

# **Pahrump Valley Incorporation Feasibility Study**

**June 24, 2008**

**Presented to**

**The Town Board of Pahrump, Nevada**

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## **Executive Summary**

The Town of Pahrump is no longer a small city, yet to be materialized. Nor is the 320 square mile Pahrump Valley a sleepy hollow. Within the last ten years, Pahrump's population had more than doubled. Its proximity to Las Vegas and its rural open spaces with relatively inexpensive land surrounded by beautiful mountain ranges makes it an attractive place to live. Land developers, construction contractors, and a host of service industries will follow the growing population. For this very reason Home Depot has come to the valley, and other businesses will be soon to follow. There are reasons why nearly 20,000 residential home sites have been zoned and approved. Whether incorporated or not, Pahrump Valley will continue to grow.

Many citizens truly believe that incorporation has already become a question of when, and not if. Recently in a Town Hall meeting the question was asked, "Are we ready for this?" He was referring to processes of incorporation and the change it will bring to the valley. Another citizen replied later stating "by incorporating we can have a voice in our destiny...rather than having our destiny determined by developers and investors living outside of our community." After nine months of study and after listening to those who live in the valley, both for and against incorporation, the Incorporation Advisory Board members believe that the community is indeed ready for incorporation.

Incorporation, properly implemented, brings local control of municipal services. A city charter custom designed for the community becomes the citizens' constitution. Qualified and passionately committed elected officials become the city's consensus voice destined to lead on behalf of the incorporated community, thus reflecting the needs and voices of the community they serve. Under a city charter, an elected mayor and elected city council replace the Town Board. Properly written, the charter will contain provisions that require the consolidation of duplicated county and town municipal services, it will also call for merging town and county financial and physical resources. Nye County-City of Pahrump Valley memorandums of understanding will make this happen.

The disadvantages of incorporation fall in the realm of fears of the unknown. By studying the feasibility of incorporation, these fears diminish. Information received from the Nevada incorporated towns of Fernley, Elko and Mesquite greatly assisted in understanding charter content, budgets, and policy. The administrative manuals of well organized and managed incorporated cities have also been a great help as well. The incorporated city of Marysville, Ohio, places emphasis in charter city commissions, in lieu of advisory boards. These commissions are empowered to leadership roles in high priority areas such as planning and zoning, police protection, public works, *et cetera*. The Legal and Economic Considerations for Incorporation of Nevada Towns (2000: Borden and Harris) comprehensively covers the Nevada Revised Statutes that are specific to city incorporation preparation. Advisory board members gained invaluable incorporation information from these and other documents accumulated during nine months of work.

Should incorporation be pursued and successfully supported by the citizens, demonstrated by an affirmative vote of 50% of resident voters or more, this study will aid in the eventual drafting of a city charter and the preparation of documents requiring cooperative

county/town intervention. If the decision is made to pursue incorporation, the Town Board and Nye County Commissioners will need to work cooperatively on strategic planning initiatives aimed at consolidating and merging resources.

Rather than identifying and describing all potential municipal services to be considered for merger under incorporate city governance, the advisory board chose to review basic municipal services and annual budget information currently under Town Board control. With town services and budget information as foundation, a model incorporated city was created, encompassing all municipal services commonly found in well organized incorporated cities. Through Nye County-City of Pahrump Valley memorandums of understanding, the consolidation and merging of resources can take place without dramatically uprooting departments and personnel.

The findings listed throughout this document are compiled and listed in the final section of this study. The question still remains, "Is it feasible to pursue incorporation?" The Incorporation Advisory Board after months of study believes that it is indeed feasible to continue to pursue this goal. Report findings lead to recommendations supporting this notion.

# TABLE OF CONTENTS

<b>Chapter</b>	<b>Page</b>
<b>I. Mission and Purpose Statements.....</b>	<b>1</b>
A. Mission Statement	
B. Purpose Statements	
C. Rethink the Mission Statement	
<b>II. History and Background.....</b>	<b>2</b>
A. Nye County	
B. Town of Pahrump	
C. Pahrump Valley Population	
D. Economic Development	
E. Prior Incorporation Efforts	
F. Incorporated City Studies: Elko, Fernley and Mesquite	
G. Legal Requirements for Incorporation	
<b>III. City Charter.....</b>	<b>20</b>
<b>IV. The Town of Pahrump: Overview of Organization and Municipal Services with Budget Projections.....</b>	<b>23</b>
<b>V. A “Model” Incorporated City of Pahrump.....</b>	<b>28</b>
A. Projected Budget for a “Model” City	
<b>VI. Findings and Recommendations.....</b>	<b>35</b>
A. Findings	
B. Recommendations	
<b>VII. Appendix.....</b>	<b>40</b>

## **I. Mission and Purpose Statements**

### **A. Mission Statement**

The mission of the Incorporation Advisory Board is to act in an advisory capacity to the Pahrump Town Board and Town citizens to develop information needed to make a decision as to remaining unincorporated or to incorporate the Town of Pahrump.

### **B. Purpose Statements**

The Incorporation Advisory Board shall accomplish its mission by completing a three-fold purpose:

1. In addition to community leaders and those representing the Town Board, involve the community at large in the comprehensive collection of informational resources needed to properly assess the advantages and disadvantages of incorporation.
2. As the study progresses, communicate information, information analysis, and findings to the Town Board, the citizens it represents, and others that may find this research of value.
3. Conclude this information gathering and sharing process by presenting the Town Board with a final report titled, *Pahrump Valley: Incorporation Feasibility Study*.

### **C. Rethink the Mission Statement**

Once the feasibility study is completed and presented to the Pahrump Town Board, the board may choose to expand the advisory board's mission, particularly if it chooses to pursue city incorporation. Should this happen, the Incorporation Advisory Board's expanded mission could include educating and communicating with residents about incorporation, detailing community and county information required of Nevada Revised Statutes for incorporation, drafting of a city charter, and meeting timelines and activities required for town-county intervention and state legislative processes required of towns wishing to become incorporated.

## **II. History and Background Information**

Robert D. McCracken's book, *Pahrump, A Valley Waiting to Become a City*, leads the reader to a well known conclusion that the days of ranching and farming has ended, and Pahrump Valley's transformation from small rural town to becoming a city has arrived. For McCracken Pahrump, "is to be a small city, yet to be materialized."

An abundance of artesian water and large quantities of cheap land from 1948 to 1970 was the era now known as the golden agriculture period of Pahrump. During this time, cotton, alfalfa, grapes, and dairy farming prospered. In earlier years, the Pahrump Trading Post, established in 1947, provided a predominately farming community access to merchandise. In 1954, State Route 160 from Las Vegas to Pahrump was paved jump starting the golden era of farming and ranching. Telephone and electricity finally arrived in 1963 and 1965, respectively. Among the better known ranches for dairy and farming was the Manse and Hafen Ranches. In the 1960's the depletion of underground water, coupled with a drop in cotton prices brought this agricultural era to an end.

Community leadership comprised mostly of those owning land and ranches in the valley, awoke to a realization that the valley's future was still in the land, but not in raising crops. Paved roads, linking the valley to Las Vegas and other destinations, coupled with an abundance of land, water, clean air, and a pollution-free environment, set the stage for Pahrump to fulfill its destiny of becoming a city. In 1970, Preferred Equities purchase of the 10,000 acre Pahrump Ranch lead the charge of plotting acreages and lots for residential housing. Since that time, other ranch owners and landholders followed suit. These community leaders were the visionaries in what Pahrump Valley should and will become. Some represented the community by serving on Nevada's General Assembly, serving as County Commissioners, as well as on the Town Board, while others demonstrated a commitment toward improving the education system and Township-Nye County services. It appears that the name of McCracken's book was based on the premise that most community leaders were and are committed to the notion that Pahrump's future lies in its ability to move from an isolated rural outpost to a prosperous city.

The population growth experienced in recent years demonstrated that the vision of the early movers in the Valley was not wrong and now that transition from farming and ranching to residential living is well underway, and it has been a very successful movement. If history serves as a lesson, then today's leaders and community residents need to reflect on the past while still focusing on the future. Certainly to incorporate or not becomes a subject worthy of study, particularly in light of population projections, economic development endeavors, and the need to identify and provide improved community services.

### **A. Nye County**

Nye County, founded in 1864, was named after James W. Nye, who served as governor of the Nevada Territory and later as a U.S. Senator from the state. The city of Tonopah,

in 1905, became the county seat for Nye County. Nye County is the third largest county in terms of area in the contiguous United States, and Pahrump's distance from Tonopah is about 164 miles. As of the 2000 census, the county population was 32,485 and its 2006 census was estimated to be 44,795; of this 44,795, 36,645 or just over of 80% reside in Pahrump Valley.

Since the 1970's Pahrump has grown almost exponentially, increasing from about 2000 residents in 1980 to almost 25,000 by year 2000. A 2006 estimate by the Nevada State Demographer's Office placed its population at 36,645. Pahrump is one of the fastest growing towns in Nevada. Land previously agricultural in use is now being developed into housing. Newly constructed commercial sites housing small businesses are being developed throughout the valley, but mostly located along the SR-160 corridor. Commercial building permits, previous to year 2000, had little to no noticeable activity, but commercial building activity now plays a substantial role in the growth of Pahrump. Several housing developments have been constructed throughout the valley. The majority of these residential developments are located on State Route 160, south. It is estimated that between 17,500 and 20,000 new home sites are planned and zoned, awaiting the next housing construction boom. The valley's near proximity to Las Vegas, within an hour drive, makes easy access to world class entertainment and shopping, as well as employment.

County government is composed of five county commissioners that are elected from constituents residing within designated districts; these district stretch from the northern portions of Nye County to neighborhoods within Pahrump Valley. In other words, there are no County Commissioners' districts solely assigned within the boundaries of the valley. Currently, there are no incorporated cities in Nye County. Most small towns in the county have advisory boards reporting to the County Commissioners. By resolution dated July 18, 1962, signed by the Board of Nye County Commissioners, Pahrump became an unincorporated town. This act allowed for the election of a Town Board with limited powers over community services. Contrary to some beliefs, Nye County School District has no direct affiliation with Nye County Commissioners. There are seven elected Board of Trustees representing citizens and schools throughout Nye County; a Superintendent of Schools serves as the chief executive office. Most of revenues in support of this K-12 system are disbursed through the State of Nevada Department of Taxation.

