

2005 ASSEMBLY BILL 198

March 10, 2005 – Introduced by Representatives ZIEGELBAUER, AINSWORTH, BALLWEG, BERCEAU, BIES, GOTTLIEB, GUNDERSON, HAHN, HINES, HUNDERTMARK, KAUFERT, LEMAHIEU, LOTHIAN, MONTGOMERY, MUSSER, NASS, OTT, WOOD and ZEPNICK, cosponsored by Senators LEIBHAM, DARLING, A. LASEE, LAZICH, ROESSLER and ZIEN. Referred to Committee on Urban and Local Affairs.

1 **AN ACT** *to amend* 40.02 (48) (am) 22., 40.02 (48) (c), 60.57 (1) (c), 61.66, 62.09 (1)
 2 (a), 62.09 (13) (a), 62.09 (13) (b), 62.13 (3), 62.13 (6) (a) 1., 62.13 (6) (a) 2., 62.13
 3 (6) (a) 3., 62.13 (6m) (intro.), 62.13 (7m), 62.13 (7n), 62.13 (10m), 62.13 (11),
 4 62.13 (12), 111.70 (1) (a), 891.45 (1) (b), 891.455 (1), 951.01 (3f), 990.01 (7g),
 5 990.01 (7m), 990.01 (7r), 990.01 (28g), 990.01 (28m) and 990.01 (28r); and **to**
 6 **create** 60.55 (1) (a) 5., 60.553, 60.56 (1) (a) 4. and 62.13 (2s) of the statutes;
 7 **relating to:** authorizing cities and towns, and expanding the authority of
 8 villages, to create combined protective services departments.

Analysis by the Legislative Reference Bureau

Generally under current law a village with a population of at least 5,000 is required to provide police protection services by creating its own police department, by contracting for police protection services with a city, village, or town, or by creating a joint police department with another city, village, or town. Also under current law, in general, a village with a population of at least 5,500 is required to provide fire protection services by creating its own fire department, by contracting for fire protection services with a city, village, or town, or by creating a joint fire department with another city, village, or town.

Current law also authorizes a village with a population of less than 20,000 to provide police and fire protection services in one of two additional ways. The first

ASSEMBLY BILL 198

way is by using a combined protective services department, which is neither a police department nor a fire department, which was created before January 1, 1987, and in which the same person may be required to perform police protection and fire protection duties, subject to some limitations on consecutive hours that may be worked in police protection. The second way is by requiring persons in a police department or fire department, alone or in combination with persons designated as police officers or fire fighters, to perform police protection and fire protection duties, subject to some limitations on consecutive hours that may be worked in police protection. In either case, the village may designate any person required to perform police protection and fire protection duties as primarily a police officer or fire fighter for purposes related to presumptions related to certain employment-related diseases.

Generally under current law, 2nd, 3rd, and 4th class cities (presently all cities other than Milwaukee) with populations of at least 4,000 must have police departments and fire departments, and may have joint departments with other cities, villages, or towns. Such cities are generally required to have a board of police and fire commissioners, which appoint the police and fire chiefs who, in turn, appoint subordinates subject to approval by the board.

Under a decision of the Wisconsin Supreme Court, *Local Union No. 487, IAFF-CIO, v. City of Eau Claire*, 147 Wis. 2d 519 (1989), cities may not create combined protective services departments or require persons in a police department or fire department, alone or in combination with persons designated as police officers or fire fighters, to perform police protection and fire protection duties.

This bill authorizes 2nd, 3rd, and 4th class cities, and towns, to provide police and fire protection services in the same two additional ways that certain villages may do so, either by creating a combined protective services department which is neither a police department nor a fire department and in which the same person may be required to perform police protection and fire protection duties, or by requiring persons in a police department or fire department, alone or in combination with persons designated as police officers or fire fighters, to perform police protection and fire protection duties. The bill also removes the limitations on villages such that any village may use a combined protective services department and may require persons in a police department or fire department to perform police protection and fire protection duties.

Under the bill, cities, villages, and towns may designate any person who is required to perform police protection and fire protection duties as primarily a police officer or fire fighter for purposes relating to rest days, consecutive hours worked, hours of labor, rules for leaving the city, and presumptions related to certain employment-related diseases. These requirements and limitations that apply to persons designated as primarily a police officer or fire fighter under the bill apply to police officers and fire fighters under current law. If a city creates a combined protective services department, the city must create a chief of the department and must abolish the offices of chief of police and fire chief. The chief of a combined protective services department has the same authority as the chief of police and fire chief had.

