Received: 02/19/2003

2003 DRAFTING REQUEST

Received By: dkennedy

Bill

Wanted: As time permits				Identical to LRB:				
For: Mar	For: Mary Lazich (608) 266-5400				By/Representing: Curt Witynski			
This file r	nay be shown	to any legislato	or: NO		Drafter: dkenned	y		
May Con	tact:				Addl. Drafters:			
Subject:	Health ·	- public health			Extra Copies:	RLR		
Submit vi	a email: YES							
Requester	s's email:	Sen.Lazich	@legis.state	.wi.us				
Carbon co	opy (CC:) to:							
Pre Topi	c:							
No specif	ic pre topic gi	ven						
Topic:	· · · · · · · · · · · · · · · · · · ·					·	 	
Joint loca	l health depart	ments in Milwa	ukee County	I				
Instruction	ons:						· · · · · · · · · · · · · · · · · · ·	
See Attac	hed							
Drafting	History:							
Vers.	<u>Drafted</u>	Reviewed	Typed	Proofed	Submitted	Jacketed	Required	
/? /P1	dkennedy 07/24/2003 dkennedy 10/01/2003	wjackson 08/14/2003 wjackson 08/15/2003 kfollett 10/01/2003	pgreensl 08/15/2003	3	sbasford 08/15/2003			

10/09/2003 10:30:47 AM Page 2

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Subject:	Health	- public health	l ,		Extra Copies:	RLR	•		
Submit v	via email: YES								
Request	er's email:	Sen.Lazich	@legis.state	e.wi.us					
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Joint loc	al health depar	tments in Milw	aukee Count	у					
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2003 DRAFTING REQUEST

Bill

Received: 02/19/2003

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By/Representing: Curt Witynski

This file may be shown to any legislator: NO

Drafter: dkennedy

May Contact:

Addl. Drafters:

Subject:

Health - public health

Extra Copies:

RLR

Submit via email: YES

Requester's email:

Sen.Lazich@legis.state.wi.us

Carbon copy (CC:) to:

Pre Topic:

No specific pre topic given

Topic:

Joint local health departments in Milwaukee County

Instructions:

See Attached

Drafting History:

Vers. Drafted Reviewed

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wjackson 08/15/2003

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FE Sent For:

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2003 DRAFTING REQUEST

Bill

FE Sent For:

Received: 02/19/2003	Received By: dkennedy			
Wanted: As time permits	Identical to LRB:			
For: Mary Lazich (608) 266-5400	By/Representing: Curt Witynski			
This file may be shown to any legislator: NO	Drafter: dkennedy			
May Contact:	Addl. Drafters:			
Subject: Health - public health	Extra Copies: RLR			
Submit via email: YES				
Requester's email: Sen.Lazich@legis.state.wi.us				
Carbon copy (CC:) to:				
Pre Topic:				
No specific pre topic given				
Topic:				
Joint local health departments in Milwaukee County				
Instructions:				
See Attached				
Drafting History:				
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Kennedy, Debora

From: Shovers, Marc

Sent: Wednesday, February 19, 2003 8:40 AM

To: Kennedy, Debora

Subject: FW: Joint Municipal Public Health Agencies in Milwaukee County

Hi Debora:

Here's the missing attachment from Curt.

Marc

U

----Original Message----

From: Curt Witynski [mailto:witynski@lwm-info.org]

Sent: Tuesday, February 18, 2003 4:53 PM

To: Shovers, Marc

Subject: RE: Joint Municipal Public Health Agencies in Milwaukee County

Oops. I told Sen. Lazich to talk to you about the drafting instructions - which will be draft what ever I request on

this issue

Please pass on to appropriate drafter. Thanks.

Curt Witynski
Assistant Director
League of Wisconsin Municipalities
202 State Street, Suite 300
Madison, WI 53703
Ph. (608) 267-2380
Fax (608) 267-0645

----Original Message----

From: Shovers, Marc [mailto:Marc.Shovers@legis.state.wi.us]

Sent: Tuesday, February 18, 2003 4:05 PM

To: Curt Witynski **Cc:** Kennedy, Debora

Subject: RE: Joint Municipal Public Health Agencies in Milwaukee County

Hi Curt:

I didn't get the attachment. Also, I think that Debora Kennedy is the attorney who would draft a bill relating to joint public health services.

Marc

----Original Message----

From: Curt Witynski [mailto:witynski@lwm-info.org]

Sent: Tuesday, February 18, 2003 3:59 PM

To: marc.shovers@legis.state.wi.us

Subject: Joint Municipal Public Health Agencies in Milwaukee County

Marc: Senator Lazich is interested in having the 5th item on the attached memo drafted. (I know you have become quite familiar with the memo.) The DHFS reads sec. 251.02(2) as allowing one municipality to contract with another municipality for public health services. A number of

communities in Milwaukee County are interested in creating a joint public health deserves all the agreeing communities. Each community would contribute dollars to effort. An intergovernmental commission would be created to administer it. The idea expressly authorize such an approach.

Let me know if you have any questions. Thanks for your help and thanks for your speedy turn around on all the drafts I've sent your way recently. I appreciate it very much.

Curt Witynski Assistant Director League of Wisconsin Municipalities 202 State Street, Suite 300 Madison, WI 53703 Ph. (608) 267-2380 Fax (608) 267-0645

Statutory Impediments to Intergovernmental Cooperation and Consolidation

Prepared by Curt Witynski League of Wisconsin Municipalities (608) 267-2380

Municipalities recognize the savings and efficiencies that can result in reducing duplication of services through consolidation. However, archaic laws often thwart municipal efforts towards consolidation of services and local governments.

