

# Effective Governance

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# Effective Governance: Public Official Liability, Ethics & Conflicts of Interest

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# Introduction

- Congratulations on your election and thank you for your commitment to public service!
- This presentation is organized as suggestions for managing risks related to the role of elected official, organizational structure and liability, and ethics & personal conduct.
- Focus is on suggested “best practices” that will enhance your effectiveness and in turn reduce risks for your city or town and for you individually.
- Presentation is a training resource only; is not intended to address or provide legal advice on any specific, pending issues.

# The Role of Elected Official

- Being an elected official means your role has changed: Citizen → government official (24/7!), representative, ambassador & **fiduciary**.
- Recognize a key role and “job duty” is delivering **good governance**, which at root is based practically (and from a risk management viewpoint) on a few core concepts:
  - Openness & Transparency (open meetings/records laws)
  - Fundamental Fairness (due process)
  - Predictability & Evenhandedness (equal protection and certiorari claims)
- And committing always to civility, mutuality of respect and the “WE” aspect of public service on a multi-member governing body. In this context, “The ‘WE’ is more important than the ‘me.’”

# Organizational Structure & Liability

- Recognition of the “WE” is also a cornerstone of risk management with respect to organizational structure and liability, particularly respecting membership on a multi-member governing body.
- Everyone within your municipal organization has a “job description”—honoring the “job description” is key to proper functioning of government at all levels, and to avoiding risks of liability, including the risk of personal liability!
- You have protection from personal liability for acts/omissions as an elected official if you are “within the scope of employment (SOE)” and not acting “willfully and wantonly.”
- Conversely, conduct that is “outside the SOE” or “willful and wanton” can result in a loss of governmental immunity and give rise to liability, including potential personal liability.

# Organizational Structure & Liability

- Can also result in potential loss of insurance coverage. Public official liability (POL) policies follow “course and scope” and “willful and wanton” concepts. That is, they extend coverage to elected officials “in their capacity as such” (or similar) and have provisions excluding coverage where liability is based on willful & wanton conduct, etc.
- The CGIA provides a form of qualified immunity, but it is not an absolute shield. Similarly, a federal form of qualified immunity protects government officials from liability for civil damages “insofar as their conduct does not violate clearly established statutory or constitutional rights of which a reasonable person would have known.”
- Recognize that certain liability risks—in particular civil rights claims—can be exacerbated by “bad facts” that suggest (or are perceived to be based upon) retaliatory conduct.

# Organizational Structure & Liability - Tips

- Governing body members hold a fraction of the body's power, but that power can't be exercised individually. Rather, it is exercised by the body as a whole.
- Thus, recognition of the “WE” aspect is not only important in terms of collaboration and getting things done. It's also critical in recognizing and managing risk around your SOE. Acting in terms of “I” rather than “we”...that's a red flag.
- Recognize the policy-administrative distinction and commit to your chosen form of government (council-manager, board-administrator).
- Recognize the allocations of authority within your organization have legal effect and are there to “**serve and protect**” —assuming everyone is committed to them!

# Supporting Organizational Structure

## Where Does the Governing Body Focus its Efforts?

Ownership



Governance



Management



Supervision



Front Line Employment

*See, John Carver, Boards that Make a Difference*

## Legislative and Governing Body Focus/SOE:

- Policy-setting (legislating), big picture, and forward-looking, rather than dealing with day-to-day operations, and rather than making reactive, case-by-case decisions as issues arise, or after-the-fact.
- Examples: General ordinances, annual budget, decisions regarding corporate assets, appointment & oversight of your few “direct reports”, deciding quasi-judicial and corporate matters reserved to the governing body.
- The governing body and its members should:
  - Have longest time horizon—looking down the road.
  - Have broad interests in mind.
  - Work together in fiduciary role to protect city/town as an entity and governing body as an institution.



