

**CITY OF MADISON
OFFICE OF THE CITY ATTORNEY
Room 401, CCB
266-4511**

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MEMORANDUM

TO: Task Force on the Structure of City Government

FROM: Michael P. May, City Attorney
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RE: Alternative Forms of Government Allowed under Wisconsin Law

The City of Madison operates under the Mayor-Council form of city government as allowed in Chapter 62, Wisconsin Statutes, and provided for in Sec. 3.1 of the Madison General Ordinances.

Chapter 64 of the Wisconsin Statutes authorize two alternative forms of city government, the City Manager Plan and Commission Government. The purpose of this memorandum is to provide an overview of these alternative forms of government.

A. Creating the City Manager and Commission Forms of Government.

Municipal structure and form has varied widely since the founding of the United States. See Eugene McQuillin, *Municipal Corporations* § 9.11 (3d. Edition). Early years were marked by council dominant local governments, characterized by strong councils modeled loosely on the English borough system. *Id.* The council “controlled the policy of the local government and appointed the principal local officers. Even the details of administration were directed by council committees.” *Id.*

Later, when some cities deemed councils too unstable, cities experimented with local governments that mirrored the federal government, characterized by the separation of powers doctrine and vesting powers in “executive, legislative, and judicial” branches. *Id.* This form tended to shift power away from the council and to an elected executive, who held veto powers and more responsibility for day-to-day administrative duties.

McQuillin traces these general trends across the decades as cities continued to experiment with local government form, resulting in a “pendulum of municipal government” power swinging from one side (strong mayor/weak council) the the other (strong council/weak mayor with a city manager) and back again, depending on the era and city. *Id.* at §§ 9:14-9:15.

Two forms that resulted from this experimentation in local government form are the City Manager and Commission forms of government, both of which, as mentioned above, are authorized for use in Wisconsin. *Id.* at § 9:21.

B. City Manager Plan.

In Wisconsin, any city of the second, third, or fourth class may reorganize under the City Manager plan, either by enactment of a charter ordinance or by a petition and referendum election as provided by s. 66.0101, Wisconsin Statutes. See Wis. Stat. § 64.01(1) (2016).¹ We have attached the City Manager plan statutes for your further review. Below, we summarize some of the key components of the City Manager plan.

In the ordinance or petition establishing a transition to the City Manager plan, a city may specify the number of alderpersons, whether they are elected from aldermanic districts or from the city at large, and the compensation, if any, which they shall receive. See Wis. Stat. § 64.03(1). Alderpersons are required to “devote such time to the duties of their office as the interests and general welfare of the City demand.” See Wis. Stat. § 64.08. Sections 64.04 and 64.05 provide a clear procedure for transitioning to a council under the City Manager plan.

The common council in a city operating under a City Manager plan “shall possess and exercise all legislative and general ordinance powers imposed and conferred by general law or special charter upon the mayor and common council and the various boards and commissions.” Wis. Stat. § 64.07(1). However, the common council does not “have the power to enact special executive or administrative orders, it being the intent [of the statutes] to separate the legislative and executive powers of the city government.” *Id.*

The key difference between the City Manager plan and the Mayor-Council plan is that the city manager – not the mayor - is the chief executive office of the city:

“The city manager shall be the chief executive officer of the city and head of the city administration and shall possess and exercise all the executive and general administrative powers imposed and conferred by general law or special charter upon the mayor and common council and upon the various boards, commissions and officers.”

Wis. Stat. § 64.11.

Additionally, the city manager has the power to create minor administrative offices and positions and to discontinue such offices and to appoint all heads of departments, all subordinate city officials and all city employees and to remove such appointees at any time their services or conduct of their offices becomes unsatisfactory to the city manager. See Wis. Stat. § 64.11 (2)-(3).

¹ Of the ten largest cities in Wisconsin, three (Oshkosh, Janesville, and Eau Claire) use the City Manager form of government.

Significantly, the city manager is selected by and serves at the pleasure of the Common Council. See Wis. Stat. § 64.09. The statute pertaining to selecting a city manager provides specifically that the city manager is to be selected “purely on merit” and that “residence in the city or state shall not be a qualification for the office of city manager.” See Wis. Stat. § 64.09(3). Moreover the city manager is required to present monthly reports to the council summarizing “the income and expenditures of the city for the preceding month arranged in standard form and detailed as to appropriations, funds, and character of expenditures.” See Wis. Stat. § 62.12(1). Finally, Wis. Stat. § 64.09(7)-(8) provides that the “council shall have the power to remove the city manager at any time that the city manager’s conduct of the city administration becomes unsatisfactory,” subject only to 60-days’ notice and a written explanation for the reasons for removal.