Following is a list of state laws impeding intergovernmental cooperation and consolidation, which the League of Wisconsin Municipalities is working to modify:

- The procedure municipalities must follow under sec. 66.0307, Stats., to enter into a state approved cooperative boundary agreement is cumbersome and time consuming. If the process were easier and of shorter duration, perhaps more communities would use it. At a minimum, mandatory waiting periods between each step in the process should be reduced.
- Under current law, consolidations between municipalities and towns are treated like incorporations. Before a proposed consolidation of two such contiguous communities can proceed under sec. 66.0229, Stats., the state Department of Administration and the circuit court must find that the consolidation is in the "public interest" as that term is defined under incorporation law. Current law provisions requiring a two-thirds vote of all members of each board or council and a ratification of the proposed consolidation in a referendum held in each community should be sufficient to bring about a consolidation.
- The Attorney General has opined that a city with a population in excess of 4,000 and therefore subject to sec. 62.13, Wis. Stats., and a county cannot legally create a joint county-city law enforcement agency. See 60 Op. Att'y Gen. 85 (1971). Legislation should be enacted allowing the creation of a consolidated city-county law enforcement agency.
- Under sec. 98.04, Stats., municipalities with populations exceeding 5,000 must establish their own weights and measures inspection department or contract with the department of agriculture, trade and consumer protection for the performance of such inspections. The statute should be modified to expressly allow municipalities to contract with one another to create joint weights and measures inspection units.
- Under sec. 251.02(2), Stats., cities and villages in Milwaukee County must establish a local health department or contract with the health department of another city or village for health department services. The Department of Health and Family Services has opined that this statute precludes municipalities in Milwaukee County from creating, by intergovernmental agreement, a joint public health agency. The statute should be amended to expressly allow two or more Milwaukee County municipalities to create a joint public health agency.
- Current state law prohibits a city or a village from combining its police and fire departments into a single public safety department. See Local Union No. 487 v. City of Eau Claire, 147 Wis.2d 519 (1989). Indeed, it is questionable whether a municipality can even place its separate police and fire departments under the command of a single chief. Legislation should be enacted modifying sec. 62.13, Stats., to allow municipalities the option of creating public safety departments.



State of Misconsin 2003 - 2004 LEGISLATURE

D-NOTE

PRELIMINARY DRAFT - NOT READY FOR INTRODUCTION



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AN ACT ...; relating to: city-village, city-city, and village-village health departments in Milwaukee County.

Analysis by the Legislative Reference Bureau

This is a preliminary draft. An analysis will be provided on a subsequent version.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 40.21 (3n) of the statutes is created to read:

40.21 (3n) A city-village, city-city, or village-village health department that is established under s. 251.02 (2) (b), and that is not otherwise a participating employer, is a participating employer with respect to its employees who are included in a collective bargaining unit for which a representative is recognized or certified under subch. IV of ch. 111 and is not required to adopt a resolutin electing to participate in the Wisconsin retirement system or provide notice of such election to the department under sub. (1).

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1 SECTION 2. 46.56 (3) (b) 6. of the	the statutes is amended to read:
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46.56 (3) (b) 6. Representatives of the county health department established under s. 251.02 (1) er; city-county health department established under s. 251.02 (1m); or city-village, city-city, or village-village health department established under s. 251.02 (2) (b).

History: 1989 a. 31; 1993 a. 27, 399, 446; 1995 a. 27 ss. 2317, 2318, \$130 (4), 9145 (1); 1995 a. 77, 201; 1997 a. 3, 27, 114, 164; 2001 a. 16. SECTION 3. 66.0301 (1) (a) of the statutes is amended to read:

department or agency thereof, or any city, village, town, county, school district, public library system, public inland lake protection and rehabilitation district, sanitary district, farm drainage district, metropolitan sewerage district, sewer utility district, solid waste management system created under s. 59.70 (2), local exposition district created under subch. II of ch. 229, local professional baseball park district created under subch. IV of ch. 229, local professional football stadium district created under subch. IV of ch. 229, a local cultural arts district created under subch. V of ch. 229, family care district under s. 46.2895, water utility district, mosquito control district, municipal electric company, county or city transit commission, commission created by contract under this section, taxation district, regional planning commission, or city-county, city-village, city-city, or village-village health department.

History: 1999 a. 150 ss. 348, 349, 352, 353; 1999 a. 167 s. 38; 200 (a. 16, 30. SECTION 4. 250.01 (4) (b) of the statutes is amended to read:

250.01 (4) (b) In a county with a population of 500,000 or more, a city health department or a, village, city-village, city-city, or village-village health department established under s. 251.02 (2).

23 History: 1993 a. 27 ss. 162, 322, 449; 1995 a. 27 s. 9126 (19); 1999 a. 9, 22; 2001 a. 16, 109.

SECTION 5. 251.02 (2) of the statutes is renumbered 251.02 (2) (a) (intro.) and

amended to read:

SECTION 5

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251.02 (2) (a) (intro.) In Except as provided in par. (b), in a county with a population of 500,000 or more, the governing body of each city or village shall establish do one of the following: 1. Establish a local health department that meets the requirements of this chapter or shall contract. 2. Contract with the local health department of another city or village in the county to have that local health department provide services in the city or village.

History: 1993 a. 27; 1999 a. 9, 185; 2001 a. 16. SECTION 6. 251.02 (2) (b) of the statutes is created to read:

251.02 (2) (b) In a county with a population of 500,00 or more, the governing body of a city or village may establish, jointly with the governing body of another city or village, a city-village, city-city, or village-village health department that meets the requirements of this chapter. Each such health department shall serve all areas of the respective city and village, cities, or villages that establish the health department. Each such health department is subject to the control of the the city and village, cities, or villages that establish the health department, acting jointly under an agreement entered into under s. 66.0301 that specifies, in conformity with this chapter, all of the following:

- 1. The powers and duties of the city-village, city-city, or village-village health department.
- 2. The powers and duties of the city-village, city-city, or village-village board of health for the health department.
 - 3. The relative powers and duties of all of the following:
 - a. The city and village, with respect to governance of a city-village health department and the board of health for the health department.

Except as provided in s025 1006 (4)(c) 30)

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	•	and the second of the second o
•		(Except as provided in s. 251.06 (4) (c) 301

b. The cities, with respect to governance of a city-city health department and the board of health for the health department.

c. The villages, with respect to governance of a village-village health department and the board of health for the health department.

