{deleted text} shows text that was in HB0257 but was deleted in HB0257S01.

Inserted text shows text that was not in HB0257 but was inserted into HB0257S01.

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Representative Phil Lyman proposes the following substitute bill:

FORM OF COUNTY GOVERNMENT AMENDMENTS

2019 GENERAL SESSION STATE OF UTAH

Chief Sponsor: Phil Lyman

Senate	Sponsor:		

LONG TITLE

General Description:

This bill amends provisions related to forms of county government.

Highlighted Provisions:

This bill:

- ► limits the county executive and council form of government and the council-manager form of government to counties of the first, second, or third class;
- requires a county of the fourth, fifth, or sixth class operating under the county executive and council form of government or the council-manager form of government to initiate the process to change the county's form of government;
- ▶ amends the role of the study committee in certain circumstances;
- directs a county clerk to include a certain question on the ballot in certain elections;
- ► {amends the role} repeals outdated provisions regarding structural forms of {the

study committee in certain circumstances county government; and

makes technical and conforming changes.

Money Appropriated in this Bill:

None

Other Special Clauses:

None

Utah Code Sections Affected:

AMENDS:

17-52a-103, as renumbered and amended by Laws of Utah 2018, Chapter 68

17-52a-203, as renumbered and amended by Laws of Utah 2018, Chapter 68

17-52a-204, as renumbered and amended by Laws of Utah 2018, Chapter 68

{ 17-52a-304, as renumbered and amended by Laws of Utah 2018, Chapter 68

† 17-52a-403, as renumbered and amended by Laws of Utah 2018, Chapter 68

17-52a-405, as renumbered and amended by Laws of Utah 2018, Chapter 68

17-52a-501, as renumbered and amended by Laws of Utah 2018, Chapter 68

17-52a-503, as renumbered and amended by Laws of Utah 2018, Chapter 68

17-52a-505, as renumbered and amended by Laws of Utah 2018, Chapter 68

REPEALS:

17-35b-301, as last amended by Laws of Utah 2000, Chapter 133

17-35b-302, as last amended by Laws of Utah 2007, Chapter 329

17-35b-303, as last amended by Laws of Utah 2011, Chapter 297

17-35b-304, as last amended by Laws of Utah 2011, Chapter 297

Be it enacted by the Legislature of the state of Utah:

Section 1. Section 17-52a-103 is amended to read:

17-52a-103. Forms of county government -- County commission form required unless another is adopted -- Restrictions on form of county government.

- (1) Subject to Subsection (2), each county shall operate under one of the following forms of county government:
 - (a) for a county of any class:
 - [(a)] <u>(i)</u> the county commission form under Section 17-52a-201; or

- [(b)] (ii) the expanded county commission form under Section 17-52a-202; or
- (b) for counties of the first, second, or third class:
- [(c)] (i) the county executive and council form under Section 17-52a-203; or
- [(d)] (ii) the council-manager form under Section 17-52a-204.
- (2) Unless a county adopts another form of government as provided in this chapter, the county shall operate under the county commission form of government under Section 17-52a-201.
- (3) (a) In a county that operates under a form of government that is not described in Subsection (2):
- (i) the county's legislative body shall, before July 1, 2018, initiate the process under Section 17-52a-302 of changing the county's form of government;
- (ii) the county shall hold a special election described in Section 17-52a-304 on November 6, 2018;
- (iii) if the voters approve the appointment of a study committee at the special election described in Subsection (3)(a)(ii):
- (A) the study committee may not recommend under Section 17-52a-403 that the county retain the county's current form of government; and
- (B) the county shall hold an election described in Section 17-52a-501 before December 31, 2020, on an optional plan that the study committee creates; and
- (iv) the registered voters of the county may not repeal an optional plan under Section 17-52a-505 that is adopted at an election described in Subsection (3)(a)(iii)(B).
- (b) If the voters of a county described in Subsection (3)(a) do not approve a change in the county's form of government at an election described in Subsection (3)(a)(iii)(B) before December 31, 2020:
- (i) the county shall operate under the county commission form of government under Section 17-52a-201 in the same manner that a county is required under Subsection [17-52a-102] (2) to operate under that form of government if the county does not adopt another form of government; and
- (ii) the county shall transition to the form of government described in Subsection (3)(b)(i) in the same manner as if the voters of the county had approved the change in the form of government described in Subsection (3)(b)(i) in the applicable election described in

Subsection (3)(b).

