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BOULDER CITY GOVERNMENTAL AND FISCAL IMPACT REPORT

Prepared for the
Clark County Department of Comprehensive Planning
Nuclear Waste Division



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EXECUTIVE SUMMARY

As part of a contract with the Clark County Nuclear Waste Division, City of Boulder City personnel were interviewed between August and December 2000 as part of a fiscal impact study of the potential effects on this city of shipping high-level nuclear waste (HLW) through the County. The study was carried out by the Urban Environmental Research LLC. The study does not attempt to estimate the total costs to the City government of the Department of Energy shipping HLW, but only the increment or additional costs to governmental units that would be directly attributable to the siting of the repository at Yucca Mountain and the subsequent shipping campaign. The fiscal impact study used a case study approach that provides City personnel with three scenarios each describing a “future” shipping campaign, and asked City personnel to describe how the scenario events would impact their agency. In the case of public safety agencies, after determining the agency’s current capacity, those interviewed were asked to compile a list of resources, training, personnel equipment, and capital outlays necessary for them to be able to ensure the public health, safety, and welfare to carry out their agency mission for each of the three scenarios.

The scenarios were rooted in the DOE’s Draft Environmental Impact Statement (DEIS). It contains one “benign” scenario in which shipping occurs as planned and without incident; a second scenario that described an accident that did not result in any release of radioactive materials and a third scenario that contained a serious accident and release of radioactive materials resulting in a fire and radioactive plume. The accidents were located at the Lake Mead Drive exit of Interstate 15 three years after shipping may commence. This route is identified in the DEIS as a potential route for shipping the waste. Boulder City is isolated from the proposed accident scene by the McCullough mountain range. The normal prevailing winds in this area are

from the south. Thus in the event of an accident, contaminated air would likely move in a northerly direction away from Boulder City. Each of the scenarios contained some estimate of property value impacts based on property value diminution studies conducted by UER for the State in the summer of 2000 that used similar scenarios and interviewed appraisers and lenders in the Valley.

The results of the study indicate very minor negative impacts on Boulder City unless the potential routes for the shipping campaign are altered in such a way so that waste is shipped closer to the boundaries of the City. The potential vulnerabilities of the City are described in the report, as well as some of the fiscal impacts to one of the public safety agencies. Because of the ambiguities surrounding the actual shipment routes, the modes of transportation, the modal mix, and the length of time between now and when shipments may actually begin, the results are very tentative. The potential fiscal impacts and vulnerabilities to the City just to the year 2007 when the shipping is proposed to begin include the following:

- The projected fiscal cost to the Boulder City Police Department is estimated at over \$400,000.
- The Fire Department does not believe it will be impacted in any substantial manner that it cannot handle with current resources and training.
- The City's residents have selected a life style and quality of life that is far different from residents of other Cities in Clark County as evidenced by its Controlled Growth Management Plan. Shipments of HLW through the City are viewed as an event that would destroy the basis for the residents' quality of life.
- In the event of a change in shipping routes from those projected in the DEIS, the projections in this study would need to be reexamined. Based on the shipping routes

within the DEIS, only the Boulder City Police Department is likely to be adversely impacted.

1.0 INTRODUCTION TO THE STUDY

In the summer of 2000, the Boulder City, Nevada City Council approved a contract with Urban Environmental Research LLC through the Clark County Nuclear Waste Division to undertake a governmental fiscal impact analysis of the effects of shipping high-level nuclear waste through the city on its governmental agencies. The Boulder City approval for the governmental fiscal impact study was accompanied by approval for companion studies in each of the following entities in Clark County: North Las Vegas, Henderson, along with the City of Las Vegas and the Moapa Band of Paiutes. These community fiscal studies are the first in the Valley to project the fiscal impacts from the potential shipment of high-level nuclear waste (HLW) on city and community governmental agencies.

The investigation has given particular attention to the public safety agencies in each of the communities, as they have been identified in other studies as likely to be the agencies most critically impacted by such a shipping campaign. In addition, the public safety agencies' programmatic, training, and fiscal needs in providing for emergencies are explicitly recognized and identified in the NWPA, NWPAA, and through the NEPA as being part of the federal responsibility in siting and shipping HLW. Finally, these agencies are charged with protecting the health, safety, and welfare of citizens in an emergency. They must be prepared to respond should a radiological incident or emergency occur.

These governmental fiscal impact studies carried out in the County are designed to be similar to fiscal studies that have been performed on Nevada's State agencies by the principals of Urban Environmental Research from 1987 through 1997^(1a-d). The state fiscal studies were performed at specified intervals on the same state agencies over time as more and more information about the nature of the repository and the HLW shipping campaign became known.

These state fiscal impact studies at first discovered low levels of awareness among state personnel concerning the HLW repository, the siting process and how it might affect their agency. Over time however, not only did state personnel exhibit increasing knowledge about the siting, but also about the potential impacts on their governmental unit and agency. This increased knowledge and familiarity was not only a function of the increasing amount of information available about the repository, but it was also result of the agencies' personnel beginning to realize that potentially adverse fiscal impacts might result from such a siting as they reflected about the details of the repository and the shipping of the HLW through the state. Just as in these State fiscal studies, scenarios have been used to provide all local agency directors and staff with similar conditions (scenarios) on which to base their assessments of fiscal impacts and projected needs of their agencies.

Because this is the first such study in Clark County of these entities, it is also likely that overtime Boulder City personnel will become more familiar with the details and potential impacts from a HLW repository and concomitant shipping campaign. As this familiarity with the details of the repository project increases, the range of projections from the siting and transportation campaign will narrow just as they have with state agencies. Indeed, there was an earlier effort in the Valley in January of 1995 to attempt to gain perspective on the public safety needs in the area should the proposed Yucca Mountain repository move forward⁽²⁾. The report issued out of this effort by the Public Safety Advisory Group was a needs assessment, and it did not attempt to estimate the fiscal costs of meeting the public safety needs that were identified. Nevertheless, as a result of this 1995 study of public safety needs, we anticipated greater awareness and knowledge about the repository among the public safety agency personnel than otherwise would have been encountered.

