



GREEN LAKE COUNTY

571 County Road A, Green Lake, WI 54941

Original Post Date: 03/22/16

Amended* Post Date:

**The following documents are included in the packet for the
Administrative Committee on March 24, 2016:**

- 1) Agenda
- 2) Resolution Relating to Recognition of Service to the Green Lake
County Board
- 3) County Administrator Summary
- 4) Comparisons between Administrator Coordinator and County
Administrator
- 5) Limits of County Board Administrative Authority



GREEN LAKE COUNTY OFFICE OF THE COUNTY CLERK

Margaret R. Bostelmann, WCPM
County Clerk

Office: 920-294-4005
FAX: 920-294-4009

Administrative Committee Meeting Notice

***Date: March 24, 2016 Time: 6:00 PM
Green Lake County Government Center,
County Board Room, 571 County Rd A, Green Lake WI***

Amended* AGENDA

Committee Members

*Jack Meyers,
Chairman
David Richter,
Vice -Chair
Harley Reabe
Michael Starshak
Paul Schwandt*

**Notice is hereby given that a majority of the Green Lake County Board of Supervisors may be present at this meeting to gather information about a subject over which they have decision making responsibility. This constitutes a meeting of the County Board pursuant to the Badke Decision and must be noticed as such although the County Board will not take any formal action at this meeting.*

*Margaret R.
Bostelmann,
Secretary*

1. Call to Order
2. Certification of Open Meeting Law
3. Pledge of Allegiance
4. Agenda
5. *Resolutions
 - *Relating to Recognition of Service to the Green Lake County Board
6. Comparison of the answers to the questions the Clerk asked the Clerk and Chair of the 6 counties.
7. Comparison of authority given to an Administrative Coordinator and give to a County Administrator.
8. Comparison of four Administrative Coordinator job descriptions which were provided by the WCA.
9. Discussion and Action on County Administration Position
10. Committee Discussion
 - Future Meeting. Dates: May 2nd, 2016 at 5:00 pm
 - Future Agenda items for action & discussion
11. Adjourn

Kindly arrange to be present, if unable to do so, please notify our office. Sincerely, Margaret R. Bostelmann

Please note: Meeting area is accessible to the physically disabled. Anyone planning to attend who needs visual or audio assistance, should contact the County Clerk's Office, 294-4005, not later than 3 days before date Of the meeting.

Resolution No. -2016

Relating to: Recognition of Service to the Green Lake County Board.

The County Board Supervisors of Green Lake County, Green Lake, Wisconsin, duly assembled at its regular monthly meeting on the 19th day of April, 2016, does resolve as follows:

WHEREAS, the Green Lake County Board wishes to go on record recognizing the loyal and devoted service the following County Board Supervisors have bestowed to the people of Green Lake County and to formally acknowledge such service given and to extend the thanks of the people of Green Lake County for the many contributions of time and effort they have made during their time of office, and the substantial contribution of good judgement and responsibility in the Government of this county;

NOW, THEREFORE BE IT RESOLVED that the Green Lake County Board in regular session on the 19th day of April, 2016 does hereby extend its unqualified appreciation and gratitude for the service so generously given to the Board by:

Supervisor Jack Meyers	April 2010 - April 2016
Supervisor Maureen Schweder	April 2008 - April 2016
Supervisor Debra Schubert	April 2000 - April 2016
Supervisor Michael Stoddard	April 1976 – April 2016
Supervisor Eugene Thom	February 1999 – April 2016

Roll Call on Resolution No. - 2016

Submitted by Administrative Committee:

Ayes , Nays , Absent , Abstain

Passed and Adopted/Rejected this 19th day of April, 2016.