- (4) {(a)} In a county of the fourth, fifth, or sixth class that operates under the county executive and council form under Section 17-52a-203 or under the council-manager form under Section 17-52a-204:
- ({ii}<u>a</u>) before July 1, 2019, the county's legislative body shall initiate the process under Section 17-52a-302 of changing the county's form of government;
- (ii) the county shall hold a special election described in Section 17-52a-304 on November 5, 2019, to:
- (A) approve the appointment of a study committee under the process the county legislative body initiates in accordance with Subsection (4)(a); or
- (B) reject the appointment of a study committee and transition directly to the county commission form of government under Section 17-52a-201.
- (b) If the voters in the special election described in Subsection (4)(a)(ii) approve the appointment of a study committee:
- (i) the study committee may not recommend under Section 17-52a-403 that the county retain the county's current form of government;
 - (ii) and
- (b) the county shall hold an election described in Section 17-52a-501 before December 31, 2021, to 1:
 - (A) approve the optional plan that the study committee creates; or
- (B) reject the optional plan and transition directly to the county commission form of government under Section 17-52a-201 without any tailored provisions in the optional plan.
- (c) If the voters in the election described in Subsection (4)(a)(ii) or (4)(b)(ii) vote to} transition to the county commission form of government under Section 17-52a-201{ rather than approving the appointment of a study committee or an optional plan, the county shall operate under the county commission form of government under Section 17-52a-201 in the same manner that a county is required, under Subsection (2), to operate under that form of government if the county does not adopt another form of government}.

Section 2. Section 17-52a-203 is amended to read:

17-52a-203. County executive-council form of county government.

(1) (a) The following shall govern a county of the first, second, or third class operating

under the form of government known as the "county executive-council" form:

- (i) an elected county council;
- (ii) an elected county executive; and
- (iii) other officers and employees authorized by law.
- (b) The optional plan shall provide for the qualifications, time, and manner of election, term of office and compensation of the county executive.
 - (2) The county executive is the chief executive officer or body of the county.
 - (3) In the county executive-council form of county government:
- (a) the county council is the county legislative body and has the powers, duties, and functions of a county legislative body under Chapter 53, Part 2, County Legislative Body; and
- (b) the county executive has the powers, duties, and functions of a county executive under Chapter 53, Part 3, County Executive.
- (4) References in any statute or state rule to the "governing body" or the "board of county commissioners" of the county, in the county executive-council form of county government, means:
 - (a) the county council, with respect to legislative functions, duties, and powers; and
 - (b) the county executive, with respect to executive functions, duties, and powers.

Section 3. Section 17-52a-204 is amended to read:

17-52a-204. Council-manager form of county government.

- (1) (a) The following shall govern a county of the first, second, or third class operating under the form of government known as the "council-manager" form:
 - (i) an elected county council;
 - (ii) a county manager appointed by the council; and
 - (iii) other officers and employees authorized by law.
- (b) The optional plan shall provide for the qualifications, time and manner of appointment subject to Subsections (6) and (7), term of office, compensation, and removal of the county manager.
- (2) The county manager is the administrative head of the county government and has the powers, functions, and duties of a county executive, except:
 - (a) as the county legislative body otherwise provides by ordinance; and
 - (b) that the county manager may not veto any ordinances enacted by the council.

- (3) (a) A member of the council may not directly or indirectly, by suggestion or otherwise:
 - (i) attempt to influence or coerce the manager in:
 - (A) making any appointment;
 - (B) removing any officer or employee; or
 - (C) purchasing supplies;
- (ii) attempt to exact any promise relative to any appointment from any candidate for manager; or
- (iii) discuss directly or indirectly with the manager the matter of specific appointments to any county office or employment.
- (b) (i) A person who violates the provisions of this Subsection (3) shall forfeit the office of the offending member of the council.
- (ii) Nothing in this section shall be construed, however, as prohibiting the council while in open session from fully and freely discussing with or suggesting to the manager anything pertaining to county affairs or the interests of the county.
- (iii) Neither manager nor any person in the employ of the county shall take part in securing, or contributing any money toward, the nomination or election of any candidate for a county office.
 - (iv) The optional plan may provide procedures for implementing this Subsection (3).
 - (4) In the council-manager form of county government:
 - (a) the legislative powers of the county are vested in the county council; and
 - (b) the executive powers of the county are vested in the county manager.
- (5) A reference in statute or state rule to the "governing body" or the "board of county commissioners" of the county, in the council-manager form of county government, means:
 - (a) the county council, with respect to legislative functions, duties, and powers; and
 - (b) the county manager, with respect to executive functions, duties, and powers.
- (6) (a) As used in this Subsection (6), "interim vacancy period" means the period of time that:
- (i) begins on the day on which a general election described in Section 17-16-6 is held to elect a council member; and
 - (ii) ends on the day on which the council member-elect begins the council member's

