BOARD MEMBER MANUAL - ORIENTATION SAUK COUNTY, WISCONSIN

April 2018

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SAUK COUNTY MISSION STATEMENT

To provide essential services to the residents of Sauk County in a fiscally responsible manner that promotes safety, economic development, and stewardship of natural resources while encouraging the development of cultural, social, and community values that enhance human dignity.

Introduction

County government serves two purposes. It provides certain services at the local level for the state, and is a unit of local self-government. Although counties do not engage in activities not specifically authorized by statute, there is room for innovation in the way in which the statutory goal or mandate is achieved.

State Statute provides county government with flexibility in service provision through:

§59.03 Home rule. (1) Administrative Home Rule. Every county may exercise any organizational or administrative power, subject only to the constitution and to any enactment of the legislature which is of statewide concern and which uniformly affects every county. This allows the county to structure operations in the administrative manner in which it deems appropriate and offers for local decision making.

Sauk County and each department define a mission and vision. These are accomplished through the provision of a wide array of programs and services. The budget book serves as a good starting point for detailed information regarding the services provided by the county. It has financial data as well as narratives describing functional and programmatic goals and plans.

County Government Structure

Wisconsin Statutes §59.01 creates county government as a body corporate. Wisconsin Statutes Chapter 59 defines maximum board size, the duties and powers of the board in its legislative role, and options for managing the day-to-day operations. County government has the option of having a County Executive, Administrator, or Administrative Coordinator. The Wisconsin Counties Association handbook contains information on the differences between the three County Administrative Options.

Sauk County has chosen to organize with an appointed Administrative Coordinator. State statute combined with the Sauk County Code of Ordinances, Chapter 35, details the roles and responsibilities of the Administrative Coordinator.

§59.19 Administrative coordinator. In any county which has not created the office of county executive or county administrator, the board shall designate, no later than January 1, 1987, an elected or appointed official to serve as administrative coordinator of the county. The administrative coordinator shall be responsible for coordinating all administrative and management functions of the county government not otherwise vested by law in boards or commissions, or in other elected officers.

A copy of *Board Briefings* provides summary information regarding the relational nature between a governing board and management staff.

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of Homes and Services for the Aging

204 South Hamilton Street Madison WI 53703

Phone: 608-255-7060 Fax: 608-255-7064 E-mail: info@wahsa.org Web: www.wahsa.org



Board Briefings

Volume 2, Issue I

January 2006

Management or Governance? Always a Tough Call

What is the board's job? How much should the board delegate to the executive? How can a board delegate and still maintain control?

These are the toughest questions a board will ever wrestle with, but questions that must be answered to prevent serious, damaging conflict among members of the board team.

To get a handle on the issue, start with a couple of facts:

- The board is totally responsible for the organization it governs and should be in control, but board members don't have to have hands on everything to stay in control.
- Board members do not have time nor expertise to manage the dayto-day operations, so they must hire a professional manager, delegate management, and monitor results.

But delegating management doesn't mean giving up control. The board maintains control by setting parameters for the

manager, parameters such as:

- board policies
- a long-range plan

 a job description for the executive.

The board also maintains control by monitoring/ evaluating organizational outcomes through:

- regular clear reports from the executive about finance, program results, successes and failures
- monthly financial statements
- regular reviews of progress on the longrange plan
- an annual executive performance evaluation.

Good governance is a delicate balance of leading and delegating leadership. For example:

The board allows the executive to manage staff without interference, but the board ensures that the executive has personnel policies in place and that the executive is evaluating all staff annually. The board approves a budgeted amount for maintenance of facilities, but the executive determines priorities for maintenance projects.

•

The bottom line-board members don't need to be managers. Board members simply have to ensure that the manager is managing well. The successful board writes a plan, delegates management, and monitors progress of the plan to ensure quality and completeness of service delivered to those the organization exists to serve. The executive applies professional expertise to manage the day-today activities of the organization within the board's policies and plan.

Each part of the team does what each does best and allows other members of the team to do what they do best. All members of the team focus on the mission.

(Reprinted with permission) This is one in a series of board development columns by Dan Cain of the Cain Consulting Group. For information about other board development materials or workshops call 1-800-735-9471.

County Departments

The Board of Supervisors provides policy oversight to County Officers and Departments.

