

State of Misconsin LEGISLATIVE REFERENCE BUREAU

RESEARCH APPENDIX PLEASE DO NOT REMOVE FROM DRAFTING FILE

Date Transfer Requested: 02/15/2007 (Per: DAK)

Appendix A ... Part 05 of 05

The 2005 drafting file for LRB-3104

has been transferred to the drafting file for

2007 LRB-1482

This cover sheet, the final request sheet, and the final version of the 2005 draft were copied on yellow paper, and returned to the original 2005 drafting file.

The attached 2005 draft was incorporated into the new 2007 draft listed above. For research purposes, this cover sheet and the complete drafting file were transferred, as a separate appendix, to the 2007 drafting file. If introduced this section will be scanned and added, as a separate appendix, to the electronic drafting file folder.



SOON - Duedit 3/17 tate of Misconsin

2005 - 2006 LEGISLATURE



LRB-3104/P3 DAK:lmk:rs

PRELIMINARY DRAFT - NOT READY FOR INTRODUCTION



AN ACT to renumber 69.18(4)(a)1.; to amend 69.20(2)(a)2.; to repeal and 1 $\it recreate$ chapter 154 (title); and $\it to$ $\it create$ 69.18 (4) (a) 1g. and subchapter IV 2 of chapter 154 [precedes 154.30] of the statutes; relating to: control of final disposition of certain human remains and providing a penalty.

Analysis by the Legislative Reference Bureau

INSERT

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This bill is drafted in preliminary form. An analysis will be included in a subsequent version.

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

SECTION 1. 69.18 (4) (a) 1. of the statutes is renumbered 69.18 (4) (a) 1m. 5

SECTION 2. 69.18 (4) (a) 1g. of the statutes is created to read: 6

69.18 (4) (a) 1g. An individual specified under s. 154.30 (2) (2).

SECTION 3. 69.20 (2) (a) 2. of the statutes is amended to read:

	1	69.20 (2) (a) 2. For a certificate of death, any of the persons specified under s.
	2	69.18 (4) (a) 1. 1g. to 6. or an individual who is authorized in writing by one of the
	3	persons.
	4	SECTION 4. Chapter 154 (title) of the statutes is repealed and recreated to read:
	5	CHAPTER 154
	6	ADVANCE DIRECTIVES
	7	SECTION 5. Subchapter IV of chapter 154 [precedes 154.30] of the statutes is
	8	created to read:
	9	CHAPTER 154
10	0	SUBCHAPTER IV
1	1	AUTHORIZATION FOR FINAL DISPOSITION
15	2	154.30 Control of final disposition of certain human remains. (1)
13	3	DEFINITIONS. (a) "Authorization for final disposition" means a written, signed
14	1	document that is acknowledged before a notary public or is witnessed and that is
15	5	voluntarily executed by a declarant under sub. (8), but is not limited in form or
<u>16</u>	ئەزىرىئومەنداتەتەس	substance to that provided in sub. (8).
17	Salara Marie	(b) "Credential" has the meaning given in s. 440.01 (2) (a).
18	T2	(c) "Declarant" means an individual who executes an authorization for final
19)	disposition.
20		(d) "Estranged" means being physically and emotionally alienated for a period
21		of time, at the time of the decedent's death, and clearly demonstrating an absence of
22		due affection, trust, and regard.
23		(e) "Final disposition" means disposition of a decedent's remains, including any
24		of the following:
25		1. Arrangements for a viewing.

2. A funeral ceremony, memorial service, graveside service, or other last rite. 1 $\mathbf{2}$ 3. A burial, cremation and burial, or other disposition, or donation of the decedent's body. (f) "Health care provider" means any person who has a credential to provide 4 5 health care. "Member of the clergy" has the meaning given in s. 765.002 (1). (6 7 "Representative" means an individual specifically designated in an authorization for final disposition or, if that individual is unable or unwilling to carry 8 out the declarant's decisions and preferences, a successor representative designated 9 10 in the authorization for final disposition to do so. 11 (2) Individuals with control of final disposition; order. (Except as provided in sub. (3), any of the following, as prioritized in the following order, who is at least 12) 18 years old and has not been adjudicated incompetent under ch. 880, may control 13 14 final disposition, including the location, manner, and conditions of final disposition: Subject to sub. (8) (e) sa 15 representative of the decedent acting under the decedent's authorization for final disposition that conveys to the representative the control of final disposition. 16 17) The surviving spouse of the decedent. 18 The surviving child of the decedent, unless more than one child of the decedent survives. In such an instance, the majority of the surviving children has 19 control of the final disposition, except that fewer than the majority of the surviving 20 children may control the final disposition if that minority has used reasonable efforts 21 to notify all other surviving children and is not aware of opposition by the majority 2223 to the minority's intended final disposition.

	(4.)
1	The surviving parent or parents of the decedent or a surviving parent who
2	is available if the other surviving parent is unavailable after the available surviving
3	parent has made reasonable efforts to locate him or her.
4	The surviving sibling of the decedent, unless more than one sibling of the
5	decedent survives. In such an instance, the majority of the surviving siblings has
6	control of the final disposition, except that fewer than the majority of the surviving
7	siblings may control the final disposition if that minority has used reasonable efforts
8	to notify all other surviving siblings and is not aware of opposition by the majority
9	to the minority's intended final disposition.
10)	In descending order, an individual in the class of the next degree of kinship
11	specified in s. 990.001 (16).
(12)	The guardian of the person, if any, of the decedent. Subds. 1. to 7.
(13)	Any individual other than an individual specified under pars. (a) to (g) who
14	is willing to control the final disposition and who attests in writing that he or she has
15	made a good-faith effort, to no avail, to contact the individuals under pars. (a) to (g).
<u>16</u>)	(a) An individual specified in sub. (3) (b) 1. for whom charges under sub. (3) (b)
17	1. a. to d. are dismissed or who is found not guilty of the offense. Subject to s. 69.18
18	(4), the control of final disposition under this paragraph, with respect to a decedent
19	for whom disposition has already been made of his or her remains, is limited, as
20	appropriate, to any of the following:

1. A funeral ceremony, memorial service, graveside service, or other last rite.

2. Disinterment.

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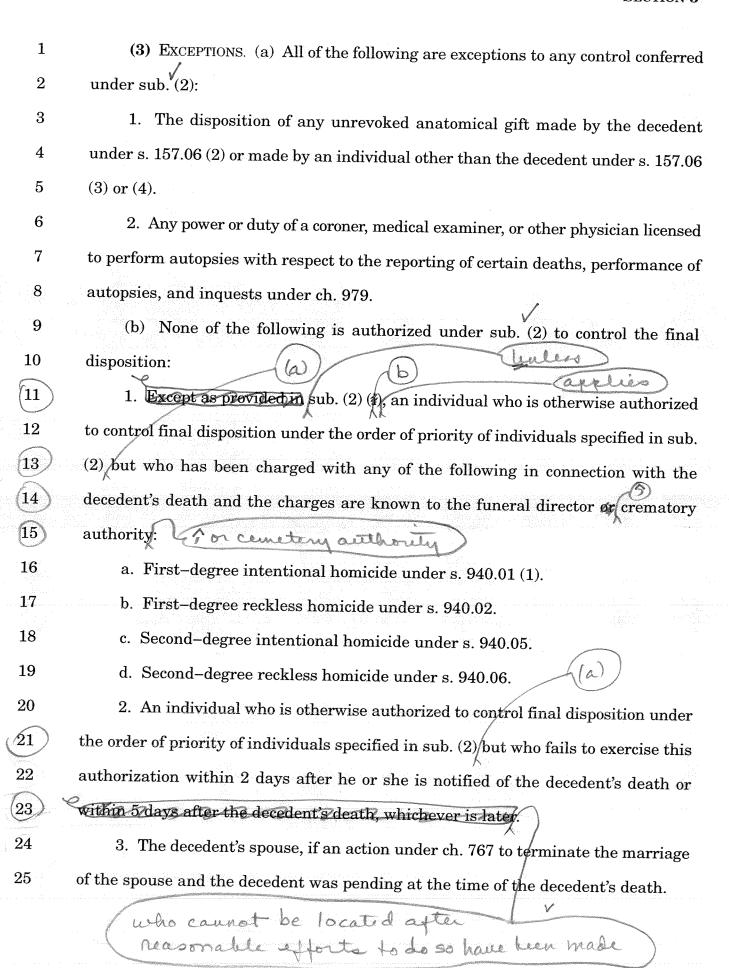
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3. Reinterment, cremation and reinterment, or other disposition of the decedent's body.

Control of final disposition under par. (a); in the order of priority specified in par. (a); is restored to



1	4. An individual for whom a determination is made under by the probate court
2	under par. (c) 2. b. that the individual and the decedent were estranged at the time
3	of death.
4	(c) If the individuals specified in sub. (2) are unable to agree on the final
5	disposition, the probate court that has jurisdiction for the county in which the
6	decedent resided at the time of his or her death may designate an individual as most
7	fit and appropriate to control the final disposition. All of the following apply to a
8	designation made under this paragraph:
9	1. After the decedent's death, a petition regarding control of the final
10	disposition shall be filed with the probate court by any of the following:
11	a. A relative of the decedent.
12	b. An individual seeking control of the final disposition who claims a closer
13	personal relationship to the decedent than the decedent's next of kin, who has lived
14	with the decedent, and who was not in the employ of the decedent or the decedent's
15	family. (on the same level) For cemetery authority
(16)	c. If 2 or more individuals who are otherwise authorized to control the final
17	disposition under the order of priority of individuals specified in sub. (2) cannot, by
18	majority vote, decide concerning the final disposition, any of those individuals or the
19)	funeral director accrematory authority that possesses the decedent's remains.
20	2. The probate court may consider all of the following:
21	a. The reasonableness and practicality of the proposed final disposition.
22	b. The degree of the personal relationship between the decedent and each of the
23	individuals claiming the right of final disposition, including whether the decedent
24	was estranged from any of the individuals.

1	c. Except as provided in subd. 3., the desires of the individual or individuals
2	who are ready, able, and willing to pay the cost of the final disposition.
3	d. The express written desires of the decedent.
4	e. The degree to which any proposed final disposition would permit maximum
5	participation by family members, friends, and others who wish to pay final respects
6	to the decedent.
7	3. An individual's payment or agreement to pay for all or part of the costs of final
8	disposition, or the fact that an individual is the personal representative of the
9	decedent, does not, by itself, provide the individual any greater opportunity to
10	control the final disposition than the individual otherwise has under this section.
11	(4) DECLINING TO EXERCISE CONTROL OR RESIGNING CONTROL. An individual who
12	is otherwise authorized to control final disposition under the order of priority of
13	individuals specified in sub. (2) or who is designated under sub. (3) (c) may accept the
14	control, may decline to exercise the control, or may, after accepting the control, resign
15	it. (FOR CEMETERY) CORCEMETERY AUTHORITY
16	(5) LIABILITY OF FUNERAL DIRECTOR OR CREMATORY AUTHORITY. (a) If inability to
17	agree exists among any individuals, as specified in sub. (3) (c) (intro.), no funeral
18	director or crematory authority is liable for his or her refusal to accept the decedent's
19	remains, to inter or otherwise dispose of the decedent's remains, or to complete the
20	arrangements for the final disposition unless specifically directed to do so under an
21	order of the probate court or unless the individuals in disagreement present the
22	funeral director or crematory authority with a written agreement, signed by the
23	individuals, that specifies the final disposition.
24)	(b) A funeral director or crematory authority that retains the remains of a
25	decedent for final disposition before individuals specified in sub. (3) (c) (intro.) reach

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(10)

For cemetery authority

agreement or before the probate court makes a final decision under sub. (3) (c) may embalm or refrigerate and shelter the remains while awaiting the agreement or the probate court's decision and may add the cost of embalming or refrigeration and shelter, as appropriate, to the final disposition costs.

(c) If a funeral director of crematory authority files a petition under sub. (3) (c)

1., the funeral director of crematory authority may add to the cost of final disposition reasonable legal fees and costs associated with the court's review of the petition.

(d) This subsection may not be construed to require or otherwise impose a duty upon a funeral director or crematory authority to file a petition under sub. (3) (c) 1., and a funeral director or crematory authority may not be held criminally or civilly liable for failing or omitting to file the petition.

- (e) In the absence of written notice to the contrary from an individual who claims control of the final disposition because of precedence under the order of priority of individuals specified under sub. (2), no funeral director crematory authority, who relies in good faith on instructions concerning the final disposition from another individual who first claims control of the final disposition but has less precedence under the order of priority of individuals specified in sub. (2), and who acts or omits to act in accordance with these instructions, is civilly or criminally liable or may be found guilty of unprofessional conduct for the action or omission.
- (6) LIABILITY FOR COSTS OF FINAL DISPOSITION. (a) Liability for the reasonable costs of the final disposition is as follows:
 - 1. From the decedent's estate, as specified under s. 859.25 (1).
- 2. Except as provided in par. (b), from the individual or individuals other than a funeral director or crematory authority exercising control of final disposition, for any claims remaining after payment is made under subd. 1.

- (b) If an individual who first exercises control of final disposition subsequently resigns that control under sub. (4) before completion, any reasonable costs of the final disposition that are encumbered by the individual before resigning and that are not paid under par. (a) 1. are the liability of the individual.
- (7) JURISDICTION. The probate court for the county in which the decedent last resided has exclusive jurisdiction over matters that arise under this section.
- (8) AUTHORIZATION FOR FINAL DISPOSITION. (a) An individual who is of sound mind and has attained age 18 may voluntarily execute an authorization for final disposition, which shall take effect on the date of execution. An individual for whom an adjudication of incompetence and appointment of a guardian of the person is in effect under ch. 880 is presumed not to be of sound mind for purposes of this subsection.
- (b) An authorization for final disposition may express the declarant's special directions, instructions concerning religious observances, and suggestions concerning the source of funds for any of the following:
 - 1. Arrangements for a viewing.
 - 2. Funeral ceremony, memorial service, graveside service, or other last rite.
- 3. Burial, cremation and burial, or other disposition, or donation of the declarant's body after death.
- (c) An authorization for final disposition authorizes a representative and one or more named successor representatives to carry out the directions, instructions, and suggestions of the declarant, as expressed in the declarant's authorization for final disposition.
- (d) An authorization for final disposition shall meet all of the following requirements:

- 1. List the name and last-known address, as of the date of execution of the authorization for final disposition, of each representative and each successor representative named, and be signed by each representative and each successor representative named.
- 2. Be signed and dated by the declarant, with the signature witnessed by 2 witnesses who each have attained age 18 and who are not related by blood, marriage, or adoption to the declarant, or acknowledged before a notary public. If the declarant is physically unable to sign an authorization for final disposition, the authorization shall be signed in the declarant's name by an individual at the declarant's express direction and in his or her presence; such a proxy signing shall take place or be acknowledged by the declarant in the presence of 2 witnesses or a notary public.
- (e) No health care provider, funeral director, crematory authority, employee of a funeral director or crematory authority, or member of the clergy may serve as a representative under the requirements of this subsection unless he or she is related to the declarant by blood, marriage, or adoption.

(f) The department shall prepare and provide copies of the authorization for final disposition form and accompanying information for distribution in quantities to funeral directors, crematory authorities, hospitals, nursing homes, county clerks, and local bar associations and individually to private persons. The department shall include, in information accompanying the authorization for final disposition form, at least the statutory definitions of terms used in the form, attacement explaining that valid witnesses acting in good faith are statutorily immune from civil or criminal hability, and an instruction to potential declarants to read and understand the information before completing the form. The department may charge a reasonable fee for the cost of preparation and distribution. The authorization for final

disposition form distributed by the department shall be easy to read, in not less than 10-point type, and in the following form:

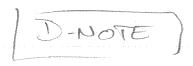
AUTHORIZATION FOR FINAL DISPOSITION

	The state of the s
3	I, (print name and address), being of sound mind, willfully and voluntarily
4	make known by this document my desire that, upon my death, the final disposition
5	of my remains be under the control of my representative under the requirements of
6	section 154.30, Wisconsin statutes, and, with respect to that final disposition only
7	I hereby appoint the representative and any successor representative named in this
8	document. All decisions made by my representative or any successor representative
9	with respect to the final disposition of my remains are binding.
10	Name of representative
11	Address
12	Telephone number
13	If my representative dies, becomes incapacitated, resigns, refuses to act, ceases
14	to be qualified, or cannot be located within the time necessary to control the final
15	disposition of my remains, I hereby appoint the following individuals, each to act
16	alone and successively, in the order specified, to serve as my successor
17	representative:
18	1. Name of first successor representative
19	Address
20	Telephone number
21	2. Name of second successor representative
22	Address
23	Telephone number
24	SUGGESTED SPECIAL DIRECTIONS

1	SUGGESTED	INSTRUCTIONS	CONCERNING	RELIGIOUS
2	OBSERVANCES			••••••
3	Suggested sour	CE OF FUNDS FOR IMPLEMEN	TING FINAL DISPOSITION I	DIRECTIONS AND
4	INSTRUCTIONS		Force	metery
5	This authorizati	ion becomes effective upo	on my death.	hoity
6	I hereby revoke	any prior authorization	for final disposition the	at I may have
7	signed before the date	e that this document is s	igned.	
8	I hereby agree t	hat any funeral director.	crematory authority	that receives
9	a copy of this docume	ent may act under it. A	ny modification or revo	ocation of this
(10)	document is not effec	tive as to a funeral direc	ctor or crematory author	ority until the
	funeral director or cre	ematory authority receive	es actual notice of the m	odification or
(12)	revocation. No funer	ral director (crematory	authority may be liab	le because of
13	reliance on a copy of t	his document.	econtrol of a control of a trade and the control of	
14	The representa	tive and any success	sor representative, b	y accepting
15	appointment under th	nis document, assume th	ne powers and duties s	pecified for a
16	representative under	section 154.30, Wisconsin	n statutes, including lia	ability for the
17	reasonable costs of the	final disposition of my re	emains, if the assets of a	my estate are
18	insufficient to pay for	these costs.		
19	Signed this	day of	••••••	
20	Signature of decl	arant	••••••	•••••
21	I hereby accept	appointment as repres	sentative for the conf	trol of final
22	disposition of the decla	arant's remains.		
23	Signed this	day of	······	
24	Signature of repr	esentative	•••••	

1	I hereby accept appointment as successor representative for the control of fina	
2	disposition of the declarant's remains.	
3	Signed thisday of	
4	Signature of first successor representative	
5	Signed thisday of	
6	Signature of second successor representative.	
7		
8	I attest that the declarant signed or acknowledged this authorization for final	
9	disposition in my presence and that the declarant appears to be of sound mind and	
10	not subject to duress, fraud, or undue influence. I further attest that I am not the	
11	representative or the successor representative appointed under this document, that	
12	I am aged at least 18, and that I am not related to the declarant by blood, marriage,	
13	or adoption.	
14	Witness (print name)	
15	Signature	
16	Address	
17	Date	
18		
19	Witness (print name)	
20	Signature	
21	Address	
22	Date	
23		
24	State of Wisconsin	
25	County of	

	On (date), before me personally appeared
2	(name of declarant), known to me or
3	satisfactorily proven to be the individual whose name is specified in this document
4	as the declarant and who has acknowledged that he or she executed the document
5	for the purposes expressed in it. I attest that the declarant appears to be of sound
6	mind and not subject to duress, fraud, or undue influence.
7	Notary public
8	My commission expires.
9	(9) REVOCATION OF AUTHORIZATION FOR FINAL DISPOSITION. A declarant may
10	revoke an authorization for final disposition at any time by any of the following
11	methods:
12	(a) Cancelling, defacing, obliterating, burning, tearing, or otherwise destroying
13	the authorization for final disposition or directing some other person to cancel,
14	deface, obliterate, burn, tear, or otherwise destroy the authorization for final
15	disposition in the presence of the declarant.
16	(b) Revoking in writing the authorization for final disposition. The declarant
17	shall sign and date any written revocation under this subsection.
18	(c) Executing a subsequent authorization for final disposition.
19	(10) PENALTY. Any person who intentionally conceals, cancels, defaces,
20	obliterates, or damages the authorization for final disposition of another without the
21	declarant's consent may be fined not more than \$500 or imprisoned not more than
22	30 days or both.
23	(END)



2005–2006 Drafting Insert FROM THE LEGISLATIVE REFERENCE BUREAU

INSERT ANALYSIS

Currently, if the applicable assets of the estate of a decedent are insufficient to pay all claims and allowances in full, the personal representative for the decedent's estate must pay certain items under an order of priority that begins with the costs and expenses of administering the estate, followed by the reasonable funeral and

burial expenses, and then other items.

This bill authorizes an individual who is of sound mind and aged at least 18 years to execute a written, witnessed document, termed an "authorization for final disposition" (authorization). This document may express the special directions, instructions concerning religious observances, and suggestions concerning the source of funds of the individual (declarant) concerning disposition of the declarant's body after death (final disposition), including arrangements for a viewing; a funeral ceremony, memorial service, graveside service, or other last rite; and burial, cremation and burial or other disposition, or donation of the declarant's body. The authorization must be signed voluntarily by the declarant in the presence of two witnesses or a notary public. An authorization authorizes a representative and one or more named successor representatives to carry out the directions, instructions, and suggestions of the declarant and specifically assigns liability for costs in excess of the decedent's estate to the authorized representative. The bill specifies an authorization form, although a written document that meets certain requirements for an authorization need not follow this form. The Department of Health and Family Services must prepare and provide copies of the statutory form and certain other information for distribution to funeral directors, crematory authorities, cemetery authorities, hospitals, nursing homes, county clerks, and local bar associations, and individually to private persons, and may charge a reasonable fee for the preparation and distribution. √

The bill specifies a list of individuals, in order of priority, who may control the disposition of the decedent's remains. The list includes, in order, the authorized representative of the decedent acting under the decedent's authorization, the decedent's surviving spouse, child, parent, and sibling, an individual in the next degree of kinship, the decedent's guardian of the person, and another individual who meets specified criteria. If individuals qualified under a level of priority disagree concerning the final disposition, the bill specifies a process and criteria for determination by a probate court of the individual with control of final disposition. The bill provides civil and criminal immunities for a funeral director, crematory authority, or cemetery authority who refuses to accept the decedent's remains or inter or otherwise dispose of the remains or complete arrangements for final disposition, if individuals qualified under a level of priority disagree, unless ordered by a probate court or unless presented with a written agreement of the individuals. A funeral director, crematory authority, or cemetery authority that retains the decedent's remains during such a dispute may add the costs of the retention to final disposition costs. The bill also provides a funeral director, crematory authority, or

Use 2x

cemetery authority with civil or criminal immunity for certain actions in good faith

reliance on instructions from an individual who claims priority. $\sqrt{}$

The bill prohibits control of final disposition by any of the individuals specified in the prioritized list if the individual has been charged with any of several crimes in connection with the decedent's death, except that, if the charges have been dismissed or the individual has been found not guilty, the individual is restored to his or her level of priority in the list for control of final disposition. The bill also prohibits control of final disposition by an authorized individual who fails to exercise authorization within two days after notification of the decedent's death or who cannot be located; by the decedent's spouse, if an order to terminate the marriage was pending at the time of the decedent's death; and by an individual whom the probate court determines was estranged from the decedent at the time of the decedent's death. The bill prohibits a funeral director, crematory authority, cemetery authority, employee of these, or a member of the clergy from acting as a declarant's representative unless related to the declarant by blood, marriage, or adoption.

Under the bill, an unrevoked anatomical gift made by the decedent or by an individual other than the decedent and any power or duty of a coroner, medical examiner, or other physician with respect to reporting certain deaths or performance of autopsies and inquests supercede any control of final disposition specified in the bill. The bill also specifies methods by which a declarant may revoke an

authorization.

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Lastly, the bill specifies a fine of not more than \$500 or imprisonment for not more than 30 days, or both, for persons who intentionally conceal, cancel, deface,

obliterate, or damage an authorization without consent.

Because this bill creates a new crime or revises a penalty for an existing crime, the Joint Review Committee on Criminal Penalties may be requested to prepare a report concerning the proposed penalty and the costs or savings that are likely to result if the bill is enacted.

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

(h) "Funeral director" has the meaning given in s. 445.01 (5).

INSERT 10-15

(e) Unless any of the following is related to the declarant by blood, marriage, or adoption, that person may not serve as a representative under the requirements of this subsection:

- 2 2. A crematory authority.
- 3 3. A cemetery authority.
- 4. An employee of a funeral director, crematory authority, or cemetery
- 5 authority.
- 6 5. A member of the clergy.

DRAFTER'S NOTE FROM THE LEGISLATIVE REFERENCE BUREAU

(date)

LRB-3104/1dn
DAK:lmk/rs/

To Representative Kerkman:

- 1. After giving the matter considerable thought, I did not place in s. 154.30 (3) the provision concerning the restoration to control of final disposition of an individual for whom certain charges have been dismissed or who has been found not guilty of the charges, as Attorney T. Scott Gilligan had recommended; placement as he had proposed would have had the effect of making control by such an individual an exception to the control specified in s. 154.30 (2). Instead, I renumbered s. 154.30 (2) (intro.) and (a) to (h) to be s. 154.30 (2) (a) (intro.) and 1. to 8. and renumbered s. 154.30 (2) (i) (the provision) to be s. 154.30 (2) (b). In s. 154.30 (2) (b), I specified that the individual is restored to the control in the order of priority that he or she was specified in s. 154.30 (2) (a). I believe these changes address Attorney Gilligan's concerns and clarify the order of priority that such an individual receives.
- 2. I added "cemetery authority" to p. 10 of LRB-3104/P3, as requested, and then, because the additions seemed to imply equal powers and duties of a cemetery authority with a funeral director and crematory authority as specified elsewhere in the draft, added the term throughout. If you feel this addition is incorrect (if, for instance, individuals always deal with a funeral director or crematory authority instead of directly with a cemetery authority), I will redraft and remove these additions. Note that I also defined cemetery authority, crematory authority, and funeral director for purposes of subch. IV of ch. 154.
- 3. Although this bill authorizes, but does not require, the authorized representative to carry out the directions, instructions, and suggestions specified in the authorization, the bill also specifically assigns liability for costs in excess of the decedent's estate to the authorized representative. So far as I can determine, the only way that an authorized representative can avoid these costs is to resign the control before completion (see s. 154.30 (6) (b)), and if he or she does so after encumbering reasonable costs, the liability remains. The bill has no provision for unreasonable costs, i.e., wishes of the declarant that either are prohibitively expensive or for which there is no realistic possibility of compliance. The bill only addresses that issue in s. 154.30 (3) (c) 2. a., and only with respect to the situation in which there is a dispute between individuals in the same level of priority. Would you want something specific about this so that an authorized representative who contemplates an authorization of this type would not be forced to resign to avoid these costs?

4. I have in this draft omitted from s. 154.30 (8) (f) the requirement that DHFS include, in information accompanying the authorization form, a statement that valid witnesses acting in good faith are immune from civil or criminal liability. No such immunity exists in the bill, and it was my error to include this. If, however, you wish to provide this immunity, I will redraft to do so.

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-3104/1dn DAK:lmk:rs

March 28, 2006

To Representative Kerkman:

- 1. After giving the matter considerable thought, I did not place in s. 154.30 (3) the provision concerning the restoration to control of final disposition of an individual for whom certain charges have been dismissed or who has been found not guilty of the charges, as Attorney T. Scott Gilligan had recommended; placement as he had proposed would have had the effect of making control by such an individual an exception to the control specified in s. 154.30 (2). Instead, I renumbered s. 154.30 (2) (intro.) and (a) to (h) to be s. 154.30 (2) (a) (intro.) and 1. to 8. and renumbered s. 154.30 (2) (i) (the provision) to be s. 154.30 (2) (b). In s. 154.30 (2) (b), I specified that the individual is restored to the control in the order of priority that he or she was specified in s. 154.30 (2) (a). I believe these changes address Attorney Gilligan's concerns and clarify the order of priority that such an individual receives.
- 2. I added "cemetery authorities" to p. 10 of LRB-3104/P3, as requested, and then, because the additions seemed to imply equal powers and duties of a cemetery authority with a funeral director and crematory authority as specified elsewhere in the draft, added the term throughout. If you feel this addition is incorrect (if, for instance, individuals always deal with a funeral director or crematory authority instead of directly with a cemetery authority), I will redraft and remove these additions. Note that I also defined cemetery authority, crematory authority, and funeral director for purposes of subch. IV of ch. 154.
- 3. Although this bill authorizes, but does not require, the authorized representative to carry out the directions, instructions, and suggestions specified in the authorization, the bill also specifically assigns liability for costs in excess of the decedent's estate to the authorized representative. So far as I can determine, the only way that an authorized representative can avoid these costs is to resign the control before completion (see s. 154.30 (6) (b)), and if he or she does so after encumbering reasonable costs, the liability remains. The bill has no provision for unreasonable costs, i.e., wishes of the declarant that either are prohibitively expensive or for which there is no realistic possibility of compliance. The bill only addresses that issue in s. 154.30 (3) (c) 2. a., and only with respect to the situation in which there is a dispute between individuals in the same level of priority. Would you want something specific about this so that an authorized representative who contemplates an authorization of this type would not be forced to resign to avoid these costs?

4. I have in this draft omitted from s. 154.30 (8) (f) the requirement that DHFS include, in information accompanying the authorization form, a statement that valid witnesses acting in good faith are immune from civil or criminal liability. No such immunity exists in the bill, and it was my error to include this. If, however, you wish to provide this immunity, I will redraft to do so.

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State of Misconsin 2005 - 2006 LEGISLATURE

LRB-3104/1 DAK:lmk:rs

2005 BILL

AN ACT to renumber 69.18 (4) (a) 1.; to amend 69.20 (2) (a) 2.; to repeal and recreate chapter 154 (title); and to create 69.18 (4) (a) 1g. and subchapter IV of chapter 154 [precedes 154.30] of the statutes; relating to: control of final disposition of certain human remains and providing a penalty.

Analysis by the Legislative Reference Bureau

Currently, if the applicable assets of the estate of a decedent are insufficient to pay all claims and allowances in full, the personal representative for the decedent's estate must pay certain items under an order of priority that begins with the costs and expenses of administering the estate, followed by the reasonable funeral and burial expenses, and then other items.

This bill authorizes an individual who is of sound mind and at least 18 years of age to execute a written, witnessed document, termed an "authorization for final disposition" (authorization). This document may express the special directions, instructions concerning religious observances, and suggestions concerning the source of funds of the individual (declarant) concerning disposition of the declarant's body after death (final disposition), including arrangements for a viewing; a funeral ceremony, memorial service, graveside service, or other last rite; and burial, cremation and burial or other disposition, or donation of the declarant's body. The authorization must be signed voluntarily by the declarant in the presence of two witnesses or a notary public. An authorization authorizes a representative and one or more named successor representatives to carry out the directions, instructions, and suggestions of the declarant and specifically assigns liability for costs in excess

of the decedent's estate to the authorized representative. The bill specifies an authorization form, although a written document that meets certain requirements for an authorization need not follow this form. The Department of Health and Family Services must prepare and provide copies of the statutory form and certain other information for distribution to funeral directors, crematory authorities, cemetery authorities, hospitals, nursing homes, county clerks, and local bar associations, and individually to private persons, and may charge a reasonable fee for the preparation and distribution.

The bill specifies a list of individuals, in order of priority, who may control the disposition of the decedent's remains. The list includes, in order, the authorized representative of the decedent acting under the decedent's authorization, the decedent's surviving spouse, child, parent, and sibling, an individual in the next degree of kinship, the decedent's guardian of the person, and another individual who meets specified criteria. If individuals qualified on the same level of priority disagree concerning the final disposition, the bill specifies a process and criteria for determination by a probate court of the individual with control of final disposition. The bill provides civil and criminal immunities for a funeral director, crematory authority, or cemetery authority who refuses to accept the decedent's remains or inter or otherwise dispose of the remains or complete arrangements for final disposition, if individuals qualified on the same level of priority disagree, unless ordered by a probate court or unless presented with a written agreement of the individuals. A funeral director, crematory authority, or cemetery authority that retains the decedent's remains during such a dispute may add the costs of the retention to final disposition costs. The bill also provides a funeral director, crematory authority, or cemetery authority with civil or criminal immunity for certain actions in good faith reliance on instructions from an individual who claims priority.

The bill prohibits control of final disposition by any of the individuals specified in the prioritized list if the individual has been charged with any of several crimes in connection with the decedent's death, except that, if the charges have been dismissed or the individual has been found not guilty, the individual is restored to his or her level of priority in the list for control of final disposition. The bill also prohibits control of final disposition by an authorized individual who fails to exercise authorization within two days after notification of the decedent's death or who cannot be located; by the decedent's spouse, if an order to terminate the marriage was pending at the time of the decedent's death; and by an individual whom the probate court determines was estranged from the decedent at the time of the decedent's death. The bill prohibits a funeral director, crematory authority, cemetery authority, employee of these, or a member of the clergy from acting as a declarant's representative unless related to the declarant by blood, marriage, or adoption.

Under the bill, an unrevoked anatomical gift made by the decedent or by an individual other than the decedent and any power or duty of a coroner, medical examiner, or other physician with respect to reporting certain deaths or performance of autopsies and inquests supercede any control of final disposition specified in the

bill. The bill also specifies methods by which a declarant may revoke an authorization.

Lastly, the bill specifies a fine of not more than \$500 or imprisonment for not more than 30 days, or both, for persons who intentionally conceal, cancel, deface, obliterate, or damage an authorization without consent.

Because this bill creates a new crime or revises a penalty for an existing crime, the Joint Review Committee on Criminal Penalties may be requested to prepare a report concerning the proposed penalty and the costs or savings that are likely to result if the bill is enacted.

For further information see the $\it state$ 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. 69.18 (4) (a) 1. of the statutes is renumbered 69.18 (4) (a) 1m.
2	SECTION 2. 69.18 (4) (a) 1g. of the statutes is created to read:
3	69.18 (4) (a) 1g. An individual specified under s. 154.30 (2) (b).
4	SECTION 3. 69.20 (2) (a) 2. of the statutes is amended to read:
5	69.20 (2) (a) 2. For a certificate of death, any of the persons specified under s.
6	69.18 (4) (a) 1. 1g. to 6. or an individual who is authorized in writing by one of the
7	persons.
8	SECTION 4. Chapter 154 (title) of the statutes is repealed and recreated to read:
9	CHAPTER 154
10	ADVANCE DIRECTIVES
11	SECTION 5. Subchapter IV of chapter 154 [precedes 154.30] of the statutes is
12	created to read:
13	CHAPTER 154
14	SUBCHAPTER IV
15	AUTHORIZATION FOR FINAL DISPOSITION

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health care.

	SECTION 5
1	154.30 Control of final disposition of certain human remains. (1)
2	DEFINITIONS. (a) "Authorization for final disposition" means a written, signed
3	document that is acknowledged before a notary public or is witnessed and that is
4	voluntarily executed by a declarant under sub. (8), but is not limited in form or
5	substance to that provided in sub. (8).
6	(b) "Cemetery authority" has the meaning given in s. 157.061 (2).
7	(c) "Credential" has the meaning given in s. 440.01 (2) (a).
8	(d) "Crematory authority" has the meaning given in s. 440.70 (9).
9	(e) "Declarant" means an individual who executes an authorization for final
10	disposition.
11	(f) "Estranged" means being physically and emotionally alienated for a period
12	of time, at the time of the decedent's death, and clearly demonstrating an absence of
13	due affection, trust, and regard.
14	(g) "Final disposition" means disposition of a decedent's remains, including any
15	of the following:
16	1. Arrangements for a viewing.
17	2. A funeral ceremony, memorial service, graveside service, or other last rite.
18	3. A burial, cremation and burial, or other disposition, or donation of the
19	decedent's body

(h) "Funeral director" has the meaning given in s. 445.01 (5).

(j) "Member of the clergy" has the meaning given in s. 765.002 (1).

authorization for final disposition or, if that individual is unable or unwilling to carry

(i) "Health care provider" means any person who has a credential to provide

"Representative" means an individual specifically designated in an

- out the declarant's decisions and preferences, a successor representative designated in the authorization for final disposition to do so.
- (2) Individuals with control of final disposition; order. (a) Except as provided in par. (b) and sub. (3), any of the following, as prioritized in the following order, who is at least 18 years old and has not been adjudicated incompetent under ch. 880, may control final disposition, including the location, manner, and conditions of final disposition:
- 1. Subject to sub. (8) (e), a representative of the decedent acting under the decedent's authorization for final disposition that conveys to the representative the control of final disposition.
 - 2. The surviving spouse of the decedent.
- 3. The surviving child of the decedent, unless more than one child of the decedent survives. In such an instance, the majority of the surviving children has control of the final disposition, except that fewer than the majority of the surviving children may control the final disposition if that minority has used reasonable efforts to notify all other surviving children and is not aware of opposition by the majority to the minority's intended final disposition.
- 4. The surviving parent or parents of the decedent or a surviving parent who is available if the other surviving parent is unavailable after the available surviving parent has made reasonable efforts to locate him or her.
- 5. The surviving sibling of the decedent, unless more than one sibling of the decedent survives. In such an instance, the majority of the surviving siblings has control of the final disposition, except that fewer than the majority of the surviving siblings may control the final disposition if that minority has used reasonable efforts

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- to notify all other surviving siblings and is not aware of opposition by the majority to the minority's intended final disposition.
 - 6. In descending order, an individual in the class of the next degree of kinship specified in s. 990.001 (16).
 - 7. The guardian of the person, if any, of the decedent.
 - 8. Any individual other than an individual specified under subds. 1. to 7. who is willing to control the final disposition and who attests in writing that he or she has made a good–faith effort, to no avail, to contact the individuals under subds. 1. to 7.
 - (b) Control of final disposition under par. (a), in the order of priority specified in par. (a), is restored to an individual specified in sub. (3) (b) 1. for whom charges under sub. (3) (b) 1. a. to d. are dismissed or who is found not guilty of the offense. Subject to s. 69.18 (4), the control of final disposition under this paragraph, with respect to a decedent for whom disposition has already been made of his or her remains, is limited, as appropriate, to any of the following:
 - 1. A funeral ceremony, memorial service, graveside service, or other last rite.
 - 2. Disinterment.
 - 3. Reinterment, cremation and reinterment, or other disposition of the decedent's body.
 - (3) EXCEPTIONS. (a) All of the following are exceptions to any control conferred under sub. (2):
 - 1. The disposition of any unrevoked anatomical gift made by the decedent under s. 157.06 (2) or made by an individual other than the decedent under s. 157.06 (3) or (4).

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of death.

1	2. Any power or duty of a coroner, medical examiner, or other physician licensed
2	to perform autopsies with respect to the reporting of certain deaths, performance of
3	autopsies, and inquests under ch. 979.
4	(b) None of the following is authorized under sub. (2) to control the final
5	disposition:
6	1. Unless sub. (2) (b) applies, an individual who is otherwise authorized to
7	control final disposition under the order of priority of individuals specified in sub. (2)
8	(a) but who has been charged with any of the following in connection with the
9	decedent's death and the charges are known to the funeral director, crematory
10	authority, or cemetery authority:
11	a. First-degree intentional homicide under s. 940.01 (1).
12	b. First-degree reckless homicide under s. 940.02.
13	c. Second-degree intentional homicide under s. 940.05.
14	d. Second-degree reckless homicide under s. 940.06.
15	2. An individual who is otherwise authorized to control final disposition under
16	the order of priority of individuals specified in sub. (2) (a) but who fails to exercise
17	this authorization within 2 days after he or she is notified of the decedent's death or
18	who cannot be located after reasonable efforts to do so has been made.
19	3. The decedent's spouse, if an action under ch. 767 to terminate the marriage
20	of the spouse and the decedent was pending at the time of the decedent's death.
21	4. An individual for whom a determination is made under by the probate court
22	under par. (c) 2. b. that the individual and the decedent were estranged at the time

(c) If the individuals on the same level of priority specified in sub. (2) (a) are

unable to agree on the final disposition, the probate court that has jurisdiction for

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- the county in which the decedent resided at the time of his or her death may designate an individual as most fit and appropriate to control the final disposition.
- 3 All of the following apply to a designation made under this paragraph:
 - 1. After the decedent's death, a petition regarding control of the final disposition shall be filed with the probate court by any of the following:
 - a. A relative of the decedent.
 - b. An individual seeking control of the final disposition who claims a closer personal relationship to the decedent than the decedent's next of kin, who has lived with the decedent, and who was not in the employ of the decedent or the decedent's family.
 - c. If 2 or more individuals on the same level of priority in sub. (2) (a) cannot, by majority vote, decide concerning the final disposition, any of those individuals or the funeral director, crematory authority, or cemetery authority that possesses the decedent's remains.
 - 2. The probate court may consider all of the following:
 - a. The reasonableness and practicality of the proposed final disposition.
 - b. The degree of the personal relationship between the decedent and each of the individuals claiming the right of final disposition, including whether the decedent was estranged from any of the individuals.
 - c. Except as provided in subd. 3., the desires of the individual or individuals who are ready, able, and willing to pay the cost of the final disposition.
 - d. The express written desires of the decedent.
 - e. The degree to which any proposed final disposition would permit maximum participation by family members, friends, and others who wish to pay final respects to the decedent.

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- 3. An individual's payment or agreement to pay for all or part of the costs of final disposition, or the fact that an individual is the personal representative of the decedent, does not, by itself, provide the individual any greater opportunity to control the final disposition than the individual otherwise has under this section.
- (4) DECLINING TO EXERCISE CONTROL OR RESIGNING CONTROL. An individual who is otherwise authorized to control final disposition under the order of priority of individuals specified in sub. (2) (a) or who is designated under sub. (3) (c) may accept the control, may decline to exercise the control, or may, after accepting the control, resign it.
- AUTHORITY. (a) If inability to agree exists among any individuals, as specified in sub. (3) (c) (intro.), no funeral director, crematory authority, or cemetery authority is civilly or criminally liable for his or her refusal to accept the decedent's remains, to inter or otherwise dispose of the decedent's remains, or to complete the arrangements for the final disposition unless specifically directed to do so under an order of the probate court or unless the individuals in disagreement present the funeral director, crematory authority, or cemetery authority with a written agreement, signed by the individuals, that specifies the final disposition.
- (b) A funeral director, crematory authority, or cemetery authority that retains the remains of a decedent for final disposition before individuals specified in sub. (3) (c) (intro.) reach agreement or before the probate court makes a final decision under sub. (3) (c) may embalm or refrigerate and shelter the remains while awaiting the agreement or the probate court's decision and may add the cost of embalming or refrigeration and shelter, as appropriate, to the final disposition costs.

- (c) If a funeral director, crematory authority, or cemetery authority files a petition under sub. (3) (c) 1., the funeral director, crematory authority, or cemetery authority may add to the cost of final disposition reasonable legal fees and costs associated with the court's review of the petition.
- (d) This subsection may not be construed to require or otherwise impose a duty upon a funeral director, crematory authority, or cemetery authority to file a petition under sub. (3) (c) 1., and a funeral director, crematory authority, or cemetery authority may not be held criminally or civilly liable for failing or omitting to file the petition.
- (e) In the absence of written notice to the contrary from an individual who claims control of the final disposition because of precedence under the order of priority of individuals specified under sub. (2) (a), no funeral director, crematory authority, or cemetery authority, who relies in good faith on instructions concerning the final disposition from another individual who first claims control of the final disposition but has less precedence under the order of priority of individuals specified in sub. (2) (a), and who acts or omits to act in accordance with these instructions, is civilly or criminally liable or may be found guilty of unprofessional conduct for the action or omission.
- (6) LIABILITY FOR COSTS OF FINAL DISPOSITION. (a) Liability for the reasonable costs of the final disposition is as follows:
 - 1. From the decedent's estate, as specified under s. 859.25 (1).
- 2. Except as provided in par. (b), from the individual or individuals other than a funeral director, crematory authority, or cemetery authority exercising control of final disposition, for any claims remaining after payment is made under subd. 1.

(b) If an individual who first exercises control of final disposition subsequently
resigns that control under sub. (4) before completion, any reasonable costs of the final
disposition that are encumbered by the individual before resigning and that are not
paid under par. (a) 1. are the liability of the individual.
(7) JURISDICTION. The probate court for the county in which the decodent last

- (7) JURISDICTION. The probate court for the county in which the decedent last resided has exclusive jurisdiction over matters that arise under this section.
- (8) AUTHORIZATION FOR FINAL DISPOSITION. (a) An individual who is of sound mind and has attained age 18 may voluntarily execute an authorization for final disposition, which shall take effect on the date of execution. An individual for whom an adjudication of incompetence and appointment of a guardian of the person is in effect under ch. 880 is presumed not to be of sound mind for purposes of this subsection.
- (b) An authorization for final disposition may express the declarant's special directions, instructions concerning religious observances, and suggestions concerning the source of funds for any of the following:
 - 1. Arrangements for a viewing.
 - 2. Funeral ceremony, memorial service, graveside service, or other last rite.
- 3. Burial, cremation and burial, or other disposition, or donation of the declarant's body after death.
- (c) An authorization for final disposition authorizes a representative and one or more named successor representatives to carry out the directions, instructions, and suggestions of the declarant, as expressed in the declarant's authorization for final disposition.
- (d) An authorization for final disposition shall meet all of the following requirements:

- 1. List the name and last-known address, as of the date of execution of the authorization for final disposition, of each representative and each successor representative named, and be signed by each representative and each successor representative named.
- 2. Be signed and dated by the declarant, with the signature witnessed by 2 witnesses who each have attained age 18 and who are not related by blood, marriage, or adoption to the declarant, or acknowledged before a notary public. If the declarant is physically unable to sign an authorization for final disposition, the authorization shall be signed in the declarant's name by an individual at the declarant's express direction and in his or her presence; such a proxy signing shall take place or be acknowledged by the declarant in the presence of 2 witnesses or a notary public.
- (e) Unless any of the following is related to the declarant by blood, marriage, or adoption, that person may not serve as a representative under the requirements of this subsection:
 - 1. A funeral director.
 - 2. A crematory authority.
 - 3. A cemetery authority.
- 4. An employee of a funeral director, crematory authority, or cemetery authority.
 - 5. A member of the clergy.
- (f) The department shall prepare and provide copies of the authorization for final disposition form and accompanying information for distribution in quantities to funeral directors, crematory authorities, cemetery authorities, hospitals, nursing homes, county clerks, and local bar associations and individually to private persons. The department shall include, in information accompanying the authorization for

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final disposition form, at least the statutory definitions of terms used in the form, and an instruction to potential declarants to read and understand the information before completing the form. The department may charge a reasonable fee for the cost of preparation and distribution. The authorization for final disposition form distributed by the department shall be easy to read, in not less than 10-point type, and in the following form:

AUTHORIZATION FOR FINAL DISPOSITION

7	I, (print name and address), being of sound mind, willfully and voluntarily
8	make known by this document my desire that, upon my death, the final disposition
9	of my remains be under the control of my representative under the requirements of
10	section 154.30, Wisconsin statutes, and, with respect to that final disposition only
11	I hereby appoint the representative and any successor representative named in this
12	document. All decisions made by my representative or any successor representative
13	with respect to the final disposition of my remains are binding.
14	Name of representative
15	Address
16	Telephone number
17	If my representative dies, becomes incapacitated, resigns, refuses to act, ceases
18	to be qualified, or cannot be located within the time necessary to control the final
19	disposition of my remains, I hereby appoint the following individuals, each to act
20	alone and successively, in the order specified, to serve as my successor
21	representative:
22	1. Name of first successor representative
23	Address
24	Telephone number

	1	2. Name of second successor representative
	2	Address
	3	Telephone number
	4	SUGGESTED SPECIAL DIRECTIONS
	5	SUGGESTED INSTRUCTIONS CONCERNING RELIGIOUS
	6	OBSERVANCES
	7	SUGGESTED SOURCE OF FUNDS FOR IMPLEMENTING FINAL DISPOSITION DIRECTIONS AND
	8	INSTRUCTIONS
	9	This authorization becomes effective upon my death.
	10	I hereby revoke any prior authorization for final disposition that I may have
	11	signed before the date that this document is signed.
	12	I hereby agree that any funeral director, crematory authority, or cemetery
	13	authority that receives a copy of this document may act under it. Any modification
	14	or revocation of this document is not effective as to a funeral director, crematory
	15	authority, or cemetery authority until the funeral director, crematory authority, or
	16	cemetery authority receives actual notice of the modification or revocation. No
	17	funeral director, crematory authority, or cemetery authority may be liable because
	18	of reliance on a copy of this document.
-	19	The representative and any successor representative, by accepting
2	20	appointment under this document, assume the powers and duties specified for a
2	21	representative under section 154.30, Wisconsin statutes, including liability for the
2	22	reasonable costs of the final disposition of my remains, if the assets of my estate are
2	23	insufficient to pay for these costs.
2	4	Signed thisday of
2	5	Signature of declarant

1	I hereby accept appointment as representative for the control of final
2	disposition of the declarant's remains.
3	Signed thisday of
4	Signature of representative
5	I hereby accept appointment as successor representative for the control of final
6	disposition of the declarant's remains.
7	Signed thisday of
8	Signature of first successor representative
9	Signed thisday of
10	Signature of second successor representative
11	
12	I attest that the declarant signed or acknowledged this authorization for final
13	disposition in my presence and that the declarant appears to be of sound mind and
14	not subject to duress, fraud, or undue influence. I further attest that I am not the
15	representative or the successor representative appointed under this document, that
16	I am aged at least 18, and that I am not related to the declarant by blood, marriage,
17	or adoption.
18	Witness (print name)
19	Signature
20	Address
21	Date
22	
23	Witness (print name)
24	Signature
25	Address

1	Date
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3	State of Wisconsin
4	County of
5	On (date), before me personally appeared
6	(name of declarant), known to me or
7	satisfactorily proven to be the individual whose name is specified in this document
8	as the declarant and who has acknowledged that he or she executed the document
9	for the purposes expressed in it. I attest that the declarant appears to be of sound
10	mind and not subject to duress, fraud, or undue influence.
11	Notary public
12	My commission expires
13	(9) REVOCATION OF AUTHORIZATION FOR FINAL DISPOSITION. A declarant may
14	revoke an authorization for final disposition at any time by any of the following
15	methods:
16	(a) Cancelling, defacing, obliterating, burning, tearing, or otherwise destroying
17	the authorization for final disposition or directing some other person to cancel,
18	deface, obliterate, burn, tear, or otherwise destroy the authorization for final
19	disposition in the presence of the declarant.
20	(b) Revoking in writing the authorization for final disposition. The declarant
21	shall sign and date any written revocation under this subsection.
22	(c) Executing a subsequent authorization for final disposition.
23	(10) PENALTY. Any person who intentionally conceals, cancels, defaces,
24	obliterates, or damages the authorization for final disposition of another without the

- declarant's consent may be fined not more than \$500 or imprisoned not more than
- 2 30 days or both.

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(END)