Switching from a Mayor-Council to City Manager form of government would shift the power of administering the city from the Mayor’s office to the Common Council. In fact, under the City Manager plan the City is not required to have a mayor. Though some cities under the city manager plan also have a mayor, the mayor’s role in such cities is largely symbolic.

From 1947-1950, Madison operated under the City Manager form of government. In November 1946, the Common Council passed a charter ordinance, which provided:

“That the government of the City of Madison be and hereby is reorganized under Chapter 64 of the Statutes providing for the City Manager plan, with a council composed of seven members to be nominated and elected from the city at large for a term of two years.”

For most of the three years the City operated under this plan, Leonard Howell served as the City Manager. During at least the latter part of this period it appears as though Howell also served as the Director of Public Works.

In June of 1949, Councilman Garner introduced a resolution proposing that there be a city wide vote on a charter ordinance keeping the City’s City Manager but increasing the size of the council from 7 members to 9, with 4 members to be elected from districts and 5 to be elected at large.

By August of 1950, Leonard Howell retired and was replaced by George Forster, who held the titles of Acting City Manager, Acting Director of Public Works, Director of Finance and Auditor and Comptroller.

On November 5, 1950, rather than adopting Councilman Garner’s resolution to keep the City Manager plan and increase the size of the council by two, the City elected to return to the Mayor-Council form of government with twenty (20) alderman. The Charter ordinance published on January 12, 1951 provided:

“That the government of the City of Madison be and hereby is reorganized under Chapter 62...providing for the City Mayor and Aldermanic Plan, with a common council composed of twenty Alderman, one from each ward.”

On April 17, 1951, George Forster resigned all of his then current duties and assumed the duties of the Mayor. Council Proceeding Notes did not provide a rationale for why these changes took place between 1946 and 1951. Further research could be done at the Historical Society to see if newspaper articles or the like from the time would shed more light on the rationale for these changes.

While little case law exists on City Manager and Commission forms of government, there was at least one case involving Madison and its organization under the City Manager form. While under the City Manager form of government, Madison's police chief resigned effective January 1, 1949. See *Evjue v Weatherly*, 255 Wis. 225, 226 (1949). Prior to that date the board of police and fire commissioners interviewed several candidates for the position and eventually appointed Bruce Weatherly, a Texas resident at the time of his appointment, as the Chief of Police. *Id.* Weatherly's appointment was later challenged on the basis that he was not a resident of Madison when appointed. *Id.* at 227. The Wisconsin Supreme Court noted that Madison was organized under the City Manager form of government and that, as a result, it was unambiguously clear that “residence in the city or state shall not be a qualification for any such appointment.” *Id.* at 229 (citing Wis. Stat. § 64.11(6) (1949)) It is unclear whether this case had any impact on the City's decision to return to the Mayor-Council form of government two years later.

B. Commission Government

The third form of government allowed by state law is a Commission Government. A Commission Government is comprised of a mayor and at least two (2) other elected members who are all required to “devote their entire time to the performance of their official duties.” See Wis. Stat. § 64.28(1)-(3).

The mayor is the president of the council and may vote on all matters before the council, but does not have veto powers. *Id.* Under a Commission Government, the elected council may create the general departments of city affairs (e.g., public finance, streets, etc.) and may designate a member of the council to be head of the department. See Wis. Stat. § 64.30. Except for a board of public works and the police and fire commission, the council in a Commission Government can dispense of all other boards or commissions, in which case any powers or duties of those boards and commissions are to be performed by the council. Finally, under a Commission Government, the city comptroller (not the city manager) prepares and presents to the council a summary statement of the revenues and expenses of the city for the preceding month. See Wis. Stat. § 64.34.

If Madison were to transition to a Commission Government, legislative, executive, and day-to-day administrative functions of the city are centralized in an

elected and full-time council. Probably the most notable city nationwide to use a Commission Government is Portland, Oregon.

The resolution establishing TFOGS did not specifically request that the task force make a recommendation regarding the Commission form of government, but this brief overview may assist the task force in considering alternative forms.

C. Conclusion

These two alternative forms of government, when combined with the Mayor-Council form, represent the broad spectrum of local government forms that have been used throughout the history of our country, ranging from a model based on the concept of separation of powers to a form concentrating the executive and legislative functions in a full-time council. All three forms of government remain available to Madison, provided it remains a second-class city. If Madison were to pursue becoming a first-class city, it would not be able to organize under the City Manager or Commission forms of government.

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SUBCHAPTER I
CITY MANAGER PLAN

64.01 How to organize under ss. 64.01 to 64.15.

(1) Any city of the second, third or fourth class may reorganize under the provisions of ss. 64.01 to 64.15, either by enactment of a charter ordinance or by a petition and referendum election as provided by s. 66.0101. Such petition and election shall be governed by s. 9.20 (1) to (6).

