

Assembly

GOVERNMENT AFFAIRS COMMITTEE

1-10302

MINUTES OF THE MEETING

March 4, 1975

MEMBERS PRESENT:

CHAIRMAN DINI
VICE-CHAIRMAN MURPHY
ASSEMBLYMAN CRADDOCK
ASSEMBLYMAN HARMON
ASSEMBLYMAN MAY
ASSEMBLYMAN MOODY
ASSEMBLYMAN SCHOFIELD
ASSEMBLYMAN FORD
ASSEMBLYMAN YOUNG

ALSO PRESENT:

Irene Porter, City of North Las Vegas
Jim Lillard, Nevada League of Cities and
Mayor of Sparks
Bruce Arkell, State Planning Coordination office
Mr. Bob Warren, Nevada League of Cities
Mr. Bill Adams, City of Las Vegas
Mr. Joe Latimore, City of Reno
Mr. Ernest Newton

(The following bills were discussed at this meeting: A.B. 232,
A.B. 250 and A.B. 311).

Chairman Dini called the meeting to order at 8:05
A.M.

Chairman Dini stated that discussion would be limited with regard to the proponents and opponents on A.B. 232, which enacts comprehensive planning act.

Mr. Bruce Arkell testified with regard to A.B. 232 and stated that with regard to this bill and as a result of the last hearing he had several amendments to the bill which he had delivered to the committee members. A copy of the amendments are attached to these minutes and made a part hereof. He stated that they had changed from the Comprehensive Planning Act. He further stated that amendments to accomplish that were inserted throughout the bill.

He stated that the proposed amendment dealt with Section 14, lines 41 and 42 which recommend designation of a regional and area-wide clearing house. He stated that what this would do would

require the governor through his office to consult with the local governments prior to the time of decision. He stated that a major point was public hearings on state goals report. Mr. Arkell stated that what the goals report does is to assemble already adopted goals and objectives from state agencies. He stated that he cannot, nor does he want authority to change those goals or objectives. He stated that the document is circulated to cities and counties and to the general public. He stated that if comments are generated from the general public those comments would appear in the document. It would provide public input and input from local governments.

Mr. Dini asked if there were any questions.

Mr. Dini referred to Section 16 and Mr. Arkell stated that this was intended to apply only to state programs and not to local programs.

Mrs. Ford stated that there was testimony last time about Indian tribes being involved here. She asked Mr. Arkell if he saw a need in Section 14, Line 35 to put Indian tribes in there.

Mr. Arkell stated no that they already held a unique status. He stated that they were under the jurisdiction of the federal government. He stated that they do that on an informal basis when and if they wish. Mrs. Ford asked if on line 35 the word "with" should be placed in that line instead of the word "among" The line would then read:

"coordinate state agency's planning with federal and local governments and other states."

Mr. Dini asked if there were any one else who would like to testify on the bill. He then asked if there were any other amendments they would like to propose.

Miss Irene Porter, Director of Planning, City of Las Vegas, testified next. A copy of Miss Porter's testimony is attached to the minutes of the meeting and made a part hereof.

Miss Porter asked Mr. Arkell if he had inferred that the ultimate need of this bill went beyond just the point of state agency goals. She stated that she had interpreted the bill that way. He stated that that section (item (c)) only includes the executive branch and that it was information on state goals and direction of state programs. He stated that the legislature is the group that must adopt this. What this document will do is to provide them with the goals and objectives. Miss Porter stated that it was basically a policy planning for the future of this state. She stated that it was broad and flexible and could be of benefit to lawmakers in the future. She stated that she specifically supported this bill.

Mr. May asked what authority Mr. Arkell had to restrict them.

Mr. Arkell stated none. He stated that his main function was to identify that. He stated that if he would make a report to the governor and then the governor would make his decision. He stated that if they found conflicts between the legislatively mandated programs, then it would have to come back to the legislature for action.

Mr. May asked Mr. Arkell if this put him in boards and commissions.

Mr. Arkell asked Mr. May which ones he was referring to. He stated that for operating programs, yes. He stated no for the advisory boards and commissions that provide advice.

Mrs. Ford stated that it was something that Mr. Arkell would ask each agency and that it would only be useful if the agency gets involved itself.

Miss Porter stated that if we have a situation where the state agency that is setting goals instead of putting them together would be a different situation. She stated that it must be adopted by the legislature.

Mr. Warren testified next. He stated that he appreciated the committee's consideration and that he appreciated the cooperation of Mr. Arkell with regard to the amendments.

Mr. Dini asked if there were any comments of Mr. Adams. Mr. Adams had no comments to make.

Mr. Arkell asked Miss Porter if she had any objections to the amendments rather than holding that section.

Miss Porter stated that she would concur and so would Mr. Warren with the amendments.

Mrs. Ford complimented Mr. Arkell on this. She stated that this is the kind of thing that should be part of a pre-session orientation. She stated that this is the only place where we have the combination and stated that it was a good first effort.