Before discussing the methodology that was employed (next section of the report), it is important to first take note of a primary aspect of the study. What is being studied and estimated is not the total fiscal cost or budget of any governmental entity, but rather the increment or additional cost to governmental units that is directly attributable to the repository's siting at Yucca Mountain and the related HLW shipping campaign. Hence, the cost estimates for Boulder City agencies are fiscal impacts that will be directly attributable to the siting, and would not be incurred by the City if the repository and shipping campaign do not occur. If a community, for example, Boulder City, in the interviews with City personnel that are conducted does not identify many additional services or costs attributable to the HLW shipping campaign, then at least with regard to governmental fiscal impacts, the impacts may be identified as minimal. For example, the city must still provide emergency services, fire, police and medical emergency services whether or not the siting and transportation of HLW takes place. What this study estimates is any additional services and costs, for example in the area of emergency services, that is necessary as a result of the siting and waste transport based on three different transportation of HLW shipping scenarios. These scenarios are discussed in detail below and are provided in Appendix A, but note that each contains a different set of conditions concerning the future of HLW transport should the Department of Energy (DOE) move forward with its plans contained in its Draft Environmental Impact Statement (DEIS) for the repository. It is to the methodology of the study and the construction of the scenarios that the report now turns.

1.1 History of Governmental Fiscal Impact Methods

Governmental fiscal impact analysis has a long history in both the planning, and the intergovernmental finance fields. Early fiscal impact studies emerged from the need of local communities to estimate impacts on their local revenues and their ability to deliver city services.

These needed fiscal and service estimates were the result of the constantly increasing **public costs** associated with land development ⁽³⁾. In addition, these studies recognized the increasing costs resulting from public service demands of various forms of residential and nonresidential growth.

Fiscal impact analysis is used by municipalities in forecasting the public costs resulting from increased demands caused by growth. In a similar vein, such impact analysis can, and is, applied to estimating the public costs from a particular or group of private projects of significant size as cities attempt to determine fiscal impacts so that they may levy concomitant impact fees ^(4,5). For example, fiscal impact assessment has been done on forecasting the public costs and revenues of various growth management policies or large central city developments.

Fiscal impact analysis may also be found in the intergovernmental fiscal literature focusing on mandates and their costs. Mandates are often defined very simply as any legislative or executive order that conditions or regulates the behavior of another level of government ^(6,7,8). Mandates entail the imposition of authority by one level of government on another and often take the form of rules and regulations. Most frequently, mandates are originated at the state level of government and are imposed on local governments. One study showed that between 1990-1993, the average state passed 37 mandates on to its local governments per legislative session ⁽⁹⁾. In another study that examined just seven bills introduced in Congress in 1991, it was estimated that the cost of this legislation to the states was estimated at over \$1.6 billion ⁽¹⁰⁾. The research literature increasingly has demonstrated the expanding costs of mandates by the federal government on the states' governments, and similarly increasing costs on local governments resulting from state mandates.

These costs have resulted in efforts by the federal government, but mostly by the states, including Nevada, to estimate, and in some cases at the state level to reimburse, the costs of mandates on impacted governments. The growth of estimating the effects of mandates, known as fiscal noting, is most impressive. Mushkatel and Pijawka noted the following in summarizing this growth: in 1978 only four states had reimbursement programs for local governments to cover the costs of state mandated programs; in 1985, 15 states had adopted such programs with another 41 states attaching fiscal notes to legislation estimating impacts⁽¹¹⁾. These two authors have demonstrated that both the Nuclear Waste Policy Act (NWPA) and the Nuclear Waste Policy Act Amendments of 1987 (NWPAA) contain several mandates for Nevada and her municipalities that involve fiscal costs that can and should be reimbursed.

Nevada first required fiscal noting in its 1993 legislation (NRS 218.272 – 218.276). The state does not require reimbursement of county and local governments affected by legislation. The Legislative Counsel Bureau, Fiscal Analysis Division is responsible for preparing fiscal notes under a variety of conditions set out in the legislation that need not concern us here. The Fiscal Analysis Division details the effects of certain bills, resolutions, and ballot questions. The degree of complexity and the methods used varies from state to state in projecting costs. What is consistent for the planning based fiscal impact projections and these mandated fiscal notes is that they entail cost projections for government.

1.2 Methodological Approaches to Governmental Fiscal Impact Analysis

The potential fiscal costs to government in the form of expenditures include increased operating expenditures (salaries, training, services, statutory and material costs) and capital outlays. Some types of fiscal impact analysis focus primarily on population and or employment multipliers and the resulting fiscal costs to government associated with these changes. These

studies tend to be formula driven or multiplier types of studies as applied to public services to determine the increased costs based on a per unit expenditure. This ‘average’ costing per unit technique is the first type of approach to fiscal impact analysis and is often used in large siting impact studies.

Average costing approaches often do not consider existing excess or deficient capacity that might exist for particular services. That is, the possibility that a new mandate or requirement might fall at the threshold level, requiring new capital construction, equipment or personnel to meet the demands of the new requirements, or in this case the new repository project and the associated costs due to expanded transportation demands. Hence, because the existence of current capacity can heavily affect the potential costs that a new project has on government (e.g. existing capacity is deficient and the requirements of the new project, plant, policy lead to government failure to provide adequate services) the average costing approaches may not be appropriate for estimating fiscal impacts.

The second approach, and the one utilized in this study, is a marginal cost approach. This approach takes into account existing supply and demand relationships by determining existing excess or deficient capacity, projecting the new demand and determining what additional (if any) capacity at what cost is necessary^(3,12). In instances where communities or government have excess capacity, the fiscal impact projections using a marginal cost approach will lag behind average costing techniques or be roughly similar. When there are deficiencies in capacity, or where government is providing services at its full capacity, average costing approaches will not provide an accurate estimate because they may not account for the costs of new plants, personnel, equipment, training (etc.).