term.

- (b) (i) The county council may not appoint a county manager during an interim vacancy period.
 - (ii) Notwithstanding Subsection (6)(b)(i):
- (A) the county council may appoint an interim county manager during an interim vacancy period; and
- (B) the interim county manager's term shall expire once a new county manager is appointed by the new administration after the interim vacancy period has ended.
- (c) Subsection (6)(b) does not apply if all the county council members who held office on the day of the county general election whose term of office was vacant for the election are re-elected to the council for the following term.
- (7) A county council that appoints a county manager in accordance with this section may not, on or after May 10, 2011, enter into an employment contract that contains an automatic renewal provision with the county manager.

Section 4. Section $\frac{17-52a-304}{17-52a-403}$ is amended to read:

{ 17-52a-304. Election to determine whether study committee should be established.

- (1) The county legislative body shall hold an election under this section if:
- (a) the county legislative body adopts a resolution under Subsection 17-52a-302(1)(a); or
- (b) the county clerk certifies, in accordance with Subsection 17-52a-303(3), a petition described in Subsection 17-52a-303(1)(a)(i).
- (2) An election described in Subsection (1) shall be a special election, called and held in accordance with Sections 20A-1-203 and 20A-1-204.
- (3) (a) [The] Except as provided in Subsection (3)(b), the county clerk shall prepare the ballot for an election described in Subsection (1) with a question that asks substantially the following:

"Shall a study committee be appointed to consider and possibly recommend a change in

County's form of government?".

(b) The county clerk shall prepare the ballot for a special election described in Subsection 17-52a-103(4)(a)(ii) with:

- (i) a question that asks substantially the following:
 - "Shall a study committee be appointed to consider and recommend a change in
- County's form of government, or shall County transition

 directly to the three-member county commission form of government?"; and
- (ii) available responses for the voters to select that contain only the options described in the question in Subsection (3)(b)(i).
 - Section 5. Section 17-52a-403 is amended to read:
- † 17-52a-403. Study committee -- Members -- Powers and duties -- Report -- Services provided by county.
 - (1) (a) A study committee consists of seven members.
- (b) A member of a study committee may not receive compensation for service on the committee.
- (c) The county legislative body shall reimburse each member of a study committee for necessary expenses incurred in performing the member's duties on the study committee.
 - (2) A study committee may:
- (a) adopt rules for the study committee's own organization and procedure and to fill a vacancy in its membership;
- (b) establish advisory boards or committees and include on the advisory boards or committees persons who are not members of the study committee; and
- (c) request the assistance and advice of any officers or employees of any agency of state or local government.
 - (3) (a) A study committee shall:
- (i) study the form of government within the county and compare it with other forms available under this chapter;
- (ii) (A) except as provided in Subsection (3)(a)(ii)(B), determine whether the administration of local government in the county could be strengthened, made more clearly responsive or accountable to the people, or significantly improved in the interest of economy and efficiency by a change in the form of county government; or
- (B) if the county is required to change forms of government under Section 17-52a-103, determine which of the available forms of county government would best strengthen the administration of local government in the county, make the county government more clearly

responsive or accountable to the people, or significantly improve the county government in the interest of economy and efficiency;