Mr. Arkell stated that what they will be doing late in the session is that they will be talking to all of the legislators to find out how they liked it.

Mr. Dini stated that this concluded the testimony on A.B. 232.

The next bill to be discussed on the Agenda was A.B. 250.

Mr. Bob Warren of the Nevada League of Cities. Mr. Warren stated that this bill is a priority bill of the Nevada Association of County Commissioners and the League of Cities.

Mayor James Lillard of the City of Sparks next testified. He stated that the cost of government must be held to a more reasonable level. Mayor Lillard pointed out how they arrived at a priority. He stated that there should be some vehicle by which groups could get together to discuss their differences. He stated that one approach was to form a Nevada City/County association.

Mayor Lillard stated that the cities and counties have frequently been stunned by the impact of bills that have come out of the legislature. He stated that the cities and counties appear at these hearings to provide fiscal information. He stated that a bill would be put up for hearing within 24 hours and that they may not have time to develop data. He stated that the fiscal analyst would examine the bills. He further stated that by the time a bill reaches the committee that you would have knowledge of the cost. He stated that testimony that did not have perspective would not have to be accepted. He stated that he had spoken to the fiscal analyst and that they would like to try it without increasing their staff. They feel that at this time they will go into it on the basis of doing as much as they can to give you as much guidance as possible without increasing their personnel. He stated that cost conscious legislators will have the tools and information in front of them to analyze not only the benefits but they will also analyze the cost of the benefits. He stated that if the cost was too high, they would be able to shave it down or move that the bill not be considered any further. He stated that this would slow the legislative process and if it slows it down to bring in fiscal impact, it would be worth slowing.

Mayor Lillard stated that it might create a problem with some "pet bills". He stated that it would not represent general attitudes of the legislators. He stated that the dollars that would be saved would be great. Mr. Lillard referred to a bill that was introduced such as the bill providing for toilet facilities for handicapped persons throughout public buildings. He stated that it was needed. He stated that data was provided for at least part of the fiscal note. He stated that he called the cities and determined that there would be a major impact. He stated that there was a \$500,000 impact on cities alone. Las Vegas had a \$100,000 impact. He further stated that there was no estimate for the counties. He did state that the counties had facilities that were larger than the cities. He indicated that the state cost came to \$2,000,000. He stated that in total there was a \$3,000,000 impact for a simple little bill, and stated that no one had any idea of the impact of the bill and what it would cost. He stated that the bill was amended for these facilities to be included in all new buildings.

Mayor Lillard stated that in the 1973 session there was a bill which had a clause in it which mandated an up-dating of all master planning. He stated that there was no fiscal consideration given.

Mayor Lillard stated that the cost was \$218,000 to upgrade city plans and that that figure did not include Las Vegas. Las Vegas estimated their cost at \$100,000 and North Las Vegas at \$72,000. He stated that there was no figure for Reno.

He stated that local governments have spent vast sums of money in Nevada. He stated that there was a bill now pending that would permit veterans residing in Nevada to be exempt. For this bill, it has been found that the impact on local governments would be \$2.4 million dollars on local governments. He stated that the tax commission had done a separate study.

He stated that 40% of this money would go to schools, 5% would go to the state of 55% to cities and counties. He further stated that this bill should be given serious consideration. He stated that when you multiply a single bill by 33 entities, you have a very major effect. He referred to a bill which cost the city of Sparks \$6,600.00 for annual physicals. He stated that the bill did not tell you how you are going to pay for it. He stated that it take money that many times you don't have. Mayor Lillard stated that he agreed that cost should be known prior to bills being passed.

Mr. Joe Latimore of the City of Reno testified next. Mr. Latimore referred to a detox bill. He stated that it was a worthwhile bill that added to the cost of the City of Reno. He stated that the number of persons who were picked up for drinking and driving doubled the last month the bill went into effect. He stated that in June of 1973, the City of Reno picked up 258 people. In July it was 404 and it had run up as high as 542 people that have been detained for that particular purpose. He stated that the cost of picking up a person, taking them to jail and putting them in the drunk tank and detaining them for no more than 72 hours ran between \$25 to \$50 per person. He stated that the cost, assuming that it would cost \$25 per person per month would run about \$5,000 and if it were \$50.00 per person it would run \$10,000 a month or \$120,000 per year for the increase.

Mr. Latimore stated that he would like a bill for a detox center. He stated that the people they are picking up are not getting any counseling or benefit merely by being picked up. He further stated that under the old system the person was convicted of drunkenness and spent from 30 to 180 days in jail. A few of these people were used to do utility work as janitors and car washing. He stated that this would be a chance to help or to do something.

Mr. Dini asked if there were any questions.

Mr. May questioned the \$2,000 figure as a breakage point and asked if that figure was agreeable to Reno.

