Finance Committee: 3-25-2024

RESOLUTION NO. 120-2024

ADOPTING LOCAL LAW B (NO. _) FOR THE YEAR 2024, "RESCINDING ALL PREVIOUS ETHICS LAWS AND AMENDMENTS AND ADOPTING THE ST. LAWRENCE COUNTY ETHICS LAW"

By Mr. Gennett, Chair, Finance Committee

BE IT ENACTED by the Board of Legislators of St. Lawrence County as follows:

<u>Section 1.</u> The adoption of this local law is intended to replace any and all laws and amendments previously adopted by the Board of Legislators relating to the Code of Ethics in St. Lawrence County.

<u>Section 2.</u> This local law shall take effect upon filing in the Office of the Secretary of State.

<u>Section 3.</u> The Board of Legislators adopts the following Ethics law:

ST. LAWRENCE COUNTY CODE OF ETHICS

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ARTICLE 1. PURPOSE

Officers and employees of St. Lawrence County hold their positions to serve and benefit the public, not for obtaining unwarranted personal or private gain in the exercise and performance of their official powers and duties. In recognition of this fundamental principle, the St. Lawrence County Board of Legislators recognizes there is a need for clear and reasonable standards of ethical conduct. This code of ethics establishes those standards.

ARTICLE 2. DEFINITIONS

- (a) "Agency" means any of the divisions of County government, except the Legislature.
- (b) "Appointed Official" means any individual who is appointed by the Chair of the Board of Legislators or the County Legislature to any agency, institution, department, office, branch, division, council, commission, board or bureau, whether paid or unpaid.
- (c) "Appropriate Body" pursuant to Article 18 of General Municipal Law, means the Board of Ethics of the County of St. Lawrence.
- (d) "Board" means the governing board of a municipality and any municipal administrative board (e.g. planning board, zoning of board of appeals), commission, or other agency or body comprised of two or more municipal officers or employees, excluding advisory bodies with no policy-making function.
- (e) "Child" means any son, daughter, step-son or step-daughter, natural or adopted of a County Officer, employee or appointed official if such child is under 18 or is a dependent of the officer, employee or appointed official as defined in Internal Revenue Code Section 152(a)(1) and (2), and any amendments thereto.
- (f) "Code" means this code of ethics.
- (g) "Confidential Information" means any record or other information in any format that is either: (a.) prohibited by federal or state law from disclosure to the public; or (b.) prohibited from disclosure to the public by local law of the County; or (c) exempt from mandatory disclosure under the New York State Freedom of Information Law ("FOIL") and the New York State Open Meetings Law.
- (h) "County" means the County of St. Lawrence or any department, board, executive division, institution, office, branch, bureau, commission, agency, legislature or other division or part thereof.
- (i) "County Elected Official" means a County Legislator, the County Clerk, the District Attorney, the County Treasurer, the Sheriff or the Coroner.

- (j) "Domestic Partner" means a person who is neither married nor related by blood or marriage to the County officer or employee, and is the County officer or employee's sole spousal equivalent; lives together with the County Officer or employee in the same residence and intends to do so indefinitely and is responsible with the County officer or employee for each other's welfare.
- (k) "Financial Relationship" an ownership or investment interest in the legal entity or a compensation arrangement with the legal entity
- (1) "Gift" means anything of value sought or received for less than fair market value, whether in the form of money, service, loan, travel, entertainment, or tickets, or in any other form.
- (m) "Government" means the St. Lawrence County Legislature, and includes all of its agencies, offices, departments, divisions, bureaus, boards, administrations, authorities, corporations, councils, commissions, and other units.
- (n) "Interest" means a direct or indirect financial or material benefit, but does not include any benefit arising from the provision or receipt of any services generally available to the residents or taxpayers of the municipality or an area of the municipality, or a lawful class of such residents or taxpayers. A municipal officer or employee is deemed to have an interest in any private organization when he or she, his or her spouse, or a member of his or her household, is an owner, partner, member, director, officer, employee, or directly or indirectly owns or controls more than five percent (5%) of outstanding stock of the organization.
- (o) "Jurisdiction" shall mean having the authority, capacity, power or right to act with regard to the management and administration of policy and supervision of personnel of the County agency (as defined above at Article 2, Section 1) in which she or he is an officer, employee or appointed official (as defined above at Article 2, Sections 2 and 6).
- (p) "Legislation" means a matter which appears upon the calendar or agenda of the Legislature of St. Lawrence County or upon a committee hereof upon which any official action has been taken and shall include adopted acts, local laws, ordinances or resolutions.
- (q) "Major campaign contributor" of a County officer or employee means any individual or entity that has made, in the aggregate during the preceding 24 months, contributions of \$1,000 or more for the election of the County officer or employee to any public office.
- (r) "Ministerial act" means an administrative act, including the issuance of a license, permit, or other permission by the government, which is carried out in a prescribed manner and which does not involve substantial personal discretion.
- (s) "Municipality" means St. Lawrence County. The word "municipal" refers to the municipality.
- (t) "Municipal officer or employee" means a paid or unpaid officer or employee of St. Lawrence County, including, but not limited to, the members of any municipal board.