Jack Meyers, Chair

David Richter, Vice Chair

County Board Chairman

Harley Reabe

ATTEST: County Clerk

Michael Starshak

Corporation Counsel

Paul Schwandt

County	Pop.	Why did you make the change from AC to CA?	How is it working, what are the positives and what are the negatives?	Are you happy with the change?	Job Descrip.	Do you have a contract?	What is the salary range and current salary?	Other Notes
Dodge	89,000	The AC was retiring so we voted to go with CA, so there would be a full time person for the daily operations.	It has been working well		Yes		\$106,300	
Douglas	44,000	The AC reported to the board on numerous occasions that it was difficult to manage without authority. Seemed to be a natural progression from AC to CA.	Sometimes its hard to draw the line between county board and administrator. Now there is one responsible person and decision maker. Government is managed more like a business.	Happy with the change overall. However, some county board members believe they've lost some authority (which is true).	Yes	No	\$106,724	Politics is removed from decision making. The board doesn't always agree with the CA decision and can cause some dissatisfaction and frustration with board members. The statutes dictate in some areas, and the board members would like more authority.
Monroe								
Price	14,000	Prior to CA, the county didn't have an AC. The board chair served as a part-time AC.	Its working great. Only 9 months in, and still have some transitional issues with the board changing from administrative to governance / policy. The biggest negative is the workload on the new CA. The positive by far is having someone on site every day to deal with county business. Another positive, is not having to go through open meetings law restrictions in order to do business by committee. Another benefit is having CA defined by statute. This prevents the board from tinkering with the authority of the CA based on politics or person preferences.	Absolutely	Yes	No	\$78,000 to \$88,000	All the standing committees responsibilities were restructured. The process helped the board realize the significance of the CA.
Sheboygan	116,000				Yes	No	\$93,000 to \$149,000	AC position was created in 1997, and elevated to CA in 2006
Washington	132,000	The longtime AC decided to retire, making it the perfect opportunity for the Board to consider the change.			Yes	Yes	\$112,000	This wasn't the first time the county looked at changing the form of government from AC to CA. It was defeated in an earlier attempt.

Summary of responsibilities based on presented Job Descriptions

Prepared by Jay Dampier, UW-Extension

March 21, 2016

	County Administrator					
	Dodge County	Douglas County	Monroe County	Price County	Sheboygan County	Washington County
KEYWORDS AND SUMMARY						
Chief Administrative Officer	YES	YES	YES	YES	YES	
Refers to Wis. Stat. §59.18	YES	YES	YES	YES		YES
Refers to Wis. Stat. §59.19						
Leadership	YES	YES		YES	YES	
Directs	YES	YES	YES	YES	YES	
Administers	YES					
Coordinates	YES		YES	YES	YES	
Supervises						
Planning and goal setting	YES	YES	YES	YES		YES
Oversees						
Initiative				YES		
Independent judgement		YES		YES		
REPORTING						
Reports to County Board Chair		YES	YES	YES		YES
Reports to Administration / Executive Committee		YES		YES		YES
Reports to Personnel Committee						
Reports to County Board						

	County Administrator					
	Dodge County	Douglas County	Monroe County	Price County	Sheboygan County	Washington County
ESSENTIAL DUTIES and RESPONSIBILITIES						
POLICY						
Drafts ordinance, resolution and policy recommendations, and instructs Corporation Council as required	YES		YES		YES	YES
Assists in preparation of county resolutions and ordinances.						
Analyses and recommends county organizational structure						YES
Prepares reports and makes recommendations to the County Board	YES			YES	YES	YES
Solicits board opinion, drafts responses, recommends amendments, and supports legislation			YES			
Keep informed on pending federal and state legislation affecting counties	YES		YES		YES	YES
Ensures that resolutions, ordinances, regulations, state and federal laws are observed and executed		YES	YES	YES	YES	YES
Coordinates the transaction of all county administrative business with Federal, State and local officials	YES					
Acts as County HR Director, and Risk Manager						
Caviate: Description does not grant authority which is vested by law to another role.						

OPERATIONAL OVERSIGHT						
Has authority to make day-to-day operational decisions, within established policies and procedures	YES				YES	YES
Oversight responsibilities / authority over county administrative matters, unless otherwise specified						
Directs and coordinates all administrative functions not otherwise vested by law in boards and commissions	YES					
Ensures enforcement of ordinances and laws			YES			YES
Provides recommendations for administrative and operational problems			YES			YES
Establishes county-wide program and activity priorities	YES				YES	
Responsible for all county properties						YES
Responsible for all insurance and risk management programs	YES					YES
Review agenda and minutes of county governmental bodies to keep informed of activities					YES	