Within these two general approaches, average and marginal costing, there are three variants of each. For our purposes, it is important to note that the three marginal costing approaches consist of the 1) case study, 2) comparable city, and 3) employment anticipation techniques^(3,12). One selects the method depending in large part on the nature of the problem faced. The marginal cost approaches are most appropriate when confronting unique projects or developments. Unfortunately, there are neither any comparably sized or situated cities that can be used for easy comparisons concerning expenditures (etc.), nor is there reason to anticipate that there will be sufficient numbers of employees from the siting to warrant the use of the third approach. Instead, the case study marginal cost approach is adopted here. This case study approach is particularly well suited for rapidly growing areas where over-used service capacities are likely to exist, and where the average of yesterday's costs per capita multiplied by the population to be added is not a good indicator of future costs. Rather, this approach is ideally suited when it is necessary to be sensitive to existing excess, deficient or strained service capacity, and is invaluable for examining fiscal impacts from non-residential or public facility projects.

1.3 The Case Study Method for Projecting Governmental Fiscal Costs

The case study method “employs intensive site-specific investigations to determine categories of excess or deficient capacity in public service delivery”^(3,12). Excess capacity exists when there is capacity beyond that needed to accommodate existing service need or demand, and deficient capacity exists when the current capacity is below what is needed or near the limits of what can be provided. These deficient or excess service capacities are subtracted from or added to the projected estimates of operating and capital demands. Hence, excess existing capacity can actually mitigate the effects of a project on a community, as it may already possess the capacity

to meet these future or projected service needs and demands. Alternatively, should a community be at peak capacity or deficient capacity already exists, then additional demand may have far greater impact than an average cost technique would project. In fiscal impact analysis used by planners, when a new development results in, for example a new fire station, or rescue station, the new development may be charged for the entire cost. In a similar vein if a new project or mandate results in the necessity of new equipment, training, or various capital outlays, the relevant acts (NWPA, NWPA) specify that the agent of these new costs be charged for the entire amount of the new capacity.

Several assumptions underlie the use of the case study cost projection method. Briefly, the first assumption is that communities differ in the degree to which they exhibit excess or deficient capacity^(3,12). The second assumption is that marginal changes in providing various municipal and county services are a reaction to service excesses or deficiencies. A third assumption is that local standards (not national ones) in large part represent the criteria by which local excess and deficient service levels will be measured. Finally and most importantly, local department heads and personnel are the individuals that are best suited and most knowledgeable about the service capacity of their agencies, and about the future service needs associated with new projects or mandates. This case study method has been used extensively on state agency personnel in Nevada to project the costs of the high-level nuclear waste repository at the state governmental level^(1a-d).

The case study methodology for estimating fiscal impacts was adopted for projecting fiscal costs to the city governmental agencies for each of the cities being examined including Boulder City, and a planned later fiscal impact study of Clark County governmental agencies.

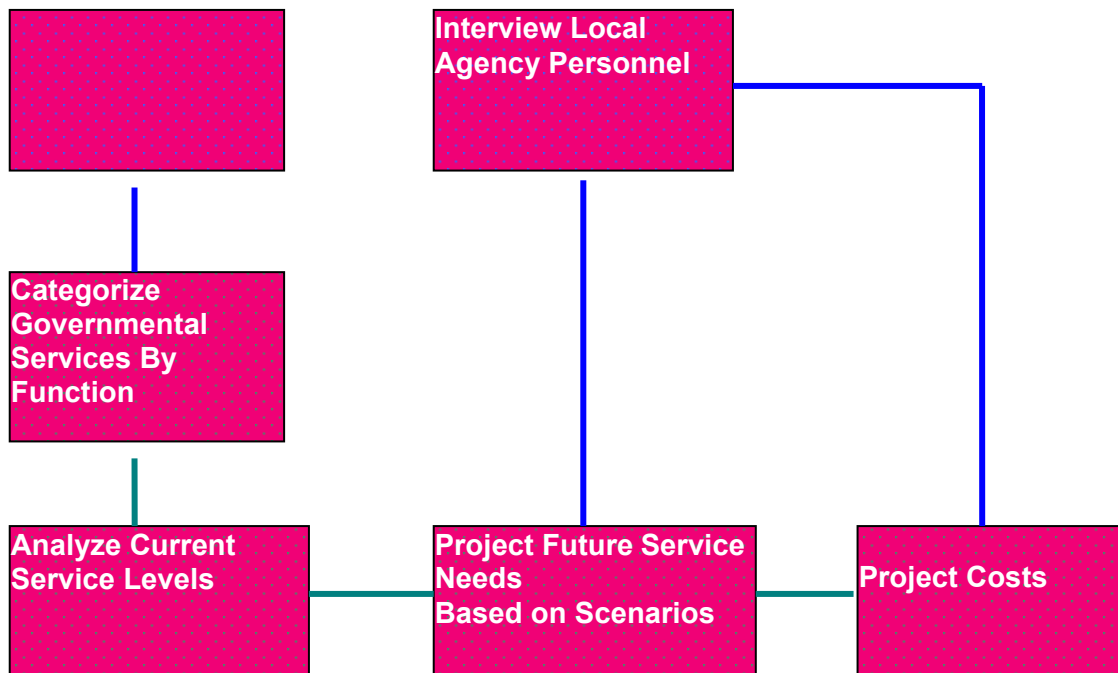
This case study methodology for projecting governmental fiscal costs from the repository on local government and public safety agencies entailed the following steps:

1. Convene a meeting of city and tribal representatives (and their selected emergency service representative from their city) to the Clark County Nuclear Waste Division's (NWD) Advisory Committee
2. to explain the purpose and methodology of the study and enlist their cooperation.
3. Contact and interview the city representative to the County Nuclear Waste Division's Advisory Committee to identify the likely city agencies that will be impacted.
1. Contact and interview these key governmental and public officials (emergency management, police, fire, budget, education, health, planning, personnel, assessor, environmental, public information, aviation, communications, human resources, and others);
2. Categorize current local governmental services by function and the administrative agencies responsible for each (particular attention to each community's governmental organization is required at this stage);
3. Determine current levels of service provision, as well as existing service excess or deficiency for various public services;
4. Project future service needs and demands using existing mandates and agency responsibilities, as well as through the interviews conducted;
5. Interview local agency personnel to determine how their departments will respond to the **scenarios** characterizing the nature of the future repository and transportation of waste, and how these scenarios will either result in the necessity of expanded capacities (or not) and the projected response of the agency;
6. Estimate fiscal costs that will be incurred by each affected agency and the affected units of local government as a result of their projected response to the scenarios (needed training, equipment, operational expenditures, and capital outlays over the life cycle of the project).