SECTION 7. 251.02 (2c) of the statutes is created to read:

251.02 (2c) If a city that assigns represented employees to its city health department and if a village that assigns represented employees to its village health department jointly establish a city-village health department under an agreement specified under sub. (2) (e), all of the following shall apply, but only if the represented employees at the city health department and at the village health department who perform similar functions are included in collective bargaining units that are represented by the same representative:

- (a) The city-village health department shall offer employment to all city and village employees who are represented employees and who perform functions for the city and village that are transferred to the city-village health department in the agreement under sub. (2) (e).
- (b) Notwithstanding s. 111.70 (4) (d), if, in any collective bargaining unit that is initially created at the city-village health department, all of the former city and village employees were represented by the same representative when they were employed by the city or village, that representative shall become the initial representative of the employees in the collective bargaining unit without the necessity of filing a petition or conducting an election.
- (c) Unless otherwise prohibited by law, with respect to city-village health department employees who were formerly represented employees at the city or village, the city-village health department shall adhere to the terms of the collective

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bargaining agreements that covered these employees while they were employed by the city or village until such time that the city-village health department and the representative of the employees have entered into a collective bargaining agreement.

SECTION 8. 251.02 (2d) of the statutes is created to read:

251.02 (2d) If a city that assigns represented employees to its city health department and if another city that assigns represented employees to its city health department jointly establish a city-city health department under an agreement specified under sub. (2) (c), all of the following shall apply, but only if the represented employees at the two city health departments who perform similar functions are included in collective bargaining units that are represented by the same representative:

- (a) The city-city health department shall offer employment to all city employees who are represented employees and who perform functions for the cities that are transferred to the city-city health department in the agreement under sub.

 (2) (c).
- (b) Notwithstanding s. 111.70 (4) (d), if, in any collective bargaining unit that is initially created at the city-city health department, all of the former city employees were represented by the same representative when they were employed by the cities, that representative shall become the initial representative of the employees in the collective bargaining unit without the necessity of filing a petition or conducting an election.
- (c) Unless otherwise prohibited by law, with respect to city-city health department employees who were formerly represented employees at one of the cities, the city-city health department shall adhere to the terms of the collective bargaining agreements that covered these employees while they were employed by one of the

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cities until such time that the city-city health department and the representative of the employees have entered into a collective bargaining agreement.

SECTION 9. 251.02 (2e) of the statutes is created to read:

251.02 (2e) If a village that assigns represented employees to its village health department and if another village that assigns represented employees to its village health department jointly establish a village-village health department under an agreement specified under sub. (2) (e), all of the following shall apply, but only if the represented employees at the village health departments who perform similar functions are included in collective bargaining units that are represented by the same representative:

- (a) The village-village health department shall offer employment to all village employees who are represented employees and who perform functions for the villages that are transferred to the village-village health department in the agreement under sub. (2) (c).
- (b) Notwithstanding s. 111.70 (4) (d), if, in any collective bargaining unit that is initially created at the village-village health department, all of the former village employees were represented by the same representative when they were employed by the villages, that representative shall become the initial representative of the employees in the collective bargaining unit without the necessity of filing a petition or conducting an election.
- (c) Unless otherwise prohibited by law, with respect to village-village health department employees who were formerly represented employees at one of the villages, the village-village health department shall adhere to the terms of the collective bargaining agreements that covered these employees while they were employed by one of the villages until such time that the village-village health

department and the representative of the employees have entered into a collective bargaining agreement.

SECTION 10. 251.03 (3) of the statutes is amended to read:

251.03 (3) In establishing a city-county of multiple county, city-village, city-city, or village-village health department, the relevant governing bodies shall agree on how many members of the local board of health are appointed by each governing body and how many of each governing body's appointees shall be members who are not elected officials or employees of the governing body. The members shall be appointed as specified in sub. (2).

251.04 (1) Except as authorized in s. 251.02 (3m) and (3r), a city board of health shall govern a city health department, a county board of health shall govern a county health department, and a city-county board of health shall govern a city-county health department, a city-village board of health shall govern a city-village health department, a city-city board of health shall govern a city-city health department, and a village-village board of health shall govern a village-village health department. A city board of health, a county board of health, a city-city board of health, a city-city board of health, a city-city board of health, a village-village board of health, or a board of health for a local health department as authorized in s. 251.02 (3m) and (3r) shall assure the enforcement of state public health statutes and public health rules of the department as prescribed for a Level I local health department. A local board of health may contract or subcontract with a public or private entity to provide public health

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services. The contractor's staff shall meet the appropriate qualifications for positions in a Level I local health department.

History: 1993 a. 27 ss. 261, 264, 463; 1997 a. 114; 1999 a. 9, 185; 2001 a. 16.

SECTION 12. 251.04 (2) of the statutes is amended to read:

251.04 (2) A city of, county, city-county, city-village, city-city, or village-village board of health or a board of health for a local health department as authorized in s. 251.02 (3m) or (3r) shall assure that its local health department is a Level I, Level II or Level III local health department, as specified in s. 251.05 (1).

History: 1993 a. 27 ss. 261, 264, 463; 1997 a. 114; 1999 a. 9, 185; 2001 a. 16.

SECTION 13. 251.04 (3) of the statutes is amended to read:

251.04 (3) A city or county, city-county, city-village, city-city, or village-village board of health or a board of health for a local health department as authorized in s. 251.02 (3m) or (3r) may adopt those regulations, for its own guidance and for the governance of the local health department, that it considers necessary to protect and improve public health. The regulations may be no less stringent than, and may not conflict with, state statutes and rules of the department.

History: 1993 a. 27 ss. 261, 264, 463; 1997 a. 114; 1999 a. 9, 185; 2001 a. 16.

SECTION 14. 251.06 (4) (c) of the statutes is renumbered 251.06 (4) (c) (intro.)

251.06 (4) (c) (intro.) A Each of the following shall be appointed by the local board of health: A local health officer of a village or town health department established under s. 251.02 (3m) and a. A local health officer of a multiple municipal local health department established under s. 251.02 (3r) shall be appointed by the local board of health.