- (u) "Officer" or "employee" means any officer or employee of the County of St. Lawrence. It also includes elected officials, appointed officials and heads of any agency, institution, department, office, branch, division, council, commission, board or bureau of the County of St. Lawrence, whether paid or unpaid, who occupy a policy making position.
- (v) "Policy-Making position" A position in County government shall be considered a policy-making position if it meets the following criteria, based either on the powers and duties of the position as set forth in the job description or any applicable law or regulation, or based on the actual duties performed by the person holding that position:
 - (1) the position has been determined to be managerial pursuant to Civil Service Law §201(7); because the occupant formulates policy or;
 - (2) the position is in the non-competitive class under §2.2 of the rules and regulations of the New York State Department of Civil Service and it is designated by the County Civil Service Commissioner as a position which requires the performance of functions influencing policy, or
 - (3) the position is in the non-competitive class under §2.2 of the rules and regulations of the New York State Department of Civil Service and it is designated by the County Civil Service Commissioner as a position which requires the performance of functions influencing policy, or
 - (4) the person holding the position exercise responsibilities of a broad scope in the formulation of plans for the implementation of goals or policy for a county agency acts as an advisor to an individual in such a position, and
 - (5) Officers and employees holding the position have discretionary authority with respect to:
 - (i) Contracts, leases, franchises, revocable consents, concessions, variances, special permits, or licenses; or
 - (ii) The purchase, sale, rental or lease of real property, personal property, or services or a contract therefore; or
 - (iii) The obtaining of grants of money or loans; or
 - (iv)Inspections; or
 - (v) The adoption or repeal of any rule or regulation having the force and effect of law.
- (w) "Political Activity" doing something in active support of or opposition of a political party or a candidate for partisan political office or a partisan political group.
- (x) "Relative" means a spouse, parent, step-parent, sibling, step-sibling, sibling's spouse, child, step-child, adoptive child, uncle, aunt, nephew, niece, first cousin, or household member of a municipal officer or employee, and individuals having any of these relationships to the spouse of the officer or employee.
- (y) "Spouse" means the husband or wife of an officer, employee or appointed official subject to the provisions of this Local Law unless legally separated from such officer, employee or appointed official.

(z) "Subordinate" means a County officer or employee the work of whom one has the authority to directly or indirectly control or direct, whether or not the two officers or employees stand in a direct reporting relationship to one another.

ARTICLE 3. APPLICABILITY

This code of ethics applies to the officers and employees of the St. Lawrence County government, and shall supersede any prior municipal code of ethics. The provisions of this code of ethics shall apply in addition to all applicable State and local laws relating to conflicts of interest and ethics including, but not limited to, Article 18 of the General Municipal Law and all rules, regulations, policies and procedures of the St. Lawrence County.

ARTICLE 4. PROHIBITION ON USE OF MUNICIPAL POSITION FOR PERSONAL OR PRIVATE GAIN

No municipal officer or employee shall use his or her municipal position or official authority and duties to secure a financial or material benefit for himself or herself, a relative, or any private organization in which he or she is deemed to have an interest.