- (iii) hold public hearings and community forums and other means the committee considers appropriate to disseminate information and stimulate public discussion of the committee's purposes, progress, and conclusions; and
- (iv) file a written report of the study committee's findings and recommendations with the county executive, the county legislative body, and the county clerk no later than one year after the convening of the study committee's first meeting under Section 17-52a-402.
- (b) Within 10 days after the day on which the study committee submits the study committee's report under Subsection (3)(a)(iv) to the county legislative body, if the report recommends a change in the form of county government, the county clerk shall send to the county attorney or, if the county does not have a county attorney, to the district attorney, a copy of each optional plan recommended in the report for review in accordance with Section 17-52a-406.
 - (4) Each study committee report under Subsection (3)[(d)](a)(iv) shall include:
- (a) the study committee's recommendation as to whether the form of county government should be changed to another form authorized under this chapter;
- (b) if the study committee recommends changing the form of government, a complete detailed draft of a proposed plan to change the form of county government, including all necessary implementing provisions; and
- (c) any additional recommendations the study committee considers appropriate to improve the efficiency and economy of the administration of local government within the county.
- (5) (a) If the study committee's report recommends a change in the form of county government, the study committee may conduct additional public hearings after filing the report under Subsection (3)[(d)](a)(iv) and, following the hearings and subject to Subsection (5)(b), alter the report.
- (b) Notwithstanding Subsection (5)(a), the study committee may not make an alteration to the report:
- (i) that would recommend the adoption of an optional form different from that recommended in the original report; or

- (ii) within the 120-day period before the election under Section 17-52a-501.
- (6) Each meeting that the study committee holds shall be open to the public.
- (7) If the study committee's report does not recommend a change in the form of county government, the report is final, the study committee is dissolved, and the process to change the county's form of government is concluded.
 - (8) The county legislative body shall provide for the study committee:
 - (a) suitable meeting facilities;
 - (b) necessary secretarial services;
 - (c) necessary printing and photocopying services;
 - (d) necessary clerical and staff assistance; and
- (e) adequate funds for the employment of independent legal counsel and professional consultants that the study committee reasonably determines to be necessary to help the study committee fulfill its duties.

Section $\frac{6}{5}$. Section 17-52a-405 is amended to read:

- 17-52a-405. Plan may propose changing forms of county government -- {Plan may propose change of structural form -- }Partisan elections.
- (1) (a) The optional plan proponent described in Subsection 17-52a-404(1) shall ensure that each optional plan proposes changing the form of county government to:
 - (i) for a county of any class:
 - [(i)] (A) the county commission form under Section 17-52a-201; or
 - [(ii)] (B) the expanded county commission form under Section 17-52a-202; or
 - (ii) for a county of the first, second, or third class:
 - [(iii)] (A) the county executive and council form under Section 17-52a-203; or
 - [(iv)] (B) the council-manager form under Section 17-52a-204.
- (b) The optional plan proponent described in Subsection 17-52a-404(1) may not recommend an optional plan that:
- (i) proposes changing the form of government to a form not included in Subsection (1)(a);
 - (ii) provides for the nonpartisan election of elected officers;
 - (iii) imposes a limit on the number of terms or years that an elected officer may serve;
 - (iv) provides for elected officers to be subject to a recall election; or

- (v) provides, in a county with a population of 225,000 or more, for a full-time county commission in an expanded county commission form of government under Section 17-52a-202.
- [(2) In addition to proposing the adoption of any one of the optional forms of county government under Subsection (1)(a), an optional plan may also propose the adoption of any one of the structural forms of county government provided under Chapter 35b, Part 3, Structural Forms of County Government.]
- [(3)] (2) A county that provides for the election of the county's elected officers through a partisan election may not change to a process that provides for the election of the county's elected officers through a nonpartisan election.

Section $\frac{7}{6}$. Section 17-52a-501 is amended to read:

17-52a-501. Election on recommended optional plan -- Resolution or petition to submit plan to voters in certain counties.

- (1) If the county or district attorney finds that a proposed optional plan does not violate a statutory or constitutional provision under Section 17-52a-406 or, for a county under a pending process described in Section 17-52a-104, under Section 17-52-204 as that section was in effect on March 14, 2018:
- (a) in a county with a population of 225,000 or more or in a county in which voters approved the appointment of a study committee by a vote of at least 60%, the county legislative body shall hold an election on the optional plan under Subsection (3); or
- (b) in a county with a population of less than 225,000 in which voters did not approve the appointment of a study committee by a vote of at least 60%, an election may not be held for the optional plan under Subsection (3) until:
- (i) the county legislative body adopts a resolution to submit the optional plan to voters; or
 - (ii) the county clerk certifies a petition under Subsection (2).
- (2) (a) In a county with a population of less than 225,000 in which voters did not approve the appointment of a study committee by a vote of at least 60%, to qualify the proposed optional plan described in Subsection (1) for an election described in Subsection (3), registered voters may file a petition with the county clerk that:
 - (i) requests that the proposed optional plan be submitted to voters; and