These steps in the methodology that was employed can be collapsed, and be viewed diagrammatically as the basic approach to projecting fiscal impacts from the proposed repository for city agencies (see Figure 1). Figure 1 outlines the approach to projecting the fiscal impacts and it can be seen clearly that the process is iterative and non-linear. These steps are not linear as

there are several contacts and interviews with agency personnel as the study progresses. Frequently, after an interview with agency personnel it is necessary to again interview that individual for clarification or draw on their expertise to adequately project the impacts of the project. Often interviews with agency staff members results in being referred to another member of an agency's personnel. In addition, in order to increase the comparability of the projections, interview schedules contained a basic set of questions that were developed and used for each informant interviewed. These interview schedules may be found in Appendix B. While additional questions were asked of some personnel, at least the basic questions in the interview schedule was asked of everyone.

Figure 1 – Methodological Approach



The first meeting (Step 1 above) to explain the purpose of the study and enlist support of the city members of the NWD's Advisory Committee, designated representatives from public safety agencies, and Tribal representatives was held on August 23, 2000 at the Clark County Governmental Complex. Fourteen representatives from the four cities and Tribes involved in the study attended the meeting along with several governmental agency representatives from the State, County, and Regional Transportation Commission. Immediately following the meeting, interview appointments were made with each of the City and Tribal representatives present, and the governmental fiscal impact study of Boulder City commenced.

1.4 The Scenarios

An additional methodological step was taken to obtain as accurate projections of fiscal impacts as possible, and to augment the research design being used. The interview schedules that were developed were all based on three scenarios of the future transportation of nuclear waste through the valley. These three scenarios contained descriptions of the shipping campaign described in the Department of Energy's (DOE) Draft Environmental Impact Statement for a Geologic Repository for the Disposal of Spent Nuclear Fuel and High Level Nuclear Radioactive Waste at Yucca Mountain, Nye County, Nevada (DEIS)⁽¹³⁾. The first two scenarios flow directly out of this section of the DEIS and describe:

- a) A "benign" future shipping campaign beginning in 2007 with no events occurring over the twenty four years of shipments, and
- b) A future containing an incident described by the DEIS in which a cask containing nuclear waste breaks free of the trailer, remains intact and releases no radiation. The final scenario was developed by the state of Nevada's transportation expert on shipping high-level nuclear waste using information in the DEIS (Section J.4.2. Transportation

Accident Scenarios pp., J-52 – 72). This third scenario contains a serious accident in which radioactive waste materials are dispersed over a wide area. In each community's set of scenarios, the site of the hazardous incident occurs at a different location. For Boulder City, the site is on the Interstate 15 at the Lake Mead Drive exit.

In addition, each scenario contained a description of the projected effects of that shipping scenario on property values within one mile, and one to three miles of the transportation corridor (see Appendix A for the complete scenarios). These projected property value impacts for residential, commercial and industrial property were based on the study recently completed in the Valley that estimated property value diminution effects from waste shipments ⁽¹⁴⁾. This property value research utilized the same three scenarios (without the projected property value impact projections) and was based on interviews with experienced real estate appraisers and bankers in Clark County, as well as a separate survey of Clark County residents.

This research design not only permits cross walks between the state sponsored property value study, but also provides the agency personnel being interviewed with considerable detail about the number and nature of the projected shipments of waste. Each scenario also contained the number of projected shipments and the potential routes this waste would be shipped along. The scenarios are summarized in Table 1.

TABLE 1 – SUMMARY OF SCENARIOS	
Scenarios	Description
1	No accident of any kind has occurred. However, anti-nuclear environmental groups and property owners along the route (who claim that their property values will decrease) have generated considerable publicity.
2	Shipments of nuclear waste to the Yucca Mountain repository site have progressed for several years without incident. Three days after New Year's Day 2010, the driver of a truck transporting nuclear waste

TABLE 1 – SUMMARY OF SCENARIOS	
Scenarios	Description
	loses control of the vehicle and runs into the median of Interstate 15. The cask containing the nuclear waste breaks away from the trailer and skids 50 yards along the median of I-15 in North Las Vegas. The cask remains intact and no radiation is released, but the national media covers the event heavily.
3*	An accident involving a truck carrying spent nuclear fuel and a gasoline tanker on I-15 near the Las Vegas Strip. The accident triggers a chain reaction collision. Twenty-seven civilians, four sheriff's deputies, and seven firefighters are hospitalized after exposure to radiation at the site of accident. Another 1,000 or more persons are exposed to radiation from the fire's radioactive plume. Experts indicate that 5 to 200 latent cancer fatalities may result from the accident. The affected highway and several access ramps are closed for four days. The two drivers of the spent fuel hauler and the gasoline tanker, and one driver-escort, died from head injuries and burns. Six months later, the cleanup effort is still under way, and thousands of lawsuits have been filed. Preliminary reports estimate cleanup costs and economic losses in excess of \$1 billion.

*Source: State of Nevada, Nuclear Waste Project Office.