History: 1993 a. 27 ss. 203, 209, 266, 465; 1993 a. 106; 1995 a. 201; 1997 a. 114; 1999 a. 9.

SECTION 15. 251.06 (4) (c) 3. of the statutes is created to read:

1	251.06 (4) (c) 3. A local health officer of a city-county health department
2	established under s. 251.02 (1m). \checkmark
3	SECTION 16. 251.06 (4) (c) 4. of the statutes is created to read:
4	251.06 (4) (c) 4. A local health officer of a city-village, city-city, or
5	village-village health department established under s. 251.02 (2) (b).
6	SECTION 17. 251.08 of the statutes is amended to read:
7	251.08 Jurisdiction of local health department. The jurisdiction of the
8	local health department shall extend to the entire area represented by the governing
9	body of the county, city, village or town that established the local health department,
10	except that the jurisdiction of a single or multiple county health department or of a
11	city-county, city-village, city-city, or village-village health department does not
12	extend to cities, villages and towns that have local health departments. Cities, towns
13	and villages having local health departments may by vote of their local boards of
14	health determine to come under the jurisdiction of the county health department.
15	No part of any expense incurred under this section by a county health department
16	may be levied against any property within any city, village or town that has a local
17	health department and that has not determined to come under the jurisdiction of the
18	county health department.

History: 1993 a. 27 s. 213; 2001 a. 16. SECTION 18. 251.12 of the statutes is amended to read:

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251.12 City health department, how financed. The common council shall appropriate funds for the operation of a city health department that is established as specified in s. 251.02 (1) and (2) and (a), for the operation of a multiple municipal local health department that is established under s. 251.02 (3r) by the governing body of a city in concert with the governing body of another city or a village or town,

1	and for the operation of a city-village or city-city health department that is
2	established under s. 251.02 (2) (b) by the governing body of a city in concert with the
3	governing body of another city or a village

251.125 Village health department, how financed. If a village health department is established under s. 251.02 (2) (a) or (3m) or, if a multiple municipal local health department is established under s. 251.02 (3r) by the governing body of a village in concert with the governing body of another village or a city or town, or if a city-village or village-village health department is established under s. 251.02 (2) (b), the village board shall appropriate funds for the operation of the department.

History: 1993 a. 27; 1999 a. 9, 185. SECTION 20. 251.15 (2m) of the statutes is created to read:

251.15 (2m) A city that had established a local health department prior to deciding to participate in a city-village or city-city health department established under s. 251.02 (2) (b) may withdraw from the city-village or city-city health department if the common council of the city gives written notice to the common council of the other participating city or to the village board of the participating village.

SECTION 21. 251.15 (2n) of the statutes is created to read:

251.15 (2n) A village that had established a local health department prior to deciding to participate in a city-village or village-village health department established under s. 251.02 (2) (b) may withdraw from the city-village or village-village health department if the village board of the village gives written notice to the common council of the participating city or to the village board of the other participating village.

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SECTION 22	251 15 (Q)	of the statutes i	babaama ai	40 200 01.
DECTION 22.	201.10 (0)	or one statutes i	is amended	w read:

251.15 (3) The notice under sub. (1) or, (2), (2m), or (2n) shall be given at least one year prior to commencement of the fiscal year at which the withdrawal takes effect. Whenever the withdrawal of any county or city from a city-county or multiple county health department takes effect, all relevant provisions of law relating to local boards of health and local health officers shall immediately become applicable within the county or, city, or village.

History: 1993 a. 27 s. 220; 2001 a. 16.

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ty: 1993 a. 27 s. 220; 2001 a. 16.

(END)

D-NOTE

DRAFTER'S NOTE FROM THE LEGISLATIVE REFERENCE BUREAU

LRB-2172/P1dn DAK:./.:... WLj

To Senator Lasich:

I have drafted this bill in preliminary forms to afford you the opportunity to review and revise it before introduction. In drafting mergers or consolidations by municipalities for the creation of jointly run local health departments, several issues arise. The statutes present two differing treatments: in Racine County, village and town health departments and multiple municipal health departments are treated fairly cursorily; in Dane County, the proposed merger between Dane County and the City of Madison is treated extensively. After speaking with Curt Wytinski of the League of Wisconsin Municipalities, it appeared to me that a more extensive treatment would be appropriate for mergers in Milwaukee County. The following is a list, which is not exhaustive, of the kinds of issues involved with the Dane County–Madison merger and an explanation of the manner in which I treated them in this draft, and, if relevant, other options for treatment that exist in current law:

- 1. Establishment of the merged health department. Because s. 251.02 (2), stats., specifically requires each city or village in Milwaukee County to establish a health department or contract with another city or village for that city's or village's health department services, I thought that it would be appropriate to specify (in s. 251.02 (2) (b) in the draft) the decision—making process for the powers and duties of the merged health department, the merged board of health, and the respective powers and duties for each city or village that merges, as is done in s. 251.02 (1m), stats., for the Dank—Madison merger. An alternative option is the treatment in s. 251.02 (3r), for mergers in Racine County, which does not specify a decision—making process.
- 2. Represented employees; retention. I included provisions concerning retention of represented employees as was done under ss. 40.21 (3m), 46.56 (3) (b) 6., and 251.02 (1r), stats., for Dane-Madison. Racine County mergers have no such employee protections. I am uncertain whether you feel that these protections are appropriate, and wanted, for Milwaukee mergers. For instance, they would appear to require the retention of both persons who may currently be serving as local health officers; they may, however, be necessary if current employees of any of the merging municipalities are under collective bargaining agreements.
- 3. Board of health membership. Please see my amendment of s. 251.03 (3), stats., which follows a model for multiple-county and Dane-Madison mergers.

Decision making for membership of the local board of health is not specified in the statutes for Racine County mergers.

- 4. Governance. Please see my amendment of s. 251.04 (2), stats.; this statute sets a model for all health departments except those in Racine County, for which governance is not specified.
- 5. Appointment of local health officer. Please see the creation of ss. 251.02 (2) (b) 3. a., b., and c. and 251.06 (4) (c) 3. in this draft. These provisions require the local board of health to appoint the local health officer, as is currently required in Racine County. Other alternatives are for appointment by the chief executive officer of a city or village (see s. 251.03 (2), stats.) or as agreed upon by the merging municipalities (see s. 251.03 (1m) (c), stats.) (Dane-Madison).

