehearing or rehearing before the Board is pending, or the Board has announced its final determination on rehearing.
  - (d) *Enforcement and penalties.* If the Ethics Inquiry Board finds that clear, satisfactory and convincing evidence exists for believing the allegations of the complaint, the Ethics Inquiry Board shall refer its findings and recommendation to the County Board, or in the case of an employee, to the Administrative Coordinator. The Board may make the following recommendations:
    - (i) Recommend that the County Board order the officer or employee to conform his or her conduct to the ethics code or recommend that the official or employee be censured, suspended, removed from office, be issued a private reprimand, public reprimand, and in the case of an employee may also recommend denial of merit increase, suspension without pay, discharge, or other appropriate disciplinary action.
    - (ii) The Ethics Inquiry Board may also refer the matter to the District Attorney to commence enforcement pursuant to the procedures and remedies of Wis. Stats. § 19.59.

# Richland County Rules and Resolutions Committee & Ethics Board

## Agenda Item Cover

**Agenda Item Name:** Richland County flag

<b>Department</b>	n/a (County Board)	<b>Presented By:</b>	Shaun Murphy-Lopez
<b>Date of Meeting:</b>	9/2/21	<b>Action Needed:</b>	Resolution
<b>Disclosure:</b>	Open Session	<b>Authority:</b>	Committee Structure, Section D
<b>Date submitted:</b>	9/1/21	<b>Referred by:</b>	None

**Recommendation and/or action language:**

N/A

### Background:

This agenda item is intended to gauge the committee's interest in the update or development of a flag for Richland County. The North American Vexillological Association (the world's largest organization of flag enthusiasts and scholars) has published the guide, "'Good' Flag 'Bad' Flag: How to Design a Great Flag," included as Attachment A.

### Attachments and References:

Attachment A: Good Flag Bad Flag

### Financial Review:

(please check one)

<input type="checkbox"/>	In adopted budget	Fund Number	
<input type="checkbox"/>	Apportionment needed	Requested Fund Number	
<input type="checkbox"/>	Other funding Source		
<input checked="" type="checkbox"/>	No financial impact		

**Approval:**

**Review:**

\_\_\_\_\_  
Department Head

\_\_\_\_\_  
Administrator, or Elected Office (if applicable)

# “GOOD” FLAG, “BAD” FLAG

How to Design a Great Flag



These principles of good flag design distill the wisdom of many people who have written on the subject, including Philippe Bondurand, Frederick Brownell, William Crampton, Michael Faul, Jim Ferrigan, Richard Gideon, Kevin Harrington, Lee Herold, Ralph Kelly, Rich Kenny, David Martucci, Clay Moss, Peter Orenski, Whitney Smith, Steve Tyson, Henry Untermeyer, and Alfred Znamierowski.

## What is NAVA?

The North American Vexillological Association (NAVA) is an international, non-profit, scholarly organization dedicated to vexillology, the study of flags and their cultural, historical, political, and social significance. With members across North America and around the world, NAVA comprises flag scholars, designers, collectors, conservators, educators, merchants, manufacturers, historians, and hobbyists. For more information about its activities, publications, and membership, visit [www.nava.org](http://www.nava.org).

### Note:

Design principles are guidelines, not rules—they help designers create flags that will be effective, widely adopted, and loved. In some cases it makes sense to depart from the guidelines to reach a creative, compelling, or politically acceptable solution.

Like all fields of design, flag-design (vexillography) has a rich and complex history with many nuances. Any full account is beyond the scope of this booklet. Interested readers should seek out the many excellent and informative papers and perspectives in periodicals such as NAVA's *Raven* and *Vexillum*, along with the flag-design resources and case studies on [www.nava.org](http://www.nava.org).

It can be tempting to use these principles to denigrate poorly designed flags. The specific examples here only serve to illuminate the principles by showing flags that fail to follow them.

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How to Design a Great Flag



USE 5 BASIC PRINCIPLES TO CREATE AN  
OUTSTANDING FLAG FOR YOUR ORGANIZATION,  
CITY, TRIBE, COMPANY, FAMILY, NEIGHBORHOOD,  
OR EVEN COUNTRY!

COMPILED BY TED KAYE

North American Vexillological Association  
The World's Largest Organization of Flag Enthusiasts and Scholars

# WHAT IS A FLAG?

A flag's purpose is to represent a place, organization, or person, generally on a rectangular piece of cloth, to be seen at a distance, often moving, and reproduced in quantity and in many sizes.

The 5 principles of good flag design will lead to a successful flag that accomplishes that purpose.