As indicated earlier, the state's studies projecting fiscal impacts to the state agencies became increasingly detailed as agency personnel became more familiar with the details of the proposed repository project and shipping plans ^(1a-d). By providing the scenarios that were based on DOE's own DEIS a series of credible futures could be constructed with some additional detail to provide agency personnel in the cities. This additional detail serves to aid in familiarizing personnel with the project but also insures comparability among the communities. By using the scenarios agency personnel from different communities are responding to the same description of the transportation shipping campaign. The only factor that varies in the scenarios is the location of the incidents in two of the scenarios for each community

An important note to the reader is warranted. One must understand that the size, complexity and governmental structure of the communities under study vary considerably. Las

Vegas is clearly the largest City in the Valley. The number of agency personnel and the size of their governmental fiscal impact report reflect this fact. Boulder City government is far more limited and smaller than many of the other communities. There were far fewer agency personnel to interview, and the interviews themselves were far less formal. In addition, the location of the emergency incident in the second and third scenarios (see Appendix A) is fairly far removed from Boulder City. This is because the transportation routes DOE is considering according to the DEIS are not close to the community. While this may change (see discussion below), until it does, one would anticipate far fewer and less severe negative impacts on the City's fiscal well being than in some of the other communities where the shipping corridors may potentially pass through them. With this caution in mind, it is time to turn our attention to Boulder City.

2.0 BOULDER CITY

Boulder City was the town that was planned and created to house the more than 4000 workers that were brought in to construct Hoover/Boulder Dam ⁽¹⁵⁾. It is a city with a fascinating history. It is located in a county with one of the fastest growing populations and economies in the nation. Yet, Boulder City is very much unlike the rest of Clark County and the Valley. The residents have selected a very different life style that is far less hurried and an economy not based on the growth engine. In this section of the report, a brief history of the City is provided, followed by a discussion of growth and conditions in the community.

2.1 Brief History

Boulder City was the first fully developed “experiment in new town planning” in this country, and therefore has been ensured a place in community planning history ⁽¹⁶⁾. The original town was planned by S.R. DeBoer so that there would be a separation of functions by streets. For example, the business streets would be separate from residential streets as reflected in the three

major zones throughout the town, business, residential, and industrial. In addition, the landscape of the community was planned and changed in a matter of months beginning in 1932 under the leadership of Wilbur Weed, an Oregon landscape architect. At the height of the Boulder Canyon Project, the estimated population of Boulder City was between 6000-8000, making it Nevada's third largest city at the time.

From its very inception, Boulder City was distinctly different from the City of Las Vegas. Boulder City was a federal town and under the first City Manager, Sims Ely, there was no drinking, gambling or prostitution permitted ⁽¹⁵⁾. This administration of the City, the large number of jobs from the project during the depression era, and relatively green landscape all contributed to the model community's sense of well-being. The planned nature of the community resulted from it being one of the nation's first communities where the physical and social environments were integrated. Greenbelts were planned to be used to buffer haphazard development and large central parks were enclosed within large super block groupings of homes. As noted in the DeBoer plan that had been submitted to the Bureau of Reclamation, the City's triangular shape "is derived from the location of three primary roadways which radiate southward from the government center" ^(ibid.).

The Boulder Canyon Project that resulted in the construction of Hoover Dam is considered the most "significant American public works project of the twentieth century". The Public Broadcasting System's documentary of its construction has offered a rich narrative on the Dam and the community's origins from squatter camps filled with those hopeful of a job, to the Hoover Dam's dedication in 1935. Through the debates about deconstructing the community in the late 1930s to its eventual release from federal control and eventual incorporation in 1958, Boulder City has remained a model of community planning. When the community was

eventually incorporated, it did not obtain approval from Congress at that time to rescind its ban on gambling, prostitution and liquor ⁽¹⁷⁾. Hence, from its inception, Boulder City has differed remarkably from Las Vegas, and later the other communities that arose in Clark County as will be seen below.

3.0 BASELINE CONDITIONS

3.1 Population Growth

While the City of Las Vegas population increased over 73% from 1990 to 1999, Henderson over 155%, North Las Vegas around 134%, and unincorporated Clark County over 51%, Boulder City's population increased by only 16.5% during this period ⁽¹⁸⁾. The growth rate during this period averaged 11% in Henderson per year, over 6% per year in Las Vegas, close to 10% per year in North Las Vegas and just 1.7% per year in Boulder City. The total population in Boulder City went from 12,760 in 1990 (the City estimate was 12,567 based on data at a different point in time from the State Demographer) to 14,966 in 2000. Clearly, Boulder City is decidedly different when it comes to growth. This difference is largely the result of choice as seen in the community's Controlled Growth Management Plan (discussed below)⁽¹⁹⁾.

3.2 Demographics

The demographics of Boulder City were last documented (prior to the 2000 Census data being released) in March 1998 ⁽²⁰⁾. As of 1990, the City was composed of 48.7% males and 51.3% females. The median age of the city's population has been increasing since 1970. In 1970, the median age was 35.6 years old, and it was 38.4 years old in 1980 and 43.1 in 1990 ^(ibid.). This increase in the median age is largely the result of the growth in persons between the ages of 65-74, and 75 and over. For example, in 1970 only 3.5% of the community's population was over the age of 75. This figure rose to 4.9% in 1980, and 8.6% in 1990. In a similar vein, the

population between the ages of 65-74 was 7.1% in 1970, 11.6% in 1980, and 13.6% in 1990. During this same period, the percentage of children in the community under the age of 5 fell from 6% to 4.5%. Finally, the percentage of population from the ages of 5 to 24 fell during this period from 33% in 1970, to 28% in 1980 to 23% in 1990.

The aging of the population in Boulder City probably reflects the mobility of young adults who seek employment and less expensive housing and greater economic opportunity in the Las Vegas area and elsewhere. The shift is also probably somewhat related to the lack of new inexpensive housing in Boulder City resulting from the Community's desire to preserve its lifestyle as evidenced in its Controlled Growth Management Plan.

3.3 Planning and Land Use

Boulder City has a 1991 land use plan that is several volumes in size, however it is dated. The City is also guided in its development and land use decisions through its Controlled Growth management plan ⁽¹⁹⁾. The purpose of the Plan originally passed by the voters in 1979, is to "control the rate and distribution of residential and hotel development on a year-to-year basis" and preserve "... its small – town atmosphere and character and avoidance of uncontrolled and rapid growth ..." ^(ibid.11-41-1). The Controlled Growth Plan places emphasis on preserving open space, maintaining a balance of housing and building types, providing and maintaining parks, maintaining public utilities and services, as well as other traditional managed growth goals.