Please let me know if I may provide you with further assistance with regard to this draft.

Debora A. Kennedy Managing Attorney Phone: (608) 266–0137

E-mail: debora.kennedy@legis.state.wi.us

DRAFTER'S NOTE FROM THE LEGISLATIVE REFERENCE BUREAU

LRB-2172/P1dn DAK:wlj:pg

August 15, 2003

To Senator Lasich:

I have drafted this bill in preliminary form to afford you the opportunity to review and revise it before introduction. In drafting mergers or consolidations by municipalities for the creation of jointly run local health departments, several issues arise. The statutes present two differing treatments: in Racine County, village and town health departments and multiple municipal health departments are treated fairly cursorily; in Dane County, the proposed merger between Dane County and the City of Madison is treated extensively. After speaking with Curt Wytinski of the League of Wisconsin Municipalities, it appeared to me that a more extensive treatment would be appropriate for mergers in Milwaukee County. The following is a list, which is not exhaustive, of the kinds of issues involved with the Dane County–Madison merger and an explanation of the manner in which I treated them in this draft, and, if relevant, other options for treatment that exist in current law:

- 1. Establishment of the merged health department. Because s. 251.02 (2), stats., specifically requires each city or village in Milwaukee County to establish a health department or contract with another city or village for that city's or village's health department services, I thought that it would be appropriate to specify (in s. 251.02 (2) (b) in the draft) the decision—making process for the powers and duties of the merged health department, the merged board of health, and the respective powers and duties for each city or village that merges, as is done in s. 251.02 (1m), stats., for the Dane County—Madison merger. An alternative option is the treatment in s. 251.02 (3r), for mergers in Racine County, which does not specify a decision—making process.
- 2. Represented employees; retention. I included provisions concerning retention of represented employees, as was done under ss. 40.21 (3m), 46.56 (3) (b) 6., and 251.02 (1r), stats., for Dane County–Madison. Racine County mergers have no such employee protections. I am uncertain whether you feel that these protections are appropriate, and wanted, for Milwaukee mergers. For instance, they would appear to require the retention of both persons who may currently be serving as local health officers; they may, however, be necessary if current employees of any of the merging municipalities are under collective bargaining agreements.
- 3. Board of health membership. Please see my amendment of s. 251.03 (3), stats., which follows a model for multiple-county and Dane County-Madison mergers.

Decision making for membership of the local board of health is not specified in the statutes for Racine County mergers.

- 4. Governance. Please see my amendment of s. 251.04 (2), stats.; this statute sets a model for all health departments except those in Racine County, for which governance is not specified.
- 5. Appointment of local health officer. Please see the creation of ss. 251.02 (2) (b) 3. a., b., and c. and 251.06 (4) (c) 3. in this draft. These provisions require the local board of health to appoint the local health officer, as is currently required in Racine County. Other alternatives are for appointment by the chief executive officer of a city or village (see s. 251.03 (2), stats.) or as agreed upon by the merging municipalities (see s. 251.03 (1m) (c), stats.) (Dane County–Madison).

Please let me know if I may provide you with further assistance with regard to this draft.

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State of Misconsin 2003 - 2004 LEGISLATURE

LRB-2172/P1 DAK:wlj:pg

PRELIMINARY DRAFT - NOT READY FOR INTRODUCTION

1	AN ACT to renumber and amend 251.02 (2) and 251.06 (4) (c); to amend 46.56
2	(3) (b) 6., 66.0301 (1) (a), 250.01 (4) (b), 251.03 (3), 251.04 (1), 251.04 (2), 251.04
3	(3), 251.08, 251.12, 251.125 and 251.15 (3); and <i>to create</i> 40.21 (3n), 251.02 (2)
4	$\hbox{(b), } 251.02 \hbox{ (2c), } 251.02 \hbox{ (2d), } 251.02 \hbox{ (2e), } 251.06 \hbox{ (4) (c) } 3., 251.06 \hbox{ (4) (c) } 4., 251.15 \hbox{ (2e), } 251.06 $
5	(2m) and 251.15 (2n) of the statutes; relating to: city-village, city-city, and
6	village-village health departments in Milwaukee County.

Analysis by the Legislative Reference Bureau

This is a preliminary draft. An analysis will be provided on a subsequent version.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 40.21 (3n) of the statutes is created to read:

40.21 (3n) A city-village, city-city, or village-village health department that is established under s. 251.02 (2) (b), and that is not otherwise a participating

employer, is a participating employer with respect to its employees who are included in a collective bargaining unit for which a representative is recognized or certified under subch. IV of ch. 111 and is not required to adopt a resolution electing to participate in the Wisconsin retirement system or provide notice of such election to the department under sub. (1).

SECTION 2. 46.56 (3) (b) 6. of the statutes is amended to read:

46.56 (3) (b) 6. Representatives of the county health department established under s. 251.02 (1) or; city-county health department established under s. 251.02 (1m); or city-village, city-city, or village-village health department established under s. 251.02 (2) (b).

SECTION 3. 66.0301 (1) (a) of the statutes is amended to read:

department or agency thereof, or any city, village, town, county, school district, public library system, public inland lake protection and rehabilitation district, sanitary district, farm drainage district, metropolitan sewerage district, sewer utility district, solid waste management system created under s. 59.70 (2), local exposition district created under subch. II of ch. 229, local professional baseball park district created under subch. III of ch. 229, local professional football stadium district created under subch. IV of ch. 229, a local cultural arts district created under subch. V of ch. 229, family care district under s. 46.2895, water utility district, mosquito control district, municipal electric company, county or city transit commission, commission created by contract under this section, taxation district, regional planning commission, or city—county, city—village, city—city, or village—village health department.