ARTICLE 5. DISCLOSURE OF INTEREST IN LEGISLATION AND OTHER MATTERS

- (a) Whenever a matter requiring the exercise of discretion comes before a municipal officer or employee, either individually or as a member of a board, and disposition of the matter could result in a direct or indirect financial or material benefit to himself or herself, a relative, or any private organization in which he or she is deemed to have an interest, the municipal officer or employee shall disclose in writing the nature of the interest.
- (b) The disclosure shall be made when the matter requiring disclosure first comes before the municipal officer or employee, or when the municipal officer or employee first acquires knowledge of the interest requiring disclosure, whichever is earlier.
- (c) In the case of a person serving in an elective office, the disclosure shall be filed with the St. Lawrence County Board of Legislators. In all other cases, the disclosure shall be filed with the person's supervisor or, if the person does not have a supervisor, the disclosure shall be filed with the municipal officer, employee or board having the power to appoint to the person's position. In addition, in the case of a person serving as an appointee on a municipal board, a copy of the disclosure shall be filed with the St. Lawrence County Board of Legislators. Any disclosure made to a board shall be made publicly at a meeting of the appropriate board and must be included in the minutes of the meeting.

ARTICLE 6. RECUSAL AND ABSTENTION

(a) No municipal officer or employee may participate in any decision or take any official action with respect to any matter requiring the exercise of discretion, including discussing the matter and voting on it, when he or she knows or has reason to know that the action could confer a direct or indirect financial or material benefit on himself or herself, a relative, or any private organization in which he or she is deemed to have an interest.

- (b) In the event that this section prohibits a municipal officer or employee from exercising or performing a power or duty:
 - (1) if the power or duty is vested in a municipal officer as a member of a board, then the power or duty shall be exercised or performed by the other members of the board;
 - (2) if the power or duty that is vested in a municipal officer individually, then the power or duty shall be exercised or performed by his or her deputy or, if the officer does not have a deputy, the power or duty shall be performed by another person to whom the officer may lawfully delegate the function; or
 - (3) if the power or duty is vested in a municipal employee, he or she must refer the matter to his or her immediate supervisor, and the immediate supervisor shall designate another person to exercise or perform the power or duty.

ARTICLE 7. PROHIBITION INAPPLICABLE; DISCLOSURE, RECUSAL AND ABSTENTION NOT REQUIRED

- (a) This code's prohibition on use of a municipal position (section 4), disclosure requirements (section 5), and requirements relating to recusal and abstention (section 6), shall not apply with respect to the following matters:
 - (1) adoption of the municipality's annual budget;
 - (2) any matter requiring the exercise of discretion that directly affects any of the following groups of people or a lawful class of such groups:
 - (i) all municipal officers or employees;
 - (ii) all residents or taxpayers of the municipality or an area of the municipality; or
 - (iii) the general public.
 - (3) any matter that does not require the exercise of discretion.
- (b) Recusal and abstention shall not be required with respect to any matter:
 - (1) which comes before a board when a majority of the board's total membership would otherwise be prohibited from acting by section 6 of this code; or
 - (2) which comes before a municipal officer when the officer would be prohibited from acting by section 6 of this code and the matter cannot be lawfully delegated to another person.

ARTICLE 8. INVESTMENTS IN CONFLICT WITH OFFICIAL DUTIES

- (a) No municipal officer or employee may acquire the following investments:
 - (1) investments that can be reasonably expected to require more than sporadic recusal and abstention under section 6 of this code; or
 - (2) investments that would otherwise impair the independence of judgment of the person in the exercise or performance of his or her official powers and duties.
- (b) This section does not prohibit a municipal officer or employee from acquiring any other investments or the following assets:

- (1) real property located within the municipality and used as his or her personal residence;
- (2) less than five percent of the stock of a publicly traded corporation; or
- (3) bonds or notes issued by the municipality and acquired more than one year after the date on which the bonds or notes were originally issued.

ARTICLE 9. PRIVATE EMPLOYMENT IN CONFLICT WITH OFFICIAL DUTIES

No municipal officer or employee, during his or her tenure as a municipal officer or employee, may engage in any private employment, including the rendition of any business, commercial, professional or other types of services, when the employment:

- (a) can be reasonably expected to require more than sporadic recusal and abstention pursuant to section 6 of this code;
- (b) can be reasonably expected to require disclosure or use of confidential information gained by reason of serving as a municipal officer or employee;
- (c) violates section 805-a(1)(c) or (d) of the General Municipal Law; or
- (d) requires representation of a person or organization other than the municipality in connection with litigation, negotiations or any other matter to which the municipality is a party.