- (ii) is signed by registered voters residing in the county equal in number to at least 5% of the total number of votes cast in the county for all candidates for president of the United States at the most recent election at which a president of the United States was elected.
- (b) Registered voters who file a petition under Subsection (2)(a) shall, at the time the registered voters file the petition:
 - (i) designate up to five of the petition signers as sponsors;
- (ii) provide the county clerk with the mailing address and telephone number of each petition sponsor; and
 - (iii) designate one of the petition sponsors as the contact sponsor.
- (c) The county clerk shall certify or reject a petition filed under this Subsection (2) in the same manner as the county clerk certifies or rejects a petition under Subsection 17-52a-303(3).
- (3) When the conditions described in Subsection (1) are met, a county shall hold an election on the optional plan at the next regular general or municipal general election that is not less than 60 days after:
- (a) for a county with a population of 225,000 or more or for a county in which voters approved the appointment of a study committee by a vote of at least 60%, the day on which the county or district attorney submits to the county clerk the attorney's report described in Subsection 17-52a-406(4) or, for a county under a pending process described in Section 17-52a-104, the attorney's report that is described in Section 17-52-204 as that section was in effect on March 14, 2018 and that contains a statement described in Subsection 17-52-204(5) as that subsection was in effect on March 14, 2018; or
- (b) for a county with a population of less than 225,000 in which voters did not approve the appointment of a study committee by a vote of at least 60%, the day on which:
 - (i) the county legislative body adopts a resolution under Subsection (1)(b)(i); or
 - (ii) the county clerk certifies a petition under Subsection (2)(b).
- (4) (a) [The] Except as provided in Subsection (4)(b), the county clerk shall prepare the ballot for an election under this section so that the question on the ballot states substantially the following:

"Shall _	County adopt the alternate form of government known
as the(insert the	proposed form of government) that the study committee has recommended?"

- (b) The county clerk shall prepare the ballot for an election described in Subsection 17-52a-103(4)(b)(ii) with:
 - (i) a question that asks substantially the following:
- "Shall County adopt the alternate form of government known as the

 (insert the proposed form of government that the study committee has recommended), or shall

 County transition directly to the three-member county commission form of government?"; and
- (ii) available responses for the voters to select that contain only the options described in the question in Subsection (4)(b)(i).
 - (5) The county clerk shall:
- (a) publish the complete text of the proposed optional plan in a newspaper of general circulation within the county at least once during two different calendar weeks within the 30-day period immediately before the date of the election described in Subsection (1);
- (b) post the complete text of the proposed optional plan in a conspicuous place on the county's website during the 45-day period that immediately precedes the election on the optional plan; and
- (c) make a complete copy of the optional plan and the study committee report available free of charge to any member of the public who requests a copy.
- (6) A county clerk shall declare an optional plan as adopted by the voters if a majority of voters voting on the optional plan vote in favor of the optional plan.

Section 7. Section 17-52a-503 is amended to read:

17-52a-503. Adoption of optional plan -- Election of new county officers -- Effect of adoption.

- (1) If a proposed optional plan is approved at an election held under Section 17-52a-501:
- (a) the elected county officers specified in the plan shall be elected at the next regular general election following the election under Section 17-52a-501, according to the procedure and schedule established under Title 20A, Election Code, for the election of county officers;
 - (b) the proposed optional plan:
 - (i) becomes effective according to the optional plan's terms;
 - (ii) subject to Subsection 17-52a-404(1)(c), at the time specified in the optional plan, is