## **B. Town of Pahrump**

In early 1892, a petition to Nye County Commissioners from Pahrump Valley, signed by Harsha White and 47 other citizens, taxpayers and residents of Nye County, resulted in the official establishment of the Pahrump Township. On February 1, 1892, Pahrump Township was created by Resolution of the Board of Nye County Commissioners. From that date forward, Pahrump became an unincorporated town and census-designated place in Nye County, Nevada. Similar to many communities in Nevada, Pahrump has a "semi-incorporated" town status, with a limited government that manages land use planning, recreation, and fire control, while leaving most services to Nye County. The Town of

Pahrump is served by an active elected town board, an appointed professional town manager and a well-staffed town office.

In the modern era local governance of Pahrump can be traced to Nye County Commissioners' Resolution dated July 18, 1962, and it is this resolution that clearly identified the powers conferred to a governing board of an unincorporated town. It states that the governing board has the power to:

- 1) hold, manage, use and dispose of real and personal belonging to the city;
- 2) grant franchises for the construction, maintenance and operation of television systems;
- 3) condemn property for town use;
- 4) institute and maintain actions in court;
- 5) enact ordinances, rules and regulations;
- 6) license and regulated professions, trades and businesses, and to suppress certain other businesses;
- 7) regulate vehicular traffic by ordinance;
- 8) regulate public health and safety by ordinances, including the abatement of nuisances regulation and storage of explosives and combustible materials, and control of animals running at large;
- 9) create a police department;
- 10) create fire companies and fire departments;
- 11) levy sewer, sidewalk, street light, and other types of similar assessments;
- 12) construct municipal buildings;
- 13) issue bonds for sewer systems

In order to fund services bestowed to the unincorporated town of Pahrump, the county commissioners are empowered the town board to finance services and operations "by assessing and collecting a tax not exceeding 1.5 percent per annum of all of the assessed valuation of the town." Most residents are unaware of the powers already bestowed to the Town Board, and many tend to believe these powers come only through incorporation. By this resolution, the Town of Pahrump can be referred to as a "quasi-incorporated" city. It can be argued that the Pahrump Town Board is in a legal position to exercise its power to expand local level duties as well as collect taxes to support such expansions.

### **Findings:**

1. Nye County with the county seat in Tonopah, about 165 miles north of Pahrump, seats elected Commissioners that represents districts across the county; all commissioners have a portion of Pahrump Valley within their respective districts. To this day, county commissioners serve as the primary governing board for many of the local level governmental agency services provided to Pahrump Valley community residents.
2. July 18, 1962, by resolution the Board of Nye County Commissioners conferred governing board powers to the Town of Pahrump; by doing so, officially, Pahrump

became a “ quasi-incorporated” town with power to expand its currently provided community services..

3. Pahrump is no longer a geographically large, isolated rural valley. Its abundance of land and water, coupled with quality of life, makes it attractive to land developers as well as those who aspire to live here. This, and its proximity to Las Vegas, has made it one of the fastest growing communities in Nevada. It is quickly moving from a small community to what will become an urban center of businesses and residential neighborhoods. But a major question remains: “Is the valley adequately preparing for this growth?”

### **C. Pahrump Valley Population**

According to the Nevada State Demographer, in 2006 Nye County’s population was 44,790; 36,646 of residents residing in Pahrump Valley, and 8,145 in the balance of the county. To arrive at this point in time, a review of the valley’s population increases may be of some interest:

<b>Year</b>	<b>Population</b>
1980	2,000
1995	16,110
2000	24,184
2005	33,240
2006	36,645

During an 11-year period, 1995 through 2006, the valley’s population had grown from 16,110 to 36,645 residents, a 43% increase. During the boom year 2005, Pahrump’s population grew by 3,636 residents, while other communities in Nye County remained relatively unchanged. With an annual growth rate conservatively predicted at 4.5%, by 2020, Pahrump Valley’s population will exceed 67,000. Some developers’ long range population prediction forecasts the valley’s population to eventually level off somewhere between 90,000 to 120,000 residents.

<b>Year</b>	<b>Population</b>
2010	43,700
2015	60,800
2020	67,707
2050	120,000

According to the Nye County Planning Department, Pahrump’s population continues to edge closer to 40,000. Third quarter of 2007, Nye County gained 335 residents with Pahrump accounting for almost all of the growth; of the 46,762 residing in the county, 38,798, or 83% live in Pahrump. The first quarter of 2008 indicates a slight drop of

population throughout the county with Pahrump still retaining about 83% of the population.

### **Findings:**

1. Whether regulated or unregulated community planning, Pahrump Valley will continue to attract people. In part because of its rural open spaces surrounded by scenic beautiful mountains, but also because of an abundance of water. The rural character of the Valley is also attractive to newcomers as well. A well designed community master plan well regulated could sustain quality of life, without impeding population growth.
2. Population growth probably attributed to the Town Board's decision to study the feasibility of incorporation. Logically thinking, maintaining a "local control" voice in all facets of the valley's governance makes political and social sense; properly implemented and managed, city incorporation would bring community involvement and consistency into practice. It is all about having local control of the communities' destiny and resources.

### **D. Economic Development**

The wild card of future economic growth, bringing with it employment opportunities for valley residents, could change the number of residents as well as age demographics, and foster a greater need for responsive local level community services.

Even with new housing development at a slowdown in 2007, which may continue well into 2008, Pahrump is destined to grow economically. Home Depot coming to the valley along with a federal detention center and the planning of a new high school bode well for economic growth. Home Depot may bring about 150 well paying jobs to the community. The federal retention center housing from 1,220 to 5,000 inmates, will be hiring 200-250 employees with minimum wages starting at \$17.45 hourly rate. It was just announced officially that a Super Wall Mart is on its way to town.

With a new elementary school coming on line this fall and a new high school site being planned, employment will increase for teachers and paraprofessionals.

Great Basin College's commitment to the community is evident in their leasing of facilities and increasing workforce development and degree course offering for residents. Future plans are in motion to build a full service campus on south State Route 160. The local community college is a branch campus affiliated with Great Basin College, which has its main campus located in Elko, Nevada. Great Basin College offers both Associates' as well as Bachelors' degrees at the Pahrump Valley Campus. The College has three full-time faculty members now resident in the Valley. Previously, there were no full-time faculty members at the Pahrump Valley Campus.

As focus groups study location for the new high school as well as program and course alignments for two high schools, and condor economic and workforce development

plans, the door swings open for Great Basic College, Nye County School District, Town Board, County Commissioners, Chamber of Commerce, EDEN (Economic Development of Nevada), Pahrump Alliance Valley Economic Development (PAVED), Nevada Job Connect and others to merge resources toward one common goal, an Economic Development Master Plan for Pahrump Valley.

### **Findings:**

1. A reflection of past and future population growth projections in Pahrump Valley, coupled with economic growth, provides information that supports a move towards a master planning in regards to community resources and services, including education and training. Incorporation could aid in expediting this plan.
2. The advantages of incorporation in relation to economic development need to be further studied. Many believe that local control of governmental agencies via incorporation entices businesses to start-up, re-locate, or expand operations because the one-stop service model generally applies.
3. Yet to be addressed in this report, but noteworthy regardless, is that it can be soundly argued that economic development played a significant role in the incorporation of Fernley and Mesquite, Nevada; and both communities have continued to prosper economically because of incorporation.

### **E. Prior Incorporation Efforts**

McCracken's book alludes to an incorporation movement which started in the late 1970's, and other efforts in following decades. Since 1990, three incorporation efforts involving voter approval failed. The years of the vote and voting results are as follows:

- 1) 1991 - 1,073 favor, 1,661 oppose
- 2) 1995 - 1,889 favor, 3,242 oppose
- 3) 2000 - 3,695 favor, 5,586 oppose

Each incorporation attempt ended with approximately 60% of voters opposing incorporation.

Mostly due to well documented records, this study reviews two of the most recent incorporation attempts: 1) Town of Pahrump Incorporation Movement, 2000; 2) Incorporation of Sunrise City, 2004. Both incorporation efforts bring forward information and documents that may be of value to community leaders and residents, as they contemplate the economic, legal and political ramifications of incorporation.

#### **1. Town of Pahrump Incorporation Movement, 2000**

This movement was spearheaded by the Pahrump Cityhood Association, composed of city leaders that believed the best interest of the community would be served under an

incorporated city government. This non-profit association was funded through private donations. It had no affiliation whatsoever with the Pahrump Town Board. The Association felt that a larger voter turnout would enhance the opportunity to get a favorable vote count for incorporation. There was a sense that the people would favor incorporation. The leaders wanted to establish Pahrump as a general law city, mainly because they felt city charter opposition had been the primary reason that the incorporation vote failed in 1995.

A town hall meeting was held on January 31, 2000. It tended to address the specifics of incorporation rather than allowing participants to voice for or against opinions. Three committees were established:

- 1) study the financing of incorporation;
- 2) study general law form of government;
- 3) study and research becoming a charter city

The outcomes from these committees lead to the *Incorporation Information Package, Pahrump Cityhood Association, October, 2000*<sup>2</sup> document. This document provided an incorporation overview of city organization, finances and property taxes, a financial viability study, Nevada Revised Statutes (NRS) regarding transfer of county assets and budgets, limits on city taxes, and road project funding. Another document, *Incorporation Finances and the Nevada Statutes, 1999-2000*<sup>3</sup>, addressed the transfer of assets from the Township of Pahrump and Nye County to a proposed incorporated City of Pahrump. Both documents should be of value to those contemplating future incorporation efforts. However, equally of importance is a draft document, *Charter, City of Pahrump Valley, Nevada*.<sup>4</sup> This document serves as an excellent reference to a multitude of complexities confronting the birth of an incorporated city.

With a strategic timeline of less than two years (03/ 2000-11/2001), the Cityhood Association accomplishments fell short of incorporating the Town of Pahrump. Although extensive planning occurred, public relations and information responses specifically honing in on questions aired by both opponents and proponents probably was the shortcoming leading to this failed attempt. Voter opposition resulted by those perceiving the following:

- 1) another layer of government paid for by the citizens through increased taxation;
- 2) city ordinances infringing on homeowner rights, e.g., visual appearance, commercial and residential zoning, city mandated water and sewer systems;
- 3) and incorporation means more developers leading to more outsiders moving into the valley

## **2. Incorporation of Sunrise City, 2004**

Sunrise City Hood Association was a non-profit organization composed of community private citizens sharing a common mission and goals for annexing and incorporating a

portion of Pahrump Valley. This association, as with the Cityhood Association seeking incorporation in 2000, had no affiliation with the Pahrump Town Board.