# The Governing Body as an Institution

- Commit to personnel conduct that strengthens the WE – the governing body as an institution. This sometimes requires personal sacrifices, such as:
  - Setting aside a personal interest or agenda when there is lack of support.
  - Accepting “the council/board has spoken” though one would have preferred a different outcome.
  - Accepting “our work is done”; i.e., the hand-off from governing body → staff.
  - Recognizing that individual efforts—e.g., liaison roles—are in service of the entity and governing body (the WE).
  - Avoiding perceptions (internal or external) of “getting ahead” of or “speaking for” the voice of council/board where council/board has not yet spoken.

# Ethics and Personal Conduct

- Become familiar with the ethics laws that govern your conduct as an elected official. Make them your “best friend” in resolving ethics issues. Some key areas:
  - **Conflicts of Interest:** Disclose, recuse, don’t vote, and don’t influence others.
  - **Confidential Information:** Don’t disclose or use any confidential information for personal benefit.
  - **Gifts:** Decline any gifts seemingly connected to your service and abide by gift rules.
  - Avoid situations that may create appearances of impropriety.
- Beyond compliance with the “letter of the law” recognize that in matters of ethics, fair or not, sometimes perception = reality and reality = perception.

# Ethics and Personal Conduct

- And beyond compliance with the rules, commit to high levels of personal conduct. Recognize that inappropriate personal conduct can be destructive to a public body, its agenda, and its reputation. Some problem areas we've seen:
  - “Outsider syndrome” and elected officials “going it alone.”
  - Accusations of lack of respect, lack of good faith, hidden agendas, preconceptions, undue partisanship, “proxy talk,” incivility, or other concerns creating a sense of distrust.
  - Individual elected or appointed officials ignoring rules or norms of conduct around use of staff time, interactions with outside agencies, etc.

# Ethics and Personal Conduct

- More problem areas we seen:
  - Officials taking an individual and unhealthy interest in personnel issues or administrative issues that are assigned to staff under state or local law.
  - Failures to recognize the “24/7” nature of being a public official and the impacts that problematic behaviors can have on reputation, community trust, and others in the organization—irrespective of whether the conduct is in an “official,” “individual,” or “personal” capacity.
  - Personal conduct is another area where, fair or not, sometimes perception = reality and reality = perception. Thus, commit to high standards of personal conduct and to avoiding personal conduct that can debilitate public officials and public bodies.

# Some Scenarios

- “Our liquor ordinances say the Town Clerk issues special events permits but one member of our Town Board has visited the Clerk’s office repeatedly telling the Clerk she must turn down a special event permit application for an event near his house.” What to do?
- “We’ve heard a few Board members have taken to social media to combat some critics of a new Board ordinance, but unfortunately one of them has gotten in a pickle by alleging that one of these critics has failed to get building permits and has failed to report and pay payroll taxes. The animosity spilled over at a recent Board meeting where the elected official repeated the accusations. Now the critic is threatening a defamation lawsuit. Problems?”
- “Recently the Council voted to approve a purchase of water rights. As the closing on the purchase approached, we learned a commission was due to a brokerage firm. The rub is that one of the elected officials who voted for the purchase is a partner in the brokerage firm. Now citizens are claiming an ethics violation. Concerns?”

# Elected Official-Governing Body Liability Risks

- Where do liability risks lie for elected officials and elected governing bodies?
  - Civil rights claims (e.g., First Amendment, Due Process, Equal Protection)
  - Employment practices – e.g. harassment, discrimination, retaliation
  - Alleged “willful & wanton” conduct (state law intentional torts)
  - Breach of ethics and/or fiduciary duty
  - Open meetings/open records laws
  - “On the record” challenges to a “quasi-judicial” action of the governing body
  - Declaratory or injunctive relief claims arising from governing body action; e.g., challenging an ordinance or some other action
  - Contract and quasi-contract claims
  - Takings and regulatory takings claims

# Concluding Thoughts

- As elected officials, commit to good governance that builds faith and trust in government and strengthens the governing body as an institution. Have a good “risk radar” and seek support from your attorney and staff to effectively manage risk.
- Use your power wisely and humanely. Remember, you set the tone for the whole organization in terms of the treatment of employees, citizens, and the business community.
- Engage in active collaboration, be willing to “agree to disagree” and move on.
- Embrace process irrespective of outcome and always consider issues on their merits alone.
- Always put public interest first and embrace the fiduciary, stewardship, and “WE” responsibilities of governing body membership.

