



# WISCONSIN ETHICS COMMISSION COMPLAINT FORM

**1. Please provide the following information about yourself (Complainant):**

Complainant name			
Street address	City	State	Zip code
Email address	Phone number		

**2. Please provide the following information for the person you allege violated the law (Respondent):**

Respondent name			
Street address	City	State	Zip code
Email address	Phone number		

**3. Please state the applicable section(s) of law in Chapter 11, subchapter III of Chapter 13, or subchapter III of Chapter 19, if known:**

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**4. STATE OF WISCONSIN  
Before the Ethics Commission**

I, \_\_\_\_\_, allege that:

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Please see additional pages attached. (No more than 10 pages total.)



# WISCONSIN ETHICS COMMISSION COMPLAINT FORM

## NOTARIAL CERTIFICATE

I, Stephen R. Olson, being first duly sworn, on oath, state that I personally read the above complaint, and that the above allegations are true based on my personal knowledge and, as to those stated on information and belief, I believe them to be true.

Date: 11/10/23

[Signature]  
Complainant's Signature

STATE OF WISCONSIN

COUNTY OF Milwaukee,  
(county of notarization)

Signed and sworn to (or affirmed) before me on November 10, 2023  
by Stephen R. Olson (name of individual making statement).

[Signature]  
(Signature of person authorized to administer oaths)

Notary Public or \_\_\_\_\_  
(official title if not notary)

My commission expires 06/16/2027 <sup>(KR)</sup> or is permanent.



### Instructions

- Section 1 - Please provide your full name and address. Anonymous complaints are **NOT** accepted.
- Section 2 - Please provide the full name and address of the person against whom the complaint is filed. If multiple persons are alleged to have committed a violation, file a separate complaint for each person.
- Section 3 - Please state the applicable section of law that has been violated. Complaints that fail to allege a violation of Chapter 11, subchapter III of Chapter 13, or subchapter III of Chapter 19 cannot be considered.
- Section 4:
  - Please insert your name.
  - Include a concise statement of the facts supporting each alleged violation.
  - Indicate whether an allegation is based on first-hand personal knowledge or information and belief.
    - For allegations based on information and belief, please identify the source of the information.
  - If citing legal authority, please include a public domain citation, if available. Citations shall also include a page or paragraph number, as appropriate.
  - Please attach additional pages or documentation, if necessary.
- ! No more than 10 total pages will be accepted without prior approval.
- Notarial Certificate - Please take the completed complaint to a notary public. The notary will place you under oath before asking you to sign the complaint.
- If an attorney or other authorized person is filing this complaint on behalf of the complainant, please include a notice of representation that includes the name and address of the attorney or authorized person.

### Please send this completed form to:

Email: ethics.complaints@wi.gov	Fax: (608) 264-9319	Mail: Wisconsin Ethics Commission P.O. Box 7125 Madison, WI 53707-7125	In-Person Delivery: Wisconsin Ethics Commission 101 E. Wilson St., Suite 127 Madison, WI 53703
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Stephen R. Olson  
8091 S. Meadowcreek Court  
Franklin, Wisconsin 53132  
414-425-9060  
414-651-3367 Cell  
[steve-olson@wi.rr.com](mailto:steve-olson@wi.rr.com)

November 10, 2023

David P. Buerger  
Staff Counsel  
State of Wisconsin Ethics Commission  
PO Box 7125,  
Madison, WI 53707-7125.

Dear Atty. Buerger:

Attached is supporting documents for **a complaint against Milwaukee County Supervisor Steve F. Taylor in violation of Wisconsin Stats 19.59 1(B)r, commonly known as "logrolling" or "pay to play" in his official duties of County Supervisor for the 17<sup>th</sup> District.**

### **BACKGROUND**

The City of Franklin is currently developing a major corporate business park in the vicinity of S. 27<sup>th</sup> St. and Oakwood Road. This park features direct access to I-94 and approximately 500 acres of land, most of which is developable in large tracts. The City has been planning this development since 2000. It currently has developed or in construction almost one million square feet of manufacturing and flex buildings valued at more than \$100 million. The park is still being developed and includes roadways and other infrastructure.