The incorporation plan was intensely aggressive, but short lived. Within a one-year planning period, November 2003 through November 2004, Sunrise City would become incorporated. If successful, interim city officials would work with county, city and town members at establishing an Implementation Commission. This commission would lead the charge of electing a mayor, city council, and appointing other positions identified in the city charter.

Well documented news releases, newspaper articles, and Sunrise City Hood public meetings, January 13-15, 2005, clearly laid out the Sunrise City plan. Within the Township of Pahrump, the Association's intent was to create a new city called Sunrise City. The proposed city limits took in Pahrump's commercial hub, existing and new residential areas, including those located off SR-160, South. Rather than bring the incorporation proposal to a vote of the people, the association proposed drafting a charter and taking it directly to the State of Nevada Legislature. Once the charter was approved by the Legislature, the people living within the bounds of Sunrise City would vote for or against incorporation.

A news release of December 27, 2004, addressed the following issues:

- 1) raising private funds for the incorporation movement;
- 2) the progressive growth of Pahrump Valley and a map of the area proposed for annexation into Sunrise City ;
- 3) identifying well perceived citizen concerns, ranging from increased taxes and covenants, conditions & restrictions (CC&R) to sewer and water hood-ups

The publishing of this news release lead to citizens voicing concerns and questioning the wisdom of annexing a portion of the valley. Through a printed, *Incorporation Myths*<sup>5</sup> document, organizers attempted to ease some of the concerns addressed by citizens; this document responded to such issues as CC&Rs and ordinances, taxation, wells and septic tanks, big developers, and the "whys" of incorporation, and the name "Sunrise City."

Along with general public questioning this movement and undoubtedly in response to citizenry concerns, *Pahrump Town Ordinance No. 46*<sup>6</sup> passed on March 22, 2005. This ordinance clearly states that..."any area within the unincorporated Town of Pahrump...shall include the entire area of the town...afford the opportunity of every eligible voter...to vote in the general election immediately following the ratification or certification of the said petition..."

A news release of poll results, dated February 8, 2005, conducted by the Sunrise City Association concluded that the majority were:

- 1) dissatisfied with local government;

- 2) felt Pahrump did not receive its fair share of revenues and services from Nye County;
- 3) would support incorporation if CC&Rs and wells and septic systems would remain as is;
- 4) overwhelming chose to retain the name “Pahrump” over “Sun Rise City”

This news release concluding that, “Poll results, incomplete financial plans and feasibility study...the movement toward partial incorporation has been dropped...our elected officials have taken note and are beginning to develop plans...points about the quality of life issues that are critical importance to Pahrump as it continues to grow needs to be effectively addressed.”

### **Findings:**

1. Although both movements failed to attract a majority of proponents supporting incorporation, each resulted in providing future planners with a reservoir of information. Documentations from both of these city incorporation attempts need further review and study.
2. Both incorporation attempts surfaced the need to fully study, address and explain honestly and openly, the advantages and disadvantages of incorporation, particularly the issues on taxation, sewer and water systems, ordinances, revenue streams above and beyond taxation, and economic growth.
3. Both incorporation attempts were lead by community leaders, with no involvement with the Town Hall Board, County Commissioners, or from employees representing these governmental agencies; in part, this study is a product derived from this oversight.
4. Both incorporation attempts provide insight into a myriad of social issues that need to be understood by citizens as well as by those promoting incorporation; these attempts also allude to the technical and legal issues that community leaders need to know prior to town hall meetings.

## **F. Incorporated City Studies: Elko, Fernley and Mesquite**

### **1. Elko**

Elko is located in northeastern Nevada in Elko County. In March of 1869, Elko County became the fourth largest county in the continental United States. With the arrival of the Central Pacific Railroad in 1886, Elko, Carlin and Wells were established. Elko’s origin as a pony express station stop and later as a centrally located railroad community for the First Transcontinental Railroad began its journey from a small country town dependent upon ranching to a prospering mining community. Mining is the region’s major industry, with more than 9,000 mining related jobs in Elko’s primary trade area. This trade area takes in approximately 84,255 residents.

Elko has a population of 15,553 residents and it is the largest municipality in the county, followed by Spring Creek with a population of 11,147 residents. According to the U. S. Census Bureau, in 2006, Elko County contained 47,114 residents; 26,700 or 57% reside in Elko and neighboring Spring Creek Valley.

Elko became a second class chartered city in 1917. It operates under a City Council/Manager form of government. The Mayor and City Council are the legislative body who in turn establish and enact city laws. The City of Elko is divided into twelve (12) precincts, which are established according to population figures. Each precinct is as nearly equal to every other precinct in population, and each should not exceed the population of any other precinct by more than 5 percent. The city council consists of four elected members and the Mayor. The Mayor presides over the city council meetings and serves as the chief executive officer of the city. Appointed officials include: City Clerk; City Attorney; Chief of Police; Municipal Judge; Fire Chief; City Manager; City Engineer. At each city council meeting these appointed officials are on the agenda to report on their respective departments. Specifics on elected officials and their conduct, along with appointed positions responsible for city departments can be found in Elko's city Charter.

An act incorporating the City of Elko and defining the boundaries under a new charter was approved on April 15, 1971. Rather than provide specifics on the nine articles listed in this charter, it can be viewed in its entirety as it is listed as an appendix to this study.

## **2. Fernley**

The Lyon County Board of Commissions established Fernley as a township in the 1930's. In 1985, the citizens installed a self-governing town board separate from the Lyon County Board of Commissioners. In July of 2001, Fernley incorporated as a city and assumed additional functions. The City is a General Law City as allowed under Nevada state law, NRS266. All matters of development and business go before either the Fernley City Council or the Fernley Planning Commission. The North County Fire Protection District provides fire protection services and a Volunteer Fire Department provides full-time paramedic services. Under an Inter-local agreement between Lyon County and the City of Fernley, police service and protection is provided through the Lyon County Sheriff Office. In 2002, the City established its own municipal court operations. The county continues to provide services, such as operation of the Canal Township Justice Court, senior center, indigent programs, cemetery, public health nurse and library.

Through an elected mayor and five elected council members, leadership and managerial duties are assigned to several city officials, most notable being the appointed City Manager. Other city officials include: City Attorney; City Clerk; City Treasurer; Civic Center Manager; Municipal Court Judge. City functions are assigned to various offices and departments, namely: City Attorney; City Clerk; City Manager; Community Development; Finance; Judge-Municipal Court; Parks and Recreation; Public Works.

As of 2006, Fernley saw rapid growth in both the business and residential sectors. Bringing jobs to the community through a business friendly tax base lead several world known companies to relocate to Fernley's industrial parks: Amazon.com; Trex Inc; Quebecor Printing; MSC Industrial Supply; Allied Signal; UPS Worldwide Logistics; ARE Campers; Johns Manville, Sherwin Williams; Feldmeir Corporation, and others. Fernley's location (I-80/HWs40/50/94) and proximity to Reno-Sparks has made it the fastest growing community in Nevada. The business and residential growth led to increased demand for community services; incorporation was in response to meeting this ever increasing demand. In 2000, its population was 8,542; by the year 2006 it had grown to 12,093, a 30% increase. There are 19,700 people residing in the Fernley service area. Lyon County, largely due to Fernley's growth, is the second fastest-growing county in the nation.

A meeting with Fernley's City Manager resulted in the following observations:

1. There were two recent incorporation attempts; the first failing by 55% of the voters and the second one being successful.
2. Both incorporation committees elected not to consult with city officials; planning was done in a quasi-private manner.
3. March 1 through June 30, 2003, town officials worked with county officials in transferring assets, identifying county-to-city ordinances, drafting Inter-local agreements, setting up election processes, and other requirements under NRS266.
4. During a transitional period of six months, a city mayor and city council was elected; five council wards and a mayor elected at large.
5. Important documents for planners contemplating this form of city government are: Nevada State law, NRS266; City of Fernley FY2007/2008 Budget.
6. Initially, employees transitioning from township to city incorporation were concerned about future employment since some of the elected officials, including the mayor, were not advocates of incorporation. However, this tension eased when the city elected officials; by nature of their roles as council members and mayor, they exhibited strong leadership for the newly founded governing body of Fernley.

### **3. Mesquite**

The town of Mesquite Flat was founded in 1894. On May 24, 1984 it became the incorporated city of Mesquite. Its population was 1,200 residents at that time. Mesquite was mostly farmland with a scattering of some residential homes and the Peppermill casino which drove the local economy. In the mid 1990's other casino resorts opened and Mesquite was marketed as a getaway from Las Vegas and a more laidback option for out-of-state visitors. In 2006, Mesquite's population was 18,000. Its population continues

to grow steadily as a tourist and retirement destination, mainly driven by the booms of nearby Las Vegas and St. George.

The motivation for incorporation was largely due to Mesquite's proximity to Las Vegas. All of the Clark County offices were located in Las Vegas, about 90 miles southwest of Mesquite. This made it very difficult for developers and others to receive timely responses to county needs and services.

Mesquite is an incorporated charter city with a government comprised of an elected mayor, five elected council members and an appointed city manager. Mesquite's 2006-2007 budget is set at \$24,000,000. The property tax rate is set at \$255 per \$1,000 of assessed value; the city receives 20% of property tax collected. City employees by department follow: Police department: 45-60; Fire and rescue: 25-35; Public works: 30; Planning authority: 18.

In addition to city owned and operated facilities, Mesquite has an airport with a 5,100 foot runway.

Excerpts from Mesquite's City Charter, specifically those provisions covering legislative and executive branch powers, aids in the understanding of one form of council-manager government:

1. The City Council may enact and enforce ordinances that are not in conflict with the general laws of the State of Nevada.
2. The City Council may: a) Provide by contract, franchise or public enterprise, for any utility to be furnished to the City for the residents thereof; b) Provide for the construction of any facility necessary for the provisions of such utility; c) Fix the rate to be paid for any utility provided by public enterprise.
3. The Mayor shall: a) Preside over the meetings of the City Council, but is not entitled to vote on any procedural, substantive or other matter; b) Act as the head of the government for all purposes; c) Perform such emergency duties as may be necessary for the general health, safety and welfare of the City; d) Perform such other duties as may be prescribed by ordinance or by the provision of Nevada Revised Statutes which apply to a mayor.
4. The City Manager shall be chosen by the Council solely on the basis of his executive and administrative qualifications with special consideration to his actual experience in, or his knowledge of, accepted practice in respect to the duties of his office as hereinafter set forth. The City Manager is the chief executive and administrative officer of the City government. He is responsible to the Council for the efficient administration of all the affairs of the City. The City Manager shall: a) exercise a careful supervision of the City's general affairs; b) enforce all laws and all acts of the Council which are subject to enforcement by him or by persons under this supervision; c) exercise control over all departments of the City

government and its officers and employees, except any department whose chief executive officer is not appointed by the City Manager; d) recommend to the Council the adoption of such measures and bills as he considers necessary or expedient; e) prepare and submit to the Council the annual budget; f) keep the Council fully informed as to the financial condition and needs of the City; g) submit to the Council, at least once each month, a summary of all claims and bills approved for payment by him; h) not engage in any other business or occupation without the approval of the Council; i) appoint all officers and employees of the City and may remove any officer or employee of the City except as otherwise provided in this Charter; j) attend all meetings of the Council, except when the Council is considering his removal, with the right to take part in discussions, but without power to vote.

Mesquite's charter is currently under revision. By June 30, 2008, this revised charter will be moving closer to council adoption. Mesquite's draft revision charter, once completed and adopted, will serve as an invaluable reference for those contemplating city incorporation.

### **Findings:**

1. Elko's long standing history of incorporation serves little assistance to a community studying city incorporation. However, its city charter is relatively informative and beneficial, as it contains the articles and sections commonly found in modern-era charters.
2. Fernley chose NRS 266 incorporation, primarily due to three factors:
  - 1) Lyon County Commissioners supported Fernley incorporation;
  - 2) Fernley was not foreseen as an economic threat to county revenues, as the majority of population lies in Yerington (county seat) and the Dayton Valley corridor;
  - 3) planning and zoning services would be vastly improved if placed under Fernley's domain, rather than Yerington county control

Under NRS 266 incorporation, articles of incorporation and ordinances define the city and its laws. There is no charter. Fernley provides incorporation planners with a wealth of well written documents ranging from human resources to detailed budget reports.

3. Mesquite, like Elko and most cities in Nevada, incorporated under Special Charter legislation, presumably because of well identified local control services needed that could best be provided through local city control, rather than through the county. Mesquite's detail to budgeting and its current revision of its charter makes it a primary reference source for this study, and for others pursuing pertinent city incorporation information.

## **G. Legal Requirements for Incorporation**

*Legal and Economic Considerations for Incorporation of Nevada Towns*, a technical report dated August 2000, prepared by George W. Borden and Thomas R. Harris, University of Nevada, Reno, provides legal and technical information on the formation of General Improvement Districts, Unincorporated Towns and Incorporated Towns in the State of Nevada. With the feasibility of incorporation in mind, excerpts drawn from this technical report focus on the legal requirements of an incorporated city, including the financing of such an undertaking; therefore, it serves as the primary reference for the writing of this section of the feasibility study.

The Nevada Constitution under Article 8 provides authority for the creation of municipal corporations; by definition, a municipal corporation is the same as an incorporated city. An incorporated city is a legal, political, and economic entity. A city exercises its legal, political, and economic authority for the public good of the citizens residing within its boundaries. It passes and enforces laws, provides services, and raises money to pay for the costs of civil government. A city is the creation of the state, as are counties and school districts; cities are not subordinate to counties.

### **1. Incorporating Under NRS 266**

The legislature provides a specific means of organizing an incorporated city in the Nevada Revised Statutes (NRS) Chapter 266.005 to 266.050. The process is extensive. A notice to organize an incorporated city must be filed with the county clerk (NRS 266.018). A petition is then circulated and verified and reviewed by the county clerk, board of county commissioners, committee on local government finance, department of taxation, and any state, county or regional planning commission or agency that exercises planning authority over and part of the area proposed to be incorporated and to every other local government within the county. The board of county commissioners must take into account a number of factors for the incorporation of a proposed city. Rather than list these factors, they can be found in *Borden's and Harris' Technical Report*, section IV.A. The board of county commissioners will issue its opinion in writing considering the advisability of incorporating and the feasibility of the proposed city and will make arrangements for an election. If a ballot question passes, another election is held to elect officers for the city. The elected officials are charged with preparing the Articles of Incorporation, a budget, ordinances, and negotiate equitable apportionment of the fixed assets of the county, contracts for employment of personnel, services, and the purchase of equipment, materials and supplies.

If incorporated as a first class city of 20,000 residents or more, eight wards of the same approximate population need to be established. In a first class city, there are nine council members with one member elected from each ward and one elected by the city at large. An elected mayor is the chief executive of the city.

## **2. Incorporating Under NRS 267**

A city may exercise the option of adopting the commission form of government instead of the mayor-council government provided for in NRS 266. One of the main differences between cities organized under 266 is that the voters do not elect a mayor. The commission handles all affairs of the city. A city charter addresses all aspects of governance, including the number of commissioners, their terms of office and duties, and compensation.

## **3. Incorporating with a Special Charter**

A third option for incorporating involves presenting a draft city charter to the county's legislators, the assemblymen and senators. The legislators can have the charter introduced as a bill at the next meeting of the legislature. The legislature may approve or not approve the charter. It may also decide to amend the charter before approving it. The mayor and council of the newly created city have their powers conferred upon them by the legislature. This method of incorporating may seem simpler; however, the same level of research and planning as required by NRS 266 should be completed to help ensure the success of the city.

As aforementioned, the city charter community, incorporated under a special charter have similar powers to those organized under NRS 266..."all of the power which are now or may hereafter be conferred upon incorporated cities" as stated in the Nevada Constitution, Article VIII. Cities chartered through the state legislature have similar wording included in their charters. For example, the preamble for the charter for the City of Elko states: "In order to provide for the orderly government of the City of Elko and the general welfare of its citizens the legislature hereby established this charter for the government of the City of Elko...the board of supervisors may make and pass all ordinances, resolutions, and orders...necessary for the municipal government and the management of the affairs of the city and for the execution of all the powers vested in the city." Under incorporation city powers, additional statutes do provide for specific duties that may fall under municipal control. Rather than list these duties, they too can be found in Borden's and Harris' technical report, section IV.D. Duly noted, 16 of the 19 incorporated cities in Nevada chose Special Charter incorporation.

An incorporated city may find it financially feasible to enter into inter-local agreement in order to provide for governmental services, and according to statute: "Incorporated and unincorporated cities, counties, school districts...may enter cooperative agreements to provide governmental functions." These agreements may involve use of property, equipment and/or personnel. As an example, rather than staff and equip a local police department, the city council may choose to contract for these services with the county sheriff's office. For consistency, throughout the remainder of this report, cooperative agreements will be referred to as memorandums of understanding (MOU).

Borden and Harris also provide a listing of city financial resources and general municipal expenditures commonly found in incorporated city budgets.

Financial Resources:

1. Property Tax
2. Inter-government Revenues – Consolidate Tax
3. Licenses, Permits, and Franchise Fees
4. Charges for Services
5. Proprietary Funds/Enterprise Districts
6. Fines/Forfeitures
7. Grants
8. Capital Revenues

Municipal Expenditures:

1. General Government Functions (administration, clerk, personnel, information systems, finance, Insurance, Planning, zoning)
2. Municipal Court
3. Public Safety (dispatch, police, fire)
4. Public Works (streets, engineering, fleet maintenance, building department, facilities, maintenance)
5. Health (animal shelter, cemetery, other health related services)
6. Community Services
7. Airport
8. Recreation
9. Capital Construction
10. Debt Service
11. Sewer and Water
12. Landfill

In addition to this listing of financial resources and municipal expenditures, the Incorporation Advisory Board Sub-committee on Finance will provide a projected budget and potential revenue streams for a model incorporated city called Pahrump Valley.

Whether incorporating under NRS 266, Special Charter, or other incorporation options, the Nye County Commissioners and the Town Board of Pahrump need to account for a number of economic and social related factors:

1. Population and density of population
2. Land area, uses, topography, natural boundaries and drainage basin
3. Use of area by agriculture and mineral production
4. Extent and age of residential development
5. Comparative size and assessed value of subdivided and un-subdivided land
6. Current and potential issues regarding transportation
7. Past expansion of population and construction

8. Likelihood of significant growth in the area and in adjacent incorporated and unincorporated areas during the next 10 years
9. Present cost, method and adequacy of regulatory controls and governmental service, e.g., water and sewer service, fire rating and protection, police protection, improvement and maintenance of streets, administrative services and recreational facilities and the future need for such services and controls
10. Present and projected revenues for the county and proposed city
11. Probably effect of incorporation and of any alternatives to incorporation on the social, economic and government structure of the affected county and the proposed city
12. The probable effect of incorporation on revenues and services in the county and local governments in adjacent areas
13. The probable effect of the proposed incorporation and of any alternatives to incorporation on the availability and requirement of water and other natural resources
14. Any determination by a governmental agency that the area is suitable for residential, commercial or industrial development, or that the area will be opened to private acquisition
15. The recommendations of any commission, agency, district or members of the public who submits a written report
16. Testimony from any person who testifies at a hearing
17. Existing petitions for annexation of any part of the area

As noted in 15 above, a commission or members of the community need to address all of the factors. If members are not qualified to research and draft this written report, then it may be necessary to seek an outside consultant with considerable background in drafting such a report.

Part of additional research needs to focus on NRS 266.055. It appears that in the case of Pahrump Valley, with a population exceeding 20,000 residents, it would be classified as a first class city. This classification requires the community to be organized into eight wards. In addition to subdividing the valley into eight wards with council members elected to represent each; this action may have a budget impact that needs to be taken into consideration.

### **Findings:**

Should the pursuit of incorporation move forward, community leaders will have to decide the legal path to incorporation under:

1. NRS-266, or
2. Special Charter. Given the population density of the valley and geographic size of Nye County and location of county seat, along with local control advantages associated with incorporation (The Incorporation Advisory Board supports incorporating with a special charter)

In pursuance of incorporation during fiscal year 2009, the Town Board would need to meet these timelines:

- 1) in June, seek Nye County Commissioners' approval to adopt a resolution to pursue Town of Pahrump incorporation, and approval to move forward by placing the question of incorporation on a general election ballot allowing the citizens of Pahrump Valley to vote for or against such movement;
- 2) in August, petition the Secretary of State to have a referendum question on incorporation placed on a November ballot;
- 3) in November, put the question of for or against incorporation before the Pahrump Valley citizens;
- 4) in November and December, should the citizens' vote favor incorporation by a majority approval, seek legislator(s), preferably more than one assembly person, who would be willing to submit a bill draft request (BDR) to the Legislative Council Bureau (LCB);
- 5) in March, the LCB would approve or disapprove the BDR by killing it or by sending it through the legislators' debate/approval processes;
- 6) in March through June, the State of Nevada legislators would determine the fate of the BDR

The Borden and Harris report, cited throughout this section of the study, remains a very important document should the Pahrump Town Board elect to move forward with incorporation planning; in addition to Nevada Revised Statutes pertinent to city incorporation, it lists the local planning criteria needed to be completed prior to drafting a charter and preparing legislative documents. Also cited are the Nevada Revised Statutes pertaining specifically to incorporation study, preparatory steps, and transitional timeline line and procedures moving from an unincorporated town to an incorporated city.

### III. City Charter

Becoming an incorporated city enables municipal government to have more autonomy, thus enabling the community to accept local responsible for municipal affairs and display a significant leadership role in community growth and development. Through incorporation, a city charter becomes a unique document that in many ways acts like a constitution. A charter transfers the power to adopt legislative powers from the state and county governments to the community. In essence, a city operating under a charter can acquire full control over its municipal affairs. Through local control, the people of the community have an active voting voice in adopting a charter, electing a mayor and council, establishing municipal policies and procedures, and addressing municipal affairs needed for the betterment of all citizens. A city charter brings with it the responsibility of local control. Municipal affairs addressed in a city charter generally cover four core categories:

- 1) the manner in which municipal officials are elected and/or appointed;
- 2) the conduct of elected and appointed officials;
- 3) the sub-governmental departments, commissions and advisory boards of the city;
- 4) the enactment and enforcement of municipal ordinances, regulations, policies and procedures

Founders of a city charter or charter committee revising a city charter need to contemplate two or more management structure forms of government. Appearing to be the most popular forms of government are a variation of Mayor-Council executive powers to Council/Manager form of government; the latter organized without a mayor. The Council/Manager form of government appears to be the more popular of the two. However, it is interesting to note that the City of Marysville, Ohio, by charter amendment recently moved from council-manager plan to mayor-director-council plan. Maryville's charter also places great importance in power commissions representing the citizens in such critical fields of planning and zoning, master planning, and economic development; research, study and recommendation generating commissions report to the city council.

As noted earlier in this document, Nevada communities studied as part of the body of research, includes Fernley, Elko and Mesquite; of the three, Elko and Mesquite have city charters, incorporating under Special Charter Nevada State Statutes. Rather than charter, Fernley incorporated under NRS-266, by drafting Articles of Incorporation and by adopting country ordinances. Copies of charters for Elko and Mesquite can be viewed in their entirety; both are appendages to this study. Currently, the Mesquite charter is undergoing revision. This revised charter and others like Marysville, Ohio, along with National City League publications, will serves as invaluable resources should the Town Board and County Commissioners choose to pursue drafting a charter for Pahrump Valley. The National Civic League provides publications and consultant services to city commissions charged with the study and drafting of city charters.

Understanding of a city charter can be gained by reading articles of incorporation. For this purpose, Articles of Incorporation from Mesquite's City Charter follow:

**Article I. General Powers** covers legislative intent, form of government, description of territory and boundaries, wards, annexations, elective officers (example: mayor and council persons), appointive positions and requirements of the positions (example: city manager, city attorney, e.g.), and charter committee appointments, duties, terms, qualifications, and compensation.

**Article II. Legislative Department** includes city council powers (meetings and proceeding), along with a general description of council responsibilities such as ordinances, enactments, bill passage, resolutions and orders; also this article details the council's powers relative to general areas, public service and safety ordinances, utilities (if applicable) and nuisances.

**Article III. Executive Department** covers the duties, responsibility and pay for the mayor and executive managers; these executive managers generally include city manager, city attorney, city clerk, chief of police, and other staff positions of authority.

**Article IV. Judicial Department** addresses municipal court, qualifications and salary of judges, court administrators, judicial assistants, intermittent period of incarceration, and disposition of fines, and information of this nature.

**Article V. Elections** that may be held, classified as general primary and special elections; and information relative to elections such as qualifications, applicability of state election laws, registration of votes, ballots for ordinances and Charter amendments, election returns, tie vote procedure, etc.

**Article VI. Local Improvements** refers to local improvement laws (streets, lighting, facilities, and other city-related projects) collateral powers, delinquent assessments and collection

**Article VII. Local Bonds and Franchises** deals with city incurred indebtedness, debt limitation, revenue bonds, and special assessment bonds, along with borrowing money and, if applicable, the operation of municipal utilities.

**Article VIII. Revenue** covers municipal taxes and revenue ordinances.

**Article IX. Miscellaneous Provisions** identify provisions not cover in the other articles of the Charter, such removal from office, hold harmless on the constitutionality of the Charter, and the effect the Charter enactment on rights and property, ordinances and resolutions brought in support of the Charter, changes in the legal identity of the city (example: Pahrump vs. Pahrump Valley), legalities dealing with bonding public servants, and any law or ordinance making an appropriation. For detail on each of these article addressed in Mesquite's City Charter, revision draft date of June 21, 2006, refer to the Appendix of this study.

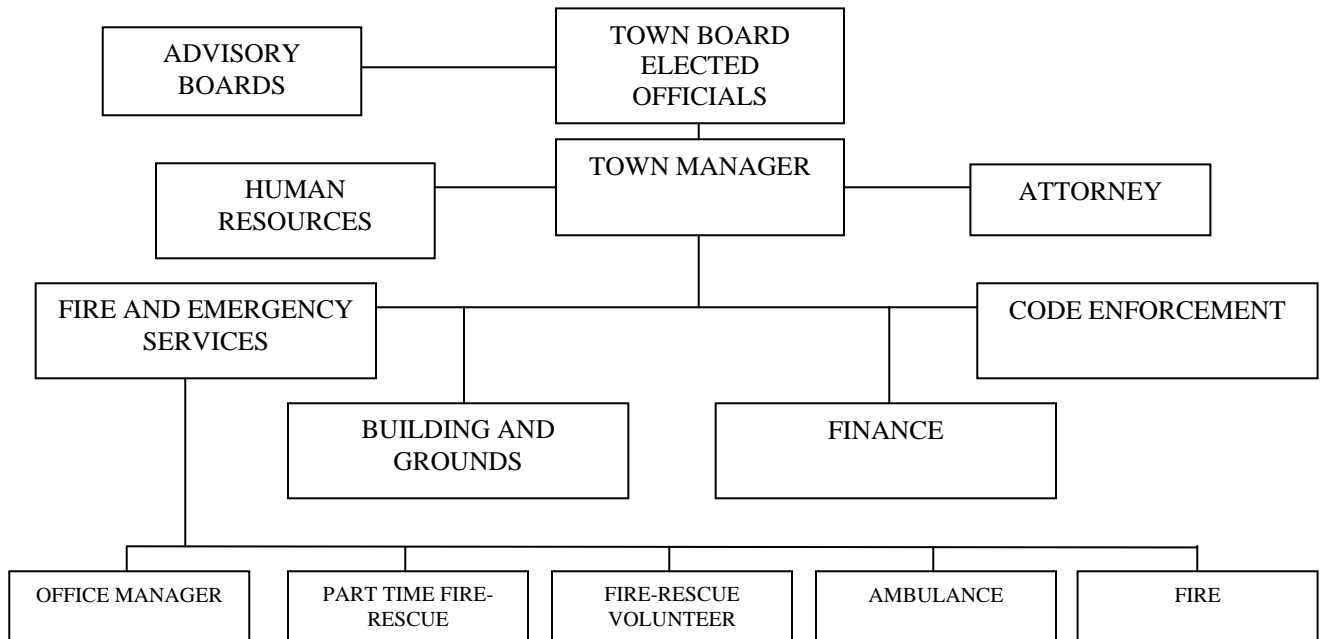
Drafting a city charter involves a great deal of thought that needs to be both analytical and intellectual in nature, taking into account the following: what is truly in the best interests of the community? Mesquite, Fernley, Elko, Marysville and hundreds of incorporated cities throughout the country have well thought-out city charters. These charters serve as local constitutions for well organized cities, but none of these have been custom designed to fit the cultural characteristics and municipal needs of Pahrump Valley specifically. In Pahrump Valley, among other factors, city charter drafting must take into account quality of life features, economic growth, controlled commercial and residential growth, relationships and partnering with county offices, merging of county and city public services, and the establishment of strategically planned wards.

## IV. The Town of Pahrump: Overview of Organization and Municipal Services with Budget Projections

As mentioned previously, the Town of Pahrump has a quasi-incorporated form of city government, referred to by many residents as simply “Town Hall” or “Town Board.” The Nye County Commissioners, by resolution of July 18, 1962, bestowed the Town of Pahrump powers to finance and provide local municipal services. By adhering to Nevada State Statutes, the county commissioners empowered the town to form a town board. By doing so, the county commissioners conferred to an elected board a specified, but limited listing of regulatory and managerial powers. Most of these limited quasi-incorporated powers are in operation today.

Budget projections for this section of the report are taken from the Town of Pahrump, Fiscal 2009 Annual Budget; the figures used are drawn from the General Fund uses for illustrative purposes only. These projections do not include the Special Revenue and Capital Funds that constitute the vast majority of the Total Funds of \$11,804,796 used to support the FY-09 budget expenditures.

The organizational chart shows the Pahrump Town Board, along with offices and departments that currently exist today. Beneath this chart is a brief description of operation departments, specifically those providing community-direct municipal services. For validation purposes, the Town Financial Manager may want to review these budget projections, and work with the Town Board and others in determining the accuracy of the dollar amounts stated.



## **1. Town Board and Advisory Boards**

Unknown to some residents is the fact that the town board and the many citizens serving on advisory boards in support of town board community initiatives are not paid for their services. The Town Board of Pahrump consists of five board members, each elected officials serving a specified time in office representing citizens within the town boundaries. Community citizens volunteer time and expertise by being seated on Pahrump Advisory Boards; currently these advisory boards represent: Arena; Fall Festival; Nuclear Waste Environment; Public Lands; Homeland Security/Emergency; Fairgrounds; Parks and Recreation; Tourism; City Incorporation.

## **2. Administration and General Government**

The organization chart shows positions, administrators and support personnel, that are assigned to supervise and manager town-related departments. Primary positions consist of: city attorney; town manager; finance manager; human resources manager; supervisory department heads.

**Budget:** The 2009 fiscal year budget projects that the administration of town services will cost about \$1.2 million; this figure includes the costs of personnel, operations and capital outlay.

## **3. Fire and Emergency Services**

Public Safety Divisions in most incorporated cities include three departments:

- 1) Fire Protection;
- 2) Emergency Service;
- 3) Police Protection

Although empowered to provide all three, the town board merged fire protection and emergency services, leaving police protection under the Nye County Sheriff's Office.

The Pahrump Valley Fire and Rescue Service provide an example for rural communities on how to coordinate and manage fire and emergency services, regardless of size and regardless of being an incorporated or unincorporated city. Under the Fire Chief's direction, a Pahrump Valley Fire-Rescue Capital Improvement Plan of May 17, 2004, was placed into motion. As noted in this plan, prior to 1999, the Pahrump Fire Department was a volunteer organization and Nye County provided EMS services.

Today, four platoon-manned fire stations, with well qualified and certified firefighters that are cross-trained to respond to fires, hazmat spills and emergency medical situations exist in the Valley. Each on duty platoon consists of six firefighter/emergency medical technician personnel, most of which are full-time positions. A combination of funding resources, ranging from county PETT funds and grants to Pahrump's general funds and donations, resulted in equipping all stations with upgraded fire engines and ambulances.

According to the fiscal year 2009 Town of Pahrump projected budget, public safety (fire and emergency services) will cost about \$5.3 million.

Under incorporation, a Nye-County-City of Pahrump Valley agreement and a Memorandum of Understanding (MOU) could and probably should be considered in merging the Nye County Fire Station with the Pahrump Valley Fire and Rescue Service. By doing so, this would set an excellent example for other departments to follow, whether funded by county or town allocated resources. Secondly, it would show citizens that local government is serious about consolidating resources, especially municipal services that appear to duplicate one and another. Rightly expressed, duplication of efforts is viewed by many as wasting tax payers' dollars.

**Police Protection:** As an unincorporated town, Pahrump Valley relies heavily on Nye County local-community directed services. Police protection is one of these services. Police services are provided by the Nye County Sheriff Office (NCSO). NCSO consists of approximately 145.5 officers and staff personnel; 102 of this number are sworn-in officers and the other 30.5 are mostly detention officers. Personnel are assigned to patrol, protect, and serve all of Nye County's 18,700 square miles. It is estimated that approximately 75% of this police force, or 109 personnel, are assigned to Pahrump Valley, providing such services as:

- 1) patrol;
- 2) detective investigation;
- 3) dispatch;
- 4) detention;
- 5) maintenance;
- 6) coroner;
- 7) evidence storage;
- 8) training;
- 9) specialization units ( such as narcotics, search and rescue, SWAT and school officers);
- 10) administrative services

Currently the number of police officers is not up to acceptable rural or urban standards for the State of Nevada.

**Budget:** According to sources, Nye County's current fiscal year budget for public safety exceeds \$12.5 million. Of this amount, it is estimated that approximately 75% or \$9,375,000 is dedicated to Pahrump Valley police protection and services. Most of the budget is directed to personnel, equipment and operational costs. An average cost per officer is estimated at \$75,000, with vehicle purchase cost, maintenance, and fuel, constituting most of the remainder. For the purpose of this report, Animal Control is added to Public Safety; its project annual cost is about \$250,000.

Should incorporation become reality, those studying finances and merging county and town public safety services may consider pursuance of two options:

1. Through a county-city MOU, retain police protection currently provided by the NCSO, and continue such an agreement indefinitely or until such time that the incorporated city can justify its own police department
2. Through transitory planning and revenue ascertainment, establish a Pahrump Valley Police Department. This option may not be economically feasible in the short term, but through long-term planning, it may become a worthy goal to seek in future years

When addressing the consolidation of county and town municipal services, MOUs (Commonly referred to as Inter-local or cooperative agreements) become managerial-administrative tools that often lead to better departmental organization as well as better utilization of the tax payers' dollars. In concept, these agreements would place emphasis on local control, merging resources, consistency of practices, and better tax dollar efficiency. Under incorporation, a MOU merging all three branches of public safety appears to make sense, since fire, emergency services, and police protection are well defined in the community, whether under the domain of the town or county, a properly constructed MOU would serve as an example for other MOUs to follow in merging county and town municipal services.

#### **4. Building and Grounds**

With most incorporated cities, Building and Grounds is a department within the Division of Public Works. A Public Works Division encompasses building and ground, cemeteries, parks and recreation, street and signs, storm and sanitation, waste water and water, and maintenance and repair of mechanical equipment, and other related municipal services. With the merging of public works related departments, both county and town municipal services, the current Building and Grounds department may become a department within the overall Division of Public Works. As an example, road chip seal and general road maintenance and overseer of studies and regulations pertaining to water and sewer, flood control, and environmental issues, could be transferred to the newly incorporated city of Pahrump Valley.

However, today, under town management, this department is relatively small in size. Its primary role is the maintenance and upkeep of facilities and land; basic services are: vehicle services and maintenance; janitorial and grounds keeping; maintenance and repair of buildings and grounds; parks upkeep and supplies and city utilities.

**Budget:** It is projected that during fiscal year 2009, this department will cost about \$1.35 million.

## **5. Culture and Recreation**

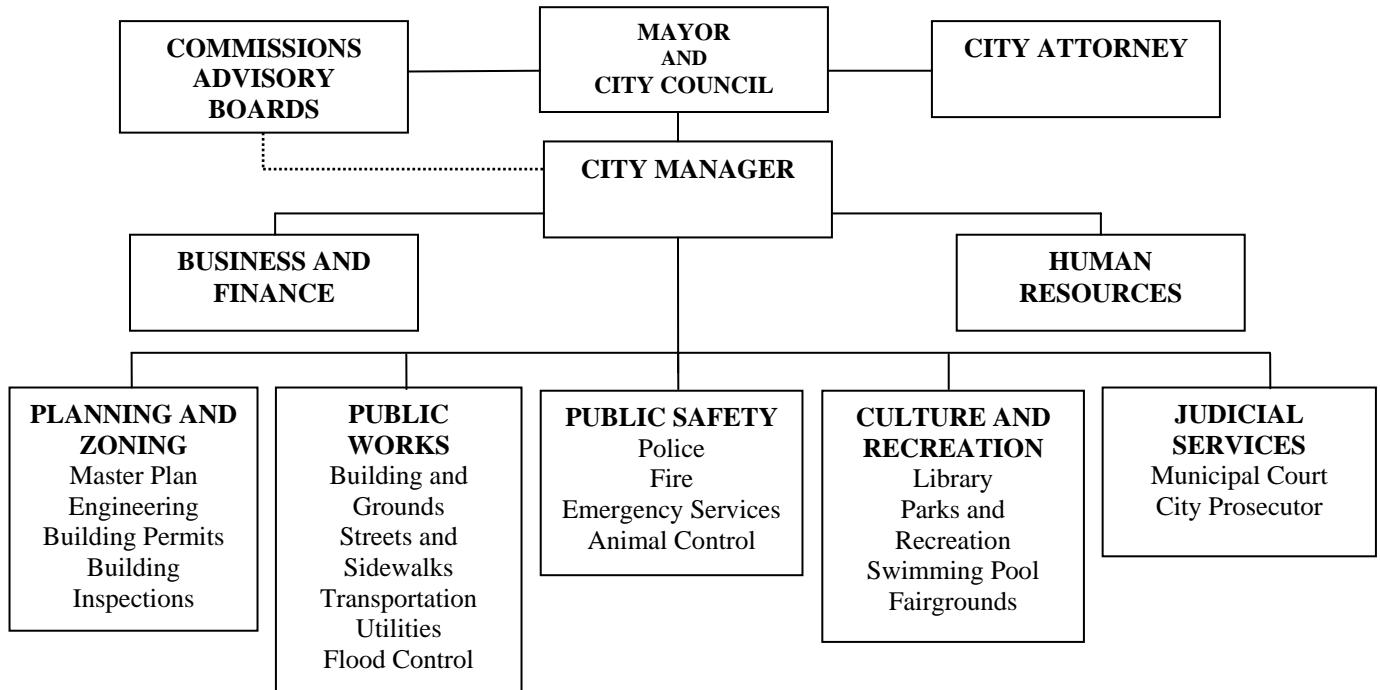
Although not visible on the organizational chart, there are several volunteer advisory boards assisting the Town Board and town management with public services best described under the title of Culture and Recreation. These services include: parks; swimming pools and ball fields; arena and fairgrounds; fall festival; cemetery; museum and library.

**Budget:** All of these recreational and cultural services are funded by a single item general fund totally; according to fiscal year 2009 projected budget, about \$1.2 million supports this department.

## V. A “Model” Incorporated City of Pahrump Valley

This section attempts to set up an ideal city of incorporation, fully funded, by merging county and city revenues to support consolidated municipal services for a “model city” called Pahrump Valley. This section concludes with a merged budget of revenues to support the proposed services.

Throughout this study, there is mention of charters and city government and managerial organization information stemming from the Nevada incorporated cities of Fernley, Elko, and Mesquite, Nevada. In addition, throughout the United States, several incorporated cities’ charters, policies and procedures, and budgets had been reviewed. The outcome of this study resulted in the creation of a model city organization. This model city is based on consolidating departments and merging financial resources from county and town governmental entities. The newly incorporated city entity would be managed through Council/Manager form of government. By no means does the Incorporated Advisory Board suggest that all Pahrump Valley services be funneled to fit this model. Nor does the advisory board advocate that projected budget would fit those services needed individually or collectively to support this proposed model city. Budget to support this incorporated city model was drawn from budget information received by the cities of Fernley and Mesquite, along with a study of financing the Nye County and Town of Pahrump municipal services. The ensuing organizational chart is followed with a brief description of departmental services and projected budgets to support each segment of this an incorporated city.



Note: MOUs would be used extensively as legally binding documents, transferring assets, human capital, buildings, leases, and operations’ services from Nye County to the city of Pahrump Valley.

## 1. Pahrump Valley Citizens

Well specified in the city charter, citizens of Pahrump Valley would elect Pahrump Valley City Council members, each representing a well defined community ward within the legal boundaries of the town. Nevada Revised Statutes, based on the classification of the to-be-incorporated city of Pahrump Valley, would determine the number of city council members elected; based on the present day population, this number may be as high as seven or more council members. The citizens would also vote and seat an elected Mayor. Once seated, this new governing City Council and Mayor would replace the current Town Board. In concept and by design as specified in the charter, citizens would have direct access to council members as well an opportunity to voice their opinions at regularly scheduled council meetings. Equally of importance, all citizens would have a voice in all local control matters including ordinances. Properly written and properly enforced, the charter becomes the people's constitution. It clearly defines the role of elected officials as well as professional and ethical expectations.

Advisory boards and commissions would continue to be made up of citizens volunteering their time and expertise by serving the community at large. Advisory boards would continue to be those currently in place under the present town hall form of government, but depending on needs, this list of advisory boards could be expanded while others may be disbanded. Commissions would be made up of citizens who possess expertise and experience in particular fields of study. As an example, if the town board and county commissioners choose to take incorporation forward, they may want to consider appointing commissions to study and draft a Pahrump specific city charter, and study merging of community services, both county and town, along with financial resources to support these merged municipal services.

## 2. General Government

Well defined in a city charter is general government. Although there are multiple forms of general government that town leaders may choose from, the one illustrated here is the Council/Manager form of government. In place of a Town Board, the citizens would directly elect a Mayor to administer the municipal government and a City Council to carry out the legislative function. Under an incorporated Mayor-Council form of government the Town Board would disband, and County Commissioners would no longer be the primary governing body for the Pahrump Valley. There would be one official governing body, the Mayor and Council. The election process, terms of office, duties and responsibilities for each elected official would be clearly addressed in the city charter. An appointed City Manager serves at the pleasure of the Mayor and City Council. The City Manager is the city's chief administrative officer.

**The Mayor** The Mayor presides over all council meetings, and serves as the Council Chair. The Mayor may or may not have a vote in council proceedings; the voting process is explained in the city charter. On behalf of the city, the Mayor:

- 1) executes bonds, notes, contract and written obligations as required;

- 2) acts as the city's chief ceremonial officer and presents the city in external affairs;
- 3) makes appointments to council advisory boards and commissions;
- 4) has all the powers, duties and privileges of other City Council members

**The City Council Members** Each council member represents community citizens living within a district or precinct that is clearly identified in the charter. The number of council members is determined by the number of people residing within the boundaries of the incorporated city. On behalf of the citizens, the Council Members:

- 1) pass, modify, or repeal city ordinances and resolutions;
- 2) determine city policy directives;
- 3) authorize the issuance of bonds and appropriate funds;
- 4) appoint, evaluate and remove the City Manager;
- 5) hold regularly scheduled meetings in accordance with State statutes

The city charter specifies the qualifications for city council members. In addition to a willingness to sever, a resume of experiences ranging from education and technical to hands-on applications would be outlined in the charter.

**The City Manager** The City Manager is appointed by the City Council. The manager serves as the chief administrative and executive officer for the city. On behalf of the city, the City Manager:

- 1) submits to the council policies, plans and programs relating to the developing needs of the city;
- 2) provides annual and special reports concerning financial, administrative, and operational activities of various boards, departments, and offices;
- 3) organizes and directs the management of the executive affairs of the city;
- 4) serves as the city's chief budget officer and exercises fiscal and administrative control over all city operations;
- 5) Appoints, evaluates, and removes (with the consent of the City Council) appointed department heads and other appointed city employees;
- 6) Establishes standards, qualifications, criteria, and procedures to govern all appointed city employees

One of the first assignments for a newly elected city council is to determine annual salaries for themselves, the mayor and city manager. Elective officials are "community service" oriented individuals that are committed to serve regardless of enumeration. For the purpose of this report, a base budget for these officials is set at \$3,600 for each council member and \$7,200 for a Mayor. A highly qualified City Manager may command a salary of \$120,000, plus benefits. Travel for general government is budgeted at \$10,000. Total project budget: \$280,000, including travel and perks. However, it is not uncommon to pay a considerably lesser amount of salary to elected officials, especially during the infancy years of incorporation.

**Estimated Projected Budget:** \$280,000

## **Finding:**

The incorporation advisory board supports the Council/Manager form of government. Initially, a newly formed city would find a ceremonial Mayor invaluable when addressing or entertaining business people, county and state officials, and community groups. Equally of importance, by having a Mayor, the City Manager would be in a position to fully concentrate efforts in managing city affairs. The Incorporation Advisory Board understands that there are several variations of this model that needs to be studied. Properly studied and instituted, the general government needs to fit both culturally and organizationally in order to best serve the welfare of the short-and-long-range needs of a growing community.

### **3. Business and Finance Office**

A Business and Finance director oversees the operations of the Business and Finance Office as well as the Human Resource Office. This office provides financial management, internal control, and the director provides guidance to the city manager, mayor and city council. This office is responsible for utility billing, payroll, accounts payable, purchasing, fund accounting, employee benefit administration, capital asset accounting, investment of central treasury, internal financial reporting, information technology, certain aspects of risk management and human resource management, internal audit, coordination of the annual examination of the financial statements by independent accountants, compliance with accounting standards, and special projects as assigned by the City Council. The Business and Finance Director also serves as the City Treasurer.

The expansion of duties, especially during the earlier years of incorporation, may require adding a full or half-time assistant to the finance director position. In addition to these two positions, the Human Resource Department requires the staffing of a full-time director, along with an administrative specialist. Other staffing includes administrative support positions in information technology and accounting.

**Estimated Projected Budget:** \$1,200,000

### **4. Legal and Judicial Systems**

During its infancy and perhaps many years to come, an incorporated city relies heavily on its legal and judicial services. Although city attorney functions differ substantially from city prosecutor and municipal court duties, for reporting purposes, all three of these departments are included in this section on Legal and Judicial Systems.

**City Attorney** The City Council oversees city attorney services via a contract with an outside legal firm or the council may consider staffing a part or full-time city attorney. Whether by contractual service agreement or by full or part-time employment, the City Attorney reports directly to the City Council; the attorney is responsible for all legal

opinions regarding existing or proposed city operations and activities. All ordinances, resolutions, contracts and activities having legal implications are reviewed and approved by the City Attorney. This includes compliance with all county, state and federal laws pursuant to the municipal city operations as well as providing legal protection against possible liability and exposure litigations. In essence, by mission, the city attorney strives to provide practical legal advice, effectively interpret laws, reviews and drafts city ordinances, resolutions and contracts and works to minimize the city's exposure to liability and legal expenses.

**City Prosecutor** The City Manager's Office oversees the City Prosecutor. Like the City Attorney, depending on needs, the City Prosecutor may be on letter of appointment contract for services, or staffed part or full-time. The city prosecutor represents the city in Municipal Court and Appellate Courts. Prosecution services are provided for all misdemeanor criminal and traffic crimes and for any violation case in which the defendant has retained counsel. The City Prosecutor represents the City in trials by court or by jury. By mission the City Prosecutor strives to maintain public confidence in the ability of the legal judicial system to pursue prosecution of criminal conduct to resolve legal contests in a timely manner and to compel compliance with the laws that protect the safety and quality of life in the community.

**Municipal Court** Municipal judges, generally staffed through a letter of appointment contracts for service, report to the City Council. But the operations for the Municipal Court report to the City Finance Office under the City Manager Office. The Municipal Court provides judicial services for the administration of justice, case and jury management, the appointment of attorneys for indigent defense, probation monitoring, providing interpreters, and the enforcement and collection of bail, fines, and fees. The Municipal Court has jurisdiction over misdemeanor criminal, traffic crimes and violations cited by the police department; this also includes nuisance code enforcement, animal control and parking control. By mission the Municipal Court strives to maintain public confidence in the ability of the legal judicial system to impartially resolve legal contests in a timely manner and to compel compliance with the laws that protect the safety and quality of life in the community.

**Estimated Projected Budget:** \$280,000

## **5. Planning and Zoning Department**

A Director of Planning and Zoning would oversee all operational aspects of this department. Properly organized, this department would house master planning, which would include residential, commercial, and engineering zoning. Building permits and inspections, from the prospective of billing and receiving, would report to the Business and Finance Office. However, for work related to building inspections, staff would report to the Director of Planning and Zoning.

**Estimated Projected Budget:** \$1,400,000

## **6. Public Works Department**

This department, like Planning and Zoning, would be staffed by a Director of Public Works. This department director would oversee operations and staffing dealing with public streets and sidewalks, upkeep and maintenance of facilities and public lands (including cemetery, ballparks and swimming pools, fair grounds, *et cetera*), maintenance of vehicles and equipment, and public utilities. Should water and sewer become a utility of the city, maintenance and operations would be assigned to the Public Works Department; the billing and receipting would be handled by the Business and Finance Office.

**Estimated Projected Budget:** \$4,800,000

## **7. Public Safety Department**

As in most incorporated cities, the Public Safety Department includes police and fire protection, and emergency and rescue services. Animal control is also assigned to this department. Properly staffed, this department would include a Chief of Police and an Assistance Chief of Police, Fire Chief and Assistant Fire Chief, and a supervisory position over the animal control section. Certified and technically qualified personnel, along with state-of-the-art equipment, facilities, and operations budget makes this department by far the most costly.

**Estimated Projected Budget:** \$12,993,000

## **8. Culture and Recreation**

Culture and Recreation makes up services that are assigned under the City Manager's Office. It includes services provided by the public library, television, parks, swimming pools, and fair grounds. Several community advisory boards would be assigned to these places of culture and recreation. Staffing, capital outlay and operations constitute the majority of budget for these services.

**Estimated Projected Budget:** \$1,200,000

## **A. Projected Budget for the "Model" Incorporated City of Pahrump Valley**

In order to finance this incorporated city, assumptions are made that revenue funds would flow from Nye County and the City of Pahrump Valley to support the merged and consolidated municipal services being proposed. It is also assumed that MOUs would be used extensively to merge services over a period of years, along with revenue funds to support such services.

Revenue funding sources and balancing line-item expenditure projections follow:

**Categorical Revenues**

Property Taxes	\$2,403,221
Motor Fuel Tax	325,000
Room Taxes	589,000
Licenses & Permits	400,000
PETT & Airport Funds	1,215,000
State Consolidated Taxes	963,000
County Allocation for Sheriff	9,464,152
County Allocation for Roads	4,747,951
Ambulance Fees	3,025,736
Other Fees	15,000
Fines and Forfeits	25,000
Capital Gains & Contributions	0
Other Income	100,000
City Allocated Surplus	1,500,000

**Revenues** **\$24,771,060**

**Departmental Expenditures**

General Government	\$3,200,000
Legal & Judicial	550,000
Police	9,462,152
Fire & Rescue	3,025,736
Public Works	4,747,951
Health & Sanitation	300,000
Animal Control	250,000
Culture & Recreation	1,200,000
Planning and Zoning	1,400,000
Economic Development	200,000
Debt Service	100,000
Contingency	257,830
Other Transfers & Uses	77,391

**Expenditures** **\$24,771,060**

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Note: The allocation to support Public Works and Police would be approximately 75% of the Nye County funds for Nye County Sheriff Office and Nye County Public Works; these percentages are based on the amounts of expenditures from these departments that are allocated and spent in Pahrump Valley.

The projected revenues and expenditures listed in this section of the report meet and exceed those projections made for the incorporated “model” City of Pahrump Valley. Furthermore, it is understood that agreements between Nye County Commissioners and Town Board members and their respective administrative officials will work with zero tax increase data, rather than raw numbers as presented in the preceding scenario. However, the Incorporation Advisory Board believes that in order for incorporation to succeed for the betterment of the community, the consolidation of services and merging of funding sources need to occur.

## **VI. Findings and Recommendations**

### **A. Findings**

1. Nye County with the county seat in Tonopah, about 165 miles north of Pahrump, seats elected Commissioners that represent districts across the county; all commissioners have a portion of Pahrump Valley within their respective districts. To this day, County Commissioners serve as the primary governing board managing most municipal services for the Pahrump Valley.

2. July 18, 1962, by resolution the Board of Nye County Commissioners conferred governing board powers to the Town of Pahrump; by doing so, Pahrump became a “quasi-incorporated” town with an elected Town Board to manage specified powers so noted.

Pahrump is no longer a geographically large, rural agricultural valley. Its abundance of land and water, coupled with quality of life, makes it attractive to land developers as well as those who wish to live here. This, and its proximity to Las Vegas, has made it one of the fastest growing communities in Nevada. It is quickly moving from a small community-like city to what will eventually become an urban center of businesses and residential neighborhoods, surrounded with rural acreages. Is the Pahrump Valley adequately preparing for this growth? Is Pahrump Valley ready for incorporation?

4. Whether regulated or unregulated, Pahrump Valley will continue to attract people. In part because of its rural open spaces surrounded by scenic mountains. But also because of what is perceived as an abundance of water and relatively inexpensive land, when compared to Las Vegas and other cities. A properly designed and well managed community master plan would/could sustain quality of life, while controlling the destiny of economic and community growth.

5. Population growth probably attributed to the Town Board’s decision to study the feasibility of incorporation. Logically thinking, maintaining local control in all facets of Pahrump Valley’s governance makes political and social sense; properly implemented and managed, city incorporation would bring a consolidation of governmental services and more community involvement with one governmental body, an elected City Council.

6. A reflection on past population growth and future population projections in Pahrump Valley, coupled with current economic growth, provides information supporting the notion that community leadership needs to move toward master planning its community resources and services, including education and workforce development.

7. The advantage of incorporation in relation to economic development needs to be further studied. Many people believe that the centralization of governmental agencies under one board entices businesses to start-up, re-locate, or expand operations because one stop service generally applies.

8. Yet to be addressed in this report, but noteworthy at this time, it can be soundly argued that economic development played a significant role in the incorporation of both Fernley and Mesquite; both communities have continued to prosper economically, without compromising quality of life features.

9. Although previous incorporation attempts failed to attract a majority of votes supporting the movement, each attempt resulted in providing future planners with a reservoir of useful information. Well documented information from both of these efforts is on file with the Incorporation Advisory Board.

10. Incorporation attempts surfaced the need to fully study, address and explain honestly and openly the advantages and disadvantages of incorporation; particularly issues on taxation, sewer and water systems, ordinances, revenue streams above and beyond taxation, and economic growth.

11. Incorporation attempts were lead by community leaders, with no involvement with the Town Hall Board, County Commissioners, or from officials from town or county; in part, this study is a product derived from this oversight.

12. Incorporation attempts provide insight into a myriad of social issues that need to be understood by citizens as well as those promoting incorporation; these attempts also allude to the technical and legal issues that community leaders need to know prior to hosting town hall meetings.

13. Elko's long standing history of incorporation serves little assistance to a community studying city incorporation. However, its city charter is relatively informative and beneficial, as it contains the articles and sections commonly found in modern-era charters. Also, Elko's annual budget may be of value when comparing Nye County costs and revenues to services currently being provided through incorporated city departments.

14. Fernley chose NRS 266 incorporation, primarily due to three factors:

- 1) Lyon County Commissioners supported Fernley incorporation;
- 2) Fernley was not foreseen as an economic threat to county revenues, as the majority of population lies in Yerington (county seat) and the Dayton Valley corridor;
- 3) planning and zoning services would be vastly improved if under Fernley's domain, rather than Yerington county control

Under NRS 266 incorporation, articles of incorporation and ordinances define the city and its laws. There is no charter. Fernley provides incorporation planners with a wealth of well written documents ranging from human resources to detailed budget reports.

15. Mesquite, like Elko and most cities in Nevada, incorporated under Special Charter Legislation, presumably because of well identified local control municipal services needed that could best be provided through local city control, rather than through the

county. Mesquite's detail to budgeting and its current revision of its charter makes it a primary reference source for this study, and future incorporation study dealing with charter layout and budget formulation.

16. The City Charter of Maysville, Ohio, clearly describes the set up four wards (composed of precincts), and identifies a City Planning Commission appointed by the Mayor; this charter will be of value as charter study becomes important.

17. Should the pursuit of incorporation move forward, community leaders will have to decide the legal path to incorporation; NRS-266 and Special Charter are the two most common means of incorporating in the State of Nevada. Given the population density of the valley, geographic size of Nye County and location of the county seat, along with local control advantages associated with incorporation, the Incorporation Advisory Board supports special charter legislation. However, if there is a cooperative spirit between town and county officials and the Town Board members and County Commissioners, NRS-266 (as successfully demonstrated by Fernley), would become the most feasible route to take.

18. In pursuance of incorporation during fiscal year 2009, the Town Board would need to meet these timelines:

- 1) in June and July, seek approval from County Commissioners to petition the Secretary of State to have a referendum question on incorporation placed on a November ballot;
- 2) in November, put the question of for or against incorporation before the Pahrump Valley citizens;
- 3) If vote for incorporation meets 50% approval from citizens, November through February seek legislator(s), preferably more than one, who would be willing to submit a Bill Draft Request (BDR) to the Legislative Council Bureau (LCB);
- 4) in March, the LCB would approve or disapprove the bill BDR by killing it or by sending it through the legislators' debate/approval processes;
- 5) in March through June, the fate of the BDR is determined

19. The Borden and Harris report, remains a very important document should the Town Board elect to move forward with incorporation planning; in addition to Nevada Revised Statutes (NRS) pertinent to city incorporation, it lists the local planning criteria needed to be completed prior to drafting a charter and preparing legislative documents. Also cited are the NRS(s) pertaining specifically to incorporation study, preparatory steps, and transitional timeline line and procedures moving from an unincorporated town to an incorporated city.

20. Inter-local agreements, better known locally as Memorandums of Understanding (MOU), are instruments of incorporation. These agreements aid in the transferring of fixed assets, equipment, supplies, from one entity to another, examples from county control to local level city control. Financial resources and human capital can also be written into these binding agreements. These agreements can transfer ownership over an

extended period of time, mutually agreed upon by both the county and city governments. These agreements are essential to incorporation structuring organization and funding resources identification.

21. There are many variations of incorporated city government. The Incorporation Advisory Board supports the Council/Manager form of government or a variation of this model. This support is based on the premise that a newly incorporated city will need a ceremonial Mayor and a City Manager that can fully concentrate on organizing and managing city affairs; on the other hand, a Council-City Manager may add some cost efficiency savings.

22. There are two schools of thought on incorporation. One is to incorporate within the confines of the existing town budget, leaving open to merge town and county sources at a later date. The other is to merge most, if not all, county and town resources under one entity, a Pahrump Valley City Council. The Incorporation supports the latter of the two; work collaboratively with county and city officials to consolidate all services commonly found in well organized incorporated city.

23. Town Hall meetings are described as being successful. Through these meetings, citizens have been able to voice their opinions. Although there were negative concerns voiced against incorporation, for the most part, these meetings served the mission of educating the community about incorporation. However, it can be said that some residents fear incorporation primarily because they believe that increased taxation of those living on fixed incomes will result. One question was asked regarding the community: "Is the community ready for this?" This is a question that needs to be pondered by County Commissioners, Town Board, and those in county and town executive manage positions. Incorporation becomes only as good as the persons organizing it.

## **B. Recommendations**

After nine months of study on incorporation, the Incorporation Advisory Board recommends the Town Board to:

1. Actively pursue and support the movement to place the incorporation question on the ballot for the general election of November, 2008
2. Mission the Incorporation Advisory Board to promote and market city incorporation up to and through the general election of November, 2008
3. Appoint a Charter Commission with the mission to draft a community custom designed charter, and, with assistance from county and city officials, prepare all information required of NRS Chapters on incorporation

4. Appoint a Revenue and Budget Commission with the mission to study the merging of town and county municipal services and fiscal resources; make recommendations to the Pahrump Town Board and Nye County Commissioners on what county services remain under county control and what services are consolidated under incorporated city control

## **VII. Appendix**

### **A. Budget Documents**

City of Fernley: Annual Budget (FY 2009)  
City of Mesquite: Annual Budget (FY 2208)  
Nye County Budget (2006)  
Nye County Revenues (2003-2009)  
Pahrump Economic Potentials Analysis (1992)  
Town of Pahrump Annual Budget (FY 2009)

### **B. City Charters**

City of Elko (Rev. 2007)  
City of Mesquite (under revision)  
City of Marysville, Ohio (Rev. 2005)

### **C. Historical References**

City of Bowie: Departments w/detail on Police Department (2008)  
Nye County Commission conferring powers to the Town of Pahrump (7/62)  
Pahrump, A Valley Waiting to Become a City (1990)  
Pahrump Cityhood Association (2000)  
Pahrump Regional Planning District; Master Plan Update  
Pahrump: A Report on Community Workshops (2000)  
Pahrump Sanitary Sewer District: Final Report (2005)  
Pahrump Valley Fire-Rescue Plan (2004)  
Town of Pahrump: Wellhead Protection Plan (2006)  
Town of Pahrump: Wastewater Treatment (2006)  
Town of Pahrump: Visioning for the Future (2001)

### **D. Legal and Technical References**

Legal and Economic Considerations for Incorporation of Nevada Towns (2000)  
Incorporation Finances and the Nevada Statutes (1999-2000)  
Nevada Revised Statutes: Chapters 241/268/354

### **E. Public Relations**

Mirror/Pahrump Valley Times: Articles and Letters to the Editor  
IAB Brochure: To Incorporate or not to Incorporate (2008)  
Town Hall Meeting; Power Point (2008)