The key aspect of the current Plan is the limiting of construction allotments to one hundred and twenty (120) dwellings in any year, and limiting the total hotel room allotments to thirty-five (35) rooms ^(ibid. 11-41-6). While individuals may, for the most part, develop and build homes that will be owner occupied with out concern for the allotment limitations, there are stringent limitations on allotments for developers. The Plan also provides for stringent review of

all applications for allotment and developments falling under the Plan. This Plan is the critical tool by which the City has maintained its relatively tranquil life-style and growth rate even as it has been surrounded by some of the most rapid growth and change in the nation. The other primary factor limiting growth is the fact that the city owns the vast majority of vacant land within the city limits and the voters have placed strict controls on the sale of this land. Boulder City has been able to remain essentially a small town consistent with its residents' wishes.

The City is now the largest in land area in the state of Nevada. In 1995, the City was 33 square miles. In an acquisition from the Federal Government's Bureau of Land Management, the City acquired a large amount of land resulting in its current 200.83 square miles (see Figure 2).

3.4 The Strategic Plan

The City of Boulder City's Strategic Plan attempts visualizing “. . . the “total” community from a big picture point of view and then making decisions regarding types and levels of services, the uses of lands, and to some extent, the social and physical interactions within the community⁽²¹⁾. The City appointed a Strategic Plan Advisory Committee composed of nine members of the community to aid in developing the draft plan. From this process the following values were identified:

1. Safe community
2. A diverse and balanced economy
3. The small town character and history
4. A responsive City government and services
5. A Clean and Green Community
6. Recreation and leisure opportunities
7. Local education, transportation, and medical facilities

8. Natural resources including land and open space
9. Controlled Growth
10. Municipal financial stability
- 11. Our non-gaming community** (emphasis added) ^(ibid.)

These values form the underlying principles for the establishment of the goals and objectives of the Strategic Plan; also reveal the nature of the community. It is clear that Boulder City values and wishes to preserve its small town character, its’ “green and clean” image it has preserved through controlled growth, and its non-gaming character. In addition, it values its recreational opportunities (Lake Mead), and the responsiveness and easy access of its government. Boulder City residents value their life-style that differs substantially from Henderson, Las Vegas and the other communities in close proximity.

4.0 CURRENT FISCAL SYSTEM

4.1 The Revenue System

The Boulder City tax system functions within the State statutes and tax system. Hence, any understanding of the revenue system of the City must start with some discussion of this larger revenue context. The States statutes concerning much of the tax system can be found in the *Nevada Revised Statutes*, especially Chapter 354. The Legislature sets the limits on tax rates on property value, decides not to have a state income tax, and most importantly has established a state consolidated tax. Some taxes that are levied by the State of Nevada are allocated to local government by formula.

Prior to the consolidated tax implementation for fiscal year (FY) 1999, the sales tax two components (basic and supplemental) were distributed under two totally different formulas. The sales tax has two forms in Nevada; the first being the statutory basic sales tax of ½ of 1% in Clark County, and the second is the supplementary sales tax. The basic sales tax was reallocated

to the counties and eventually local government based on population. The second, the supplementary sales tax was enacted in 1981, and its 1¾ % had been distributed back to counties based on this formula ⁽²⁵⁾. This methodology was replaced in FY 1999 with the consolidated tax that is redistributed by formula back to the counties and local entities. It is comprised of proceeds from the basic and supplemental sales tax, the cigarette tax, the motor vehicle privilege tax, the real property transfer tax, and some other miscellaneous taxes. These taxes are pooled and redistributed back to the counties and local entities based on a formula adopted in the 1997 Legislature. The consolidated tax has in its formula a provision that is based on growth in assessed valuation, but it also holds some communities like Boulder City whose growth is controlled harmless through the formula. Hence, even though Boulder City's assessed valuation is not growing at the rate of other faster growing communities, it receives more of its share of the consolidated tax than it would if growth was not weighted. The threat of not continuing this provision resulting in lowering the amount of consolidated tax returned to the City is of considerable concern to administrators (see below).

The prior year consolidated distribution is the base that is then adjusted by the consumer price index (CPI). The projected budget year revenues are then compared to the CPI adjusted base to determine any excess. The excess is distributed based on a weighted average ratio. This weighted average ratio is based on the combined population plus the average assessed value (AV) growth over the past five years plus "1" (i.e., $.070 + .1000 + 1 = 1.1700$). This factor is multiplied against the CPI adjusted base, and the resulting products are divided by the totals of all county entities to arrive at their relative percent of the total, and it is this percentage on which the excess is allocated. These monies are distributed monthly by the State Department of Taxation. Special provisions are made for special and multi purpose districts but the formula

discourages the formation of special districts as that the only ones to participate in the consolidated tax distribution are those that have participated in the previous base year. Currently the sales tax rate in Clark County as of January 1, 2001 is 7.25%. Without going into too much detail changes have been made in the formula for the consolidated tax to make sure that rural counties that are not growing can be held harmless from year to year.

The importance of the consolidated tax should not be underestimated. One portion of this tax, the supplemental sales tax, has become critical to communities' fiscal health. In addition, the State provides a guarantee to protect districts from the negative impacts from property tax cuts. Hence, as limitations have been made on the rate of property taxation, the State has attempted to make up the revenue through the supplemental sales tax and its redistribution as part of the consolidated tax. Over simply, the State provides about 25 cents of the revenues that would go to the state's general fund, to make up for the deficiency that school districts would face as a result of property tax cuts. The State is using its General Fund to guarantee to the school districts that they will have sufficient funds. There are two portions to the property tax, and the state using a formula that is provided by the Legislature biannually for each county determines the amount it will supplement the base property tax. In a very complex system what occurs is that the State is using revenues it would get from sales tax to offset monies needed by local school districts. Indeed, the state guarantee to school districts is critical to areas where population growth is very rapid and is outstripping the ability of curtailed property taxes to provide the necessary funding for new schools and district needs. Yet, if for some reason the State's sales tax revenues begin to fall (as they did briefly during the economic turn-down in the early 1980s and 1990s), the State General Fund and the school districts could face a financial crisis. Indeed, the State has delayed

payments to the schools because of declines and cities actually received less money than the year before ⁽²⁵⁾.

Cities, including Boulder City are limited by State statute as to the total rate they can level property taxes. The State Constitution limits the property tax rate at \$5.00 per \$100 of assessed value, and it is further capped by statute at \$3.64 per \$100 of assessed value. Two other provisions concerning property taxes curtail the tax's revenue generating ability. First, property is assessed at 35% of its appraised value for computing the property tax. Second, for existing homes each year's depreciation is calculated to be 1.5% of replacement value (appraisal value) for each year up to 50 years.

4.2 Boulder City's Revenues

Boulder City is a small community and the fiscal system is not as fully developed as some of the larger municipalities in Clark County. Hence, the information available is more limited than in, for example, the City of Las Vegas. Based on the City's recent budget presentation and interviews with the City's finance director, the following observations concerning the revenue City's revenues are offered. First, the City receives 51% of its General Revenue Fund money from Sales and Property taxes that are controlled by the State ⁽²²⁾. The City currently has just over \$14.2 million in revenue for this year, and just over \$7million of this total is controlled by the City. The remaining monies totaling over \$7.1 million are in the form of sales or property taxes controlled by the State. The City controlled revenues come from golf fees, rental fees from land leased to the Park Place gold Course, other land leases, other inter-fund transfers, and other fees, fines and charges ^(ibid. 23). The Controlled Growth plan has limited growth in the community, and of the 120 units permitted under the ordinance per year, only about 50 units are actually being constructed ⁽²³⁾. The entire City's assessed value is about \$377

million, and the property tax rate is now pushing the limit. As a result, the City has relied increasingly on land leases to various sources including energy companies for its own source revenues.

The City's revenue base is healthy and it is attempting to maintain a 20% fund balance over five years. Yet, one of the City's financial vulnerabilities is its reliance on the State transfers of sales tax monies in the form of the consolidated tax. As the City notes in its Boulder City's 2000-2001 General Budget Fund presentation:

“There is a growing concern and expressions by other entities that Boulder City is not paying its share of sales tax because of our growth control and non-gaming stances. Legislative efforts may be made to reduce our current \$6 million share” ^(22,23).

As the City notes, even if such efforts to cut Boulder City's share of these taxes do not occur, any downturn of 1% in retail sales due to oil shortages or economic downturns would cost their General Fund over \$60,000. As a result of these concerns about its revenue, the City is engaging in planning efforts to achieve long-term financial independence. The key to this effort remains the leasing of land. For example, the City estimates that at current lease values (\$1600 to \$17,000 per acre/year), financial independence can be obtained by leasing as little as 353 acres or as much as 3750 acres. The value of this source of revenue should not be underestimated. For example, in the 2001 budget cycle almost 10% of the City's revenues flow from five leases: Red Mountain and other antenna sites (1%), the El Dorado Land Lease (4%), the MGM Golf Land Lease (3%), the Red Ridge Golf Land Lease (1% and the El Dorado administration fee (1%) ⁽²⁴⁾. Hence, it is believed that increased revenues from leasing land, city operated enterprises, and land leased for energy development parks can provide the City potentially with the type of fiscal independence it seeks.

4.3 The Boulder City Budget

Of the \$14.2 million budget, the largest share of just over \$6 million (43%) goes for public safety functions ⁽²²⁾. Interestingly, category with the second largest expenditures is for parks and recreational services (21%). It will be remembered that the City's Strategic Plan placed considerable importance on public safety and parks and recreation. The next two largest expenditures are for general governmental services (17%) and public works (15%). Over 75% of the City's expenditures are for salaries. Capital outlays constitute only 5% of the City's budget. The general category of benefits constitutes another 20% of the City's expenditures.

This year's budget has allocated considerable revenue for upgrading the Fire Department's emergency medical services, as well as replacing or upgrading equipment. Plans for a Capital Improvement program are going forward, as is a one million dollar program for street reconstruction. The current budgetary plan calls for obtaining a 20% reserve of revenues over expenditures during the next five years. Hence, the City appears to be on sound fiscal ground with one significant vulnerability tied to State sales and property tax transfers.

5.0 FISCAL IMPACTS TO CITY DEPARTMENTS

If we return to the scenarios described briefly in Table 1, and more fully in Appendix A, it is clear that the Boulder City Departments will not experience many, if any impacts from the transporting HLW scenarios that are described. None of the shipments will travel on potential routes that are close to Boulder City. Hence, the scenarios describe no conditions under which the City's general-purpose departments would experience any fiscal impacts, as there will not be any devaluation in assessed property values. This is largely a result of the transportation corridor in the scenarios being designated as Interstate 15, and the site of any incident being at the I-15 and Lake Mead exit. The City administrative officials interviewed all concurred, that while there

might be some public safety impacts, the scenarios poised would not impact the City (short of some sort of radioactive plume drifting to Boulder City).

Two possible exceptions to the lack of negative impacts could occur if alterations were made in the transportation of the waste. The first alteration that would impact the City would be if DOE were to use U.S. 95 that runs through the heart of the City. This possibility is not foreseen as a possibility in the DOE Draft Environmental Impact Statement. Hence, it was not pursued with City staff. A second possibility that does concern the City is the eventual construction of a new corridor that would divert and upgrade US 93 under study at this time by the Nevada Department of Transportation (NDOT) ^(25, 26). The concern would be that the new US 93 or the new transportation corridor might be designated as a route for transporting HLW. Additionally, plans are underway and an evaluation of the potential for another crossing of the Colorado River downstream from Hoover Dam. While it seems unlikely, if any of these eventualities were to occur and the DOE were to designate these routes as transportation routes for HLW, the City would be heavily impacted according to the City.