Elected County Officials

Circuit Court Judges Clerk of Circuit Court Coroner County Clerk District Attorney Register of Deeds Sheriff Surveyor Treasurer

Appointed County Department Heads

Accounting Aging & Disability Resource Center **Building Services Child Support** Conservation, Planning & Zoning Corporation Counsel Court Commissioner **Emergency Management** Health Highway Health Care Center Human Services Management Information Systems Parks Personnel **Register in Probate** University of Wisconsin Extension Veterans Affairs

Effective governance is based on mutual understanding and respect for each other's position and viewpoint. Leadership responsibility can easily become confused and controversial when roles are not understood.

In Sauk County the Board provides leadership through the creation of the vision, mission, and overall strategic plan for county governance. The will of the Board is communicated through its role in creating policy. The three ways in which the Board develops policy are resolutions, ordinances, and the yearly budget. The Administrative Coordinator takes the operational and administrative leadership role on behalf of the Board.

The following table labeled "*The Model Relationship Between Council and Staff*", from the International Journal of Public Administration details expectations and obligations between the governing body (Board of Supervisors) and staff.

Although written to highlight relationships with a city council the premise holds true for county government and provides a basis for understanding the roles and relationships of board and staff. When staff and board work together as a team the County as an organization is able to flourish.

THE MODEL RELATIONSHIP BETWEEN COUNCIL AND STAFF

What the governing body expects from the staff	What the staff expects from the governing body
No surprises	 Broad policy direction as opposed to involvement in day-to-day decisions
Communicate in lay terms	 Respectful consideration for professional judgment and the staff personally
Be conscious of community values and sensitive to them	• Trust that staff's motives are oriented towards the public good
Make sound recommendations (reliable, professional, factual, unemotional)	 Provide freedom and resources to carry out our mission
Demonstrate commitment to the organization and the community	• Speak as a body
Understand the value of citizen trust of our local government	
Obligations of the governing body to the	Obligations of the staff to the governing body
Obligations of the governing body to the staff. What will the governing body contribute to the staff?	What will the staff contribute to the governing body?
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County Board

The quotation below sums up the way in which the Board functions in its representative role to its constituency.

Parliament is not a congress of ambassadors from different and hostile interests; which interests each must maintain, as an agent and advocate, against other agents and advocates; but parliament is a deliberative assembly of one nation, with one interest, that of the whole; where, not local purposes, not local prejudices ought to guide, but the general good, resulting from the general reason of the whole. You choose a member indeed; but when you have chosen him, he is not a member of Bristol, but he is a member of parliament.

--William Burke in his speech to the electors of Bristol, 3 November 1774

Supervisors serve a legislative function which includes policy making, law making, budgetary approval, and cooperative decision-making. It is important to note that no operational control resides with individual Supervisors. Supervisory authority is collective versus individual. Individual Supervisors typically have no management or leadership role outside of committees and commissions; their authority is collective as a member of the board.

The focus of committee work is policy development, recommendation and programmatic oversight. The policy making process is an integrated process that includes input from department heads, constituencies and stakeholders through committee processes. Committees develop policy initiatives, and then make recommendations to the board as a whole through the use of resolutions, ordinances, and the budget. A tool for communicating committee deliberations follows (**Policy outline and guidelines on use – beginning on page 17**).

Committees guide departmental operations through a mission that defines the major reasons for the existence of each department. Departmental missions are developed in concert with the County-wide mission. Further, committees define departments' guiding principles, values, and ideal long range results of work through a vision. Specific goals or steps that lead to accomplishment of the vision are also developed by committees, with the assistance of department managers.

A primary role of committees includes providing oversight of departments to assure that departmental staff are managing such that the mission, vision and goals that were developed by the committees and County Board are being met. Tools to assist committee members in this role include reporting from department managers of progress toward goals, tallies of service outputs, progress toward key outcomes, and budgetary status.

To summarize, the basic functions of the County Board are:

- Involve and represent the public
- Set policies
- Regulate
- Oversee County operations

- Provide services
- Levy taxes
- Cooperate with other governments
- Be accountable to the public

Some advice from John and Miriam Carver on how to approach the job of being a board member

A Board Member's Approach to the Job

O NE OF THE REASONS a board member's job is so difficult is that "the job" is essentially a group responsibility. In fact, it is hard to discuss how an individual is to approach a group task. Yet each board member has a responsibility to come with an effective mind-set, to carry out his or her part of preparation and participation, and to take responsibility for the group. These are not always easy tasks. Here is some advice on the frame of mind and individual preparations necessary for any board member to play an effective role in creating a productive board. (This advice is adapted from Your Roles and Responsibilities as a Board Member, Carver Guide No. 2, pp. 13–17.)

1. Be prepared to participate responsibly. Do your homework. Come prepared to work (sometimes the work is to listen), agree and disagree as your values dictate, and accept the group decision as legitimate even if not—in your opinion—correct. It is not acceptable, for example, to have opinions but not express them.

2. Remember that your identity is with the entire ownership, not with the staff or with a single constituency of the ownership. If you identify too closely with staff, you run the risk that you might be talking to them more than to those who you should be in ongoing conversation with: the owners. Be a microcosm of your ownership, not a shadow of the staff. And even though you may personally identify with certain constituencies of the ownership more than others, as a board member you represent the entire ownership. There is no way a board can be big enough to have a spokesperson for every legitimate interest, so in a moral sense you must stand for them all.

3. Be responsible for group behavior and productivity. Although doing your own job as a single board member is important, you must also shoulder the potentially unfamiliar burden of being responsible for the group. If you are part of a group that doesn't get its job done, meddles in administration, or breaks its own rules, you are culpable.

4. Be a proactive board member. You are not a board member to hear reports. You are a board member to make governance decisions. Although it may be necessary at times to get data through reports, don't let that cast you in a passive role. Even when you are receiving education, do so as an active participant, searching doggedly for the wisdom that will enable good board decisions.

5. Honor divergent opinions without being intimidated by them. You are obligated to register your honest opinion on issues the board takes up, but other board members are obligated to speak up as well. Encourage your colleagues to express their opinions without allowing your own to be submerged by those who are louder or more insistent.

6. Use your special expertise to inform your colleagues' wisdom. For example, a board member who is an accountant can certainly help board members understand what financial jeopardy looks like or what indicators of financial health to watch carefully. He or she shouldn't, however, assume personal responsibility for ensuring financial soundness.

• Tolerate issues that cannot be settled quickly. Resolving short-term, concrete matters may give you a feeling of completion but is likely to involve you in the wrong issues.

8. Don't tolerate putting off the big issues forever. The really big issues will often be too intimidating for you to resolve comfortably. Yet putting off a decision is itself a decision. Don't tolerate board inaction as a form of decision making.

9. Support the board's final choice. No matter which way you voted, you are obligated to support the board's choice. This obligation doesn't mean you must pretend to agree with that choice. What you must support is the legitimacy of the choice that you still don't agree with.

10. Don't mistake form for substance. Don't confuse having a public relations committee with having good public relations. Don't confuse having financial reports with having sound finances. Don't confuse having a token constituent board member with having sufficient input.

11. Remember that the organization is not there for you. Being an owner representative is very different from seeing the organization as your personal possession. The organization does not exist to satisfy board members' needs to feel useful, self-actualized, involved, or entertained. Your job is to faithfully serve the ownership of the organization.

12. Support the chair in board discipline. Although the board as a whole is responsible for its own discipline, it will have charged the chair with a special role in the group's confronting its own process. Don't make the chair's job harder; ask rather what you can do to make it easier.

Sauk County Classification Specifications

Classification Titl	e: County Board Supervisor	Department:	Sauk County Board
Date:	October 2005	FLSA:	of Supervisors Elected Official

Purpose of Position:

The Sauk County Board of Supervisors is a governmental, leadership body which makes policy determinations with regard to:

- The mission of the County;
- The services and programs the County provides (the range of services currently provided includes programs that foster economic opportunity, public safety, transportation, health, recreation, education and environmental protection);
- Resource allocation;
- Levying property taxes, approving borrowings adequate to fund operational and capital expenditures;
- Individual board members contribute to the policy making through information gathering and analysis, constituent contacts, public hearings, public debate and voting on policy issues.

Essential Duties and Responsibilities

The following duties are normal for this classification. These are not to be construed as exclusive or allinclusive. Other duties may be required and assigned.

- Considering and acting upon ordinances and resolutions that come before the Board which set policy for Sauk County Government.
- Analyzing and adopting the annual budget.
- Serving on appointed standing committees.
- Establishing County Board policies and rules.
- Reviewing and updating public polices already in place.
- Considering and acting upon statutorily required matters such as department head appointments, zoning amendments, farmland preservation agreements, claims against the County, etc.
- Communicating with residents and groups with regard to policy preferences and assisting residents with appropriate complaints and/or problems.

Minimum Qualifications: The Wisconsin Statutes establish minimum qualifications for seeking County Board appointment:

- Must be a United States citizen;
- Must be at least 18 years of age;
- Must reside in the district for which election is sought;
- Cannot be a convicted felon.

Additional Qualifications: The leadership of the County Board encourages:

• Strategic thinking, including the ability to make decisions with an awareness of the future and an awareness of the implications of each decision;

- A genuine commitment to public service;
- Strong verbal and written communication skills;
- Respect for others and appreciation of differences in perspective;
- Patience and perseverance (acceptance that County Government is a process that takes time and that success in this unique environment often times comes from the ability to build consensus).

Estimated Time Commitment: The leadership of the County Board estimates that a minimum time commitment of 15 hours per month will be necessary to be an effective County Board member. It is expected that a County Board Supervisor attend the monthly business meeting at 6:00 p.m., (usually the third Tuesday of the month), and any required meetings for standing committee appointments (usually held during the workday Monday - Friday). Additional time is required to read information, including but not limited to, committee minutes, preparation for meetings and fulfill statutory responsibility.

Sauk County is an Equal Opportunity Employer. In compliance with the Americans with Disabilities Act, the County will provide reasonable accommodations to qualified individuals with disabilities and encourages both prospective and current employees to discuss potential accommodations with the employer.

Staff Roles and Responsibilities

Department heads have the leadership role within their departments within the guidelines of the policies and procedures set by the Administrative Coordinator, and/or the Board of Supervisors. Staff (department heads and other key staff) have an obligation to carry out their daily duties in a manner consistent with the policy direction of the Board. Staff make recommendations and provide professional advice. They generally do NOT make policy other than internal department policies as authorized. Staff's primary duty during meetings is to be prepared to answer professional questions and present professional reports to enable elected officials to make informed decisions. They must be prepared to offer alternatives and recommendations as needed while remaining politically neutral. Supervisors should not assume staff are "taking a side" if the answer they receive on a professional question is not what they hoped for.

As can be seen from the discussion above Supervisors and Department heads/staff have vastly different roles and responsibilities. Board Supervisors serve a legislative role. Department heads and staff serve an operational and advisory role.

A comparison of the policy role of the Board versus the operational focus of staff is summarized below.

Policy

(Board)

- Related to overall mission and purpose
- Addresses key issues
- Strategy development
- Longer term
- Requires vision

Operational

(Departments & Staff)

- Day to day operations
- Related to smaller functions
- Addresses department or individual issues
- Implementation of policies and strategies
- Shorter term
- Requires attention to detail

Communications

All County Board members have a physical mailbox located in the West Square Building, on the first floor near the elevators. Any time the building is open, you have access to this mailbox. Please check it frequently as it contains correspondence and information that is not time-sensitive.

Accessing Personal County E-mail Account

From the Internet:

- 1) Open an internet browser window (either Internet Explorer or Netscape)
- 2) Browse to the County Website (<u>http://www.co.sauk.wi.us</u>)
- 3) On the far right side of the green menu bar, click the menu item titled iNotes.
- 4) You will be prompted for a username and password
- 5) In the username field, type in your first initial and FULL last name no spaces or commas (all lower case)
- 6) In the password field, type your password (this password is assigned to you by the MIS Helpdesk (355-3555))
- 7) Your email box will open use the following guide as a reference in using the email system.

For assistance you may call the MIS Helpdesk at (608) 355-3555 during regular business hours.

COUNTY BOARD COMPENSATION

County Board and Committee members may receive a per diem payment and reimbursement of expenses pursuant to Rule V. Compensation of the Rules of the Sauk County Board of Supervisors. There are also financial policies that guide reimbursement of expenses to County Board members, as well as employees. The financial policies can be found on the Sauk County web site at www.co.sauk.wi.us.

<u>County Board Member Compensation</u> - An example of a Committee Voucher is attached. This is the vehicle by which you report the meetings you have attended and ask for reimbursement. These may be obtained from the County Clerk's office or from a supply kept near your mailbox in the West Square Building.

Per Diem - For the term commencing April 2018, \$60 per County Board meeting, \$50 per Committee meeting.

Please note that you may receive no more than one per diem payment per day, even if you attend more than one meeting in a day. Sign the Committee Voucher at every meeting you attend, but write "2nd meeting" in the per diem space to show that you are not claiming multiple per diems for the same day.

Please be clear about the name of the Committee meeting you attended.

Mileage - The mileage reimbursement rate is tied to the IRS rate rounded down to the nearest penny. Effective January 1, 2018, the reimbursement rate is \$0.55 cents per mile.

You may receive mileage for multiple meetings per day, so long as you incurred mileage costs to attend each meeting.

Other Reimbursements - Pursuant to County Financial Policies 3-94, Meal Expense Reimbursement, and 2-97, Employee Reimbursements. If you attend a conference or similar function, be sure to retain your original receipts and attach them to the Committee Voucher.

Meal Reimbursement Rates:	Breakfast	\$ 11.00
	Lunch	\$ 12.00
	Dinner	\$ 23.00

Turn in your completed Committee Voucher to the County Clerk's office at regular County Board meetings.

Agendas

Agendas are created and posted in compliance with the Open Meetings law ⁽¹⁾. To meet the mandatory posting requirements agendas are published in the official county newspaper and posted at two separate locations within the West Square Building and the Sauk County Courthouse.

Agendas are distributed with supplementary documentation to supervisors who serve on various committees in advance of the meeting, and agendas are posted electronically on the Sauk County Website at www.co.sauk.wi.us as a courtesy to constituents.

Minutes

Meeting minutes are also subject to Open Meetings / Records requirements. Typically, minutes of a previous meeting are approved at the subsequent meeting of the governmental body. Draft minutes are distributed to supervisors serving on the committee for review and approval. Draft minutes are subject to the open records requirements and are available upon request.

After minutes are *approved* they are officially posted with the County Clerk, and electronically posted on the Sauk County website as a courtesy to constituents.

Additional queries regarding agendas or minutes should be directed to the County Clerk.

⁽¹⁾ Wisconsin State Statutes, Chapter 19, General Duties of Public Officials; Subchapter V, Open Meetings of Governmental Bodies; specifically, §19.83, §19.84, and §19.85.

ROLE OF COMMITTEE CHAIRS and COMMITTEE REPORTING TO BOARD

Agenda

- ✓ Chairperson is responsible for the agenda. *Staff assist in physical preparation and assist in bringing potential agenda items to the attention of the Chair*. The agenda and amendments to the agenda should be approved by the Chair.
- ✓ Members may place items on agenda.

RUNNING THE MEETING

- ✓ Chairperson has all the rights of participation, including making and seconding motions, and voting.
- ✓ Chairperson is responsible for administering the group's deliberations.
- ✓ Announces issues and keeps members on track.
- \checkmark Restates motions for clarity.
- ✓ Recognizes members.
- ✓ Seeks balance.
- ✓ Enforces group's rules.
- \checkmark Asks for votes on each side and announces outcome.
- \checkmark Responds to requests.
- \checkmark Rules on points of order.
- ✓ Maintains decorum.
- \checkmark Keeps the discussion centered on the listed agenda topics.

PRE-MEETING AND FOLLOW-UP (can be designated to staff)

- ✓ Notifies Board Chairperson of appointments.
- \checkmark Is notified by committee members when they are unavailable for scheduled meetings.

SAUK COUNTY BOARD REPORTING

- ✓ Committees ascertain next steps with committee members for presenting to the County Board: Is the topic routine, major or significant.
- ✓ Follow presentation protocol to communicate committee work to the Board of Supervisors:

Routine	Present resolution at next meeting
Significant	Discuss a topic at one meeting and then take action on the item at the next board meeting. The discussion could include a fact sheet with a timeline for implementation
Major	Hold a separate county board meeting for open discussion on major topics as necessary.

SOURCES

A Guide to Parliamentary Procedure for Local Governments in Wisconsin. Larry Larmer. 1998

Wisconsin County Supervisor's Handbook. Wisconsin Counties Association. 2004

Dan Hill, UW-Extension Local Government Center, 232 Lowell Hall, 610 Langdon Street, Madison, WI 53703

Sauk County Board Development Documents

COMMITTEE REPORTS TO BOARD

 \checkmark Ascertain next steps with committee members for presenting to the County Board: Is the topic routine, major or significant? The Policy outline (on the next page) can serve as a guide for committee discussions as well as a format for communicating committee action to the Board of Supervisors.

 \checkmark Will additional clarification be beneficial to understanding the intent of the resolution / ordinance. (Particularly helpful when ordinance language changes are contemplated).

✓	Follow prese	entation protocol to communicate committee work to the Board of Supervisors:
	Routine	Present resolution at next meeting
	Significant	Discuss a topic at one meeting and then take action on the item at the next board meeting. The discussion could include a fact sheet with a timeline for implementation.
	Major	Hold a separate county board meeting for open discussion on major topics as necessary.

BASIC POLICY OUTLINE

- I. Historical Analysis
 - A. Background of the policy issue.
 - B. Description of the situation.
 - C. Outcomes of prior policy initiatives.
 - D. Meetings held /public input gathered

II. Scope

- A. Assessment of past policy practices.
- B. Significance of the situation.
- C. Need for analysis. (What initiated the discussion? Why is the issue being discussed by the governing body?; and Timing: Why is the issue important at this time?)
- III. Issue / Policy Statement
 - A. Clear statement on the issue to be addressed.
 - B. Major stakeholders.
 - C. Goals and objectives. (What do you hope to accomplish?)
- IV. Financial Analysis
- V. Legal Authority. (What legal authority exists either in State Statutes, Administrative Code, etc.)
- VI. Policy Alternatives Options available to the County Board as alternatives. (List alternatives and analysis)

Criteria (for discussion purposes):

- 1. **Merit**. Does the option address the problem?
- 2. **Compatibility**. Does the option complement existing norms and procedures?
- 3. **Cost.** Can we afford the option and will it be cost-effective? Have the funds been budgeted. What are the funding options?
- 4. **Public Acceptance /Political Feasibility**. Is it viewed favorably by the public? Is the option easy to understand by those not involved in the analysis?
- 5. **Flexibility**. Can the alternative serve more than one purpose?
- 6. **Riskiness**. Does the alternative have a high chance for failure?
- 7. **Constraints.** Do we have explicit legal authority?
- 8. **Reversibility**. How difficult will it be to return to the prior conditions if the option fails?
- 9. **Consideration of Future Consequences.** What is the probability the option will be operating at any given time? Will the alternative continue to perform if one of its parts fails or is damaged?
- VII. Policy Recommendations (developed by committee with staff input as requested)
- VIII. Description of Preferred Alternative.
 - A. Outline for implementation strategy.
 - B. Unintended consequences and policy limitations.
- IX. Bibliography and Appendices (as needed).
 - A. Glossary
 - B. Acronyms

Sauk County Board Room Voting Equipment Instructions

Request to Speak:

- Push request to speak key once. The green WAIT light will be activated, which indicates your request has been added to the queue. If you decide not to speak, push the request to speak key a second time to deactivate your request.
- Request to speak is controlled by the chairperson, and requests are taken in the order received. The red light band on your microphone will light after activated by the chairman.

Delegate Vote Controls:

- Vote mode is activated when the indicators are flashing. There is a limited timeframe to vote, and keys selected at times other than vote mode will not register.
- Press: + for yes/aye vote AND roll call vote.
- Press- for no/nay vote.
- A vote can be changed while the indicators are flashing by pressing either the + or key.
- After voting, check the wall display to ensure that your vote registered.

Web Address

www.co.sauk.wi.us

http://www.legis.state.wi.us/rsb/ http://www.wisconsin.gov/

http://www.legis.state.wi.us/

http://www.wicounties.org/ http://www.thewheelerreport.com/ http://www.scdc.com/

Helpful references

What can be found

Sauk County government's web site. Agenda's and minutes, department and department contact information, Sauk County Code of Ordinances, Rules of the Board, Financial Policies State Statutes, Administrative Rules State of Wisconsin website. Links to State departments and agencies. The Wisconsin Legislature. Legislator contacts, status of pending bills. Wisconsin Counties Association. The Wheeler Report. Sauk County Development Corporation. Information on County specific demographic and economic measures.