ARTICLE 10. FUTURE EMPLOYMENT

- (a) No municipal officer or employee may ask for, pursue, or accept a private post-government employment opportunity with any person or organization that has a matter requiring the exercise of discretion pending before the municipal officer or employee, either individually or as a member of a board, while the matter is pending or within the 30 days following final disposition of the matter.
- (b) No municipal officer or employee, for the two-year period after serving as a municipal officer or employee, may represent or render services to a private person or organization in connection with any matter involving the exercise of discretion before the municipal office, board, department or comparable organizational unit for which he or she serves.
- (c) No municipal officer or employee, at any time after serving as a municipal officer or employee, may represent or render services to a private person or organization in connection with any particular transaction in which he or she personally and substantially participated while serving as a municipal officer or employee.

ARTICLE 11. PERSONAL REPRESENTATIONS AND CLAIMS PERMITTED

This code shall not be construed as prohibiting a municipal officer or employee from:

- (a) representing himself or herself, or his or her spouse or minor children before the municipality; or
- (b) asserting a claim against the municipality on his or her own behalf, or on behalf of his or her spouse or minor children.

ARTICLE 12. USE OF MUNICIPAL RESOURCES

- (a) Municipal resources shall be used for lawful municipal purposes. Municipal resources include, but are not limited to, municipal personnel, and the municipality's money, vehicles, equipment, materials, supplies or other property.
- (b) No municipal officer or employee may use or permit the use of municipal resources for personal or private purposes, but this provision shall not be construed as prohibiting:
 - (1) any use of municipal resources authorized by law or municipal policy;
 - (2) the use of municipal resources for personal or private purposes when provided to a municipal officer or employee as part of his or her compensation; or
 - (3) the occasional and incidental use during the business day of municipal telephones and computers for necessary personal matters such as family care and changes in work schedule.
- (c) No municipal officer or employee shall cause the municipality to spend more than is reasonably necessary for transportation, meals or lodging in connection with official travel.

ARTICLE 13. INTERESTS IN CONTRACTS

- (a) No municipal officer or employee may have an interest in a contract that is prohibited by section 801 of the General Municipal Law.
- (b) Every municipal officer and employee shall disclose interests in contracts with the municipality at the time and in the manner required by section 803 of the General Municipal Law.

ARTICLE 14. NEPOTISM

Except as otherwise required by law:

- (a) No municipal officer or employee, either individually or as a member of a board, may participate in any decision specifically to appoint, hire, promote, discipline or discharge a relative for any position at, for, or within the municipality or a municipal board.
- (b) No municipal officer or employee may supervise a relative in the performance of the relative's official powers or duties.

ARTICLE 15. POLITICAL SOLICITATIONS

- (a) No municipal officer or employee shall directly or indirectly compel or induce a subordinate municipal officer or employee to make, or promise to make, any political contribution, whether by gift of money, service or other thing of value.
- (b) No municipal officer or employee may act or decline to act in relation to appointing, hiring or promoting, discharging, disciplining, or in any manner changing the official rank, status or

compensation of any municipal officer or employee, or an applicant for a position as a municipal officer or employee, on the basis of the giving or withholding or neglecting to make any contribution of money or service or any other valuable thing for any political purpose.

ARTICLE 16. CONFIDENTIAL INFORMATION

No municipal officer or employee who acquires confidential information in the course of exercising or performing his or her official powers or duties may disclose or use such information unless the disclosure or use is required by law or in the course of exercising or performing his or her official powers and duties.