While the likelihood of any negative impacts to the City government seems unlikely, the same is not the case for the City's public safety agencies.

5.1 Boulder City Public Safety Agencies

5.1.1 The Police Department

The Boulder City Police Department consists of 29 commissioned officers. At any one time, there are 3 full-time officers on a shift. In addition, a Reserve bureau consists of some sworn officers that serve about 30 hours a month in return for a \$200 clothing allowance. Currently, the Boulder City Police Department needs about 8 persons per shift (not counting detectives). The Department is currently strained by the demand for services and it is operating at

full capacity⁽²⁷⁾. What this means is that any additional demands on the force that are not anticipated or planned for can result in a deficiency in services.

The second and third scenarios are of considerable concern to the Boulder City Police Department. Drawing from the Department's experience with PEPCON and recent flooding in Henderson, several important facts are discernable. First, because over one-half of the department lives in Henderson and they cannot get to Boulder City in an emergency when the road is cut off. In the Pepcon, explosion and subsequent response the Police Department retained only two detectives in Boulder City and sent the remaining 13 officers to Henderson. They were not able to communicate with the Henderson Police Department except by telephone. At the last flood in Henderson the majority of the force could not get to Boulder City from Henderson where they live. The problem encountered occurs in the third scenario when I-15 is closed for an extended period. If traffic is rerouted directly to the Boulder Highway and through Boulder City, the Police Department will not be able to manage the rerouted traffic and collateral demands. Currently the City is getting about 20-30,000 vehicles a day passing through it on the Boulder Highway. If some of the traffic that is rerouted off the interstate comes through the City, the police estimate that it will easily amount to 80-100,000 vehicles a day.

If the third scenario were to occur, the Department could not manage the rerouted traffic and would need the following equipment, personnel and training. First, as noted in Table 2, the Department estimates that an additional 6 new officers would be needed at a minimum (in addition to the projected force in 2007 when shipping begins) to provide some assurance that traffic could be controlled and to make up for those officers who will be unable to get to Boulder City in a timely fashion. The estimate of six officers assumes that some aid will be provided to augment the City's capacity by other local police departments. In addition, two new vehicles will

be needed. One new dispatcher will be needed, and training for the entire force in basic HAZ-MAT/Rad. This training is computed at an overtime rate of \$59 per hour. Additionally, the officers would need a place to sleep in the City and beds. Not all of these needs actual costs can be estimated because of some missing information, but for most of it, the projections are listed in Table 2.

TABLE 2 PURPOSE/VULNERABILITY		
AGENCY	COST	PURPOSE/VULNERABILITY
Police Department		
Personnel- 6 new officers @ \$31,000 per year	\$186,000	Assistance as needed & Traffic Control
Equipment-2-3 new vehicles	200,000	About \$32,000 per vehicle not including Insurance, operations
		Additional vulnerabilities include: inability to get police officers to Boulder City from where they live, understaffed force already
Training for 40 person force (projected)	18,880	Police officers HAZMAT/Rad training-basic
Fire Department		
		Any use of US 93, or change of DEIS considered routes that would bring HLW near or through the City would result in major additional, personnel, training and equipment needs.
TOTAL	\$404,880	

5.1.2 The Fire Department

The Boulder City Fire Department has one centrally located fire station to cover the entire City. A shift consists of 1 Captain, 1 Engineer, 2 firefighter paramedics, and 1 emergency medical technician. There is only very basic decontamination equipment available, although there is some additional capacity for decon at the Boulder City hospital. The force is augmented with callback personnel, as well as with 20 Intermediates that are all EMS and firefighters trained personnel. All personnel have NFPA standard HAZMAT 1st responder training (about 24 hours worth) and all have been re-certified in basic radiation training by the Test Site. The

Boulder City Fire Department has an Insurance Service Offices (ISO) rating of 3 for fire suppression. Currently, the force has 1 Paramedic Reserve unit, a fire engine ladder truck, a second engine (pumper used by call-back personnel), and two more rescue units. The department also has sufficient cascade systems for its personnel.

Given the current projected transportation plans, and the location on I-15 for the incidents described in scenarios 2 and 3, the Department does not believe that it is likely that they would be called upon ⁽²⁸⁾. They did provide the Henderson Fire Department during the Pepcon Explosion. Boulder City officials re-examine the need for an additional fire station on an annual basis. At the current rate of expansion and request for services, a second station is realistic within 5 to 8 years. The timing on the additional station will be influenced by the corridor selected as part of CANAMEX. As a result of the location of the incident, the Boulder Fire Department sees no additional demands being placed on it for services that it is not capable of providing. Should the transportation corridors currently outlined in the DEIS be altered, or a new crossing of the Colorado be constructed, or US 93 be considered as a corridor, the public safety needs in Boulder City would have to be reexamined.

6.0 CONCLUSIONS

Boulder City is decidedly different from the other cities in the Las Vegas metro area. Boulder City is a city that has turned away from the economic engine of growth that has propelled the population and housing boom in Clark County. Rather than embracing gaming and the type of entertainment of Las Vegas and the strip, Boulder City has opted to continue its slow and regulated growth in an effort to preserve its life style and what it considers its exceptional quality of life. Because of its growth management plan, and its heritage, Boulder City has

historically, and continues to attract new residents seeking a high quality of life in a smaller community.

The potential shipment of high-level nuclear waste to the repository is not seen as an event that would particularly impact the community. Given the location of the projected potential routes, and the location of the incidents characterized in the scenarios used in the study, the Boulder City personnel interviewed do not see the shipment of waste as having much impact on their community. The sole agency that does see a negative impact that it would require additional resources for are the Boulder City Police Department. The impact on this agency is a result of traffic that would be diverted through the community during any clean up of the interstate. Hence, as long the DOE continues to view the routes that do not come near Boulder City, the community's agencies see few impacts.

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