SENATE BILL 518

IN THE SENATE

February 15,	1979	Introduced and referred to
_		Committee on Local Government.

April 20, 1979

Died in Committee.

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Since BILL NO. 518 ì INTRODUCED BY 2

3 A BILL FOR AN ACT ENTITLED: "AN ACT TO PROVIDE FOR AN 4 ELECTION ON THE QUESTION OF VOTER REVIEW OF LOCAL GOVERNMENT 5 onld to provide procedures for the Establishment and 5 FUNCTIONING OF A LOCAL GOVERNMENT STUDY COMMISSION AND FOR 7 THE IMPLEMENTATION OF ITS RECOMMENDATIONS."

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9 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MONTANA:

10 Section 1. Purpose. The purpose of [this act] is to 11 provide procedures for local government review and for the 12 establishment and operation of local government study 13 commissions.

Section 2. Definitions. As used in [this act]: unless
the context indicates otherwise: the following definitions
apply:

17 (1) "Authority" means:

18 (a) a municipal or regional airport authority as
 19 provided in Title 67, chapter 11;

20 (b) a conservancy district as provided in Title 85,21 chapter 9;

(c) a conservation district as provided in Title 76.chapter 15;

24 (d) a drainage district as provided in Title 85.

1 chapter 6;

2 (e) an irrigation district as provided in Title 85.
3 chapter 7;

4 (f) a hospital district as provided in Title 7,
5 chapter 34, part 21;

6 (j) a flood control and water conservation district as
7 provided in Title 76, chapter 5, part 11;

8 (h) a county water and sewer district as provided in
9 Title 7. chapter 13. part 22; or

10 (i) an urban transportation district as provided in
11 Title 7, chapter 14, part 2.

12 (2) "Finance administrator" means the individual 13 responsible for the financial administration of the local 14 government and generally means the county or city treasurer 15 or town clerk unless the alternative form or governing body 16 specifies a different individual.

17 (3) "Governing body" means the commission or the town
18 meeting legislative body established in the alternative form
19 of a local government under Title 7, chapter 3, parts 1
20 through 6.

(4) "Local improvement district" means an improvement
 district in which property is assessed to pay for specific
 capital improvements benefiting the assessed property.

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government and generally means the county, city, or town
 clerk unless the alternative form or governing body
 specifies a different individual.

4 (6) "Subordinate service district" means a special
5 district within a local government in which certain services
6 are provided and in which taxes may be levied to finance the
7 services.

8 Section 3. Alteration of existing forms of local 9 government. An alteration of an existing form of local 10 government may be proposed by a local government study 11 commission.

Section 4. Election procedure. (1) Except as otherwise provided in [this act]. each election under [this act] is conducted in the same manner as an election involving ballot issues or of local officials.

16 (2) Votes cast on the question of establishing a study
17 commission and for electing study commission members shall
18 be counted, canvassed, and returned as provided in Title 13
19 for general elections unless the county and municipality
20 agree by joint resolution to do so in another manner.

21 Section 5. Establishment of study commissions. (1) A 22 study commission may be established by an affirmative vote 23 of the people. An election on the question of conducting a 24 local government review and establishing a study commission 25 shall be held in conjunction with the general election in 1 1986 and every 10 years thereafter.

2 (2) The governing body is responsible for calling by 3 resolution for the election on the guestion of conducting a 4 local coverement eview and establishing a study commission. 5 Section 6. Election on question of establishing study 6 commission. (1) The question of conducting a local 7 government review and establishing a study commission shall 8 be submitted to the electors in substantially the following 9 fora:

10 Vote for one:

11	FOR the review of the government of (insert name of
12	local government) and the establishment of a local
13	government study commission consisting of (insert
14	number of members; members to examine the government
15	of (insert name of local government) and submit
16	recommendations thereon.
17	AGAINST the review of the government of (insert name
18	of local government) and the establishment o
19	study commission.
20	(2) The question of conducting a local government
21	review and establishing a study commission requires an

22 affirmative vote of a majority of those voting on the 23 question for passage.

Section 7. Election of commission members. (1) If trans
 question of reviewing the local government and establishing

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1 a study commission is approved, an election to fill the 2 positions on the local government study commission shall be 3 held at the first regularly scheduled election held after 4 the election establishing the study commission. A primary 5 election may not be held.