ARTICLE 17. GIFTS

- (a) No municipal officer or employee shall solicit, accept, or receive a gift in violation of section 805-a(1)(a) of the General Municipal Law as interpreted in this section.
- (b) No municipal officer or employee may directly or indirectly solicit any gift.
- (c) No municipal officer or employee may accept or receive any gift, or multiple gifts from the same donor, having an annual aggregate value of seventy-five dollars or more when:
 - (1) the gift reasonably appears to be intended to influence the officer or employee in the exercise or performance of his or her official powers or duties;
 - (2) the gift could reasonably be expected to influence the officer or employee in the exercise or performance of his or her official powers or duties; or
 - (3) the gift is intended as a reward for any official action on the part of the officer or employee.
- (d) For purposes of this section, a "gift" includes anything of value, whether in the form of money, service, loan, travel, entertainment, hospitality, thing or promise, or in any other form. The value of a gift is the gift's fair market value, determined by the retail cost of the item or a comparable item. The fair market value of a ticket entitling the holder to food, refreshments, entertainment, or any other benefit is the face value of the ticket, or the actual cost to the donor, whichever is greater. Determination of whether multiple gifts from a single donor exceed seventy-five dollars must be made by adding together the value of all gifts received from the donor by an officer or employee during the twelve-month period preceding the receipt of the most recent gift.
- (e) A gift to a municipal officer or employee is presumed to be intended to influence the exercise or performance of his or her official powers or duties when the gift is from a private person or organization that seeks municipal action involving the exercise of discretion by or with the participation of the officer or employee.
- (f) A gift to a municipal officer or employee is presumed to be intended as a reward for official action when the gift is from a private person or organization that has obtained municipal action involving the exercise of discretion by or with the participation of the officer or employee during the preceding twelve months.

- (g) This section does not prohibit any other gift, including:
 - (1) gifts made to the municipality;
 - (2) gifts from a person with a family or personal relationship with the officer or employee when the circumstances make it clear that the personal relationship, rather than the recipient's status as a municipal officer or employee, is the primary motivating factor for the gift;
 - (3) gifts given on special occasions, such as marriage, illness, or retirement, which are modest, reasonable and customary;
 - (4) unsolicited advertising or promotional material of little intrinsic value, such as pens, pencils, note pads, and calendars;
 - (5) awards and plaques having a value of seventy-five dollars or less which are publicly presented in recognition of service as a municipal officer or employee, or other service to the community; or
 - (6) meals and refreshments provided when a municipal officer or employee is a speaker or participant at a job-related professional or educational conference or program and the meals and refreshments are made available to all participants.

ARTICLE 18. BOARD OF ETHICS

- (a) There is hereby established a Board of Ethics for the municipality. The Board of Ethics shall consist of five members, appointed for a term of four years, a majority of whom shall not be officers or employees of the municipality, but at least one of whom must be a municipal officer or employee. The members of the Board of Ethics shall be appointed by the St. Lawrence County Board of Legislators, serve at the pleasure of the appointing authority, and receive no salary or compensation for their services as members of the Board of Ethics.
- (b) The Board of Ethics shall render advisory opinions to the officers and employees of St. Lawrence County with respect to Article 18 of the General Municipal Law and this code. Such advisory opinions must be rendered pursuant to the written request of any such officer or employee regarding proposed or performed conduct of the officer or employee or direct subordinate of the officer and employee under such rules and regulations as the Board of Ethics may prescribe. The Board of Ethics shall have the advice of legal counsel employed by the Board, or if none, the legal counsel of the County. If advisory opinions are requested related to the Board of Legislators, separate counsel can be provided to the Board of Ethics. In addition, the Board of Ethics may make recommendations with respect to the drafting and adoption of a code of ethics, or amendments thereto, upon the request of the St. Lawrence County Board of Legislators.

ARTICLE 19. ADVISORY OPINIONS

- (a) The Board of Ethics shall have authority to render confidential advisory opinions with respect to all matters covered by this law upon the written request of a current, former, or prospective agency, government officer or employee. Advisory opinions shall relate only to the interests, conduct, or actions of the requester or of a subordinate of the requester.
- (b) A current, former, or prospective agency, government officer or employee who acts in conformity with an advisory opinion shall not be subject to penalties or sanctions under this

law for having so acted, unless the request for the advisory opinion omitted or misstated facts material to the opinion. The Board of Ethics may amend or rescind an advisory opinion at any time upon notice to the agency, officer or employee, provided, however, that the amended advisory opinion shall apply only to future actions of the officer or employee.

(c) Advisory opinions and requests for advisory opinions shall be indexed and maintained on file by the Board of Ethics. The Board of Ethics shall publish such of its advisory opinions as the Board of Ethics deems beneficial for the guidance of government officers and employees, those doing business with the government, and members of the public, provided, however, that before publishing such advisory opinions the Board of Ethics shall first make such deletions as are necessary to prevent disclosure of the identity of the involved officers and employees.