(2) When adopted in the manner hereinbefore provided, the provisions of ss. 64.01 to 64.15 shall take effect and become operative on the third Tuesday in April.

(3) Any village qualified under s. 61.189 to become a city may organize under ss. 64.01 to 64.15 by the adoption of a charter ordinance or by a petition and referendum election as provided by s. 66.0101. Such petition and election shall be governed by s. 9.20 (1) to (6).

History: 1999 a. 150 s. 672; 2015 a. 197 s. 51.

64.02 Other laws, bylaws and ordinances in force.

(1) Any law applicable to any city before its reorganization and not inconsistent with the provisions of ss. 64.01 to 64.15 shall apply to and govern such reorganized city.

(2) Any bylaw, ordinance, or resolution lawfully passed and in force in any such city at the time of its reorganization shall remain in force until altered or repealed by the council elected under the provisions of ss. 64.01 to 64.15.

(3) The territorial limits of such city shall remain the same as under its former organization.

(4) All rights and property of every description which were vested in such city under its former organization shall remain the same under the reorganization here contemplated.

(5) No right or liability either in favor of or against such reorganized city, and no suit or prosecution of any kind shall be affected by such change of government unless otherwise provided.

64.03 Petition for adoption; contents; question to be voted upon. (1) Every ordinance or resolution for the adoption of ss. 64.01 to 64.15, and every petition for a special election on the same, shall state the number of members of which the council herein provided for shall be composed, the term of office of its members, which term shall not exceed 2 years, whether they shall be nominated and elected from aldermanic districts or from the

city at large, and the compensation, if any, which they shall receive.

(2) At every election for the adoption of ss. 64.01 to 64.15, the question to be submitted shall be substantially as follows: "Shall the city of (name) be reorganized under ss. 64.01 to 64.15 of the statutes, providing for the city manager plan, with a council composed of (number stated in petition) members, to be elected from the city (at large), or (by aldermanic districts) as provided in petition for terms of (number) year(s)?"

(3) Nothing herein shall be construed to impugn the authority of a city to exercise its home rule power to provide a different method of electing members of the council by districts or otherwise, or by a combination of methods, or the number or terms thereof.

History: 1971 c. 304 s. 29 (1).

64.04 Council, when elected; qualification of electors; nominations. (1) At the election held as provided by law upon the first Tuesday in April next succeeding the adoption of the provisions of ss. 64.01 to 64.15, there shall be elected a council composed as provided in the ordinance or resolution adopted by the council or in the petition and election as provided by s. 64.03. Any person possessing the qualifications of an elector in such city shall be eligible to election as council member. If the provisions of ss. 64.01 to 64.15 are adopted at the regular spring election, the council elected at that election shall have all of the powers and duties of the council elected on the first Tuesday in April next succeeding the adoption of ss. 64.01 to 64.15.

(2) Except as herein otherwise provided, candidates for council member shall be nominated and elected after the manner provided by law for the nomination and election of other municipal officers and all provisions of the statutes relating to city primary and general elections not inconsistent with the provisions of ss. 64.01 to 64.15 shall apply to such elections for cities reorganized under ss. 64.01 to 64.15 the same as to cities organized under general law.

History: 1981 c. 390; 1985 a. 135 s. 83 (1); 1995 a. 16 s. 2.

64.05 Term of council members. (1) The term of office of such council member shall begin on the third Tuesday in April. If the term of council member as determined by the election is 2 years, the term of a bare majority of the members elected at the first election after the adoption of ss. 64.01 to 64.15, consisting of those members receiving the highest number of votes, shall be 2 years and that of the remaining members shall be one year. At the

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expiration of the terms of office of the council members, successors shall be elected for the full term.

(2) A vacancy in the office of council member shall be filled as provided in s. 17.23 (1) (a).

History: 1985 a. 135 s. 83 (1), (2).

64.06 Recall. Any council member may be recalled from office in accordance with the provisions of s. 9.10. This method of removal shall be in addition to the other methods provided by law.

History: 1985 a. 135 s. 83 (1).

64.07 Powers of council; its organization; quorum; meetings. (1) The council shall possess and exercise all legislative and general ordinance powers imposed and conferred by general law or special charter upon the mayor and common council and the various boards and commissions not inconsistent with ss. 64.01 to 64.15, and in force in such city at the time of its reorganization and such additional powers as are hereinafter imposed and conferred, but such council shall not have the power to enact special executive or administrative orders, it being the intent of ss. 64.01 to 64.15 to separate the legislative and executive powers of city government.

(2) At its first meeting the city council shall select by majority vote one of its members to act as president. The president shall be the presiding officer of the council and shall have a vote but shall have no veto power.