(2) The names of study commission candidates who have
 7 filed declarations of nomination shall be placed on the
 8 ballot. There is no filing fee. The election is
 9 nonpartisan, and candidates shall be listed without party or
 10 other designation or slogan. The secretary of state shall
 11 prescribe the ballot form for study commissions.

12 (3) Candidates for study commission positions shall be 13 electors of the local government for which the study 14 commission has been established.

15 (4) Those candidates receiving the highest number of
votes shall be declared elected.

17 (5) If the number of study commissioners elected is 18 not equal to the number required to be selected, the 19 chairman of the governing body, with the confirmation of the 20 governing body, shall appoint the additional study 21 commissioners within 20 days of the election. Except as 22 provided in [sections 8 and 9], no elected official of the 23 local government may be appointed.

24 Section 8. Composition of study commission. The number 25 of positions on the study commission shall be set out in the

resolution calling for the election on the question of 1 reviewing the local government and establishing a study 2 commission. The study commission shall consist of five 3 members unless the local governing body by resolution 4 declares that a larger number shall be elected. Every study 5 commission shall include as ex officio voting members the 6 chairman of the governing body and one other elected 7 official appointed by the governing body. 8

9 Section 9. Appointment of local government member.
10 Within 20 days after the election of members of the study
11 commission. the governing body shall appoint one elected
12 official of the local government to the study commission as
13 a voting ex officio member.

14 Section 10. Term of office. The term of study 15 commission members shall be set out in the resolution or 16 petition calling for the election on the question of 17 reviewing the local government and establishing a study 18 commission.

Section 11. Vacancies. Vacancies on a study commission
 shall be filled by appointment by the governing body of the
 local jovernment being studied by the commission.

Section 12. Compensation. Members of the study
 commission may receive no compensation other than for actual
 and necessary expenses incurred in their official capacity.
 Section 13. Organization of commission. (1) Not later

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1 than 10 days after all members of the study commission have 2 been elected or appointed, the study commission shall meet 3 and organize at a time set by the chairmon of the governing 4 body of the local government which the study commission is 5 to examine.

6 (2) At the first meeting of the study commission, the
7 study commission may elect a temporary chairman who will
8 serve until a permanent chairman is selected.

9 Section 14. Conduct of business. (1) Meetings of the 10 study commission shall be held upon the call of the 11 chairman, the vice-chairman in the absence or inability of 12 the chairman, or a majority of the members. The chairman 13 shall announce the time and place of the meetings of the 14 study commission.

(2) The study commission shall maintain a written
record of its proceedings and its finances. This record is
open to inspection by any person at the office of the study
commission during regular office hours.

19 (3) A majority of the members of the study commission 20 constitutes a quorum for the transaction of business, but no 21 recommendation of a study commission may have any legal 22 effect unless adopted by a majority of the whole number of 23 members of the study commission.

24 (4) The study commission may adopt rules for its own
 25 organization and procedure.

Section 15. Open meetings and public involvement. All
 meetings of the study commission are open to the public. The
 study commission shall hold public hearings and community
 forums and may use other suitable means to disseminate
 information and stimulate public discussion of its purpose.
 progress, conclusions, and recommendations.

7 Section 16. Commission powers. (1) A study commission 8 may employ and fix the compensation and duties of necessary 9 staff. State, municipal, and county officers and employees, 10 at the request of the study commission and with the consent of the employing agency, may be granted leave with or 11 12 without pay from their agency to serve as consultants to the study commission. If leave with pay is granted, they shall 13 14 receive no other compensation except mileage and per diem 15 from the study commission.

16 (2) A study commission may contract and cooperate with 17 other agencies, public or private, as it considers necessary 18 for assistance in carrying out the purposes for which the 19 commission was established. Upon request of the chairman of 20 the study commission, state agencies, counties, other local 21 governments, and the officers and employees thereof shall 22 furnish the commission with such information as may be 23 necessary for carrying out the commission's function and 24 which is available to the agencies or units of government.

25 (3) A study commission may:

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1 (a) establish advisory boards and committees, 2 including on them persons who are not members of the study 3 commission;

(b) retain consultants; and

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5 (c, do any other act consistent with and reasonably
6 required to perform its function under [this act].