ASSEMBLY BILL 198

For further information see the *state and local* fiscal estimate, which will be printed as an appendix to this bill.

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

1 **SECTION 1.** 40.02 (48) (am) 22. of the statutes is amended to read:

2 40.02 **(48)** (am) 22. A person employed under s. 60.553 (1), 61.66 (1), or 62.13
3 (2s) (a).

4 **SECTION 2.** 40.02 (48) (c) of the statutes is amended to read:

5 40.02 **(48)** (c) In s. 40.65, “protective occupation participant” means a
6 participating employee who is a police officer, fire fighter, an individual determined
7 by a participating employer under par. (a) or (bm) to be a protective occupation
8 participant, county undersheriff, deputy sheriff, state probation and parole officer,
9 county traffic police officer, conservation warden, state forest ranger, field
10 conservation employee of the department of natural resources who is subject to call
11 for forest fire control or warden duty, member of the state traffic patrol, state motor
12 vehicle inspector, University of Wisconsin System full-time police officer, guard or
13 any other employee whose principal duties are supervision and discipline of inmates
14 at a state penal institution, excise tax investigator employed by the department of
15 revenue, person employed under s. 60.553 (1), 61.66 (1), or 62.13 (2s) (a), or special
16 criminal investigation agent employed by the department of justice.

17 **SECTION 3.** 60.55 (1) (a) 5. of the statutes is created to read:

18 60.55 **(1)** (a) 5. Creating a combined protective services department under s.
19 60.553.

20 **SECTION 4.** 60.553 of the statutes is created to read:

ASSEMBLY BILL 198

1 **60.553 Combined protective services. (1)** Any town may provide police and
2 fire protection services by any of the following:

3 (a) A combined protective services department which is neither a police
4 department under s. 60.56 (1) (a) nor a fire department under s. 60.55 (1) (a), and in
5 which the same person may be required to perform police protection and fire
6 protection duties without being required to perform police protection duties for more
7 than 8 hours in each 24 hours except in emergency situations, as described under s.
8 62.13 (7n).

9 (b) Persons in a police department or fire department who, alone or in
10 combination with persons designated as police officers or fire fighters, may be
11 required to perform police protection and fire protection duties without being
12 required to perform police protection duties for more than 8 hours in each 24 hours
13 except in emergency situations, as described under s. 62.13 (7n).

14 **(2)** The governing body of a town acting under sub. (1) may designate any
15 person required to perform police protection and fire protection duties under sub. (1)
16 as primarily a police officer or fire fighter for purposes described in s. 62.13 (7m), (7n),
17 (10m), and (11) and s. 891.45 or 891.455.

18 **SECTION 5.** 60.56 (1) (a) 4. of the statutes is created to read:

19 60.56 **(1)** (a) 4. Creating a combined protective services department under s.
20 60.553.

21 **SECTION 6.** 60.57 (1) (c) of the statutes is amended to read:

22 60.57 **(1)** (c) If the town has both a police and fire department, or a combined
23 protective services department, establish a board of police and fire commissioners.

24 **SECTION 7.** 61.66 of the statutes is amended to read:

ASSEMBLY BILL 198

1 **61.66 Combined protective services. (1)** Notwithstanding s. 61.65 (1) (a),
2 (2) (a) and (3g) (d) 2., any village with a population of less than 20,000 may provide
3 police and fire protection services by any of the following:

4 (a) A combined protective services department which is neither a police
5 department under s. 61.65 (1) (a) nor a fire department under s. 61.65 (2) (a), ~~which~~
6 ~~was created prior to January 1, 1987,~~ and in which the same person may be required
7 to perform police protection and fire protection duties without being required to
8 perform police protection duties for more than 8 hours in each 24 hours except in
9 emergency situations, as ~~specified~~ described under s. 62.13 (7n).

10 (b) Persons in a police department or fire department who, alone or in
11 combination with persons designated as police officers or fire fighters, may be
12 required to perform police protection and fire protection duties without being
13 required to perform police protection duties for more than 8 hours in each 24 hours
14 except in emergency situations, as ~~specified~~ described under s. 62.13 (7n), ~~if those~~
15 ~~persons were required to perform those duties prior to January 1, 1987.~~

16 **(2)** The governing body of a village acting under sub. (1) may designate any
17 person required to perform police protection and fire protection duties under sub. (1)
18 as primarily a police officer or fire fighter for purposes of described in s. 62.13 (7m),
19 (7n), (10m), and (11) and s. 891.45 or 891.455.