Flags began thousands of years ago, first used for military purposes on land and then as identifying signals at sea. They evolved to represent royal houses, then countries and other levels of government, businesses, military ranks and units, sport teams, and political parties.

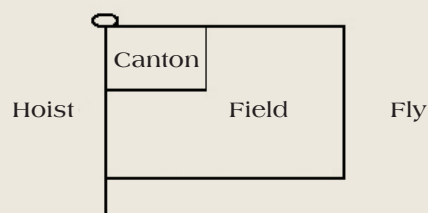
Ultimately, a flag's design should reflect its intended use—flying from a pole, hanging downward, draping limp, displayed with other flags, portrayed from lapel-pin to football-field size.

Flags grew out of heraldry—the practice of designing coats of arms—and follow many of the same design principles. Following this guide will help any person or group produce a great flag.

*A flag should be simple, readily made, and capable of being made up in bunting; it should be different from the flag of any other country, place or people; it should be significant; it should be readily distinguishable at a distance; the colors should be well contrasted and durable; and lastly, and not the least important point, it should be effective and handsome.*

— William Porcher Miles, 1861

## ANATOMY OF A FLAG



This guide was compiled by Ted Kaye, former editor of *RAVEN, A Journal of Vexillology* (published annually by NAVA), who is solely responsible for its content and the opinions expressed.

## THE FIVE BASIC PRINCIPLES OF FLAG DESIGN

### 1. KEEP IT SIMPLE

*The flag should be so simple that a child can draw it from memory . . .*

### 2. USE MEANINGFUL SYMBOLISM

*The flag's images, colors, or patterns should relate to what it symbolizes . . .*

### 3. USE 2–3 BASIC COLORS

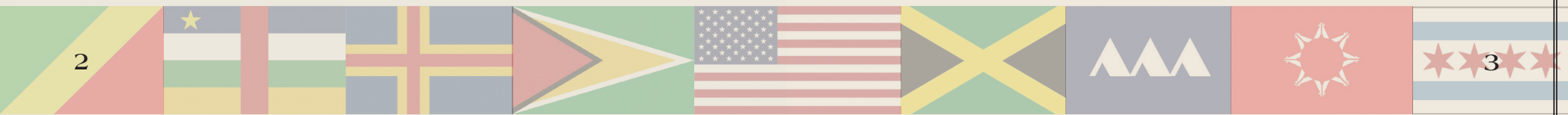
*Limit the number of colors on the flag to three, which contrast well and come from the standard color set . . .*

### 4. NO LETTERING OR SEALS

*Never use writing of any kind or an organization's seal . . .*

### 5. BE DISTINCTIVE OR BE RELATED

*Avoid duplicating other flags, but use similarities to show connections . . .*



## 1. KEEP IT SIMPLE

THE FLAG SHOULD BE SO SIMPLE THAT  
A CHILD CAN DRAW IT FROM MEMORY . . .

Flags flap. Flags drape. Flags must be seen from a distance and from their opposite side. Under these circumstances, only simple designs make effective flags. Furthermore, complicated flags cost more to make, which often can limit how widely they are used.

Most poor designs have the elements of a great flag in them—simplify them by focusing on a single symbol, a few colors, large shapes, and no lettering. Avoid the temptation to include a symbol for everybody.

Ideally the design will be reversible or at least recognizable from either side. Don't put a different design on the back.

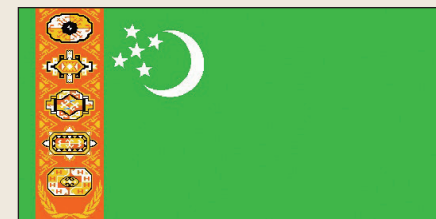
YES



BANGLADESH

With two strong colors and a single symbol—the rising sun of independence (slightly offset to the hoist), this flag succeeds admirably.

NO



TURKMENISTAN

This very complicated rug contains 5 traditional patterns! Better to leave it off and keep the moon and stars.

YES



REP. OF THE CONGO

With bold, contrasting colors, large shapes, and parallel lines, this flag is also easily recognized when reversed.

NO



WEST VIRGINIA (USA)

The seal itself is complex, the white background is boring, and the overall design differs from other state flags only in its blue border.

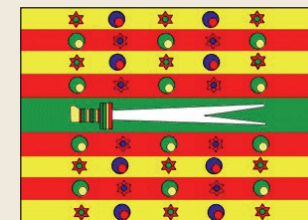
YES



ALASKA (USA)

The stars, a standard U.S. symbol, form the “Big Dipper” constellation and the North Star, representing the northernmost U.S. state.