7 Section 17. Financial administration. {1} A study
8 commission shall prepare a budget for each fiscal year it is
9 in existence and submit it to the local governing body for
10 approval.

11 (2) For the support of the study commission, for each 12 fiscal year the study commission is in existence, the local 13 government shall appropriate the equivalent of at least 1 14 mill. The local government may, in its discretion, provide 15 additional funds and other assistance.

(3) The study commission may apply for and accept
 available private, state, and federal money and may accept
 donations from any source.

19 (4) All money received by the study commission shall 20 he deposited with the local government finance 21 administrator. The finance administrator is authorized to 22 disburse appropriated money of the study commission on the 23 study commission's order after approval of the budget by the governing body. Unexpended money of the study commission 24 25 does not revert to the general fund of the local government at the end of the fiscal year but carries over to the study
 commission's appropriation for the following fiscal year.
 Upon termination of the study commission, unexpended money
 reverts to the general fund of the local government.

Section 18. Study commission timetable -- final
report. (1) Each local study commission or combination of
local study commissions shall:

8 (a) conduct one or more public hearings within 50 days
9 of its organization for the purpose of gathering information
10 regarding the current form, functions, and problems of local
11 government;

12 (b) formulate, reproduce, and distribute within 100
13 days of its organization a tentative report, containing the
14 same categories of information required to be included in
15 the final report;

16 (c) conduct, no sooner than 30 days after the
17 tentative report is distributed, one or more public hearings
18 on the tentative report;

19 (d) adopt within 150 days of its organization the 20 final report of the commission and set the date for a 21 special election on the question of adopting a new plan of 22 government or if the study commission is not recommending 23 any changes, publish and distribute the final report as 24 provided in [sections 25 through 27] within 60 days after 25 the final report is adopted.

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1 (2) The final report and each document required to be 2 filed with it must be signed by a majority of the commission 3 members. The final report must contain any minority report 4 signed by members of the commission who do not support the 5 majority proposal. If the study commission is not 6 recommending any changes, the final report shall so 7 indicate.

Section 19. Supplementary reports. A study commission
 may prepare separate reports in addition to its final
 report. These reports may recommend consolidation of
 services and functions and indicate potential areas for
 interlocal agreements.

Section 20. Permissible recommendations. (1) A study
 commission elected to examine the government of a county
 may:

16 (a) recommend amendments to the existing plan of 17 government:

18 (b) recommend any plan of government authorized by
19 Title 7, chapter 3, parts 1 through 6;

20 (c) draft a charter;

21 (d) recommend municipal-county consolidation or
 22 amendments to an existing consolidation;

(e) in cooperation with a study commission in an
 adjoining county, recommend county merger; or

25 (f) submit no recommendation.

(2) A study commission elected to examine the
 government of a municipality may:

3 (a) recommend amendments to the existing plan of
4 government;

- 5 (b) recommend any plan of government authorized by
- 6 Title 7. chapter 3. parts 1 through 7;
 - (c) draft a charter;

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- (d) recommend disincorporation; or
- 9 (e) submit no recommendation.

10 Section 21. Requirements for final report. A final

- 11 report of a study commission must contain:
- 12 (1) a certificate containing the "plan of government"
- 13 of the existing form of local government;

(2) a certificate containing the "plan of government"
of the proposed new form of local government or amendments

16 to the existing plan;

17 (3) a certificate containing the "plan

18 apportionment" of commissioner districts if districts are 19 contained in the "plan of government";

20 (4) a certificate establishing the date of the special

21 election at which the alternative form of government shall

22 be presented to the electors and a certificate establishing

23 the form of the ballot question or questions;

24 (5) a certificate establishing the dates of the first
25 primary and general elections if the proposal is approved

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and establishing the effective date of the proposal if
 approved; and

3 (6) a comparison of the existing plan and proposed 4 plan of local government, including, if desired, a statement 5 of the < rengths and weaknesses of the existing and proposed 6 plans of local government, information that supports the 7 adoption of the proposed plan, and information that supports 8 retention of the present plan.