(3) A majority of the members of the council shall constitute a quorum, and a majority vote of all the members of the council shall be necessary to adopt any ordinance or resolution.

(4) The ayes and noes shall be called and recorded on the vote upon every ordinance and resolution.

(5) The council shall provide by ordinance for the time of holding regular meetings and special meetings shall be called by the president or by any 2 council members or by the city manager.

(6) All meetings of the council or of any committee thereof, whether regular or special, shall be open to the public.

History: 1985 a. 135 s. 83 (2).

64.08 Council members, their duties and compensation. The council members shall devote such time to the duties of their office as the interests and general welfare of the city demand and shall receive such compensation as determined in the petition, ordinance or resolution provided for in s. 64.03. The council shall have power by ordinance to fix the salary of their successors in office.

History: 1985 a. 135 s. 83 (2).

64.09 City manager; qualifications, selection, removal. (1) The council first elected after the reorganization of a city under the provisions of ss. 64.01 to 64.15 shall as soon after the reorganization as possible engage for an indefinite term a city manager who shall have charge of the executive side of the city government and who shall be responsible for the efficiency of its administration.

(2) The city manager shall be elected purely on merit. In electing the city manager the council shall give due regard to training, experience, executive and administrative ability, and efficiency and general qualifications and fitness for performing the duties of the office, and no person shall be eligible to the office of city manager who is not by training, experience, ability, and efficiency well qualified and generally fit to perform the duties of such office. No weight or consideration shall be given by the council to national, political, or religious affiliations, or to any other considerations except merit and direct qualifications for the office.

(3) Residence in the city or state shall not be a qualification for the office of city manager.

(4) The council may advertise for applicants in such newspapers, magazines, advertising agencies, employment bureaus or other advertising mediums and for such length of time as it shall deem necessary to secure applications from the available persons best qualified to fill such office.

(5) Except as provided in s. 19.36 (7), the applications, records, recommendations and qualifications of all applicants for

the office of city manager shall be immediately placed and thereafter kept on file and shall be matters of public record and open to the examination and inspection of the public at all reasonable times.

(6) The salary of the city manager shall be fixed by the council.

(7) The council shall have the power to remove the city manager at any time that the city manager's conduct of the city administration becomes unsatisfactory and to engage a successor after the manner prescribed in this section, but such city manager shall serve until a successor is elected and qualifies.

(8) Before the council shall remove the city manager for any cause other than willful neglect of duty, malfeasance, or misfeasance in office, it shall give such city manager at least 60 days' notice of its contemplated action and in all cases shall present in writing a statement of the specific grounds or reasons for such removal and shall give such city manager an opportunity to be heard in regard thereto. Such statement of reasons shall be immediately placed and thereafter kept on file and shall be matter of public record open to the examination and inspection of the public at all reasonable times, and such hearing shall be a public hearing.

(9) The action of the council in removing the city manager shall be final.

(10) In case of vacancy in the office of city manager by reason of removal, resignation or other cause the council may elect an acting city manager for a period of not exceeding 6 months to fill the vacancy while considering the selection of a city manager. Provided, if the council is unable within such 6 months' period to secure a qualified city manager specified in this section it may by a majority vote of its members present at any regular meeting extend the employment of such acting city manager or elect another acting city manager for an additional 6 months. The acting city manager shall have all the powers and perform all the functions of city manager. The acting city manager may be removed by the council without cause or regard to sub. (8) and such removal shall be final.

History: 1991 a. 269, 316.

64.10 City departments, boards and commissions.

(1) The council shall upon the report and recommendation of the city manager have the power to create general departments of city administration. The report and recommendations of the city manager showing the necessity or desirability of creating such departments shall be placed on file and shall be matters of public record, open to the examination and inspection of the public at all reasonable times.

(2) All administrative boards and commissions existing in the city prior to its reorganization shall continue to exist after its reorganization under this subchapter until abolished, altered or reorganized by ordinance of the council. The council may, upon receipt of the report and recommendation of the city manager, alter, reorganize or abolish by ordinance any administrative board or commission except the board of police and fire commissioners.

History: 1985 a. 225.

64.105 Optional powers. Any city or village which has determined by ordinance or petition and referendum to operate under the city manager form of government may by charter ordinance allocate powers to the council, president of the council and city manager in a manner other than provided by this chapter.

64.11 Powers of city manager, appointments. (1) The city manager shall be the chief executive officer of the city and head of the city administration and shall possess and exercise all the executive and general administrative powers imposed and conferred by general law or special charter upon the mayor and common council and upon the various boards, commissions and officers and in force in such city at the time of its reorganization under ss. 64.01 to 64.15, and such additional powers as are herein imposed and conferred.

(2) The city manager shall have the power to create minor administrative offices and positions and to discontinue such offices and positions according to the city manager's judgment of the needs of the city.