20 **SECTION 8.** 62.09 (1) (a) of the statutes is amended to read:

21 62.09 **(1)** (a) The officers shall be a mayor, treasurer, clerk, comptroller,
22 attorney, engineer, one or more assessors unless the city is assessed by a county
23 assessor under s. 70.99, one or more constables as determined by the common
24 council, a local health officer, as defined in s. 250.01 (5), or local board of health, as
25 defined in s. 250.01 (3), street commissioner, board of police and fire commissioners

ASSEMBLY BILL 198**SECTION 8**

1 except in cities where not applicable, chief of police except in cities where not
2 applicable, chief of the fire department except in cities where not applicable, chief of
3 combined protective services department except in cities where not applicable, board
4 of public works, 2 alderpersons from each aldermanic district, and such other officers
5 or boards as are created by law or by the council. If one alderperson from each
6 aldermanic district is provided under s. 66.0211 (1), the council may, by ordinance
7 adopted by a two-thirds vote of all its members and approved by the electors at a
8 general or special election, provide that there shall be 2 alderpersons from each
9 aldermanic district. If a city creates a combined protective services department
10 under s. 62.13 (2s) (a) 1., it shall create the office of chief of such a department and
11 shall abolish the offices of chief of police and chief of the fire department.

12 **SECTION 9.** 62.09 (13) (a) of the statutes is amended to read:

13 62.09 (13) (a) The chief of police shall have command of the police force of the
14 city, or the chief of a protective services department created under s. 62.13 (2s) (a)
15 1. shall have command of the combined protective services force, under the direction
16 of the mayor. The chief shall obey all lawful written orders of the mayor or common
17 council. The chief and each police officer or combined protective services officer shall
18 possess the powers, enjoy the privileges and be subject to the liabilities conferred and
19 imposed by law upon constables, and be taken as included in all writs and papers
20 addressed to constables; shall arrest with or without process and with reasonable
21 diligence take before the municipal judge or other proper court every person found
22 in the city engaged in any disturbance of the peace or violating any law of the state
23 or ordinance of the city and may command all persons present in that case to assist,
24 and if any person, being so commanded, refuses or neglects to render assistance the
25 person shall forfeit not exceeding \$10. They shall collect the same fees prescribed

ASSEMBLY BILL 198

1 for sheriffs in s. 814.70 for similar services, unless a higher fee is applicable under
2 s. 814.705 (1) (b).

3 **SECTION 10.** 62.09 (13) (b) of the statutes is amended to read:

4 62.09 (13) (b) The chief of police, or the chief of a protective services department
5 created under s. 62.13 (2s) (a) 1., shall have charge of all city jails, including that
6 portion of any jail which is used by the city in a joint city–county building.

7 **SECTION 11.** 62.13 (2s) of the statutes is created to read:

8 62.13 (2s) COMBINED PROTECTIVE SERVICES. (a) A city may provide police and fire
9 protection services by any of the following:

10 1. A combined protective services department which is neither a police
11 department as otherwise constituted under this section nor a fire department as
12 otherwise constituted under this section, in which the same person may be required
13 to perform police protection and fire protection duties without being required to
14 perform police protection duties for more than 8 hours in each 24 hours except in
15 emergency situations, as described under s. 62.13 (7n).

16 2. Persons in a police department or fire department who, alone or in
17 combination with persons designated as police officers or fire fighters, may be
18 required to perform police protection and fire protection duties without being
19 required to perform police protection duties for more than 8 hours in each 24 hours
20 except in emergency situations, as described under s. 62.13 (7n).

21 (b) The governing body of a city acting under par. (a) may designate any person
22 required to perform police protection and fire protection duties under par. (a) as
23 primarily a police officer or fire fighter for purposes of subs. (7m), (7n), (10m), and
24 (11) and s. 891.45 or 891.455.

25 **SECTION 12.** 62.13 (3) of the statutes is amended to read:

ASSEMBLY BILL 198**SECTION 12**

1 62.13 (3) CHIEFS. The board shall appoint the chief of police and the chief of the
2 fire department or, if applicable, the chief of a protective services department, who
3 shall hold their offices during good behavior, subject to suspension or removal by the
4 board for cause.