Mr. Latimore stated that it was. He stated that the items that were less than \$2,000 could be worked into the budget and could be worked out. Mr. May then stated that some items are intangible items. Mr. Latimore agreed that it would be extremely difficult to determine the amount of dollars. He stated that at least the cities would be warned and they can come up with their best estimate. Mr. May indicated that it would be like a red flag, and Mr. Latimore agreed.

Mr. Bill Adams testified next with regard to A.B. 250. He stated that he felt that this bill was very important. He stated that generally the cities felt that there are only two areas that they could raise revenue. Licensing and fees for building permits was one and utility franchise fees was the other, and he stated that this was very touchy. He stated that the budget runs from the end of June until the beginning of July. Anything that falls after the first of July would allow them to come up with some money. He stated that \$2,000 would be a good starting point. He stated that they generally run pretty close to the budget.

Mr. Adams stated that in the case of their own cities within the next two or three years they will begin to decrease services and employees because money is not there. He stated that the city gets the bottom of the \$5.00 tax dollar. He further stated that they get what is left over. He stated that the only avenue left would be to increase the license fees or the utility fees. He stated that money is tight for the cities.

Mrs. Ford asked if Mr. Adams saw in the preparation of this if the people preparing it will come to them?

Mr. Adams stated that he was quite sure they would, and stated that it would probably be once or twice a week and he further stated that they were in contact with research people.

Mrs. Ford questioned the 5 day period with the possibility of an extension.

Mr. Adams stated that he thought that that could be done.

Mr. Richard Bunker next testified. He stated that the supervision of the budget is the key management tool. He stated that their tentative budget is required by the 20th of February of each year, and stated that their fiscal budget is due by April 10th. He stated that when a bill is effective on passage and approval that this could cause a tremendous impact on budget process and control. He stated that the 1971 legislature mandated to the County of Clark for additional judges. He stated that these facilities cost Clark Conty \$667,000 and that the staff cost \$112,000 for a total of \$779,000 which required an emergency loan procedure to be put into effect to finance the projects that the legislature mandated. He stated that there is a bill today that would require two more Justices of the Peace.

Mr. Bunker stated that in response to Mrs. Ford's question, that they would expect to provide input and would appreciate the opportunity to provide it. He stated that perhaps some of these mandates and bills could be staggered, and stated that they would appreciate consideration in this matter.

Mr. Ernest Newton stated that he supported this bill on behalf of the Nevada Taxpayers Association. He stated that he supported the original bill and that it had work. He stated that

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if everyone put a price tag on their bills it would accomplish a major movement in proposed legislation. He thought that it was important that everything have a price tag on it.

Mr. Dini asked if there were any further comments.

Miss Porter pointed out that she did not believe that there is any other group of legislation that is more direct or indirect. She stated that what Mr. Warren pointed out was that many times you cannot access cost of parcel map act, etc.

Mr. May stated that the small counties may have a problem in that they may be diluged with requests for fiscal information and that they did not have the staff.

Mr. Warren pointed out that what they would do would be to use the larger cities as guidelines and that they could get an overall big view of the pricetag.

Mrs. Ford indicated that maybe some other language should be worked out. She indicated that it may be wise that they work through representatives. She further indicated that there has to be a central point at which they get input from you. She stated that it has to be spelled out.

Mayor Lillard stated that there was no problem.

Mr. Dini stated that it was just a mechanical problem. He further stated that if you cannot wait three days that we are in too big of a rush.

Mrs. Ford referred to lines 9 through 12 and stated that according to the bill that the fiscal note would be given to the chief of the committee. She stated that it should go on the fiscal note portion of the bill.

Mr. Dini stated that we could change that.

Mr. Dini indicated that the testimony on A.B. 250 was now concluded.

The committee next proceeded to A.B. 311, which establishes Nevada advisory commission on intergovernmental relations. Assemblyman ford testified on the bill. She stated that she would give the committee some background on the bill. She stated that it partially came out of special committee meetings on unincorporated towns. She stated that they got a great response. She further stated that they really appreciated the opportunity to be able to talk with the legislators about mutual problems. Mrs. Ford then read several portions of the bill and stated that a lot of people question the validity of recommendations from ACIR and the commission would give legislators and local officials a forum to officially react.

Mrs. Ford stated that the commission would meet quarterly and have a staff that would be hired within the process of the legislative commission. She stated that they would be paid out of the legislative budget.

Mrs. Ford stated that it was quite possible that this group could act on a consulting basis for local government. Mrs. Ford stated that she had the budget which was supposed to be put in the bill books and she stated that she had copies and that she would distribute them to the committee. She stated that this budget was in conjunction with Messrs. Gross, Brown and Senator Gibson.

Mr. Schofield asked how much the budget was for.

Mrs. Ford stated that it was \$45,890 for one year and \$47,084 for the other.

Mr. Murphy asked if something similar was being done any where else.

Mrs. Ford stated that it was being done in 8 states. She stated that Texas has been the most successful.

Mr. May noted that in the make-up of the commission there is no membership from incorporated towns.

Mrs. Ford stated that the County Commissioners were in charge of the unincorporated towns. She stated that it would not be made very large in order to keep the cost down.

Mr. Young asked if this was not a duplication of the legislative commission.

Mrs. Ford stated that there was nothing in the statutes that says we should be looking at this all year around. She said that if we had standing committees this would be a duplication, and that they did not have that now.

Mr. Bob Warren testified next. He stated that he had rechecked again on this particular bill with a majority of the cities and counties and he finds that, and Mrs. Ford may be surprised to learn, because he was not aware of the strong feelings himself that were generated by this proposal, that the cities and counties seem to feel that we are creating a net big enough to catch an elephant here when we don't have to do so. He asked if this bill was really necessary since his counties and cities were asking him this question and since he is hired to present their viewpoints. He stated that he had prepared some thoughts that he thinks represent the concerns of the cities and counties.

He stated that Nevada's government is not sufficiently large and complex at this point and the cities are not that large that they are out of control as in New York City and other areas and there are only 17 small cities, all of them small by metropolitan standarda. There are only 16 counties and there is just one state and they don't feel that it is difficult to communicate between ourselves. He stated that he had a reason in pointing

out during the last testimony about the formation of the Nevada City/County Committee. They do get together on a quarterly basis or more often as needed to discuss intergovernmental problems and provide decisions that they both can work with. At the suggestion of the Nevada League of Cities, the publication Nevada Government Today was started for the sole purpose of enhancing intergovernmental relations between city, county and state governments to provide a vehicle for communications so that these three levels can communicate with each other and there are regular articles by state personnel and state department heads, legislators, city and county people to provide this to persons who are concerned about these things and who are concerned about various things and are bringing these concerns together in the form of the magazine and expressing them and this, he thinks, is a tool that can be continued to be used effectively to enhance and to provide a vehicle for better intergovernmental relations. The Office of the Nevada League of Cities, the Association of County Commissioners - the League has a full time office and the counties have part time offices but they do have an executive director who operates throughout the year and are able to communicate as was pointed out with our legislators between sessions, and they do regularly phone, send telegrams and letters to our delegation on those bills in Washington on those bills in Washington that are the concern of the cities and counties. He stated that his files are full of these and this is one of his important tasks between the legislative sessions.

He stated that he thought that the state was small enough, for a troubled city councilman or a commissioner to simply get on the phone and call the governor or talk with him at the numerous functions that he attends. We are able to do that in Nevada and we are fortunate that we still can do that.

He stated that he thought one of the questions being raised by the cities and counties is this: Is Nevada's political leadership and local government leadership so inept at intergovernmental relations which merely means reasoning together with your political counterpart that we must create a big brother agency, as to how we must govern our cities and counties. The purpose that Mrs. Ford described to us here was quite difficult, he thinks that the language of the bill will and can go far beyond these very meritorious objectives.

Mr. Warren stated that a question has been raised and as he moves around the state, he finds it was raised long before this bill came up because many of their cities and counties will support functional consolidations, but none of them will support political consolidations. The question that was raised was can A.B. 311 undermine the quality of freedom that is presently enjoyed in Nevada? The self-dependence and self-initiative that is a tradition in Nevada's cities and counties and those small and individualistic county and city governments. Mr. Warren stated that they felt that the appointed director will, of course want to demonstrate that the programs and policies are being developed. This means that he cannot. He simply cannot recommend that Nevada's small towns, cities and counties be retained in the present form.

This would not demonstrate that the staff is working to come up with recommendations for change. Instead, the staff will have to move if it is going to implement this bill to implement the objectives of this legislation, so let us look to where this legislation will lead us. He then referred to page 1, lines 14 to 16 and said that it stated that the advisory counsel of intergovernmental relations would encourage and recommend methods of effective and efficient delivery of services at the state and local levels through service integration and combination of complimentary service delivery functions. If we are to integrate the services of local governments, and combine delivery functions, we are really talking about functional and political consolidations. That is what it would take. In Washoe County, you will have to combine the county and the two cities to accomplish these objectives. Functional consolidation he stated they can handle on their own. He further stated that some cities and counties are already moving in that direction where they feel it is necessary, but political consolidation they are very concerned about. They are extremely concerned about any language that would be mandated by a state agency to consider that type of activity.

He then referred to page 1 again, lines 17 and 18 which state that the counsel shall assume such responsibilities for administering, coordinating or providing intergovernmental services as may be required by the legislature. He stated that their reaction to that is that it may seem farfetched to presume that words providing intergovernmental services can some day be interpreted to mean assuming operational control, but he does not feel that it is really that farfetched. He stated that already in some parts of the nation, the councils of governments are operating functions of government, normally the province and responsibility of local governments. When they were first created, they were said to be created only to provide coordination of local planning projects and to serve as clearing houses for federal grants. He stated that his objective in pointing that out is not to be critical because they are able to work with them so far effectively, but to point out what has happened and could happen in this legislature.

He then asked the committee "what about the UMJO'S"? He informed the committee that UMJO'S meant the Umbrella Multi-Jurisdictional Organizations that are being suggested by the advisory council on intergovernmental agencies on the federal level, which is the parent organization of this proposed counsel and its inspiration. Mr. Warren then stated that he was going to pass out some literature that would describe what an UMJO is and which contains an article summarizing the attitude of the cities and counties towards the formation of Unigovs. He stated that UMJO's were a recommendation of the National Advisory Council. They have recommended that all decision making, planning and operational potentials at a sub-state level fall under this umbrella and be directed and controlled by it eventually. He stated that since ACIR is the expectant parent and the inspiration of the proposed Nevada ACIR, we have to look at some more of the proposals. He asked what else this prestigious and quite horrible organization recommended. He stated that he offered this observation to

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underscore the similarity of objectives of the parents and the proposed offspring here. The ACIR staff says that all regional projects of the federal and the state and the local governments in Nevada and all states, of course, would be controlled by the UMJO'S or no federal funds would be forthcoming to the state of Nevada or any of its political subdivisions. The UMJO's would have the authority to resolve conflicts between regional plans and certain non-conforming state and local proposals. "Authority to resolve" is strong language, Mr. Warren informed the committee. They would have the authority to review and approve special district projects in the area and Mr. Warren stated that this was important; he further stated that they could become, and that this is the objective of the federal ACIR, the policy board or budget controlling agency for all of these political subdivisions.

Mr. Warren then referred to page 3, lines 22 and 27. He stated that these agencies shall evaluate on a continuing basis the inter-relationships among local governments, etc., and Mr. Warren stated that it goes on to say, compare studies and recommendations to the organizational structure, the operational functional responsibilities and the delivery of services and related matters. He stated that the committee and its counterparts in the senate are now witnessing joint hearings on the chaos and agonies that have been caused by just one single interim committee which was told to bring in recommendations similar to this about the restructuring of governments in Nevada. This was only one interim committee and not an on-going agency that will do this continually every session of the legislature. Mr. Warren stated that we can expect that this full time agency will prepare studies, recommendations, bring in model legislation, bring in model ordinances and bring them before the committee for the committee's attention and that the committee will hold hearings -- the committee is obligated to hold hearings. He further stated that if there are sufficient hearings held over a period of years there will be certain legislators, who feel that this is the proper approach to save Nevada's cities from themselves and who will vote for this legislation and eventually we will have what is called national unigovs throughout the state of Nevada.

Mr. Warren stated that there were five counties that were prime targets right now. He further stated that these counties each contain one incorporated city and that they were Humboldt, Pershing, Churchill, Lyon and White Pine. He stated that it was a very simple act for the committee and that they were going to have to recommend some sort of restructure if they are going to do the jobs to say that there should be no city and county government in these areas, just to have one government -- one unigov. He stated that he felt there will be a proliferation of the proposals that can lead no where, except to a restructuring of the functional, eventual critical activities and perogatives of our existing state governments in Nevada and he further stated that he does not think that we really want this. He stated that he feels that we prefer to see that we keep our present forms of government, at

least minimal to change within the structures of the cities and counties themselves. He stated that we can expect if this bill were to pass, to witness the passing of the grass roots and independence and the prideful units of local government in Nevada, because our cities and counties are proud and they do like their lifestyle.

Mr. Warren stated that many of us will turn to each other and ask if this bill should pass, why did we abandon our cities and counties in Nevada. Mr. Warren stated that he felt that his testimony before the committee summarizes their feelings.

Mr. Dini asked if there were any questions.

Mr. Murphy stated that that is what the legislature is here for and that they were supposed to have interim committees. Mr. Murphy stated that it was an important part of the legislature.

Mrs. Ford stated that she was greatly disappointed that an item which was put together with the help of government people could be so twisted in its interpretation.

Mr. Warren stated that the potential exists in words that were point out by him.

Mr. Latimore next testified. He stated that he was testifying individually and second as a representative of a city.

Mr. Latimore stated that the League of Cities in past years had asked the legislature to set up a local government bureau within the state to accomplish numerous of the items that are listed in this bill. He stated that he has not had an opportunity to go over it in detail, so that he would probably be speaking as an individual.

Mr. Latimore stated that there are some needs for cooperation. Mr. Latimore stated that a bill similar to this that would permit or require local government participation in policy matters and in investigation of the benefit to local communities. He further stated that there is some change of thinking among elected officials and that is the position that Mr. Warren presented today.

Mr. Latimore stated that throughout the years, local government has taken the attitude that they want to be independent. He stated that it has only been for a very few years that the local governments took the opposite approach. He stated that they would appreciate assistance from state and federal governments. He stated that this type of an agency would have more ability to study and to come up with recommendations and to propose legislation for the assistance of local agencies. Mr. Latimore stated that he felt that if the agency were operated as it is intended in A.B. 311, that it could be of material benefit and service to the local communities.

Mr. Latimore stated that any agency that would get out of hand would cause some problems. He stated if they operated within the bill for the benefit of the communities it is very

desirable to have this type of legislation for the assistance of local government.

Mr. Dini asked if there were any questions.

The next bill on the agenda that the committee discussed was A.B. 232. Mr. Schofield made a motion for an "amend and do pass" which was seconded by Mr. May. All of the committee members were unanimously in favor and the motion was carried.

Mr. Young then made a "do pass" motion with regard to A.B. 250.

Mrs. Ford stated that she thought that A.B. 250 should be amended in the manner provided in 218. She stated that she believed that a new section 218 should be developed.

Mr. Dini stated that A.B. 250 would be discussed at the meeting tomorrow and that the committee would take action on it at that time.

The committee next discussed A.B. 311. Mr. Schofield moved for indefinite postponement of this bill and the motion was seconded by Mr. Harmon.


Mrs. Ford stated that this bill in no way created to tell local governments what to do. She stated that the bill would do the opposite. She stated that the bill was to help strenghten local ogvernment in the State.

Mr. Murphy stated that he would vote against indefinite postponement for A.B. 311. A copy of the vote with regard to A.B. 311 is attached to these minutes and made a part hereof.

Mr. Dini informed the committee that he had a draft of the Negotiations Act by State employees. He asked if anyone would like to get on the bill. He stated that it was a counter to the one in the Senate and that some of the detrimental language was taken out of the act. He stated that it would be on his desk.

There being no further business to come before the meeting, the meeting adjourned.

Respectfully submitted,


Barbara Gomez,
Committee Secretary.

ASSEMBLY

AGENDA FOR COMMITTEE ON GOVERNMENT AFFAIRS

Tuesday,
Date March 4, 1975 Time 8:00 AM Room 214

1- 0301

Bills or Resolutions to be considered	Subject	Counsel requested*
A.B. 232	Enacts comprehensive planning act.	
A.B. 250	Requires fiscal note for bills having financial impact on local governments.	
A.B. 311	Establishes Nevada advisory commission on intergovernmental relations.	

*Please do not ask for counsel unless necessary.

58TH NEVADA LEGISLATURE

GOVERNMENT AFFAIRS

LEGISLATION ACTION

0315

DATE March 4, 1975

SUBJECT A.B. 311

MOTION:

Do Pass _____ Amend _____ Indefinitely Postpone x Reconsider _____

Moved By Mr. Schofield Seconded By Mr. Harmon

AMENDMENT: _____

Moved By _____ Seconded By _____

AMENDMENT: _____

Moved By _____ Seconded By _____

VOTE:	MOTION		AMEND		AMEND	
	Yes	No	Yes	No	Yes	No
BINI	<u>x</u>	_____	_____	_____	_____	_____
MURPHY	_____	<u>x</u>	_____	_____	_____	_____
CRADDOCK	<u>x</u>	_____	_____	_____	_____	_____
HARMON	<u>x</u>	_____	_____	_____	_____	_____
MAY	<u>x</u>	_____	_____	_____	_____	_____
MOODY	<u>x</u>	_____	_____	_____	_____	_____
SCHOFIELD	<u>x</u>	_____	_____	_____	_____	_____
FORD	_____	<u>x</u>	_____	_____	_____	_____
YOUNG	<u>x</u>	_____	_____	_____	_____	_____
TALLY	7	2				

ORIGINAL MOTION: Passed x Defeated _____ Withdrawn _____

AMENDED & PASSED: _____ AMENDED & DEFEATED: _____

AMENDED & PASSED: _____ AMENDED & DEFEATED: _____

Attached to Minutes March 4, 1975

MARCH 4, 1975

TESTIMONY OF IRENE PORTER - A.B. 232

During previous testimony on this bill it appeared that perhaps a clearer explanation could be made relative to what are goals and objectives and what are the purposes of a State's Goals Report.

Planning is viewed as a series of related actions and decisions that are organized around and moving toward the accomplishment of objectives. The goals and objectives themselves, which are established, are viewed as the cornerstone of the planning process for, in theory, they form the framework for public and private decision-making.

A.B. 232, as I interpret it, would establish the procedure to arrive at state goals by first compiling agency goals into a document, then compiling legislative goals - comparing the two and after citizen and governmental input arriving at a set of goals and objectives for the state. These goals should be adopted by the legislative body.

Nevada Tax Commission

CARSON CITY, NEVADA 89701

1-0318

Telephone (702) 885-4820

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MIKE O'CALLAGHAN, Governor

JOHN J. SHEEHAN, Secretary

February 28, 1975

Honorable Joe Dini, Assemblyman
Chairman, Governmental Affairs Committee
State Legislative Building

Dear Chairman Dini:

Enclosed herewith are seven proposed statute amendments affecting local governments.

These proposals are being submitted through the Local Government Advisory Committee to the Nevada Tax Commission. They have been reviewed with the Nevada Association of Counties at its annual meeting in Tonopah; however, were not taken before the League of Cities' annual meeting.

We would appreciate your committee's introduction of the attached. I will be available to discuss each in hearings.

Very truly yours,

John J. Sheehan
Executive Secretary

James C. Lien
Assistant Secretary

JCL/mw

Enc.

Handwritten notes:

11:00 AM
Committee
Meeting

John Sheehan

See enclosed young and old

If you have any questions prior to introduction, let me know.

[Signature]

Legislative Hearing
Assembly Government Affairs Committee
March 4, 1975

0319

AMENDMENTS TO A.B. 232

1. Amend the SUMMARY to read: Enacts State [Comprehensive] Planning Coordination Act.
2. Amend SEC. 2 (lines 4 and 5) to read: This chapter may be cited as the State [Comprehensive] Planning Coordination Act.
3. Amend SEC. 14. sub.sec. 2 (lines 30 and 31) to read: ...the office shall serve as the state [comprehensive] planning coordination agency and shall:
4. Amend SEC. 14, sub.sec. 2 (f) (lines 41 and 42) to read: Serve as the state planning [and development] clearinghouse and recommend to the governor designation of regional and areawide clearinghouses after consultation with affected local governments.
5. Amend SEC. 16, sub.sec. 1(c) (line 12) to read: Information to and comments from other levels of government...
6. Amend SEC. 16, sub.sec. 2(b) (line 19) to read: ... of [public] state programs, state capital projects and other [governmental] state actions ...

State Planning Coordinator

today's comment

Let us be quick to label this column "pure speculation." But it may be interesting to inquire whether, given present trends, Nevada could become the first state to abolish its city and county governments.

SOME LEGISLATORS, public officials and private citizens would chorus "Hooray" at the thought. It is obsolete, they say, to cling to a belief that local governments dedicated to the proposition that all men and women - including the "little guys" - are entitled to an effective voice in their governing

keep or discard their forms of government.)

SO THE LID WAS LIFTED a crack on Pandora's box. Quick to open it further was a Washoe County assemblyman who jumped to his feet on the Assembly floor to say: (paraphrased) if it's good to abolish all of the cities in Southern Nevada, why not in Washoe County as well?

This inspired a recess and a hasty caucus of the Washoe delegation. It was decided not - at least not at that session - to co-sponsor the bill and



ROBERT WARREN
Executive Director
Nevada League of Cities

the provision of urban services to each other and to tourists. It is a singularly urban constituency. Moreover, the citizens wanted it - and voted for it.

A sharp contrast is apparent, however, in the majority of small cities and counties throughout Nevada.

In these areas, large segments of the population live in unincorporated areas, and derive their incomes from farming, ranching, mining or other non-urban pursuits. They prefer to have their

Nevada first to abolish local goals; create Unigovs?

residents. They reason that the smaller governmental units are simply not "in" today. Instead, large "professional" governments are best for America; they're more efficient and less likely to be influenced by uninformed and fickle citizens who press to preserve their traditional interests.

Remember, we're speculating. For the sake of inquiry, however, let's look at what is happening in Nevada and the nation to contribute to the yearning for demise of city and county governments.

During the 1973 session of the Nevada Legislature, a bill was introduced by a Clark County assemblyman which would have abolished all of that county's four incorporated cities - Las Vegas, North Las Vegas, Henderson and Boulder City. The legislator suggested that a more modern alternative would be Unigovernment for all of Clark County - a single entity, which might be called a city or county or something else. (And the bill didn't even offer the residents of those cities and the county the chance to vote to

thereby merge Reno, Sparks and Washoe County into a single Unigovernment.

Our dear readers may pause here for a moment to say: So what? Those Unigovernment legislators would merely be combining existing governments into another larger "more efficient" city or county. Can that be called abolishing local governments? We'll follow that thought later.

Meanwhile, some residents and officials of Nevada's smaller cities and counties are wondering out loud if bigger governments will better serve the residents of their areas. They are concerned despite the knowledge of a successful precedent in Nevada.

In 1969 the Legislature created the city-county of Carson City; and the arrangement is working.

BUT THERE IS A BASIC and critically important fact about the economic and social profile of the constituency living within the environs of Carson City. Most residents are oriented to government employment or

interests represented primarily by residents of these same unincorporated areas, by persons with similar economic and social backgrounds, traditions and interests.

OTHER CITIZENS LIVE within towns and cities. Many operate or work for businesses. They presently are permitted to select their neighbors to direct the affairs of their governments. Thus, each unit of government can be expected to protect and advance the interests of "its own people." And that's strong motivation for "good governments."

Parochial? Certainly. Sounds like early American town hall politics. But this is the kind of grass roots government that makes Democracy work, and a lot of people in Nevada like it.