ARTICLE 20. POSTING AND DISTRIBUTION

- (a) The St. Lawrence County Administrator must promptly cause a copy of this code, and a copy of any amendment to this code, to be posted publicly and conspicuously in each building under the control of the municipality.
- (b) The code must be posted within ten (10) days following the date on which the code takes effect. An amendment to the code must be posted within ten (10) days following the date on which the amendment takes effect.
- (c) The St. Lawrence County Administrator must promptly cause a copy of this code, including any amendments to the code, to be distributed to every person who is or becomes an officer and employee of the St. Lawrence County.
- (d) Every municipal officer or employee who receives a copy of this code or an amendment to the code must acknowledge such receipt in writing. Such acknowledgments must be filed with the St. Lawrence County Attorney who must maintain such acknowledgments as a public record.
- (e) The failure to post this code or an amendment to the code does not affect either the applicability or enforceability of the code or the amendment. The failure of a municipal officer or employee to receive a copy of this code of ethics or an amendment to the code, or to acknowledge receipt thereof in writing, does not affect either the applicability or enforceability of the code or amendment to the code.

ARTICLE 21. ENFORCEMENT

Any municipal officer or employee who violates this code may be censured, fined, suspended, or removed from office or employment in the manner provided by law.

ARTICLE 22. FINANCIAL DISCLOSURE STATEMENT

(a) Officers and employees required to file. The following classes of officers and employees of the government shall be required to file a signed financial disclosure statement on an annual basis:

- (1) Elected officials;
- (2) The heads of any agency, department, division, council, board, commission, authority or bureau of the government and their deputies and other persons authorized to act on their behalf who make policy decisions; and
- (3) Officers and employees including members of boards, commissions and public authorities of the government who hold policymaking positions. All members of advisory boards, advisory councils, and advisory commissions where such advisory commissions, advisory councils, and advisory boards hold no policy-making function of St. Lawrence County are exempt from this requirement.
- (b) Time and place for filing annual financial disclosure statements shall be filed with the Board of Ethics no later than the 31st of March each year. This statement may be filed with the Office of the County Attorney.

ARTICLE 23. DESIGNATION OF OFFICERS AND EMPLOYEES REQUIRED TO FILE FINANCIAL DISCLOSURE STATEMENTS

Within thirty (30) days after the effective date of this law, and during the month of February each year thereafter, the heads of every agency, department, division, council, board, commission, authority or bureau of the government shall:

- (a) Cause to be filed with the Board of Ethics a list of the names and offices or positions of all government officers and employees subject to his or her jurisdiction required to file annual financial disclosure statements pursuant to Article 8 of this law; and
- (b) Notify all such officers and employees of their obligation to file an annual disclosure statement by March 31 of each year.

ARTICLE 24. MAINTENANCE AND USE OF FINANCIAL DISCLOSURE STATEMENTS (FDS)

- (a) The Board of Ethics shall index and maintain on file for at least seven (7) years all annual financial disclosure statements filed.
- (b) The Board of Ethics shall secure a copy of the active vendor list from the County on an annual basis that includes all vendors doing business with St. Lawrence County. The active vendor list will be used for the purpose of conducting an audit of submitted annual Financial Disclosure Statements (FDS). At a minimum, on a biennial basis, the Board of Ethics will compare, through an audit, the active vendors to businesses acknowledged by individuals in their Financial Disclosure Statements. The Board of Ethics will notify the County of any conflicts. The County will be responsible to ensure separation exists between employees and identified conflicts with access to vendors where there is a preexisting relationship. If there are issues, the County will communicate with the Board of Ethics.

ARTICLE 25. EFFECTIVE DATE

This code takes effect upon filing with the Secretary of State.

April 1, 2024

STATE OF NEW YORK)	
)	SS
COUNTY OF ST. LAWRENCE)	

I, Kelly S. Bigwarfe, Deputy Clerk of the St. Lawrence County Board of Legislators, DO HEREBY CERTIFY that I have compared this Resolution No. 120-2024 Entitled "Adopting Local Law B (No. _) for the Year 2024, "Rescinding all Previous Ethics Laws and Amendments and Adopting the St. Lawrence County Ethics Law"", adopted April 1, 2024, with the original record in this office and that the same is a correct transcript thereof and of the whole of said original record.

Kelly S. Bigwarfe
Kelly S. Bigwarfe, Deputy Clerk
St. Lawrence County Board of Legislators
April 2, 2024