# CIRSA Resources

- CIRSA *Elected Officials Liability Handbook*: <https://www.cirsa.org/wp-content/uploads/2019/06/EthicsLiabilityBestPracticesHandbookForElectedOfficials.pdf>
- The elected officials' page on CIRSA website has some resources relevant to both elected and appointed officials: <https://www.cirsa.org/safety-training/elected-officials/>
- For more CIRSA training on quasi-judicial best practices and due process, see these CIRSA videos: [https://www.youtube.com/watch?v=mPz-P7A\\_qlc](https://www.youtube.com/watch?v=mPz-P7A_qlc) and <https://www.cirsa.org/wp-content/uploads/2020/05/Quasi-Judicial-Proceedings.mp4>
- And our newest video (<https://www.youtube.com/watch?v=bfhxvn1c1lA&t=10s>), which is 17 minutes long, or select and watch sections by topic here: [https://www.youtube.com/@CIRSA\\_Safety](https://www.youtube.com/@CIRSA_Safety)



# About the Colorado Intergovernmental Risk Sharing Agency (CIRSA)

- Public entity self-insurance pool for property, liability, and workers' compensation coverages
- Formed by in 1982 by 18 municipalities pursuant to CML study committee recommendations
- Not an insurance company, but an entity created pursuant to Colorado statutes and intergovernmental agreement of our members
- Total membership today stands at 290 member municipalities and affiliated legal entities
- Member-owned, member-governed organization
- No profit motive – sole motive is to serve our members effectively and responsibly
- CIRSA Board made up entirely of municipal officials
- Seek to be continually responsive to the liability-related needs of our membership – coverages and associated risk management services, sample publications, training, and consultation services, as well as specialty services such as home rule charter review
- We have the largest concentration of liability-related experience and knowledge directly applicable to Colorado municipalities



# Thank You!

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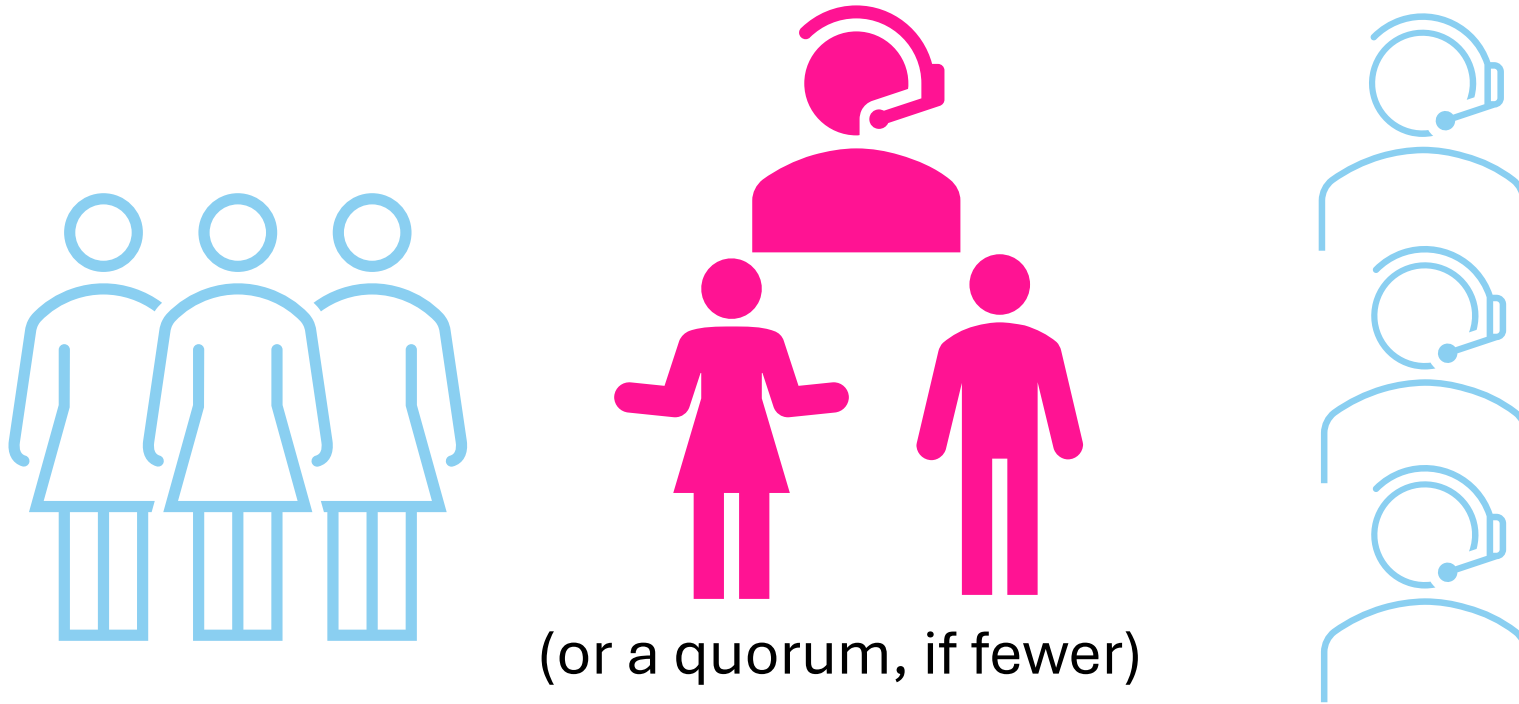


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# Colorado Open Meetings Law

- “The formation of public policy is public business and may not be conducted in secret”
- Local public body
  - Board or commission
  - Task force
  - Authority
  - Advisory, policy-making, rule-making or formally constituted body with a delegated governmental decision-making function
- Public meeting

# Public Meeting – Part 1

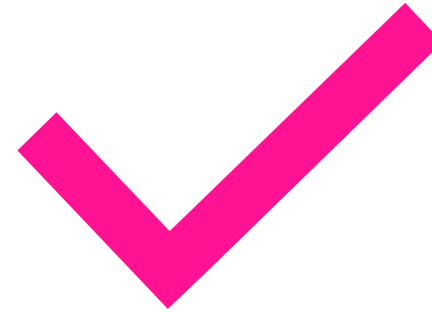


# Public Meeting – Part 2



Public business  
discussed

or



Formal action may be  
taken

# Not Public Meetings

- Social gatherings
- Chance meetings
- Not part of your policymaking process
- Individual communications
- Exempt electronic communications:
  - Not related to merits or substance of public business
  - Scheduling or availability
  - An official forwarding information, responding to an outside inquiry, or a question for later discussion



# OML Notice Requirements



## **If the meeting:**

Involves formal action or

A majority or quorum is  
(or is expected to be)  
in attendance



## **Full and timely notice**

24 hours prior

Designated place

Specific agenda information  
where possible

# Executive Sessions

## Topics

- Property transaction
- Attorney
- Personnel matters
- Confidential matters
- Negotiations
- Security arrangements

## Procedure

- Citation and subject
- 2/3 vote
- Recorded (unless privileged)

## Restrictions

- No voting
- No rubber-stamping
- Must stay on topic
- Confidential (unless body consents or court orders)



# OML Violations



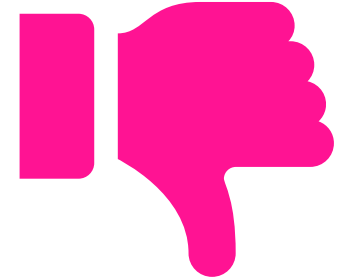
Actions  
invalidated



Attorney fees



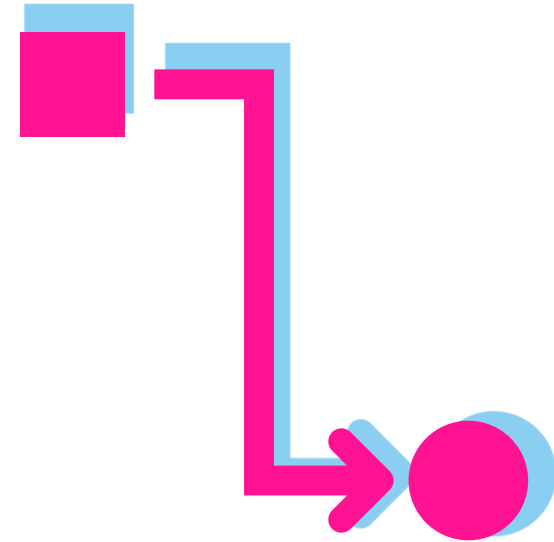
Executive  
session records  
disclosed



Loss of public  
trust

# Rules of Procedure

- How the body makes decisions
  - Fairness
  - Understandable proceedings and results
  - Certainty of results
- Promotes:
  - Efficiency
  - Legal compliance
  - Decorum & civility



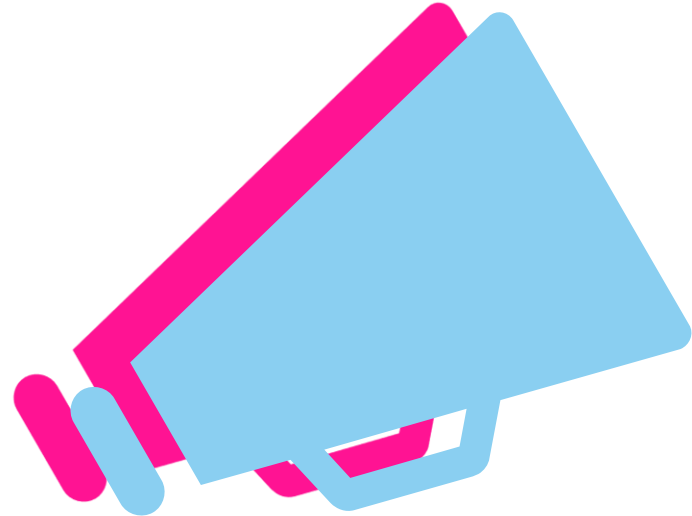
# Motions

- The body acts by motion
  - Should be clear and concise
  - May require a second
  - Chair should clarify or restate the motion
  - Debate and secondary motions
  - Vote on the motion
- Did it pass or fail?
  - Announcing the result

Principal motion  
Motion to recess  
Motion to reconsider  
Motion to postpone  
Motion to continue  
Motion to amend  
Motion to close debate  
Motion to adjourn

# Special Motions

- “Friendly” amendments
- Continue or postpone
- Reconsideration
- Points
  - Information (I have a question)
  - Order (I think something procedural is wrong)
  - Appeal (I think the chair got it wrong)





# Thank You!

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# What Clerks Do

- Agenda creation
- Meeting minutes
- Legal notice postings/publications
- Records management
- Licensing (liquor, marijuana, business, etc.)
- Open records requests
- Municipal court
- Payroll
- Utility billings (water, sewer, etc.)
- General finances
- Elections

# What Clerks May Also Do

- Cemeteries
- Human resources
- Boards and commissions (recruiting, staffing, etc.)
- Reception
- Mailroom
- Passports
- Public relations
- Risk management
- Safety/ADA compliance

# Types of Elections

- Regular election (polling place or mail ballot)
- Special election
- Initiative
- Referendum
- Recall
- Vacancy



# Election Responsibilities

- Create nomination petitions and packets
- Review signatures on petitions
- Determine ballot content order
- Hire and train election judges
- Provide for printing and mailing of ballots
- Signature verification on mail ballot return envelopes
- Oversee ballot counting process
- Canvass the election
- File election results with DOLA

# Election Responsibilities

- Publish all required legal notices
- Create and mail TABOR notice information
- Determine terms of office for vacancy elections
- Mail out UOCAVA ballots
- Meet deadlines for coordinated elections
- Provide templates for required ordinances/resolutions on ballot items
- Review citizen petitions as to form
- Verify signatures on citizen petitions
- Arrange for protest hearings on petitions, if needed
- Maintain election records in accordance with retention guidelines



# Thank You!

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