5 **SECTION 13.** 62.13 (6) (a) 1. of the statutes is amended to read:

6 62.13 (6) (a) 1. To organize and supervise the fire and police, or combined
7 protective services, departments and to prescribe rules and regulations for their
8 control and management.

9 **SECTION 14.** 62.13 (6) (a) 2. of the statutes is amended to read:

10 62.13 (6) (a) 2. To contract for and purchase all necessary apparatus and
11 supplies for the use of the departments under their supervision, exclusive of the
12 erection and control of the police ~~and~~, fire station, and combined protective services
13 buildings.

14 **SECTION 15.** 62.13 (6) (a) 3. of the statutes is amended to read:

15 62.13 (6) (a) 3. To audit all bills, claims and expenses of the fire ~~and~~, police, and
16 combined protective services departments before the same are paid by the city
17 treasurer.

18 **SECTION 16.** 62.13 (6m) (intro.) of the statutes is amended to read:

19 62.13 (6m) (intro.) If a city of less than 4,000 population has not by ordinance
20 applied subs. (1) to (6) to the city, the city may not suspend, reduce, suspend and
21 reduce, or remove any police chief, protective services chief, or other law enforcement
22 officer who is not probationary, and for whom there is no valid and enforceable
23 contract of employment or collective bargaining agreement which provides for a fair
24 review prior to that suspension, reduction, suspension and reduction or removal,
25 unless the city does one of the following:

ASSEMBLY BILL 198

1 **SECTION 17.** 62.13 (7m) of the statutes is amended to read:

2 62.13 (7m) REST DAY. (a) The council of every city of the fourth class shall
3 provide for, and the chief of the police department, or the chief of the combined
4 protective services department, shall assign to, each police officer, or each
5 subordinate designated as primarily a police officer under sub. (2s) (b), in the service
6 of such city one full rest day of 24 consecutive hours during each 192 hours, except
7 in cases of positive necessity by some sudden and serious emergency, which, in the
8 judgment of the chief of police, or the chief of the combined protective services
9 department, demands that such day of rest not be given at such time. Arrangements
10 shall be made so that each full rest day may be had at such time or times as will not
11 impair the efficiency of the department.

12 (b) The council of every city of the second or third class shall provide for, and
13 the chief of the police department, or the chief of the combined protective services
14 department, shall assign to, each police officer, or each subordinate designated as
15 primarily a police officer under sub. (2s) (b), in the service of such city 2 full rest days
16 of 24 consecutive hours each during each 192 hours, except in cases of positive
17 necessity by some sudden and serious emergency, which, in the judgment of the chief
18 of police, or the chief of the combined protective services department, demands that
19 any such day of rest not be given at such time. Arrangements shall be made so that
20 each full rest day may be had at such time or times as will not impair the efficiency
21 of the department. This section shall not apply to villages to which s. 61.65 is
22 applicable.

23 **SECTION 18.** 62.13 (7n) of the statutes is amended to read:

24 62.13 (7n) HOURS OF LABOR. Except when a labor agreement under subch. IV
25 of ch. 111 that governs hours of employment exists, the council of every 2nd, 3rd or

ASSEMBLY BILL 198**SECTION 18**

1 4th class city shall provide for a working day of not more than 8 hours in each 24
2 except in cases of positive necessity by some sudden and serious emergency, which,
3 in the judgment of the chief of police, or the chief of the combined protective services,
4 demands that such workday shall be extended beyond the 8-hour period at such
5 time; and, when such emergency ceases to exist, all overtime given during such
6 emergency shall be placed to the credit of such police officer, or each subordinate
7 designated as primarily a police officer under sub. (2s) (b), and compensatory time
8 under s. 103.025 given therefor.

9 **SECTION 19.** 62.13 (10m) of the statutes is amended to read:

10 **62.13 (10m) RULES GOVERNING LEAVING CITY.** Subject to approval of the common
11 council the fire chief, or the chief of the combined protective services department,
12 may establish rules requiring fire fighters, or each subordinate designated as
13 primarily a fire fighter under sub. (2s) (b), to obtain permission before leaving the
14 city.