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(3) The city manager shall have the power to appoint all heads of departments, all subordinate city officials and all city employees and to remove such appointees at any time their services or the conduct of their offices becomes unsatisfactory to the city manager. This subsection shall not be construed as depriving the board of fire and police commissioners or the chiefs of fire or police departments of any city of all the powers conferred by s. 62.13.

(4) No head of a department, city official, or city employee shall be appointed for a fixed term, but during good behavior and satisfactory service.

(5) All appointments shall be purely on merit and with a view to securing the best available appointee for the place. Due consideration shall be given to training, experience, ability, and general qualifications and fitness for performing the duties of the office and no weight or consideration shall be given to residence, nationality, or to political or religious affiliations.

(6) Residence in the city or state shall not be a qualification for any such appointment.

(7) Except as provided in s. 19.36 (7), the applications, records, recommendations and qualifications of all applicants shall be immediately placed and thereafter kept on file and shall be matters of public record subject to the examination and inspection of the public at all reasonable times.

(8) In the event that such a city has established under the provisions of s. 66.0509 a civil service system, then the powers and duties of the city manager as provided in this section shall be limited and governed by such rules and regulations as may be promulgated under such civil service system.

History: 1991 a. 269, 316; 1999 a. 150 s. 672.

64.12 City manager to present monthly reports and accounts. (1) The city manager shall each month prepare and present to the council a summarized statement of the income and expenditures of the city for the preceding month arranged in standard form and detailed as to appropriations, funds, and character of expenditures.

(2) Such summaries shall be accompanied by a general account balance sheet, a capital account balance sheet, a statement of current assets and liabilities, a statement of funded assets and liabilities, and a consolidated financial statement showing the exact financial condition of the city at the end of such month. The city manager shall also prepare and present to the council such other detailed schedules and statements of account as the council may by ordinance require.

(3) All such summaries, schedules, and statements, together with a summary of the acts and proceedings of the common council for such month, shall be published in pamphlet form and copies thereof shall be furnished to all the newspapers and libraries of the city and to all persons who shall apply therefor.

(4) At the end of each fiscal year the council shall cause a full and complete examination of all the books and accounts of the city to be made by competent certified public accountants licensed or certified under ch. 442 who shall report in full to the council. The summaries of such audits shall be presented and furnished to all newspapers and libraries of the city and to such other persons as shall apply therefor.

History: 2001 a. 16.

64.13 First council may revise appropriations already made; state commission work continued. (1) If at the beginning of the term of office of the first council elected under ss. 64.01 to 64.15 the appropriations for the expenditures of the city government for the current fiscal year have been made, the council shall have power by ordinance to revise, repeal, or change such appropriations and to make additional appropriations.

(2) Any city work done under the direction of commissions appointed by the state shall continue to be done in the manner prescribed by law prior to the reorganization of such city under ss. 64.01 to 64.15.

64.14 City may return to its former government. Any city which shall have adopted the provisions of ss. 64.01 to 64.15 may abandon the same and reorganize under the provisions of ch.

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62 or ss. 64.25 to 64.40, or under a home rule charter by proceeding in accordance with the provisions of s. 64.01.

64.15 Village manager plan. The provisions of ss. 64.01 to 64.14 shall also apply to villages, and such plan shall be known in villages as the village manager plan. Provided, however, that in villages adopting such plan, the council shall be composed of the board of trustees.

SUBCHAPTER II

COMMISSION GOVERNMENT

64.25 City commission plan; adoption; cities applicable to. Any city of the second, third or fourth class may reorganize under the provisions of ss. 64.25 to 64.40, either by enactment of a charter ordinance or by a petition and referendum election as provided by s. 66.0101. Such petition and election shall be governed by s. 9.20 (1) to (6).

History: 1999 a. 150 s. 672.

64.26 Terms of officers in commission cities. The term of office of the mayor and alderpersons of any city so adopting the commission form of government shall end on the third Tuesday in April next succeeding the first municipal election held after such adoption.

History: 1993 a. 184; 2011 a. 257.

64.27 Law applicable; existing ordinances, etc.; territorial limits; vested rights; liabilities. (1) Any law applicable to any city before its reorganization and not inconsistent with the provisions of ss. 64.25 to 64.40, shall apply to and govern such reorganized city.

(2) Any bylaw, ordinance or resolution lawfully passed and in force in any such city at the time of its reorganization shall remain in force until altered or repealed by the council elected under the provisions of ss. 64.25 to 64.40.

(3) The territorial limits of such city shall remain the same as under its former organization.

(4) All rights and property of every description which were vested in such city under its former organization shall remain the same under the reorganization herein contemplated.

(5) No right or liability either in favor of or against such reorganized city, and no suit or prosecution of any kind, shall be affected by such change of government unless otherwise provided in ss. 64.25 to 64.40.

64.28 Election of mayor and council members; terms; eligibility. (1) At the election held, as provided by law, upon the first Tuesday in April next succeeding the adoption of the provisions of ss. 64.25 to 64.40, there shall be elected a council consisting of a mayor and 2 other members. Any person possessing all the qualifications of an elector in such city other than the qualification of residence therein shall be eligible to election as mayor or other member of the council, but no person who holds a license for the sale of intoxicating liquors shall be eligible to any such office. Both the mayor and the council members shall be nominated and elected by the voters of the city at large.

(2) The term of mayor shall be 6 years, and the terms of the other members of the council elected at the first election after the adoption of ss. 64.25 to 64.40, shall be 2 and 4 years, respectively, and each term shall begin on the third Tuesday of April next succeeding the election. At the first meeting of the council after such election, the other 2 members of the council shall by lot determine who shall hold the long and who the short term. At the expiration of their respective terms, successors shall be elected whose terms of office shall be 6 years.

(3) In all cities of 15,000 or more population, the mayor and other members of the council, except council members elected pursuant to s. 64.39, shall devote their entire time to the performance of their official duties.

History: 1985 a. 135 s. 83 (2); 1995 a. 16 s. 2.

64.29 Council; powers; duties; president; quorum; vote. (1) If any city shall adopt the provisions of ss. 64.25 to

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64.40, all duties, liabilities, authority, powers and privileges theretofore imposed or conferred by general law or special charter upon the mayor and council of such city shall be deemed to be conferred and imposed upon the mayor and the council members provided for by ss. 64.25 to 64.40, and all laws relating or referring to such mayor and council members in force at the time of the adoption of the provisions of ss. 64.25 to 64.40 shall apply to and be deemed to relate and refer to the mayor and council.

(2) The mayor shall be president of the council, and have a vote therein, but shall have no power of veto. On the first Tuesday in May following the reorganization of any city under ss. 64.25 to 64.40, and biennially thereafter, or whenever there shall be a vacancy in the office, the council shall elect one of its members vice mayor, who in the absence or disability of the mayor for any cause, shall perform all the duties thereof.

(3) A majority of the members of the council shall constitute a quorum, and a majority vote of the members of the council shall be necessary, and no more than a majority shall be required, to adopt any ordinance, resolution or motion, including all ordinances, resolutions and motions which under the aldermanic or any other system of city government requires a three-fourths vote for the adoption thereof.

(4) The ayes and nays shall be called and recorded upon every vote, and no vote shall be taken except upon a motion, a resolution or ordinance reduced to writing.

(5) All boards and commissions created and existing under laws heretofore in force in any such city shall continue to exist, and all powers, authority, jurisdiction and duties conferred and imposed upon such boards and commissions shall remain unaffected by ss. 64.25 to 64.40, except that the mayor may not be a member of any such board or commission because of holding office as mayor.

(6) On the first Tuesday in May following the reorganization of any city as provided under this subchapter, and annually thereafter, the council shall select from among its members a person to act as a member of each of the city's boards and commissions. Each member selected shall have all the power and authority vested by law in any other member of the board or commission, and shall serve as a member thereof so long as he or she remains in office or until the council selects a successor.

History: 1979 c. 110; 1985 a. 135 s. 83 (2); 1985 a. 225.

64.30 Organization of city government. (1) The council may create any general department of city affairs, such as:

- (a) Public finance and accounts.
- (b) Public health, safety and sanitation.
- (c) Streets and public improvements.
- (d) Public property.
- (e) Public charities and corrections.

(1m) The council may designate one of its members as the head of a general department created under sub. (1). A department head may be changed whenever it appears that the public service would be benefited thereby.

(2) At its first meeting, or as soon thereafter as possible, the council shall appoint, by a majority vote, a city clerk, a corporation counsel, a comptroller, a treasurer, a superintendent of streets, an assessor and such other officers and assistants as are necessary to the efficient conduct of the affairs of the city, and shall fix the terms of service and salaries of all such officers. Any member of the council in cities of the third and fourth classes may hold any office included within this subsection in addition to the office as a member of the council. The council in any such city may, by majority vote, appoint the mayor or any council member to any of such offices. The mayor or council member, serving under any such appointment, shall receive no compensation therefor and, as such appointee, shall be subject to all provisions of law applicable to any person holding such office.

History: 1985 a. 135; 1995 a. 225.

64.31 Salaries. (2) Cities which have not by ordinance established such salaries shall fix the salaries of council members and mayor at the earliest date legally possible.

(4) The council may at any regular meeting increase or decrease the salary of the members of the council, including the mayor, by an amount not to exceed 20 percent of the salary established prior to the commencement of the term to which such increase or decrease is applicable.

History: 1985 a. 135 s. 83 (2); 2009 a. 177.

64.32 Offices; council may create or abolish. The council may from time to time create and fill offices and fix the term of service and salaries other than those described in s. 64.31 and discontinue any office so created or any office included within s. 64.30 according to their judgment of the needs of the city.

64.33 Meetings. (1) The council shall provide by ordinance for the time of holding regular meetings, and special meetings may be called by the mayor or by the 2 council members.

(2) The meetings of the council or of any committee thereof whether regular or special, to which any person not a city officer is admitted shall be open to the public.

History: 1985 a. 135 s. 83 (2).

64.34 City comptroller; financial statement; publication; annual examination. (1) The city comptroller shall each month prepare and present to the council a summary statement of the revenues and expenses of the city for the preceding month, detailed as to appropriations and funds, and arranged in standard form, together with a balance sheet statement of the current assets and current liabilities of such city at the close of such month. These summaries shall be accompanied by such detailed schedules as the council may by ordinance require. The full detailed acts and proceedings of the council at every general or special meeting thereof, including the full text of all reports filed and presented at such meeting, shall be published as a class 1 notice, under ch. 985, subsequent to the day of each such council meeting; and in the months of January, April, July and October the council shall cause to be published as a class 1 notice, under ch. 985, detailed schedules of the receipts and disbursements of moneys for the 3 calendar months next preceding the month of such publication. The compensation to be paid for such publications shall not exceed the rate provided by law for the publication of legal notices.

(2) At the end of each year the council shall cause a full and complete examination of all of the books and accounts of the city to be made by competent certified public accountants licensed or certified under ch. 442, who shall report in full thereon to the council. Copies of such reports shall be furnished by the council to all newspapers of the city and to all persons who shall apply therefor.

History: 2001 a. 16.

64.35 Existing appropriations; powers concerning. If, at the beginning of the term of office of the first council elected under ss. 64.25 to 64.40, the appropriation for the expenditures of the city government for the current fiscal year have been made, the council shall have power by ordinance to revise, repeal or change such appropriations and to make additional appropriations.

64.36 Boards and commissions. (1) The board of public works shall continue as constituted, or it shall be composed of such city officers as the council shall designate, or the council may act as a board of public works, or the board may be dispensed with and the functions thereof exercised by the council, as may be provided by ordinance.

(2) Any other board or commission, except the board of police and fire commissioners, may be dispensed with or the number of members thereof be changed by a vote of the people held in the manner provided by s. 9.20, and in case of discontinuance the powers and duties of any such board or commission, shall be exercised and performed by the council. Unless the board of public works shall be dispensed with or changed by ordinance, or other boards or commissions shall be dispensed with by such vote of the people, they shall continue to have and perform the same powers and functions that they possessed and exercised at the time when the city adopted the commission form of government, and shall

continue to be elected or appointed as then provided by law, except that members then appointed by the mayor shall be elected by a majority vote of the council like other city officers under s. 64.30.

(3) Any city work done under the direction of commissions appointed by the state shall continue to be done in the manner prescribed by law immediately prior to the adoption by the city of the commission form of government.

(4) All boards and commissions in any 2nd class city under the commission form of government shall continue to be elected or appointed as provided by law at the time when the city adopted the commission form and shall continue to have and exercise all the authority they then possessed. Any board or commission, except the board of police and fire commissioners, may be dispensed with or changed in membership by a vote of the people held in the manner provided by s. 9.20.

History: 1979 c. 110; 1985 a. 225.

64.37 Abandonment of commission plan. (1) Any city which has adopted the provisions of ss. 64.25 to 64.36 may abandon the same and reorganize under ch. 62 or ss. 64.01 to 64.14, or under a home rule charter by proceeding in accordance with s. 64.25.

(2) The common council of any city which is first elected after such city abandons the commission plan of government shall fix the salaries of all city officers therein in the same manner as when a city is first incorporated.

(3) The common council of any such city that has abandoned the commission form of government and before effective reorganization under ch. 62, may by an ordinance adopted by a two-thirds vote of all its members, provide that the membership of the common council to be first elected upon such reorganization shall consist of one alderperson from each aldermanic district. Thereafter the membership of the council shall not be increased or decreased except as provided in s. 62.09 (1) (b).

History: 1971 c. 304 s. 29 (1); 1993 a. 184.

64.38 Application of commission plan statutes. Except as may be otherwise expressly provided every amendment of ss. 64.25 to 64.40 shall affect and be applicable to each city operating under its provisions at the time of the amendment.

64.39 Number of alderpersons in 2nd and 3rd class cities; election of officers in 2nd class cities. (1) Any city of the 2nd or 3rd class operating under ss. 64.25 to 64.40 may, by a vote of the electors therein, as herein provided, increase the number of the members of the council in such cities from a mayor and 2 council members, to a mayor and one council member from each aldermanic district, the mayor to be elected at large and to be paid such salary as may be fixed by the council and the council members to be elected by the electors of the respective aldermanic districts and each to be paid a salary not exceeding \$50 per month. The question of increasing the council as provided in this section and subject to the provisions hereof, shall, upon petition as hereinafter provided, be submitted to the electors. The question to be submitted, shall be substantially as follows: "Shall the council in the city of be increased from a mayor and 2 council members to a mayor and one council member from each aldermanic district, in accordance with the provisions of s. 64.39 of the Wisconsin Statutes?"

(2) Such petition shall conform to the requirements of s. 8.40 and shall be signed by qualified electors of such city at least equal in number to 25 percent of the total number of votes cast in such city for all candidates for governor at the last preceding general election. Such petition shall be filed with the city clerk as provided in s. 8.37 and after being so filed, no name shall be erased or removed therefrom and no signature shall be valid or be counted unless its date is less than one month preceding the date of such filing.

(3) Upon filing such petition, the mayor shall, by proclamation, submit the questions prescribed in sub. (1) at a special elec-

tion to be held at a time specified therein and within 2 months after such petition is filed. The election upon such question shall be conducted, the vote canvassed, and the result declared in the same manner as provided by law for other city elections.

(4) If a majority of the votes cast upon the question at such election be in favor thereof, there shall be elected at the election held as provided by law upon the first Tuesday of April next succeeding, a mayor from the city at large and one council member from each aldermanic district. Each such officer shall be nominated and elected in the manner provided by law for the nomination and election of candidates in cities other than those operating under ss. 64.25 to 64.40. The term of each such officer shall commence on the 3rd Tuesday of April next succeeding, and in the case of the mayor and council member from the even-numbered aldermanic districts shall continue for 2 years and in the case of council members from the odd-numbered aldermanic districts shall continue for one year, and until their respective successors are elected and qualify. Thereafter the term of office of the mayor and of each council member elected for a full term shall be 2 years and the successor to each such officer shall be elected for a term of 2 years.

(5) The terms of office of the mayor and council members in office at the time of the first election of officers under this section shall terminate on the third Tuesday of April next succeeding such election.

(6) Any city which has adopted the provisions of this section may abandon the same and reorganize under ch. 62 or ss. 64.01 to 64.36 by proceeding in accordance with s. 64.25.

(7) In any city of the second class operating under ss. 64.25 to 64.40, the mayor, with the confirmation of the majority of the council, shall appoint a city clerk, a corporation counsel, a comptroller, a treasurer, a superintendent of streets, an assessor and such other officers, assistants and employees as are necessary to the efficient conduct of the affairs of the city and shall fix the terms of service and salaries of all such officers, assistants and employees. Provided, if the council shall so determine by resolution it may by a majority vote appoint all such officers, assistants and employees and fix their terms of service and salaries.

History: 1971 c. 304 s. 29 (1); 1985 a. 135 s. 83 (1), (2); 1987 a. 403; 1989 a. 192; 1993 a. 184; 1995 a. 16 s. 2; 1999 a. 182.

64.40 Increasing membership of council in commission cities. (1) Any city described in s. 64.39 may, in the manner therein provided, vote on the question of changing from a mayor and 2 council members to a mayor and one alderperson for each 4,000 or major fraction thereof of population to be elected at large, the mayor to receive a salary of not to exceed \$3,600 per year and each alderperson to receive a salary of not to exceed \$100 per month. The question to be submitted shall be substantially as follows: "Shall the council of the city of be increased from a mayor and 2 council members to a mayor and one alderperson for each 4,000 or major fraction thereof of population in accordance with the provisions of s. 64.40 of the statutes?"

(2) If a majority of the votes cast upon the question described in sub. (1) are in favor thereof there shall be elected at the election held as provided by law upon the first Tuesday of April next succeeding a mayor and one alderperson for each 4,000 or major fraction thereof of population, all elected at large. The mayor and alderpersons shall be nominated and elected in the manner provided by law for the nomination and election of candidates in cities other than those operating under this chapter. The alderpersons first elected shall be divided as nearly as may be into 2 equal classes, one class to serve for one year and the other class to serve for 2 years from the 3rd Tuesday of April following their election. Thereafter the term of each alderperson elected for a full term shall be 2 years. The term of office of the mayor shall be 2 years. The mayor and alderpersons shall hold office until the election and qualification of their respective successors.

History: 1979 c. 110 s. 60 (13); 1985 a. 135 s. 83 (2); 1993 a. 184; 1995 a. 16 s. 2; 1995 a. 225.