SECTION 4. 250.01 (4) (b) of the statutes is amended to read:

250.01 (4) (b) In a county with a population of 500,000 or more, a city health
department or a, village, city-village, city-city, or village-village health department
established under s. 251.02 (2).
SECTION 5. 251.02 (2) of the statutes is renumbered 251.02 (2) (a) (intro.) and
amended to read:

251.02 (2) (a) (intro.) In Except as provided in par. (b), in a county with a population of 500,000 or more, the governing body of each city or village shall establish do one of the following:

- 1. Establish a local health department that meets the requirements of this chapter or shall contract.
- 2. Contract with the local health department of another city or village in the county to have that local health department provide services in the city or village.

SECTION 6. 251.02 (2) (b) of the statutes is created to read:

251.02 (2) (b) In a county with a population of 500,000 or more, the governing body of a city or village may establish, jointly with the governing body of another city or village, a city-village, city-city, or village-village health department that meets the requirements of this chapter. Each such health department under this paragraph shall serve all areas of the respective city and village, cities, or villages that establish the health department. Each such health department under this paragraph is subject to the control of the city and village, cities, or villages that establish the health department, acting jointly under an agreement entered into under s. 66.0301 that specifies, in conformity with this chapter, all of the following:

1. The powers and duties of the city-village, city-city, or village-village health department.

- 2. The powers and duties of the city-village, city-city, or village-village board of health for the health department.
 - 3. The relative powers and duties of all of the following:
- a. Except as provided in s. 251.06 (4) (c) 3., the city and village, with respect to governance of a city-village health department and the board of health for the health department.
 - b. Except as provided in s. 251.06 (4) (c) 3., the cities, with respect to governance of a city-city health department and the board of health for the health department.
 - c. Except as provided in s. 251.06 (4) (c) 3., the villages, with respect to governance of a village-village health department and the board of health for the health department.
 - **SECTION 7.** 251.02 (2c) of the statutes is created to read:
 - 251.02 (2c) If a city that assigns represented employees to its city health department and if a village that assigns represented employees to its village health department jointly establish a city-village health department under an agreement specified under sub. (2) (b), all of the following shall apply, but only if the represented employees at the city health department and at the village health department who perform similar functions are included in collective bargaining units that are represented by the same representative:
 - (a) The city-village health department shall offer employment to all city and village employees who are represented employees and who perform functions for the city and village that are transferred to the city-village health department in the agreement under sub. (2) (b).
 - (b) Notwithstanding s. 111.70 (4) (d), if, in any collective bargaining unit that is initially created at the city-village health department, all of the former city and

- village employees were represented by the same representative when they were employed by the city or village, that representative shall become the initial representative of the employees in the collective bargaining unit without the necessity of filing a petition or conducting an election.
- (c) Unless otherwise prohibited by law, with respect to city-village health department employees who were formerly represented employees at the city or village, the city-village health department shall adhere to the terms of the collective bargaining agreements that covered these employees while they were employed by the city or village until such time that the city-village health department and the representative of the employees have entered into a collective bargaining agreement.

SECTION 8. 251.02 (2d) of the statutes is created to read:

- 251.02 (2d) If a city that assigns represented employees to its city health department and if another city that assigns represented employees to its city health department jointly establish a city-city health department under an agreement specified under sub. (2) (b), all of the following shall apply, but only if the represented employees at the 2 city health departments who perform similar functions are included in collective bargaining units that are represented by the same representative:
- (a) The city-city health department shall offer employment to all city employees who are represented employees and who perform functions for the cities that are transferred to the city-city health department in the agreement under sub. (2) (b).
- (b) Notwithstanding s. 111.70 (4) (d), if, in any collective bargaining unit that is initially created at the city-city health department, all of the former city employees were represented by the same representative when they were employed

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by the cities, that representative shall become the initial representative of the employees in the collective bargaining unit without the necessity of filing a petition or conducting an election.

(c) Unless otherwise prohibited by law, with respect to city-city health department employees who were formerly represented employees at one of the cities, the city-city health department shall adhere to the terms of the collective bargaining agreements that covered these employees while they were employed by one of the cities until such time that the city-city health department and the representative of the employees have entered into a collective bargaining agreement.

Section 9. 251.02 (2e) of the statutes is created to read:

251.02 (2e) If a village that assigns represented employees to its village health department and if another village that assigns represented employees to its village health department jointly establish a village-village health department under an agreement specified under sub. (2) (b), all of the following shall apply, but only if the represented employees at the 2 village health departments who perform similar functions are included in collective bargaining units that are represented by the same representative:

- (a) The village-village health department shall offer employment to all village employees who are represented employees and who perform functions for the villages that are transferred to the village-village health department in the agreement under sub. (2) (b).
- (b) Notwithstanding s. 111.70 (4) (d), if, in any collective bargaining unit that is initially created at the village-village health department, all of the former village employees were represented by the same representative when they were employed by the villages, that representative shall become the initial representative of the

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employees in the collective bargaining unit without the necessity of filing a petition or conducting an election.

(c) Unless otherwise prohibited by law, with respect to village-village health department employees who were formerly represented employees at one of the villages, the village-village health department shall adhere to the terms of the collective bargaining agreements that covered these employees while they were employed by one of the villages until such time that the village-village health department and the representative of the employees have entered into a collective bargaining agreement.

Section 10. 251.03 (3) of the statutes is amended to read:

251.03 (3) In establishing a city-county or, multiple county, city-village, city-city, or village-village health department, the relevant governing bodies shall agree on how many members of the local board of health are appointed by each governing body and how many of each governing body's appointees shall be members who are not elected officials or employees of the governing body. The members shall be appointed as specified in sub. (2).

SECTION 11. 251.04 (1) of the statutes is amended to read:

251.04 (1) Except as authorized in s. 251.02 (3m) and (3r), a city board of health shall govern a city health department, a county board of health shall govern a county health department, and a city-county board of health shall govern a city-county health department, a city-village board of health shall govern a city-village health department, a city-city board of health shall govern a city-city health department, and a village-village board of health shall govern a village-village health department. A city board of health, a county board of health, a city-county board of health, a city-city

board of health, a village-village board of health, or a board of health for a local
health department as authorized in s. 251.02 (3m) and (3r) shall assure the
enforcement of state public health statutes and public health rules of the department
as prescribed for a Level I local health department. A local board of health may
contract or subcontract with a public or private entity to provide public health
services. The contractor's staff shall meet the appropriate qualifications for
positions in a Level I local health department.

SECTION 12. 251.04 (2) of the statutes is amended to read:

251.04 (2) A city or, county, city-county, city-village, city-city, or village-village board of health or a board of health for a local health department as authorized in s. 251.02 (3m) or (3r) shall assure that its local health department is a Level II, Level III, or Level III local health department, as specified in s. 251.05 (1).

SECTION 13. 251.04 (3) of the statutes is amended to read:

251.04 (3) A city or county, city-county, city-village, city-city, or village-village board of health or a board of health for a local health department as authorized in s. 251.02 (3m) or (3r) may adopt those regulations, for its own guidance and for the governance of the local health department, that it considers necessary to protect and improve public health. The regulations may be no less stringent than, and may not conflict with, state statutes and rules of the department.

SECTION 14. 251.06 (4) (c) of the statutes is renumbered 251.06 (4) (c) (intro.) and amended to read:

251.06 (4) (c) (intro.) A Each of the following shall be appointed by the local board of health:

1. A local health officer of a village or town health department established under s. 251.02 (3m) and a.

1	2. A local health officer of a multiple municipal local health department
2	established under s. 251.02 (3r) shall be appointed by the local board of health.
3	Section 15. 251.06 (4) (c) 3. of the statutes is created to read:
4	251.06 (4) (c) 3. A local health officer of a city-county health department
5	established under s. 251.02 (1m).
6	Section 16. 251.06 (4) (c) 4. of the statutes is created to read:
7	251.06 (4) (c) 4. A local health officer of a city-village, city-city, or
8	village-village health department established under s. 251.02 (2) (b).
9	Section 17. 251.08 of the statutes is amended to read:
10	251.08 Jurisdiction of local health department. The jurisdiction of the
11	local health department shall extend to the entire area represented by the governing
12	body of the county, city, village, or town that established the local health department,
13	except that the jurisdiction of a single or multiple county health department or of a
14	city-county, city-village, city-city, or village-village health department does not
15	extend to cities, villages, and towns that have local health departments. Cities,
16	towns, and villages having local health departments may by vote of their local boards
17	of health determine to come under the jurisdiction of the county health department.
18	No part of any expense incurred under this section by a county health department
19	may be levied against any property within any city, village, or town that has a local
20	health department and that has not determined to come under the jurisdiction of the
21	county health department.
22	SECTION 18. 251.12 of the statutes is amended to read:
23	251.12 City health department, how financed. The common council shall
24	appropriate funds for the operation of a city health department that is established

as specified in s. 251.02(1) and (2) and (a), for the operation of a multiple municipal

local health department that is established under s. 251.02 (3r) by the governing body of a city in concert with the governing body of another city or a village or town, and for the operation of a city-village or city-city health department that is established under s. 251.02 (2) (b) by the governing body of a city in concert with the governing body of another city or a village.

SECTION 19. 251.125 of the statutes is amended to read:

251.125 Village health department, how financed. If a village health department is established under s. 251.02 (2) (a) or (3m) or, if a multiple municipal local health department is established under s. 251.02 (3r) by the governing body of a village in concert with the governing body of another village or a city or town, or if a city-village or village-village health department is established under s. 251.02 (2) (b), the village board shall appropriate funds for the operation of the department.

Section 20. 251.15 (2m) of the statutes is created to read:

251.15 (2m) A city that had established a local health department prior to deciding to participate in a city-village or city-city health department established under s. 251.02 (2) (b) may withdraw from the city-village or city-city health department if the common council of the city gives written notice to the common council of the other participating city or to the village board of the participating village.

SECTION 21. 251.15 (2n) of the statutes is created to read:

251.15 (2n) A village that had established a local health department prior to deciding to participate in a city-village or village-village health department established under s. 251.02 (2) (b) may withdraw from the city-village or village-village health department if the village board of the village gives written

the county or, city, or village.

T	notice to the common council of the participating city or to the village board of the
2	other participating village.
3	SECTION 22. 251.15 (3) of the statutes is amended to read:
4	251.15 (3) The notice under sub. (1) or, (2), (2m), or (2n) shall be given at least
5	one year prior to commencement of the fiscal year at which the withdrawal takes
6	effect. Whenever the withdrawal of any county or city from a city-county or multiple
7	county health department takes effect, all relevant provisions of law relating to local

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boards of health and local health officers shall immediately become applicable within

TELEPHONE DRAFTING INSTRUCTIONS

Drafting instructions received by Debora Kennedy.

DATE:

10/1/03

CONVERSATION

WITH:

Tom Van News

OF:

Sen Lasich's office

TELEPHONE NO:

6-5400

REGARDING LRB# OR DRAFT TOPIC: 03-2172 PI

INSTRUCTIONS:

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2003 - 2004 LEGISLATURE

2172/1 LRB-3060/1 DAK:kjf:r<u>s</u>

2003 BILL

Please note: This draft |
totally replaces
LRB- 2172/Pl.
2 have not run the
redraft maker



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AN ACT to renumber and amend 251.02 (2); to amend 250.01 (4) (b), 251.03 (4r), 251.04 (1), 251.04 (2), 251.04 (3), 251.06 (4) (c), 251.12, 251.125, 251.15 (title) and 251.15 (3); and to create 251.02 (2) (b) and 251.15 (2m) of the statutes; relating to: multiple municipal local health departments in Milwaukee County.

Analysis by the Legislative Reference Bureau

Under current law, in a county with a population of less than 500,000 (all counties except Milwaukee County), a local health department may be a city health department that was established before January 1, 1994, a county health department, or a city—county health department. In Racine County only, a local health department may be a village or town health department or may be a multiple municipal local health department that is established by a city, village, or town in concert with another city, village, or town. In addition, counties may establish multiple county health departments. In Milwaukee County, a local health department may be a city or village health department.

This bill authorizes the governing body of a city or village in Milwaukee County to establish, in concert with the governing body of another city or village in that county, a multiple municipal local health department in a manner that is similar to the establishment of multiple municipal local health departments in Racine County under current law. All the powers and duties of current law for local health

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departments apply to a multiple municipal local health department that is established under the authorization created in this bill.

The people of the state of V	Visconsin,	represented in	senate and	assembly.	da
enact as follows:		-			

1	SECTION 1. 250.01 (4) (b) of the statutes is amended to read:
2	250.01 (4) (b) In a county with a population of 500,000 or more, a city health
3	department or a, village, or multiple municipal health department established
4	under s. 251.02 (2).
5	SECTION 2. 251.02 (2) of the statutes is renumbered 251.02 (2) (a) (intro.) and
6	amended to read:
7	251.02 (2) (a) (intro.) In Except as provided in par. (b), in a county with a
8	population of 500,000 or more, the governing body of each city or village shall
9	establish do one of the following:
10	1. Establish a local health department that meets the requirements of this
11	chapter or shall contract.
12	2. Contract with the local health department of another city or village in the
13	county to have that local health department provide services in the city or village.
14	SECTION 3. 251.02 (2) (b) of the statutes is created to read:
15	251.02 (2) (b) In a county with a population of 500 000 or more, the grows in the g

251.02 (2) (b) In a county with a population of 500,000 or more, the governing body of a city or village may establish, jointly with the governing body of another city or village, a multiple municipal local health department that meets the requirements of this chapter.

SECTION 4. 251.03 (4r) of the statutes is amended to read:

251.03 (4r) Subsections (1) to (4m) do not apply to a city, village or town that establishes a multiple municipal local health department under s. 251.02 (2) (b) or

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(3r). In establishing a multiple municipal local health department as described under s. 251.02 (2) (b) or (3r), the relevant governing bodies shall agree on how many members of the local board of health are appointed by each governing body and how many of each governing body's appointees shall be members who are not elected officials or employees of the governing body. The members shall be appointed by the relevant governing bodies. A local board of health under this subsection shall elect a chairperson and clerk.

SECTION 5. 251.04 (1) of the statutes is amended to read:

251.04 (1) Except as authorized in s. 251.02 (2) (b), (3m), and (3r), a city board of health shall govern a city health department, a county board of health shall govern a county health department or multiple county health department, and a city—county board of health shall govern a city—county health department. A city board of health, a county board of health, a city—county board of health, or a board of health for a local health department as authorized in s. 251.02 (2) (b), (3m), and (3r) shall assure the enforcement of state public health statutes and public health rules of the department as prescribed for a Level I local health department. A local board of health may contract or subcontract with a public or private entity to provide public health services. The contractor's staff shall meet the appropriate qualifications for positions in a Level I local health department.

SECTION 6. $251.0\overset{\checkmark}{4}$ (2) of the statutes is amended to read:

251.04 (2) A city or county board of health or a board of health for a local health department as authorized in s. 251.02 (2) (b), (3m), or (3r) shall assure that its local health department is a Level I, Level II, or Level III local health department, as specified in s. 251.05 (1).

SECTION 7. 251.04 (3) of the statutes is amended to read:

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251.04 (3) A city or county board of health or a board of health for a local health department as authorized in s. 251.02 (2) (b), (3m), or (3r) may adopt those regulations, for its own guidance and for the governance of the local health department, that it considers necessary to protect and improve public health. The regulations may be no less stringent than, and may not conflict with, state statutes and rules of the department.

SECTION 8. 251.06 (4) (c) of the statutes is amended to read:

251.06 (4) (c) A local health officer of a village or town health department established under s. 251.02 (3m) and a local health officer of a multiple municipal local health department established under s. 251.02 (2) (b) or (3r) shall be appointed by the local board of health.

SECTION 9. 251.12 of the statutes is amended to read:

251.12 City health department, how financed. The common council shall appropriate funds for the operation of a city health department that is established as specified in s. 251.02 (1) and (2) and (a), for the operation of a multiple municipal local health department that is established under s. 251.02 (3r) by the governing body of a city in concert with the governing body of another city or a village or town, and for the operation of a multiple municipal local health department that is established under s. 251.02 (2) (b) by the governing body of a city in concert with the governing body of another city or a village.

SECTION 10. 251.125 of the statutes is amended to read:

251.125 Village health department, how financed. If a village health department is established under s. 251.02 (2) (a) or (3m) er, if a multiple municipal local health department is established under s. 251.02 (3r) by the governing body of a village in concert with the governing body of another village or a city or town, or

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if a multiple municipal local health department is established under s. 251.02 (2) (b)
by the governing body of a village in concert with the governing body of another
village or a city, the village board shall appropriate funds for the operation of the
department.
SECTION 11. 251.15 (title) of the statutes is amended to read:
251.15 (title) Withdrawal of counties and, cities, villages, or towns.
SECTION 12. 251.15 (2m) of the statutes is created to read:
251.15 (2m) After establishing a multiple municipal local health department
under s. 251.02 (2) (b) or (3r), the governing body of any city, village, or town
participating in the multiple municipal local health department may withdraw by
giving written notice to the local board of health and to the governing bodies of all
other participating cities, villages, and towns.
SECTION 13. 251.15 (3) of the statutes is amended to read:
251.15 (3) The notice under sub. (1) or, (2), or (2m) shall be given at least one
year prior to commencement of the fiscal year at which the withdrawal takes effect.
Whenever the withdrawal of any county or city from a city-county or multiple county
health department takes effect, all relevant provisions of law relating to local boards
of health and local health officers shall immediately become applicable within the
withdrawing county or city village, or town

(END)

Emery, Lynn

From:

Sent:

Van Ess, Thomas (Legislature) Wednesday, October 08, 2003 3:30 PM

To:

LRB.Legal

Subject:

Draft review: LR

oint local health departments in Milwaukee County

It has been requested by <Van Ess, Thomas (Legislature)> that the following draft be jacketed for



Draft review: LRB 03-2172/1 Topic: Joint local health departments in Milwaukee County