	County Administrator					
	Dodge County	Douglas County	Monroe County	Price County	Sheboygan County	Washington County
OPERATIONAL OVERSIGHT continued						
Reviews management methods, and provides coordination and administrative management practices in order to provide effective government	YES		YES			YES
After conferral, appoints citizen members to boards, commissions and non-standing committees, where statutes provide such appointments	YES	YES		YES	YES	
Conducts research, prepares materials, presents to county board as required		YES	YES	YES		YES
Assist Department Head / oversight committees with research and data requests. Presentts data to County Board						
Attend all County Board Meetings	YES	YES	YES	YES	YES	YES
Conducts and schedules Finance Committee budget review meetings, hearings, budget request meetings, presents recommendations						
Attends committee meetings when requested	YES					YES
Assists County Board Chair and County Clerk in agenda preparation		YES		YES		
Related duties as required	YES	YES		YES		YES
Executes the order of the county board		YES	YES			
Authority to contract counsel when warrented						
Monitors activities of operating departments						
Develops a communications program to ensure internal communications						
Billing for mediation for service in Family Court						
Oversees phone system and cell phone contracts						
Oversee building construction and renovation projects	YES					

	County Administrator					
	Dodge County	Douglas County	Monroe County	Price County	Sheboygan County	Washington County
FINANCIAL						
Prepares and submits annual county budget (with Finance Committee)	YES	YES	YES	YES	YES	YES
Submits annual budget for Administrative Coordinator's office to Finance Committee						
Presents and justifies expenditures		YES				YES
Monitors, prepares and submits report on finances and activities	YES	YES		YES		YES
With appropriate committee annual, establishes procedures, format and priorities in budget preparation						
Assists Finance Director in reports, summarizing county's fiscal condition, and future needs						
Provides financial policy recommendations, oversees and coordinates with appropriate committee		YES	YES	YES	YES	
Manages and evaluates capital improvement budget and projects	YES					YES
Oversees investments, invests surplus						YES
Develops cash projections		YES		YES		YES
Responsible for and supervises purchasing activities	YES	YES		YES		YES
Keep informed on federal and state grants and mandates	YES				YES	
Responsible for bonding projects		YES		YES		YES
May prepare bid specifications and requests for proposals	YES					
Oversees, approves and signs contracts, leases, grants, property transfers, etc.	YES					YES

EXTERNAL RELATIONS						
Spokesperson (under direction of County Board Chairperson) related to daily operations of the county. Handles public relations. i.e. press releases, publications, speeches, etc.	YES				YES	YES
Represents county a public functions and inter-governmental meetings, legislative meetings and hearing, business transactions, negotiations (i.e. with city officials, business leaders, town and village reps, economic development groups)	YES	YES	YES	YES	YES	YES
Meets with taxpayers and addresses concerns		YES		YES		

	County Administrator					
	Dodge County	Douglas County	Monroe County	Price County	Sheboygan County	Washington County
HUMAN RESOURCES						
Hires (subject to County Board Approval), evaluates, supervises and disciplines Department Heads and Officers, except those elected by the people.	YES	YES	YES	YES	YES	YES
Appoints and supervises Dept Heads, except constitutional office-holders and except where statues provide that appointment shall be made by elected officers. Appointments require board approval.						
Authority to put Department Heads on leave						
Through Department Heads, supervises and coordinates work						
With assistance of Department Heads, administers and coorindates personnel / labor policy, recruitment, screening, benefits.						
Assists Department Heads with interviewing and selction of new employees						
Provides hiring, firing, advancement, promotion recommendations (only)						
With assistance of Department Heads, conducts salary and benefit surveys, presents recommendations to Personnel Committee.						
Conducts staff meetings with Department Heads					YES	
Receives, reviews and responds to complaints regarding personnel and operations. Implement appropriate discipline as required by county ordinance or state statute.	YES		YES	YES		YES
Serves as mediator in issues, problems and disputes involving department heads and other municipalities	YES					
Evaluates staffing levels and makes staffing recommendations to Administrative / Executive Committee (appointees subject to committee confirmation)	YES	YES		YES	YES	YES
Administers effective personnel program, including employee records, PDs, employee development, hiring, etc. drafts policies						
Make policy recommendations to Administrative / Executive Committee					YES	
Serves as county negotiator / mediator						
Provides guidance to subordinate Department Heads				YES		