What can happen if the small cities and counties are combined into single governing units? In some instances, based on the one man - one vote principal, city dwellers would dominate

(Continued to Page 29)

today's comment

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the new government.

SOME RURAL RESIDENTS believe this would result in a lack of understanding of or sympathy with the problems associated with their style of livelihood; they fear the city majorities might support ordinances or actions which would damage their rural economic status and the kind of life they wish to preserve.

City dwellers have good reason to believe that the farmers, ranchers and miners elected to the new combined government would not devote sufficient energy and funds to preserving and upgrading the quality of service and the environment associated with "city living."

In short, for good reasons, each believes he will best be represented by people who share his interests.

The advocates of big government say, "This is small-town thinking; the interest of individuals must yield to the greater good of Unigov."

So the battle lines are being drawn — in Nevada and throughout the nation.

Our speculation, then, has led us to witness: 1) introduction of legislation in Nevada to abolish four cities and establish a Unigov in our largest county; 2) an example of a successful

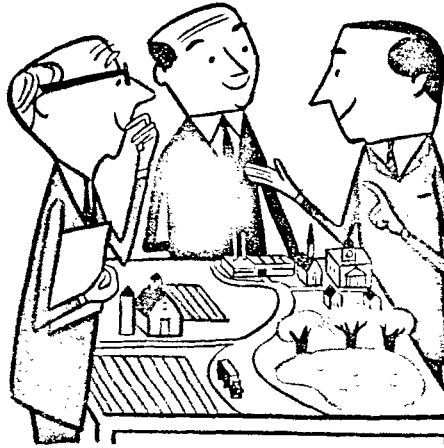
Individuals must yield to the good of Unigovs?

Unigov in Carson City, an urban constituency; and 3) a dread among residents of small cities and counties that they will lose their individual voices and inputs into their "own" governments if the state legislature permits the trend to snowball.

Which brings us to the unnerving close of this column.

Suppose urban legislators permit — indeed, mandate — Unigovs for Clark and Washoe counties. Proponents will then eventually suggest it is illogical to maintain separate governments in the remaining smaller counties, especially in those six with but one incorporated city. The result: Unigovs throughout Nevada.

Next step. Later, in a half dozen or so years, it will be argued that Unigovs,



*"We simply must abolish
these local governments."*

too, are "small town thinking;" that consolidation of Unigovs into "Multigovs is more efficient, more modern."

The Federal Government will be happy to help. It is already saying regional governments are the preferred units and that existing town, city and county governments are too "simple" to cope with the complexities of government in 20th century America. The Feds are backing this philosophy by liberally pumping tax dollars into the formation and administration of these regional governments.

So, inevitably, Nevada's Unigovs will later be grouped into Multigovs.

Our crystal ball has permitted us to speculate with sadness about the evolution of cities and counties into Unigovs, thence into Multigovs — and beyond. But we need not speculate to recognize that most Nevadans are horrified at the prospect of losing their community identity and their political voices by trading in local governments for the eventuality of Multigovs.

Fortunately they have a respected friend to help plead their cause. According to the Attorney General, the Nevada State Constitution says that our cities and counties shall not be merged — or consolidated out of existence — without the vote of all Nevadans. Fair enough. That's

Unigovs will later be merged into Multigov.

"small-town" government in action.

So, it will take an amendment to the Nevada Constitution to introduce Unigovs throughout the state. And I'll guess most Nevadans will prefer to be represented by their local governments.

Suppose, however, that federal funds are made available only to Unigovs — and later only to Multigovs. Will we be on our way?

UMJOs/0321 MAY TAKE COMMAND

The prestigious, nationally-oriented Advisory Commission on Intergovernmental Relations is recommending yet another form of regional government for Nevada and the nation.

The commission notes that numerous area-wide advisory governing units — such as councils of government and regional planning commissions — now exist in all metropolitan areas and over 300 non-metropolitan areas. Moreover, substate districting systems have already been established in 44 states. [Nevada expects to do so.]

"To coordinate these diverse bodies and to develop an effective decision-making mechanism at the substate level," ACIR would create "umbrella multi-jurisdictional organizations" known as UMJOs.

Here's how the UMJO's would operate:

- They would be multi-county organizations for decision making and planning, with operational potential.
- All regional programs of federal and state government would use these mechanisms, which would have common boundaries.
- All local governments in the region would belong — but the UMJO would be controlled by elected local officials who would make up at least 60 percent of their voting membership. State government representatives would also serve on the UMJO policy board.
- On specific issues deemed important by any local governmental member, the UMJO would vote on a population-weighted basis.
- UMJOs would have the authority to resolve conflicts between regional plans and certain non-conforming State and local project proposals.
- They would have the authority to "review and approve" special district projects in the area and could become the districts' policy boards or budget controlling agents.
- They would be financed jointly by Federal, State and local government.