9 Section 22. Special requirements if consolidation 10 recommended. (1) Whenever county-municipal consolidation is 11 recommended, a final report, in addition to the material 12 required in [section 21], must contain a consolidation plan 13 which:

(a) provides for adjustment of existing bonded
indebtedness and other obligations in a manner which assures
a fair and equitable burden of taxation for debt service;

17 (b) provides for establishment of subordinate service18 districts;

(c) provides for the transfer or other disposition of
 property and other rights, claims, assets, and franchises of
 the local governments consolidated under its proposal;

22 (d) provides the official name of the consolidated23 local government; and

(e) (i) provides for the transfer, reorganization,
abolition, adjustment of boundaries, or absorption of

existing boards, subordinate service districts, local
 improvement districts, agencies, and political subdivisions
 of the consolidated governments, excluding school districts,
 authorities, and nonconsolidated municipalities; or

5 (ii) grants the legislative body of the consolidated 9 yovernment the authority to transfer, reorganize, abolish, 7 adjust boundaries, or absorb existing boards, subordinate 8 service districts, local improvement districts, agencies, 9 and political subdivisions of the consolidated governments, 10 excluding school districts, authorities, and nonconsolidated 11 municipalities, with or without referendum requirements.

12 (2) The consolidation plan may include other13 provisions that are consistent with state law.

14 (3) Whenever amendments to an existing consolidation
15 plan are recommended, a final report must contain a
16 certificate containing amendments to the consolidation plan.
17 Section 23. Special requirements if county merger
18 recommended. (1) Whenever county merger is recommended, a

19 final report. in addition to the material required by
20 [section 21]. must contain a consolidation plan which:

(a) provides for adjustment of existing bonded
indebtedness and other obligations in a manner which assures
a fair and equitable burden of taxation for debt service;
(b) provides for establishment of subordinate service

25 districts; 5525

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(c) provides for the transfer or other disposition of
 property and other rights, claims, assets, and franchises of
 local governments consolidated under the olternative plan;
 (d) provides the official name of the consolidated
 local government; and

(e) (i) provides for the transfer, reorganization,
abolition, adjustment of boundaries, or absorption of
existing boards, subordinate service districts, local
improvement districts, agencies, and political subdivisions
of the consolidated governments, excluding school districts,
authorities, and incorporated municipalities; or

12 (ii) grants the legislative body of the consolidated 13 government the authority to transfer, reorganize, abolish, 14 adjust boundaries, or absorb existing boards, subordinate 15 service districts, local improvement districts, agencies, 16 and political subdivisions of the consolidated governments, 17 excluding school districts, authorities, and incorporated 18 municipalities, with or without referendum requirements.

19 (2) The consolidation plan may include other
 20 provisions that are consistent with state law.

21Section 24. Special requirements if municipal22disincorporation recommended. Whenever municipal23disincorporation is recommended. a final report. in addition24to the material required by [section 21]. must contain:

25 (1) a certificate of disincorporation instead of a

1 plan of government; and

2 (2) a recommended plan of disincorporation.

3 Section 25. Filing of reports. (1) Two copies of A
4 final report of a study commission shall be filed with the
5 department of community affairs.

6 (2) One copy of a final report shall be filed with the
7 local government records administrator.

8 (3) The filings required by this section shall be done
9 within 30 days of adoption of a final report.

10 Section 26. Availability of reports. (1) Sufficient copies of a final report of a study commission must be made 11 12 available to the public for inspection at convenient 13 locations and at reasonable hours to provide all interested 14 persons an opportunity to review the recommendations and 15 documents. The copies must be available no later than 30 16 days prior to an election on the recommendations if such an 17 election is to be held. The local government may distrib 18 copies of a final report to the electors or residents of the 19 local government.

(2) The cost of preparing the copies needed to meet
 the requirements of this section shall be borne by the
 affected local government.

Section 27. Publication of summary and comparison. (1)
 A summary of the recommendations contained in a final report
 of a study commission must be published at least twice in a

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newspaper of general circulation in the local government.
 whenever an election on the recommendations is to be held.
 publication must be made during the 2 weeks preceding the election.

terms of government, and a list of locations where the full
 proposal may be seen or obtained.

7 (3) The cost of publication required by this section
10 shall be borne by the affected local government.

11 Section 23. Election on alternative form. (1) The governing body shall call a special election on the guestion 12 of an alternative form of government to be held within 120 13 days of the date of filing with the records administrator 14 under [section 25]. The special election may be held in 15 conjuction with any other election. The 15 records administrator shall prepare and print notices of the special 17 19 election.

1) (2) The cost of the election shall be paid for by the20 local povernment.

(3) (a) The affirmative vote of a simple majority of
those voting on the question is required for adoption.
(b) In any election involving the question of
consolidation, each question shall be submitted to the
electors in the county and requires an affirmative vote of a

simple majority of the votes cast in the county on the
 question for adoption. There is no requirement for separate
 majorities in local governments voting on consolidation.

(c) In any election involving the question of county
merger, the questions shall be submitted to the electors in
the counties affected and requires a majority of the votes
cast on the questions in each affected county for adoption.
(d) If the electors disapprove the proposed new form
of local government, amendments, or consolidation plan, the
local government retains its existing form.

11 Section 29. General ballot requirements. (1) The 12 question of adopting the form of government proposed by the 13 study commission shall be submitted to the electors in 14 substantially the following form:

15 Vote for one:

16 FOR adoption of the (self-government charter or plan 17 of government) proposed in the report of the (insert

18 name of local government) local government study 19 commission.

20 FOR the existing form of government.

(2) The whole number of ballots shall be divided into
two equal sets. No more than one set may be used in
printing the ballot for use in any one precinct and all
ballots furnished for use in one precinct shall be
identical. The existing plan of government shall be printed

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1 as the first item and the proposed plan as the second item
2 on half of the ballots and the proposed form as the first
3 item and the existing form as the second item on the other
4 half of the ballots. If the local government consists of
5 only one precinct, the existing plan shall be listed first
6 on the ballot.

7 Section 30. Treatment of suboptions for alternative 8 forms. (1) No study commission recommendation may involve 9 wore than three separate suboptions, and no suboption may contain more than two alternatives. If a suboption is 10 11 submitted to the voters, only the ballot alternatives within 12 that suboption receiving the highest number of affirmative 13 votes are considered approved and included in the alternative form of government. 14

(2) A proposed plan shall be submitted to the voters 15 16 as a single question, except that the suboptions within the alternative plan of local government authorized in Title 7, 17 chapter 3, parts 1 through 7, and the suboptions authorized 19 in a charter may be submitted to the electors as separate 19 20 questions. The question of adopting a suboption shall be 21 submitted to the electors in substantially the following 22 form:

23 Vote for one:

24 A legal officer (who may be called the "county 25 attorney"):

1 Shali be elected for a term of 4 years. Shall be appointed for a term of 4 years by the 2 3 chairman of the local governing body. 4 Section 31. Effect of adoption of new form of 5 government. The adoption of a new plan of government does 6 not affect the validity of any bond, debt, contract, 7 obligation, or cause of action accrued or established under 8 the prior form of government. 9 Section 32. Filing of approved plan. (1) A copy of the 10 existing or proposed plan of government ratified by the 11 voters and any apportionment plan or consolidation or merger 12 plan shall be certified by the chairman of the governing 13 body and filed with the department of community affairs, the 14 county records administrator, and the municipal records 15 administrator if it is a municipal plan.

16 (2) The approved plan filed with the department of
17 community affairs is the official plan and is a public
18 record open to inspection by the public and judicia.y
19 noticeable by all courts.

20 Section 33. Judicial review. Judicial review to 21 determine the validity of the procedures whereby any charter 22 or alternative plan of government is adopted may be 23 initiated by petition in district court of 10 or more 24 registered voters of the local government brought within 60 25 days after the election at which the charter or plan of

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1 government, revision, or amendment is approved. If no petition is filed within that period, compliance with all 2 the procedures required by [this act] and the validity of 3 the manner in which the charter or plan of government was 4 ÷ approved is conclusively presumed. It is presumed that ь croper crocedure was followed and all procedural requirements were met. The adoption of a charter or plan of 7 government may not be considered invalid because of any в 9 procedural error or omission unless it is shown that the error or omission materially and substantially affected its 10 11 adoption.

Section 34. Three-year 12 moratorium. Unless the 13 constitution requires otherwise, the electors of any unit of 14 local government which has adopted a new alternative form of 15 local government, charter, or consolidation plan may not vote on the question of changing the form of local 16 17 covernment until 3 years after the new local government becomes effective, but the electors may vote on amendments 18 19 to the alternative form, charter, or consolidation plan.

20 Section 35. Effective date of alternative plan or 21 amendment. (1) An alternative plan of local government 22 approved by the electors takes effect when the new officers 23 take office, except as otherwise provided in any charter or 24 consolidation plan. A consolidation or merger plan adopted 25 by the electors takes effect in the same manner. (2) Provisions creating offices and establishing
 qualifications for office under any apportionment plan
 become effective immediately for the purpose of electing
 officials.

5 (3) An amendment to an existing plan of government 6 becomes effective at the beginning of the local government's 7 fiscal year commencing after the election results are 8 officially declared.

9 Section 36. General transition provisions. {1} The 10 study commission shall prepare an advisory plan for orderly 11 transition to a new plan of local government. The transition 12 plan may propose necessary ordinances, plans for 13 consolidation of services and functions, and a plan for 14 reorganizing boards, departments, and agencies.

15 (2) The governing body of a local government may enact 16 and enforce ordinances to bring about an orderly transition to the new plan of government, including transfer of powers, 17 18 records, documents, properties, assets, funds, liabilities, 19 or personnel. These ordinances are to be consistent with the 20 approved plan and necessary or convenient to place it into 21 full effect. Whenever a question arises concerning transition which is not provided for, the governing body may 22 23 provide for the transition by ordinance, rule, or resolution 24 not inconsistent with law.

25 Section 37. Transition provisions affecting personnel.

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(1) The members of the governing body holding office on the
 date the new plan of government is adupted by the electors
 of the local government continue in office and in the
 performance of their duties until the governing body
 authorized by the plan has been elected and qualified,
 whereupon the prior governing body is abolished.

7 (2) All other employees holding offices or positions, 8 whether elective or appointive, under the government of the 9 county or municipality continue in the performance of the 10 duties of their respective offices and positions until 11 provisions are made for the performance or discontinuance of 12 the duties or the discontinuance of the offices or 13 positions.

14 (3) A charter or a final report of a study commission 15 may provide that existing elected officers shall continue in 16 office until the end of the term for which they were elected 17 or may provide that existing elected officers shall be 18 retained as local government employees until the end of the 19 term for which they were elected and their salaries may not 20 be reduced.

21 Section 38. Treatment of existing ordinances and 22 resolutions. (1) All ordinances and resolutions in effect at 23 the time the new form of government becomes effective 24 continue in effect until repealed or amended in the manner 25 provided by law.

1 (2) Wilmin 2 years after ratification of a 2 consolidation plan, the governing body of the consolidated 3 local government shall revise, repeal, or reaffirm all 4 rules, ordinances, and resolutions in force within the 5 participating county and municipalities at the time of consolidation. Each rule, ordinance, or resolution in force 6 at the time of consolidation remains in force within the 7 8 former geographic jurisdiction until superseded by action of 9 the new governing body. Ordinances and resolutions relating 10 to public improvements to be paid for in whole or in part by 11 special assessments may not be repealed.

12 Section 39. Election of new officials. (1) Within 20 13 days after an election at which the new plan of government 14 is approved by the electors, the governing body of the local 15 government shall meet and order a special primary and 16 general election for the purpose of electing the officials 17 required by the new form of government. The elections for officials may be held in conjunction with any ot r 18 election. 19

(2) The order shall specify a date for the primary
election not more than 120 days or less than 20 days after
the election approving the new form and a date for the
general election 60 days after the primary.

24 Section 40. Organization of new governing body. (1)
25 The first meeting of a new governing body for a new plan of

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government shall be held at 10 a.m., 60 days after the
 election of the new officers. At that time, newly elected
 members shall take the oath of office prior to assuming the
 duties of office.

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5 (2) If the terms of the commissioners are to be
6 overlapping, they shall draw lots to establish their
7 respective terms of office.

8 Section 41. Codification. It is intended that sections 9 1 through 40 be codified as an integral part of Title 7. 10 chapter 3. part 1. and the provisions of Title 7. chapter 3. 11 apply to sections 1 through 40.

12 Section 42. Severability. If a part of this act is 13 invalid, all valid parts that are severable from the invalid 14 part remain in effect. If a part of this act is invalid in 15 one or more of its applications, the part remains in effect 16 in all valid applications that are severable from the 17 invalid applications.

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