	County Administrator					
	Dodge County	Douglas County	Monroe County	Price County	Sheboygan County	Washington County
HUMAN RESOURCES continued						
Affirmative Action Equal Employment Officer for the county						
Assists Department Heads with with meeeting staff training needs						
Maintains close, productive and positive working relationship with Department Heads, and other staff		YES	YES	YES		
Appoints Assistants in the County Administrator's office, in conjunction with County Board				YES	YES	

QUALIFICATIONS						
Thorough knowledge of principles and practice of local government and administration	YES	HIGHLY PREFERRED		YES	YES	YES
Thorough knowledge of county organization, policy, procedures, rules, regulations, operating methods and procedures of local government	YES	HIGHLY PREFERRED		YES	YES	YES
Thorough knowledge of federal and state programs	YES					
Financial management experience, budget preparation and various funding resources and allocation			YES	YES		
Ability to plan, organize, direct and coordinate large organization			YES	YES	YES	YES
Oversee full-range of human resource function				YES		
Accurately interpret administrative policies					YES	YES
Ability to plan, organize manage select and evaluate Department Heads and Other Staff	YES		YES	YES	YES	YES
MS Office				YES		
Accounting software				YES		
Math abilities						
Analyze administrative operations and present clear and concise decisions and recommendations				YES	YES	YES
Knowledge of ADA, Affirmative Action, MSDS etc. and all other safety regs						
Maintain high level of effective work relationships with employees, elected officials and the public	YES			YES		
High level of communications ability, spoken, written	YES		YES	YES	YES	
Understands technical terms / language						
Ability to research, analyze and interpret statistical and cost data	YES			YES	YES	
Ability to work in a stressful work environment						
Ability to be a visionary, and creative in a key management role			YES	YES		
Compensation and performance review				YES		
High level of trust, integrity and ethics			YES		YES	

	County Administrator					
	Dodge County	Douglas County	Monroe County	Price County	Sheboygan County	Washington County
QUALIFICATIONS continued						
Experience	6 years min	3 years min	5 years min	3 years min 5 year pref	5 years min	8 years min
Drivers license				YES		YES
Bondable						YES
Education	Bachelors in Public Admin or related field. Masters preferred	Bachelors in Public Admin, Business, Finance, or related. Masters preferred	Bachelors in Public Admin, or closely related field. Masters preferred	Bachelors in Public Admin, Business Admin or related. Masters preferred	Masters in Public Admin	Masters in Public Admin

Summary of responsibilities based on presented Job Descriptions

March 21, 2016

	Administrative Coordinator		
	Lincoln County	Oconto County	Waushara County
KEYWORDS AND SUMMARY			
Chief Administrative Officer	YES		
Refers to Wis. Stat. §59.18			
Refers to Wis. Stat. §59.19	YES		
Leadership			YES
Directs		YES	YES
Administers			YES
Coordinates		YES	YES
Supervises	YES	1 PT staff	
Planning and goal setting			
Oversees	YES		YES
Initiative			
Independent judgement	YES		YES
REPORTING			
Reports to County Board Chair			
Reports to Administration / Executive Committee			YES
Reports to Personnel Committee		YES	YES
Reports to County Board	YES	YES	YES

	Administrative Coordinator		
	Lincoln County	Oconto County	Waushara County
ESSENTIAL DUTIES and RESPONSIBILITIES			
POLICY			
Drafts ordinance, resolution and policy recommendations, and instructs Corporation Council as required	YES	YES	
Assists in preparation of county resolutions and ordinances.	YES	YES	
Analyses and recommends county organizational structure	YES		
Prepares reports and makes recommendations to the County Board	YES		
Solicits board opinion, drafts responses, recommends amendments, and supports legislation			
Keep informed on pending federal and state legislation affecting counties	YES	YES	YES
Ensures that resolutions, ordinances, regulations, state and federal laws are observed and executed	YES	YES	
Coordinates the transaction of all county administrative business with Federal, State and local officials	YES		
Acts as County HR Director, and Risk Manager		YES	YES
Caviate: Description does not grant authority which is vested by law to another role.	YES		