For a period of time, Taylor held the elected position of Alderman for the City of Franklin for this district. He had involvement in the planning of infrastructure and target markets. In April of 2022 he was elected Supervisor for the newly formed 17<sup>th</sup> supervisory district which includes this area. He is no longer an alderman for the City of Franklin but remains politically active with several current members including the Mayor.

During development in and around 2019 and after, requirements changed with regard to management of stormwater on the site for public roads. Planned ponds were relocated so as to maximize the tax benefits to the district and subsequently, the taxpayers.

As the Mayor at the time, I entered into conversations with the Milwaukee County Executives (Abele and Crowley) and key members of their staffs as well as the current supervisor (Patty Logsdon) for a lease agreement for varying sizes of land owned by the Milwaukee County Parks Department for use as a detention basin. Franklin currently leases at no cost a small portion of nearby land (on the same parcel) for a stormwater basin. These talks, although positive, lead no-where. The political roadblock of getting County Board approval proved to be the blockade.

In 2021 I began talks with Taylor, Logsdon and Crowley again in an effort to secure the land. I produced for them and the Parks Department a proposal for the no-charge lease of the land outlining the cost/benefit to the County. Nothing happened with that proposal.

In 2022 Taylor was elected Supervisor for the District and I engaged him in additional discussions although his perspective had changed to the “you’re going to have to pay for the land.”

On October 20, 2022 Taylor made a presentation of a proposal to then Franklin Alderwoman Shari Hanneman, Director of Administration Peggy Steeno and Director of Economic Development John Regetz to the Common Council. It discussed terms for Taylor’s support and the \$700,000 price and half needing to go to Supervisor Martin’s district to secure her support.

On January 3, 2023 Taylor appeared before the Franklin Common Council and re-iterated the terms. Video of that presentation is contained at the following YouTube link: [Common Council - 1/03/2023 6:30 PM - YouTube](#) Taylor’s presentation starts at 8:00:00. At all times he represents himself as an elected Milwaukee County Supervisor.

His proposal is that the City (actually, the TIF district) pay Milwaukee County a one-time payment of \$700,000 for a 99 year lease for a certain amount of acreage. He would “get the votes.” His proposal was to “return” \$350,000 to County projects in the City of Franklin and in order to get the votes that she controls, he would give the other \$350,000 to Supervisor Felicia Martin for parks projects in her district. Taylor confirms this arrangement in a letter to the Franklin Common Council dated 12/27/22 (attached).

19.59 (1) b reads: No person may offer or give to a local public official, directly or indirectly, and no local public official may solicit or accept from any person, directly or indirectly, anything of value if it could reasonably be expected to influence the local public official's vote, official actions or judgment, or could reasonably be considered as a reward for any official action or inaction on the part of the local public official.

This statement is on the video of 1/3/23 at 14:15:00 to the Franklin Common Council and was made to Steeno, Hanneman and Regetz at their meeting on 10/20/22. This is a clear violation of 19.58 1 Br. His statements on the video are blatant, obvious and unambiguous. They are repeated in his letter and again in a similar presentation on 9/5/23 to the Franklin Common Council. The YouTube link is: [Common Council - 9/5/2023 - 6:30 PM - YouTube](#) Taylor’s presentation begins at 17:30:00.

Based on Taylor’s comments, the Franklin Common Council authorized expenditure of \$47,000 to Rueckert-Mielke consulting engineers to prepare a formal cost estimate and feasibility recommendation on 1/17/23. Those funds would not have been expended without Taylor’s comments and veiled assurances that he’d get the necessary votes.

Taylor was instrumental in the election of John Nelson as Mayor of the City of Franklin on April 4, 2023. It was/is Nelson who is leading this effort to use the Taylor solution and Taylor’s help in the election is “payment” for moving this log roll forward. This would be the second violation.

Negotiations are currently being held with Milwaukee County to bring this violation to reality.

The adverse financial impact of the attempt by Supervisor Taylor to extract an exorbitant amount of money for a lease on useless property without any unbiased appraisal and authority to enter into an agreement is huge.

- The City of Franklin will have to issue General Obligation Bond(s) to secure the funds necessary to finance the pond over and above the budgeted amount (Exhibit K).
- At a minimum of \$700,000, interest on that borrowing will be substantial.
- Extracting the additional money essentially "double taxes" the citizens of Franklin.
- The logroll or pay to play would force County Board Supervisors to give Taylor authority he is not legally entitled to. (Acting as the sole decision maker, professional staff, appraiser) (Note that Taylor admonishes Aldw. Hanneman for acting as sole decision maker demonstrating that he does know the role of a Supervisor)
- \$47,000 was spent on additional engineering to determine construction cost estimates
- The engineers' report outlines additional construction expenses for the wet pond.
- City staff recommend NOT considering the use of county property IF the \$700,000 is charged.

#### IN CONCLUSION

Milwaukee County Supervisor Steve F. Taylor has violated Wisconsin Stats 19.85 (1) Br by requiring payment to the County of \$700,000 to have half presented to Milwaukee County Supervisor Felicia Martin in return for her support and influenced votes.

The value to Taylor is expansive. Taylor gains power within the Board of Supervisors by providing money for district projects not typically available.

- Taylor believes that in "doing this deal" he'll be setting himself up for a run for Franklin Mayor claiming to be a champion deal maker for development.
- Taylor gains bragging rights for bringing in \$700,000 in free revenue to the county government.
- Taylor gains additional leverage over County Parks staff by bringing the project
- The State Ethics Board should find Supervisor Taylor guilty of this violation and levy judgement in keeping with 19.59 (7) for each attempt.
- State review of this charge is critical to justice due to the relationships between the respondent and leadership throughout the county government that includes the County Board Chairwoman and DA's office.

#### WITNESSES

Felicia Martin, Milwaukee County Supervisor 414-745-9185 (cell)

Shari Hanneman, former Franklin Alderperson 414-510-6522 (cell)

Peggy Steeno, former Franklin Director of Administration 414-217-2261 (cell)

John Regetz, Franklin Director of Economic Development 414-427-7566

Patti Logsdon, Milwaukee County Supervisor 414-469-4806

\*Marcellia Nicholson, Milwaukee County Board Chairman

\*David Crowley, Milwaukee County Executive 414-278-4211

\*Aaron Hertzberg, Milwaukee County Director of Administration 414-278-4185

Alec Knutson, Milwaukee County Governmental Affairs Director 414-278-4191

**Additional Available Documentation Not Submitted**

Flash drive with all the attached documents and video segments

- A. Video of 1/2/23 Franklin Common Council Meeting
- B. Video of 9/5/23 Franklin Common Council Meeting
- C. Highlighted copy of 19.59 1 Br State statutes
- D. Common Council Agenda and info packet for 1/2/23 meeting
- E. Common Council Agenda and info packet for 1/17/23 meeting
- F. Common Council Meeting minutes for 1/17/23
- G. Proposal to Milwaukee County for use of park land
- H. Common Council Agenda and info packet for 9/5/23 meeting
- I. E-Mails from/to Taylor regarding County meetings
- J. Common Council Agenda and info packet for 8/18/23 meeting
- K. Relevant pages from TID 8 Project Plan

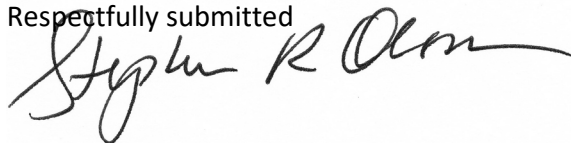
\*Nicholson has a close relationship with Supervisor Taylor. They're often at events together and often at Ballpark Commons/Rock Complex. See images on the next page.

\*Exec Crowley and I have had several conversations regarding the project and the proposal.

\*Aaron Hertzberg was a Franklin employee as Director of Economic Development at the beginning of the project and is aware of the issues and finances. Defers to the Supervisor of the district (Taylor) because "Administration has no authority in the matter."

\*I've also asked Knutson to help with working with the Board. That has yet to materialize.

Respectfully submitted

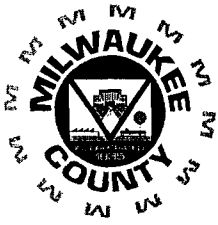


Stephen R. Olson

The YouTube channel “City of Franklin WI” will be live streaming the Common Council meeting so that the public will be able to view and listen to the meeting.  
<https://www.youtube.com/c/CityofFranklinWIGov>

CITY OF FRANKLIN  
COMMON COUNCIL MEETING  
FRANKLIN CITY HALL – COMMON COUNCIL CHAMBERS  
9229 WEST LOOMIS ROAD, FRANKLIN, WISCONSIN  
AGENDA\*  
TUESDAY, JANUARY 3, 2023, AT 6:30 P.M.

- A. Call to Order and Roll Call.
- B. Citizen Comment Period.
- C. Approval of Minutes: Regular Common Council Meeting of December 20, 2022.
- D. Hearings.
- E. Organizational Business.
- F. Letters and Petitions.
- G. Reports and Recommendations:
  - 1. Discussion and Possible Action Regarding Correspondence from Supervisor Steve F. Taylor Regarding Resolution No. 2022-7863 A Resolution to Direct the Mayor and Staff to Work with Milwaukee County to Obtain Land or Access to Land for Storm Water Purposes In/Near the New Corporate Business Park (Alderman Nelson).
  - 2. Extension of Towing Contract for 2023-2024.
  - 3. Annual Market Adjustment, Market Adjustment to Wage & Salary Rates, and Progress to Market Wage Adjustment for Non-Represented Employees.
  - 4. Approval of Professional Services for Recruitment of a Director of Administration and a Director of Finance/Treasurer and Approval of Temporary Services for Both Positions.
  - 5. Finalization Tax Incremental Finance District #3 (Northwestern Mutual) – Accept Final Audit and Authorize Distribution of Remainder Funds.
  - 6. Authorization for the Director of Health and Human Services to accept, execute and deliver the 2023 Division of Public Health Consolidated Contracts to continue funding health department grants.
  - 7. A Resolution to Vacate a Service Road from S. 60th Street to S. 58th Street Located on the South Side of W. Ryan Road Between S. 60th Street and S. 58th Street (Part of the NW ¼ of Section 26, Township 5, Range 21 East in the City of Franklin, Milwaukee County, Wisconsin).
  - 8. Review of the Professional Services Agreement Between the City of Franklin and Stantec Consulting Services Inc. for Quarry Monitoring Services for Calendar Year 2023.
  - 9. Temporary Limited Easement for Investigation of St. Martin of Tours Church Trail 7963 South 116th Street (TKN 798-9988-001).
  - 10. Reschedule Common Council Meetings Due to Spring Primary and Spring Election.



# BOARD OF SUPERVISORS

## Steve F. Taylor

### 17<sup>TH</sup> DISTRICT SUPERVISOR

December 27, 2022

Alderman,

Here is a brief recap of my verbal remarks at the December 20<sup>th</sup> Common Council Meeting. On May 17<sup>th</sup> the Common Council adopted Resolution 2022-7863 directing staff to negotiate with Milwaukee County to obtain land for storm water purposes. On or about August 26<sup>th</sup> I received a packet of information from Steve Olson and Shari Hanneman. On October 20<sup>th</sup> I met with Shari Hanneman, Peggy Steeno and John Regetz to discuss the City's request and I presented the terms I would support. If the Common Council was agreeable, I would assist getting approval of the Milwaukee County Board. Here are the terms:

- Easement to build stormwater basin would cost \$700,000 (\$70,000/acre)
- Half (\$350,000) would be spent in City of Franklin to enhance Milwaukee County Parkland (Grobschmidt, Park, Fitzsimmons Woods, and Franklin Savannah)
- Half (\$350,000) would be spent in a Milwaukee County Park located in Supervisor Martin's District

Alderwoman Hanneman mentioned the per acre cost at which time I pointed out the approximate \$120,000/acre it would cost to purchase the Biller property. Not only would that money leave Milwaukee County and the City of Franklin but it would also clearly lower the developable amount in the business park. This was pointed out in the documentation sent to Milwaukee County.

I spoke with Shari on December 2<sup>nd</sup> wanting to know that status of what we discussed. I relayed that if the city was interested, we should proceed now because it will take time to draft up an agreement and get both governmental bodies to sign off on. At this point I was told that "I can't come up with \$700,000" and the conversation ended.

I spoke at the Common Council meeting for several reasons. First, that the status of the negotiations was not presented to the Common Council and one alderman cannot speak for the rest of the body. Secondly, recent Waukesha water easement negotiations hit a snag when it reached the County Board. The original offer was \$100,000 for 75 acres. The Board balked and it ended up being \$250,000 (\$333,333/acre). I only mention this because the fair price I proposed may not be the end amount once Board starts deliberating.

I leave you with these final thoughts. Steve Olson started talking to me about this over a year ago. He told me that Sup Logsdon had no desire to assist, and the County Executive wouldn't spend time on it without the support of the sitting Supervisor. Shortly after I was elected Olson wanted to move forward quickly and was proven by the fact that a month after I was sworn in a resolution was put before the Common Council. Now there seems to be no sense of urgency and if I was sitting in your seat I would ask why. You approved the resolution and now know the terms. It is your decision on whether you want to work with Milwaukee County or Scott Biller. Doing nothing isn't an option unless things are being concealed from you. Please feel free to reach out to discuss. All My Best!!

*Steve F. Taylor*

MILWAUKEE COUNTY COURTHOUSE

901 North 9th Street, RM 201 • Milwaukee, WI 53233

Phone (414) 278-4263 • Fax (414) 223-1380 • [steve.taylor@milwaukeecountywi.gov](mailto:steve.taylor@milwaukeecountywi.gov) • [county.milwaukee.gov/SteveTaylor](http://county.milwaukee.gov/SteveTaylor)

*"Any definition of a successful life must include serving others." – George H. W. Bush*





August 23, 2022

David Crowley  
County Executive  
Milwaukee County  
909 N. 9<sup>th</sup> St.  
Milwaukee, WI 53202

Dear Executive Crowley:

We've often talked about development opportunities in Franklin and working with the County to assure financial success for our jurisdictions.

Attached is a proposal being submitted to the Milwaukee County Parks Department for participation in the success of TID 8 in the City of Franklin with the contribution of an easement for storm water management.

We're also making sure that Supervisor Steve Taylor, Director of Administration Aaron Hertzberg and Economic Development Director Calli Berg are also receiving copies and we welcome their questions.

Our proposal represents a break in traditional activity for Milwaukee County. Participation will show the rest of the County as well as State government that the County is now looking at the business aspects of holding land and active assistance in economic development projects that will generate new growth and tax base.

Franklin staff will be working with Supervisor Taylor and County staff to complete the plan.

As always, don't hesitate to call with any questions or issues.

Sincerely,

A handwritten signature in black ink that reads "Stephen R. Olson".

Stephen R. Olson  
Mayor

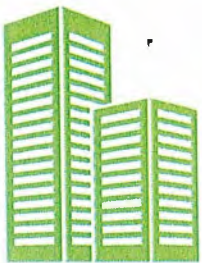
A handwritten signature in black ink that reads "Shari C. Hanneman".

Shari Hanneman  
Aldерwoman, District 4  
Common Council President

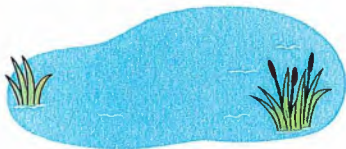
## FRANKLIN CORPORATE PARK ELM ROAD STORM WATER BASIN

Proposal for Milwaukee County Partnership

A small land contribution from Milwaukee County for a stormwater retention basin will maximize the long-term economic value of this development



FRANKLIN CORPORATE PARK = 521 ACRES  
> \$136 Million investment  
>1,000 Living wage jobs



ASK: 10 Acre easement to locate stormwater basin



Proposed & Current Corporate Park Projects = \$587,000 annual revenue to Milwaukee County\*



With Alternative Stormwater Basin Location = Loss of \$31.3M of available development and \$134,590 annual revenue to Milwaukee County\*

## RESOLUTION NO. 2022-7863

A RESOLUTION TO DIRECT THE MAYOR AND STAFF TO WORK WITH MILWAUKEE COUNTY TO OBTAIN LAND OR ACCESS TO LAND FOR STORM WATER PURPOSES IN/NEAR THE NEW CORPORATE BUSINESS PARK

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WHEREAS, the City of Franklin, Milwaukee County, Oak Creek-Franklin School District, and Milwaukee Area Technical College (MATC) jointly make up the Joint Review Board which created Tax Incremental Financing District #8 (TID #8) in 2020;

WHEREAS, TID #8 is being developed as a corporate business park to allow for approximately \$125 Million in new property value within the district;

WHEREAS, development in TID #8 will benefit all overlapping taxing entities, including the City of Franklin, Milwaukee County, Oak Creek-Franklin School District, MATC, and Milwaukee Metropolitan Sewerage District (MMSD);

WHEREAS, there is a significant need for storm water solutions in TID #8 to make public infrastructure, including a reliable, sustainable connection to I-94 and main thoroughfares of the new Hickory Road and substantial improvements to Elm Road, a reality to develop the corporate park as planned, to maximize the benefit to all taxing entities;

WHEREAS, Milwaukee County owns land adjacent to the corporate park that is a strong option to contribute to the needed storm water solution in the area; and


WHEREAS, it is in the best interest of all taxing entities involved for the City and County to collaborate and work together on the storm water solution to ensure the success of the corporate park.

NOW, THEREFORE, BE IT RESOLVED, by the Mayor and Common Council of the City of Franklin, Wisconsin, that the Mayor is hereby directed to work with Milwaukee County elected officials, commissions, and staff, in conjunction with other related programs and entities, including the MMSD Greenseams Program to obtain land, or access to land, for storm water purposes in/near TID #8.

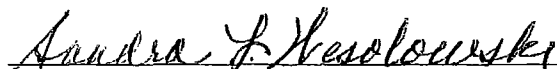
Introduced at a regular meeting of the Common Council of the City of Franklin this 17th day of May, 2022 by Alderman Hanneman.

Passed and adopted at a regular meeting of the Common Council of the City of Franklin this 17th day of May, 2022

APPROVED:

  
\_\_\_\_\_  
Stephen R. Olson, Mayor

ATTEST:

  
\_\_\_\_\_  
Sandra L. Wesolowski, City Clerk

AYES: 6      NOES 0      ABSENT 0



*City of Franklin*  
*Office of the Mayor*

CITY OF FRANKLIN COMMON COUNCIL  
Item G.9. on August 16, 2022, Adopted Motion

“Alderman Hanneman moved to direct Mayor Olson, Alderman Hanneman, Economic Development Director John Regetz, and Director of Administration Peggy Steeno to engage Milwaukee County and pursue negotiations for participation of Milwaukee County land (from Parcel #950-9998-001) in establishing a stormwater retention basin for Tax Increment Financing District No. 8. Seconded by Alderman Barber. All voted Aye; motion carried.”