NO



BEY OF TUNISIA

Replete with stars, crescents, and the Sword of Ali, this 19<sup>th</sup>-century design's overwhelming complexity defeats its purpose.



## 2. USE MEANINGFUL SYMBOLISM

THE FLAG'S IMAGES, COLORS, OR PATTERNS SHOULD RELATE TO WHAT IT SYMBOLIZES . . .

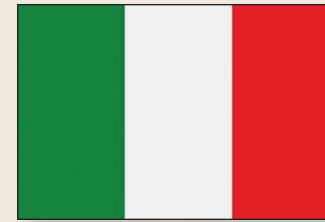
**S**ymbolism can be in the form of the “charge” or main graphic element, in the colors used, or sometimes even in the shapes or layout of the parts of the flag.

Usually a single primary symbol is best—avoid those that are less likely to be representative or unique. Colors often carry meanings: red for blood or sacrifice, white for purity, blue for water or sky.

Diagonal stripes are an alternative to the generally horizontal and vertical stripes of European countries.

In choosing symbols, consider their history, cultural heritage, emotional value, branding, and usage—assure they resonate with the people or institutions represented. Stylized or silhouette symbols often succeed better than realistic depictions.

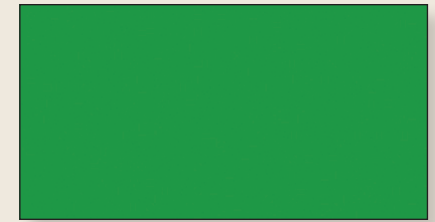
YES



*ITALY*

Based on the revolutionary flag of France, the vertical orientation of Italy's stripes represented a challenge to the typical horizontal stripes of the ruling kingdoms of Europe.

NO



*LIBYA  
(1977-2011)*

Although Libya's green field was chosen for its Islamic symbolism, a solid-color flag is too simple to represent a country, and is meaningless when depicted in grayscale.

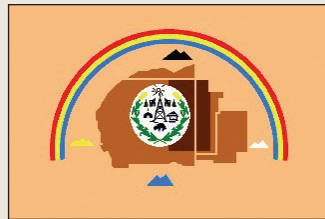
YES



*IROQUOIS  
CONFEDERACY (USA)*

“Hiawatha's Belt”, a symbol for five tribes since before 1600, appears on the traditional blue of wampum shell beads.

NO



*NAVAJO NATION  
(USA)*

Over 20 graphic elements overwhelm the viewer and none are large enough to be seen easily.

YES



*UKRAINE*

The light blue and yellow represent the sky over wheat fields—both the color and the direction of the stripes carry the meaning.

NO



*ORGANIZATION  
OF AMERICAN  
STATES*

Believe it or not, this flag depicts the flags of all the member countries, and must be changed each time one joins, drops out, or changes its flag!



### 3. USE 2–3 BASIC COLORS

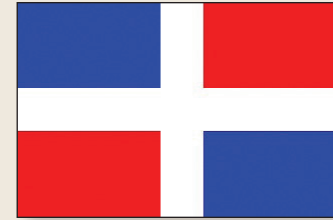
LIMIT THE NUMBER OF COLORS ON THE FLAG TO THREE, WHICH CONTRAST WELL AND COME FROM THE STANDARD COLOR SET . . .

The basic flag colors are red, blue, green, black, yellow, and white. They can range from dark to light. Occasionally other colors are also used, such as purple, gray, and orange, but they are seldom needed in a good design.

Separate dark colors with a light color, and light colors with a dark color, to help them create effective contrast. A good flag should also reproduce well in “grayscale”, that is, in black and white shades.

More than four colors are hard to distinguish and make the flag unnecessarily complicated and expensive. Flag fabric comes in a relatively limited number of colors—another reason to stick to the basics.

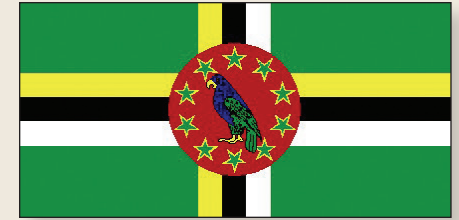
YES



*DOMINICAN  
REPUBLIC*

These colors provide balance and contrast, leaving a white cross as “negative space” in the middle of the flag.

NO



*DOMINICA*

By using ALL six basic flag colors, this flag creates unnecessary cost and complexity. Who can see the parrot's red and black eye?

YES



*AMSTERDAM  
(NETHERLANDS)*

These colors contrast well, even though the red and black are not separated by a light color.

NO



*CHINESE ADMIRAL  
(1882)*

Too many colors! At the least, the yellow and white should be separating the dark colors. While the dragon is in the position of honor, it is very hard to distinguish.

YES



*NEW MEXICO  
(USA)*

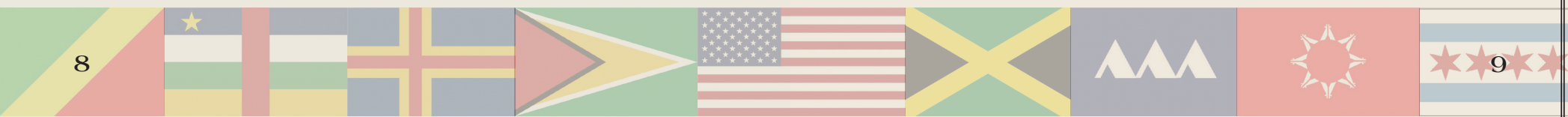
Red and yellow recall the state's Spanish heritage, while the sun symbol comes from the Zia Indians. This design was voted the best U.S. state flag by NAVA members.

NO



*VIRGINIA  
(USA)*

Imagine, 18 different colors in the official flag specifications! Not only are they difficult to distinguish, but having so many colors drives up the manufacturing cost.



## 4. NO LETTERING OR SEALS

NEVER USE WRITING OF ANY KIND OR  
AN ORGANIZATION'S SEAL . . .

**W**ords defeat the purpose: why not just write "U.S.A." on a flag? A flag is a graphic symbol. Lettering is nearly impossible to read from a distance, hard to sew, and difficult to reduce to lapel-pin size. Words are not reversible—this forces double- or triple-thickness fabric.

Don't confuse a flag with a banner, such as what is carried in front of a marching band in a parade, or draped behind a speaker's platform—such banners don't flap; they are seen from only one side; and they're usually seen closer-up.

Seals were designed for placement on paper to be read at close range. Very few are effective on flags—too detailed. Better to use some element from the seal as a symbol. Some logos work; most don't.

YES



*SOUTH CAROLINA (USA)*

The palmetto tree represents the "Palmetto State" far better than the state's seal could. The crescent is in the position of honor.

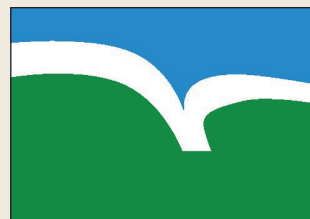
NO



*SOUTH DAKOTA (USA)*

This flag uses a seal AND lettering! The name of the state actually appears twice.

YES



*CÔTES D'ARMOR  
(FRANCE)*

Rather than the logo style frequently used by French departments and regions, Côtes d'Armor uses a stylized seagull in the shape of its coastline.

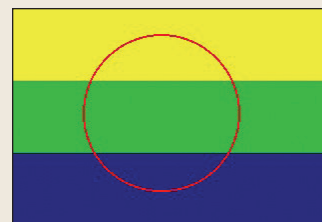
NO



*LOIR-ET-CHER  
(FRANCE)*

All those words, plus an indistinguishable gray shape . . . Better to have used the stylized salamander on a more interesting background color.

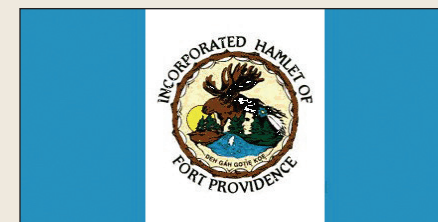
YES



*PEGUIS NATION  
(CANADA)*

The contrasting colors with a single central symbol represent this Indian nation far better than could any seal.

NO



*FT. PROVIDENCE, NWT  
(CANADA)*

Despite the overall pattern recalling Canada, this flag (for a Native community) stumbles with a virtually indistinguishable seal.

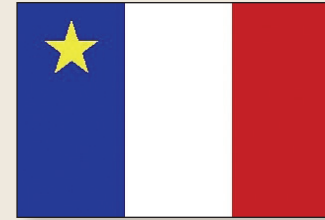
## 5. BE DISTINCTIVE OR BE RELATED

AVOID DUPLICATING OTHER FLAGS, BUT  
USE SIMILARITIES TO SHOW CONNECTIONS ...

This is perhaps the most difficult principle, but it is very important. Sometimes the good designs are already “taken”. However, a flag’s symbols, colors, and shapes *can* recall other flags—a powerful way to show heritage, solidarity, or connectedness. This requires knowledge of other flags.

Often the best way to start the design process can be looking to one’s “roots” in flags—by country, tribe, or religion. Use some of the many resources available to help you with flag identification and history, such as “Flags of the World”: [www.fotw.info](http://www.fotw.info), or your local library.

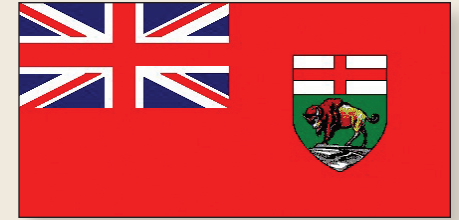
YES



ACADIA  
(CANADA)

French-speaking Acadians in Canada place a yellow star for St. Mary, their national symbol and patron saint of mariners, on the flag of France.

NO



MANITOBA  
(CANADA)

While the British “Red Ensign” signifies connectedness within the Commonwealth, the distinguishing feature is the small shield. Better to have used the bison as the main flag symbol.

YES



GHANA

Using the same colors used by many countries in West Africa, this flag shows a strong connection to its neighbors’ flags.

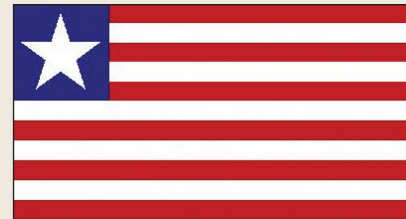
NO



INDONESIA

Except for its proportions, this flag is exactly the same as Monaco’s (which had it first), but there is no connection between the two countries. Upside-down it is the same as Poland or as Cantabria, Spain!

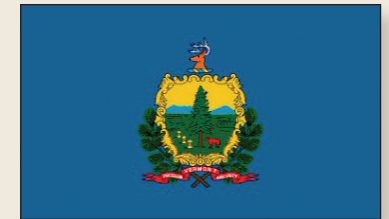
YES



LIBERIA

Founded by free African Americans, Liberia reflects that heritage with a similar yet distinctive flag.

NO



VERMONT  
(USA)

This flag is virtually indistinguishable from 20 other U.S. state flags, all with a seal on a blue field.

## OTHER CONSIDERATIONS

A rectangle is the standard flag shape. Keep the width-to-length proportions between 1:1.5 and 1:2. Canadian flags are usually 1:2; U.S. flags are usually 1:1.5 or 1:1.67. Square flags are unusual in North America. Abandon such rectangles only when meaningful.

Flags wear. By retaining a rectangular shape and avoiding symbols at the fly end, a flag can be hemmed repeatedly and given a longer life.

The point of honor is the “canton” area—the upper-left corner. This corresponds to the part of the flag that is seen when it hangs limp from a flagpole. The center or left-of-center position is the most visible spot for a symbol when the flag is flying.

Consider the fabrication methods. Curved lines add to the cost of sewn flags. Holes or “negative space” hurt a flag’s fly-ability and wear-ability. “Swallow-tail” shapes fray more easily.

All rules have exceptions. Colorado’s “C” is a stunning graphic element. Maryland’s complicated heraldic quarters produce a memorable and distinctive flag. Military unit flags often need letters or numbers. California’s design recalls a historic relic from 1846. All six colors on South Africa’s 1994 design have deep symbolic meaning. But depart from these five principles only with caution and purpose.



COLORADO (USA)



MARYLAND (USA)



CALIFORNIA (USA)



SOUTH AFRICA

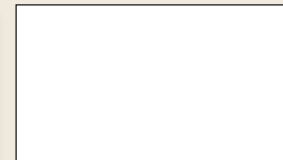
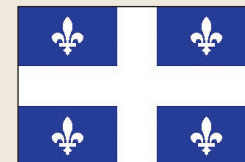
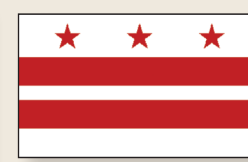
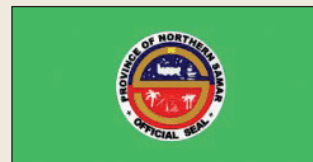
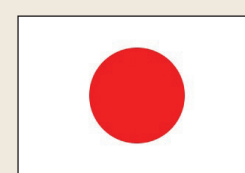
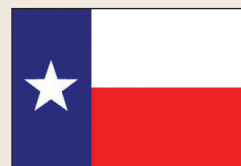
Don’t allow a committee to design a flag. Instead, empower individuals to design flags, and use a committee to select among them.

An old rule of heraldry has images of animals look toward the hoist.

*And most of all, design a flag that looks attractive and balanced to the viewer and to the place, organization, or person it represents!*

## TEST YOURSELF

FIND THE GOOD DESIGNS AND THE BAD DESIGNS:



DRAW YOUR FLAG!