OPERATIONAL OVERSIGHT			
Has authority to make day-to-day operational decisions, within established policies and procedures			
Oversight responsibilities / authority over county administrative matters, unless otherwise specified	YES		
Directs and coordinates all administrative functions not otherwise vested by law in boards and commissions			
Ensures enforcement of ordinances and laws			
Provides recommendations for administrative and operational problems			
Establishes county-wide program and activity priorities			
Responsible for all county properties	YES	YES	YES
Responsible for all insurance and risk management programs	YES	YES	YES
Review agenda and minutes of county governmental bodies to keep informed of activities			

	Administrative Coordinator		
	Lincoln County	Oconto County	Waushara County
OPERATIONAL OVERSIGHT continued			
Reviews management methods, and provides coordination and administrative management practices in order to provide effective government	YES		YES
After conferral, appoints citizen members to boards, commissions and non-standing committees, where statutes provide such appointments		NO. Co. Board	
Conducts research, prepares materials, presents to county board as required	YES	YES	
Assist Department Head / oversight committees with research and data requests. Presentts data to County Board	YES		
Attend all County Board Meetings	YES	YES	
Conducts and schedules Finance Committee budget review meetings, hearings, budget request meetings, presents recommendations	YES		YES
Attends committee meetings when requested	YES (1/yr min)		
Assists County Board Chair and County Clerk in agenda preparation	YES		
Related duties as required			
Executes the order of the county board		YES	
Authority to contract counsel when warrented			YES
Monitors activities of operating departments			
Develops a communications program to ensure internal communications		YES	YES
Billing for mediation for service in Family Court			YES
Oversees phone system and cell phone contracts			YES
Oversee building construction and renovation projects			

	Administrative Coordinator		
	Lincoln County	Oconto County	Waushara County
FINANCIAL			
Prepares and submits annual county budget (with Finance Committee)	YES	YES	YES
Submits annual budget for Administrative Coordinator's office to Finance Committee	YES		
Presents and justifies expenditures			
Monitors, prepares and submits report on finances and activities	YES		
With appropriate committee annual, establishes procedures, format and priorities in budget preparation	YES		YES
Assists Finance Director in reports, summarizing county's fiscal condition, and future needs	YES	YES	
Provides financial policy recommendations, oversees and coordinates with appropriate committee		YES	YES
Manages and evaluates capital improvement budget and projects	YES	YES	
Oversees investments, invests surplus			
Develops cash projections	YES		
Responsible for and supervises purchasing activities			
Keep informed on federal and state grants and mandates	YES	YES	
Responsible for bonding projects			
May prepare bid specifications and requests for proposals			
Oversees, approves and signs contracts, leases, grants, property transfers, etc.		YES	

EXTERNAL RELATIONS			
Spokesperson (under direction of County Board Chairperson) related to daily operations of the county. Handles public relations. i.e. press releases, publications, speeches, etc.	YES		YES
Represents county a public functions and inter-governmental meetings, legislative meetings and hearing, business transactions, negotiations (i.e. with city officials, business leaders, town and village reps, economic development groups)	YES		
Meets with taxpayers and addresses concerns			

	Administrative Coordinator		
	Lincoln County	Oconto County	Waushara County
HUMAN RESOURCES			
Hires (subject to County Board Approval), evaluates, supervises and disciplines Department Heads and Officers, except those elected by the people.		NO. Co. Board	
Appoints and supervises Dept Heads, except constitutional office-holders and except where statues provide that appointment shall be made by elected officers. <u>Appointments require board approval.</u>	YES		
Authority to put Department Heads on leave	YES		
Through Department Heads, supervises and coordinates work	YES		
With assistance of Department Heads, administers and coordinates personnel / labor policy, recruitment, screening, benefits.	YES		YES
Assists Department Heads with interviewing and selection of new employees	YES		
Provides hiring, firing, advancement, promotion recommendations (only)		YES	
With assistance of Department Heads, conducts salary and benefit surveys, presents recommendations to Personnel Committee.	YES		YES
Conducts staff meetings with Department Heads			
Receives, reviews and responds to complaints regarding personnel and operations. Implement appropriate discipline as required by county ordinance or state statute.	YES	YES	
Serves as mediator in issues, problems and disputes involving department heads and other municipalities			YES
Evaluates staffing levels and makes staffing recommendations to Administrative / Executive Committee (appointees subject to committee confirmation)		YES	YES
Administers effective personnel program, including employee records, PDs, employee development, hiring, etc. drafts policies		YES	YES
Make policy recommendations to Administrative / Executive Committee			YES
Serves as county negotiator / mediator		YES	YES
Provides guidance to subordinate Department Heads			

	Administrative Coordinator		
	Lincoln County	Oconto County	Waushara County
HUMAN RESOURCES continued			
Affirmative Action Equal Employment Officer for the county	YES	YES	YES
Assists Department Heads with with meeeting staff training needs			YES
Maintains close, productive and positive working relationship with Department Heads, and other staff			YES
Appoints Assistants in the County Administrator's office, in conjunction with County Board			

QUALIFICATIONS			
Thorough knowledge of principles and practice of local government and administration			
Thorough knowledge of county organization, policy, procedures, rules, regulations, operating methods and procedures of local government			
Thorough knowledge of federal and state programs		YES	YES
Financial management experience, budget preparation and various funding resources and allocation			
Ability to plan, organize, direct and coordinate large organization	YES		YES
Oversee full-range of human resource function	YES		YES
Accurately interpret administrative policies	YES		YES
Ability to plan, organize manage select and evaluate Department Heads and Other Staff	YES		
MS Office	YES		
Accounting software			
Math abilities	YES	YES	
Analyze administrative operations and present clear and concise decisions and recommendations			YES
Knowledge of ADA, Affirmative Action, MSDS etc. and all other safety regs			YES
Maintain high level of effective work relationships with employees, elected officials and the public	YES		YES
High level of communications ability, spoken, written	YES	YES	YES
Understands technical terms / language	YES		
Ability to research, analyze and interpret statistical and cost data	YES	YES	
Ability to work in a stressful work environment	YES		YES
Ability to be a visionary, and creative in a key management role			
Compensation and performance review			
High level of trust, integrity and ethics	YES	YES	YES

	Administrative Coordinator		
	Lincoln County	Oconto County	Waushara County
QUALIFICATIONS continued			
Experience	3 years min	6 to 10 years experience and or training	10 + years experience
Drivers license	YES	YES	
Bondable			
Education	Bachelors in Business Admin, HR, Gov. Finance, or related.	Bachelors. Masters Preferred.	Bachelors in Business Admin, HR or related field. Cont. Ed in union and labor negotiation



Limits of County Board Administrative Authority

*Prepared by Alan Probst and Philip J. Freeburg, J.D., University of Wisconsin-Extension Local Government Center
August 2012*

This Fact Sheet is part of a series of publications produced by the UW-Extension's Local Government Center. More information about open government and open meetings laws, as well as a variety of other topics, can be found on our website, <http://lgc.uwex.edu>.

Introduction

Conflicts over administrative roles of county boards, on the one hand, and county officers, administrators and executives, on the other, are not uncommon. County administrative duties under Wisconsin law are never so clear as to explicitly say to the Board “Thou shall not micro-manage.” However, a review of the statutes, their history, subsequent court decisions and attorney general opinions and resulting practices show there are limits on a county board’s authority to act in the day-to-day administration of county government.

Prior to 1960, Wisconsin county boards carried out both the legislative and executive (supervisory) functions in the county. In 1960, state statutes were amended to permit the creation of a separate, elected position of county executive, thereby setting the precedent for the separation of powers in Wisconsin counties. In a 1979 opinion, the Wisconsin Attorney General described the ensuing years after that as “a significant evolution...in the law relating to county administrative practice in Wisconsin.”¹The “significant evolution” continued with the creation of the County Administrator position and culminating in the requirement to have an Administrative Coordinator no later than 1987 if the county had neither a County Executive nor County Administrator.²The clear progression is a diminishing of county board administrative functions, and greater specification of administrative authority in one of the three county administrative position options.

The statutes delineate the duties of those holding these primary administrative positions.

¹68 Wis. Op. Att’y Gen. 92 (1979) (OAG 32- 79).

² 1985 Act 29 s.1164

County Executive

Wis. Stat. §59.17(1)(a) states “each county with a population of 500,000 or more, a county executive *shall* be elected for a 4-year term.” In addition, Wis. Stat. §59.17(1)(b) provides that “Counties with a population of less than 500,000 *may* by resolution of the board or by petition and referendum create the office of county executive or abolish it by petition and referendum.”

The county executive’s duties include:

- Coordination and direction of all administrative and management functions of the county government not otherwise vested by law in other elected officers.
- Appointment and supervision of department heads subject to county board confirmation, unless confirmation is waived or there exists a civil service system.
- Appointment of members to boards and commissions, where statutes give this authority to county board or its chairperson, subject to board confirmation.
- Submission of the annual budget
- Annually communicate to the Board on the condition of the county.
- Veto authority
 - May veto ordinances and resolutions
 - May veto appropriation in whole or part
 - County board can override with 2/3 vote ³

In the case of the county executive, the authority to appoint and supervise employees is categorically reserved for the county executive and excludes county board supervisors. Thus, the county boards of supervisors have no authority to supervise at all, much less micro-manage.

County Administrator

Wis. Stat. §59.18(1) states, “Counties having a population of less than 500,000 may by resolution of the board or by petition and referendum create the office of county administrator”

County administrators have the following authority:

- Serve as “chief administrative officer” for county
- Coordinate all administrative and management functions of the county government
- Appoint and supervise department heads subject to county board confirmation, unless confirmation waived or the county is under a civil service system.
- Appoint members to boards and commissions, where statutes give this authority to county board or its chairperson, subject to board confirmation
- Annually communicate to the Board on the condition of the county.
- Submit annual budget ⁴

³ Wis. Stat. §59.17(2)

⁴ Wis. Stat. §59.18(2)

Again, as with the county executive, the statutes grant supervisory authority to the county administrator and any individual county board supervisor attempting to supervise or give direction to staff is operating outside his or her authority. Elections make a county executive answer to the public, and the county administrator serves at the pleasure of the county board.

A 2010 formal Wisconsin Attorney General's Opinion reinforces the authority of the county executive and county administrator when clarifying the limitations on county board authority stating:

In my opinion, a county board in a county with a county administrator or a county executive cannot reassign the power of appointment that is statutorily granted to a county executive or county administrator in cases where the statutes provide that appointments to a particular board or commission are to be made by...the county administrator or county executive.⁵

Administrative Coordinator

The authority of the administrative coordinator is less explicit and sometimes invites more questions as to whether there is room for board supervision of staff than the other two forms of county government.

Nonetheless, the intent of the statute is apparent. Wis. Stat. §59.19 states: "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." (*Emphasis added*)

The terms "all administrative and management functions" show the intent of the statute is making the administrative coordinator responsible for ensuring that the day-to-day functions of the county are performed. In those cases where an elected officer, board or commission is vested with the authority, those cases are designated in the statutes.

The history of these administrative positions in the statutes demonstrate movement away from the earlier county board model in which the board jointly functioned with legislative and central executive duties to a more efficient model vesting executive functions in an executive, administrator or administrative coordinator. The statute must be given effect, and practically it can have no other intent than separation of day to day county administration from the county board. The separation of administrative authority from county board supervisor authority is underscored in a 2011 Attorney General Opinion that determined the positions of county supervisor and county administrative coordinator were incompatible.⁶

An analogy to illustrate the functions of the county administrative function is to look at cities and villages. A county executive functions like a city mayor, and a county administrator and

⁵ Opinion of Wis. Att'y Gen. to Dennis Kennedy, Ozaukee County Corp. Counsel, OAG 1-10, ¶3, (January 28, 2010).

⁶ Opinion of Wis. Att'y Gen. to Bradley Lawrence, Price County Corp. Counsel, OAG 1-11 (October 27, 2011).

administrative coordinator function like a city or village administrator, except unlike the municipal administrator, a county administrator has appointment and hiring authority granted by statute.

The “other elected officers” referred to in the statutes means the constitutional officers, such as the sheriff or county clerk. Note that no statute grants duties to individual supervisors other than to act collectively through the board. The term “supervisor” is not descriptive of that office’s duties, but a historical term. Retention of the historic term “supervisor” may be misleading, but not when read in conjunction with the statutes establishing the county executive, administrator and administrative coordinator.

Constitutional and Statutory Officers

Constitutional officers have their own duties, responsibilities, and authority described in the statutes. They are as follows:

Sheriff	59.26-59.33	(jail, law enforcement)
Coroner (or Medical Examiner)	59.34	(medical examiner)
Clerk of Court	59.40	(court records)
Register of Deeds	59.43	(record real estate and vital statistic documents)
Clerk	59.23	(board & other records)
Treasurer	59.25	(collect & disperse funds)
District Attorney	978.05	(criminal prosecutor)
Surveyor	59.45	(certain land surveys)

Because these officers are elected, just as the members of the County Board of Supervisors, with statutes defining their office’s authority, the Board has no supervisory authority or legitimate authority to micro-manage the affairs of the departments under those officers. Straightforwardly, “thou shall not micro-manage” is the clear intent of the statutes.

Furthermore, a great deal of case law supports the authority of the Constitutional Officers in their positions. Court decisions involving disputes between constitutional officers and county boards have established the limitations on the board to encroach on the duties of county constitutional officers. Some examples of case law limiting the powers of County Board Supervisors include:

Beal v. Supervisors of St. Croix County, 13 Wis 500 (1861), forbidding the county board from revoking county officer powers that were conferred by statute.

Schultz v. Milwaukee County, 250 Wis 18, 26 NW2d 260(1947), and *State ex rel.*

Conway v. Elvod, 70 Wis 2d 448, 234 NW2d 354(1975), limiting the board’s ability to change salaries.

Maier v. Racine County, 1 Wis 2d 384, 84 NW2d 76(1957), holding county boards have only such powers as are conferred upon them by statute, expressly or by clear implication.

Schuette v. Van De Hey, 205 Wis 2d 475, 556 NW2d 127 (Ct App. 1996), approving of the Attorney General Opinion at 68 Wis. Op. Att’y Gen. 92 (1979) (OAG 32- 79), stating the governmental concept that the county board’s function is primarily as a policy making and legislative and the county executive is administrator and manager.

County Board Authority

Chair. Wis. Stat. § 56.12 of the statutes provides for the County Board Chairperson to administer oaths, countersign ordinances, and preside over meetings. When directed by ordinance, the Chairperson also transacts necessary board business with local and county officers, expedites business, and ensures all laws are enforced.

Board. Wis. Stat. § 59.51(1) gives the board authority to exercise organizational or administrative powers subject only to the Constitution and any enactment of the Legislature which grants those powers to the County Executive or the County Administrator, or “...[a]ny enactment of statewide concern and which uniformly affects every county.” The last phrase is significant because the statute specifically references county executive and administrator powers as limiting board administrative authority. However, § 59.51 was enacted in 1975, and the later enactment of Wis. Stat. § 59.19, creating the administrative coordinator in 1985, is a further limitation on county board administrative authority as an enactment affecting counties statewide referred to in the statute. Thus current statutes have diminished, if not eliminated entirely, county board daily administrative authority.

The *Shuette* case, cited above, clarified the respective roles by stating boards are policy makers and executives or administrators are managers. It may sometimes be a challenge to distinguish policy making and administrative authority. As an example, one Attorney General’s Opinion states the decision to enter into a public works contract is policy, but the administration of the contract terms is a manager function.⁷ It is the contrast between means and ends. Policy determines the ends to be achieved and administration the means to achieve the policy ends. In business, it is the difference between the roles of the corporate board to set policy and the chief executive officer manage the affairs of the business. You do not see a bank’s directors overseeing the bank tellers. A vivid example is the Green Bay Packers. It is a corporation with a board of directors that sets policy, but the board does not draft the players and certainly the board is not on the sidelines during the game calling the plays. Play calling is clearly not policy making, but administrative and management duties. These divided duties are true, be it Packer football, business or county governance.

⁷80 Wis. Op Att’y Gen. 49 (1991).

Summary

County Board authority is only that granted by the legislature in statutes.⁸ Reviewing the pertinent statutes, case law, Attorney General opinions, with the Constitution of the State of Wisconsin, it is evident that supervisors' administrative authority (i.e. the authority to "micro-manage") does not exist and the essence of all applicable legislation is to limit and outright prohibit board members from becoming directly involved with supervision of county employees. The title "Supervisor" is, in fact, a misnomer in that it does not confer the right to actually supervise. The modern County Board has evolved into a legislative and policy setting body.

Acknowledgment

Thanks to reviewer Andrew Phillips, J. D.

⁸*Jackson County v. State*, 2006 WI 96 ¶16, 293 Wis. 2d 497, 717 N.W. 2d 713.