a public record open to inspection by the public; and

- (iii) is judicially noticeable by all courts;
- (c) the county clerk shall, within 10 days of the canvass of the election, file with the lieutenant governor a copy of the optional plan, certified by the clerk to be a true and correct copy;
- (d) all public officers and employees shall cooperate fully in making the transition between forms of county government; and
- (e) the county legislative body may enact and enforce necessary ordinances to bring about an orderly transition to the new form of government, including any transfer of power, records, documents, properties, assets, funds, liabilities, or personnel that are consistent with the approved optional plan and necessary or convenient to place it into full effect.
- (2) Adoption of an optional plan changing [only] the form of county government [without adopting one of the structural forms under Chapter 35b, Part 3, Structural Forms of County Government,] does not alter or affect the boundaries, organization, powers, duties, or functions of any:
 - (a) school district;
 - (b) justice court;
- (c) local district under Title 17B, Limited Purpose Local Government Entities Local Districts;
 - (d) special service district under Title 17D, Chapter 1, Special Service District Act;
 - (e) city or town; or
- (f) entity created by an interlocal agreement under Title 11, Chapter 13, Interlocal Cooperation Act.
- (3) After the adoption of an optional plan, the county remains vested with all powers and duties vested generally in counties by statute.

Section 8. Section 17-52a-505 is amended to read:

17-52a-505. Repeal of optional plan.

- (1) [An] Except as provided in Section 17-52a-103, optional plan that the voters in an election adopt under this chapter may be repealed as provided in this section.
- (2) Registered voters of a county that has adopted an optional plan may initiate the process of repealing an optional plan by filing a petition for the repeal of the optional plan.

- (3) (a) Registered voters of a county may not file a petition to repeal an optional plan sooner than four years or more than five years after the election of county officers under Section 17-52a-503.
- (b) (i) If the registered voters file a petition to repeal an optional plan under this section, the petition is certified, and the optional plan is not repealed at an election described in Subsection (8), the voters may not circulate or file a subsequent petition to repeal until at least four, and not more than five, years after the certification of the original petition.
- (ii) If, after four years, the voters file a subsequent petition under Subsection (3)(b)(i), the voters:
- (A) may not circulate or file another petition to repeal until at least four, and not more than five, years after certification of the subsequent petition; and
- (B) shall wait an additional four, and not more than five, years after the date of certification of the previous petition for each petition filed thereafter.
 - (4) A petition described in Subsection (2) shall:
 - (a) be signed by registered voters residing in the county:
- (i) equal in number to at least 15% of the total number of votes cast in each precinct described in Subsection (4)(a)(ii) for all candidates for president of the United States at the most recent election in which a president of the United States was elected; and
 - (ii) who represent at least 85% of the voting precincts located within the county;
- (b) designate up to five of the petition signers as sponsors, designating one petition signer as the contact sponsor, with the mailing address and telephone number of each; and
 - (c) be filed in the office of the clerk of the county in which the petition signers reside.
- (5) Within 30 days after the filing of a petition under Subsection (2) or an amended petition under Subsection (6), the county clerk shall:
- (a) determine whether the required number of voters have signed the petition or amended petition has been signed by the required number of registered voters; and
- (b) (i) if a sufficient number of voters have signed the petition, certify the petition or amended petition and deliver it to the county legislative body, and notify in writing the contact sponsor of the certification; or
- (ii) if a sufficient number of voters have not signed the petition, reject the petition or the amended petition and notify the county legislative body and the contact sponsor in writing

of the rejection and the reasons for the rejection.

- (6) If a county clerk rejects a petition or an amended petition under Subsection (5)(b)(ii), the petition may be amended or an amended petition may be further amended with additional signatures and refiled within 20 days of the date of rejection.
- (7) If a county clerk certifies a petition under Subsection (2), the county legislative body shall hold an election on the proposal to repeal the optional plan at the next regular general election that is at least 60 days after the day on which the county clerk certifies the petition.
- (8) If, at an election held under Subsection (7), a majority of voters voting on the proposal to repeal the optional plan vote in favor of repealing:
- (a) the optional plan is repealed, effective January 1 of the year following the election of county officers under Subsection (8)(c);
- (b) upon the effective date of the repeal under Subsection (8)(a), the form of government under which the county operates reverts to the form it had before the optional plan was adopted; and
- (c) the county officers under the form of government to which the county reverts, who are different than the county officers under the repealed optional plan, shall be elected at the next regular general election following the election under Subsection (7).

Section 9. Repealer.

This bill repeals:

Section 17-35b-301,"General county (modified)" structural form of county government.

Section 17-35b-302, Urban county structural form of county government.

Section 17-35b-303, Community council form of county government.

Section 17-35b-304, Consolidated city and county -- Structural form.