15 **SECTION 20.** 62.13 (11) of the statutes is amended to read:

16 **62.13 (11) FIRE FIGHTERS, REST DAY.** The common council of every 4th class city,
17 having a population of 5,000 or more and a fire department, or a combined protective
18 services department, shall provide for, and the chief of the fire department or
19 combined protective services department shall assign to each full paid member
20 thereof of the fire department or subordinate designated as primarily a fire fighter
21 under sub. (2s) (b), a period of 24 consecutive hours off duty during each 72 hours,
22 except in cases of positive necessity by some sudden and serious fire, accident or
23 other peril, which, in the judgment of the chief engineer or other officer in charge
24 demands that the day of rest not be given at that time. The provisions of this section
25 shall not apply to cities having a 2-platoon or double shift system.

ASSEMBLY BILL 198

1 **SECTION 21.** 62.13 (12) of the statutes is amended to read:

2 62.13 **(12)** LEGISLATIVE INTENT. Section 62.13 and chapter 589, laws of 1921,
3 chapter 423, laws of 1923, and chapter 586, laws of 1911, shall be construed as an
4 enactment of statewide concern for the purpose of providing a uniform regulation of
5 police and, fire, and combined protective services departments.

6 **SECTION 22.** 111.70 (1) (a) of the statutes is amended to read:

7 111.70 **(1)** (a) “Collective bargaining” means the performance of the mutual
8 obligation of a municipal employer, through its officers and agents, and the
9 representative of its municipal employees in a collective bargaining unit, to meet and
10 confer at reasonable times, in good faith, with the intention of reaching an
11 agreement, or to resolve questions arising under such an agreement, with respect to
12 wages, hours and conditions of employment, and with respect to a requirement of the
13 municipal employer for a municipal employee to perform law enforcement and fire
14 fighting services under s. 60.553 (1), 61.66, or 62.13 (2s) (a), except as provided in sub.
15 (4) (m) and s. 40.81 (3) and except that a municipal employer shall not meet and
16 confer with respect to any proposal to diminish or abridge the rights guaranteed to
17 municipal employees under ch. 164. The duty to bargain, however, does not compel
18 either party to agree to a proposal or require the making of a concession. Collective
19 bargaining includes the reduction of any agreement reached to a written and signed
20 document. The municipal employer shall not be required to bargain on subjects
21 reserved to management and direction of the governmental unit except insofar as the
22 manner of exercise of such functions affects the wages, hours and conditions of
23 employment of the municipal employees in a collective bargaining unit. In creating
24 this subchapter the legislature recognizes that the municipal employer must
25 exercise its powers and responsibilities to act for the government and good order of

ASSEMBLY BILL 198**SECTION 22**

1 the jurisdiction which it serves, its commercial benefit and the health, safety and
2 welfare of the public to assure orderly operations and functions within its
3 jurisdiction, subject to those rights secured to municipal employees by the
4 constitutions of this state and of the United States and by this subchapter.

5 **SECTION 23.** 891.45 (1) (b) of the statutes is amended to read:

6 891.45 (1) (b) “Municipal fire fighter” includes any person designated as
7 primarily a fire fighter under s. 60.553 (2), 61.66 (2), or 62.13 (2s) (b) and any person
8 under s. 60.553, 61.66, or 62.13 (2s) whose duties as a fire fighter during the 5–year
9 qualifying period took up at least two–thirds of his or her working hours.

10 **SECTION 24.** 891.455 (1) of the statutes is amended to read:

11 891.455 (1) In this section, “state, county, or municipal fire fighter” means a
12 fire fighter who is covered under s. 891.45 and any person under s. 60.553, 61.66, or
13 62.13 (2s) whose duties as a fire fighter during the 10–year qualifying period
14 specified in sub. (2) took up at least two–thirds of his or her working hours.

15 **SECTION 25.** 951.01 (3f) of the statutes is amended to read:

16 951.01 (3f) “Fire department” includes a volunteer fire department and a
17 department under s. 60.553 (1) (a), 61.66, or 62.13 (2s) (a) 1.

18 **SECTION 26.** 990.01 (7g) of the statutes is amended to read:

19 990.01 (7g) FIRE CHIEF. “Fire chief” or “chief of a fire department” includes the
20 chief of a department under s. 60.553 (1) (a), 61.66, or 62.13 (2s) (a) 1.

21 **SECTION 27.** 990.01 (7m) of the statutes is amended to read:

22 990.01 (7m) FIRE DEPARTMENT. “Fire department” includes a department under
23 s. 60.553 (1) (a), 61.66, or 62.13 (2s) (a) 1.

24 **SECTION 28.** 990.01 (7r) of the statutes is amended to read:

