



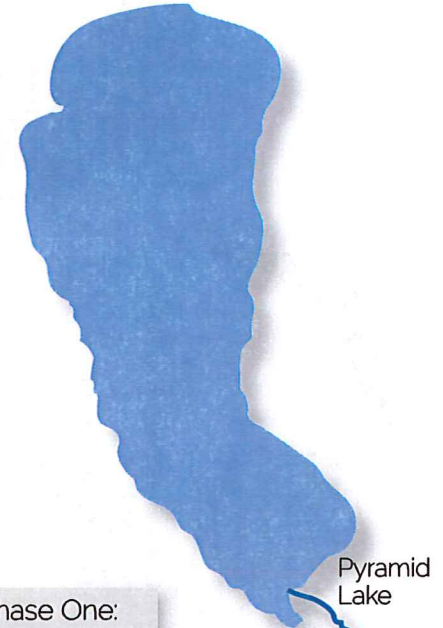
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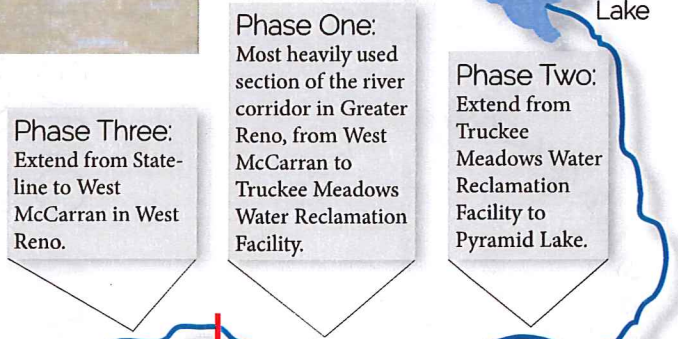
vision

“One Truckee River” is a collaboration of public and private partners working together to realize a Truckee River that flows clean and clear to quench our thirst — where natural ecology, cultural resources, and wildlife are sustained, and where residents and visitors are connected to unparalleled opportunities for recreation and regeneration.



core planning team

The CPT meets regularly to advance progress of the One Truckee River Initiative.



goals

- Common Vision
- Comprehensive Planning
- Collaboration & Communication
- Coordinated Action
- Leveraged Funding

emerging issues

Here are the nine issues One Truckee River stakeholders are teaming up to tackle:

1. Social
2. Education
3. Water Quality
4. Sustainable Funding
5. Stewardship
6. Ecosystem
7. Public Safety
8. Recreation
9. Quality of Life

among the key organizations involved:



- education*
- Communication
 - Coordination
 - Engagement
 - Community education (WCSD, K-12 curriculum)
 - Multi-jurisdictions/roles & responsibilities
 - Existing programs, proposed programs
 - University's role, research
 - Youth stewardship
 - AmeriCorps Vista volunteers
 - Funding

- water quality*
- Urban run-off
 - Tributaries
 - Sediment loading
 - Storm drains
 - Multi-jurisdictions/roles & responsibilities
 - Encampments
 - Waste transfer stations
 - Compatible development in river corridor
 - Vegetation management
 - Carrying capacity
 - Other pollutants
 - Trash, litter

- social issues*
- Public health issues
 - Social impacts to homeowners on river
 - Illegal camping
 - Overflow shelters
 - Substance abuse
 - Mental illness
 - Multi-jurisdictions/roles & responsibilities
 - Misuse of river
 - Panhandlers
 - Storage for personal belongings
 - Hazardous waste
 - Sharps, graffiti

- stewardship*
- Existing stewardship programs
 - Existing agency support of operation and maintenance
 - Proposed restrooms
 - Trail maintenance
 - Multi-jurisdictions/roles & responsibilities
 - Proposed programs
 - Law enforcement patrols
 - Volunteers (what programs exist/proposed)
 - Access for maintenance (public vs. private)

- recreation*
- Signage
 - Trail maintenance
 - Walkable community parameters
 - Rafting and drinking
 - Fishing
 - Access
 - Multi-jurisdictions/roles & responsibilities
 - Pet waste management
 - Safe use and trail etiquette
 - Additional land acquisitions for trail extensions and connections
 - Portage



one truckee river
emerging issues

- ecosystem*
- Drought/ climate change
 - Invasive species
 - Wildlife
 - Flooding
 - Restoration plans
 - Multi-jurisdictions/roles & responsibilities
 - Forrestry issues (dead trees)
 - Wildlife corridor linkages
 - Wildlife and people interactions
 - Wildfire
 - Preservation of native species
 - Threatened/endangered species
 - Use of pesticides

- funding*
- Operation and maintenance funds
 - Multi-jurisdictions/roles & responsibilities
 - Lack of coordination
 - Lack of sustainable funding
 - Competition for funding
 - Permitting process and regulation
 - Differences between agencies

- public safety*
- Crime
 - Patrols
 - Lighting
 - River safety (drowning, etc.)
 - Prevention (including education)
 - Multi-jurisdictions/roles & responsibilities
 - Dead trees
 - Panhandling
 - Emergency response
 - Hazardous waste (sharps, fecal matter)
 - Vegetation management
 - Proposed public restrooms

- quality of life*
- Recreation amenities
 - Cultural resources (tribal, historic, arts, etc.)
 - Multi-jurisdictions/roles & responsibilities
 - Walkable communities
 - Public access
 - Sense of place
 - Art and nature events

One Truckee River Vision, Goals & Objectives Flowchart



Vision: "One Truckee River" is a collaboration of public and private partners working together to realize a Truckee River that flows clear and clean, quenches our thirst, sustains the river's natural ecology, cultural resources and wildlife, and connects residents and visitors to unparalleled opportunities for recreation and regeneration.

Goal #1: Promote and protect water quality and ecosystem health in the Truckee River.

1.1 - Assure that storm drains are delivering the cleanest water into the River

1.2 - Assure effective watershed management on the Truckee River and its tributaries

1.3 - Mitigate human impacts that adversely impact water quality on the Truckee River

1.4 - Create a rich and diverse vegetative ecosystem

1.5 - Improve wildlife habitat continuity, connectivity and integrity

1.6 - Improve River function and flood management

Goal #2: Create and sustain a safe, beautiful and accessible River connecting people and places.

2.1 - Increase appropriate use and discourage illegal activities along the Truckee River

2.2 - Promote consistency in planning, maintenance and management between jurisdictions

2.3 - Increase and enhance safe public access to and along the River

2.4 - Ensure adequate public amenities along the Truckee River

2.5 - Improve aesthetics along the Truckee River corridor

2.6 - Provide resources and alternatives for people living on the River

Goal #3: Build an aware and engaged community that protects and cares for the River.

3.1 - Promote awareness and education of the River's natural, cultural and recreational resources and the important role the River plays in our community

3.2 - Increase student education and participation related to the Truckee River

3.3 - Enhance opportunities for place-based activities and programs for the entire community.

3.4 - Inspire a culture of River stewardship

3.5 - Ensure easy access to River information and activities

Goal #4: Ensure the sustainable and collaborative management of the River for today and into the future.

4.1 - Create a sustainable organizational model to ensure the successful oversight and implementation of the OTR Management Plan

4.2 - Develop partnerships and raise awareness of the OTR initiative and its achievements

4.3 - Recruit and leverage funding and resources for the OTR initiative

4.4 - Improve understanding of the current state of the River

**TECHNICAL REPORT
UCED 2015/16-16**

**A SUMMARY OF FUNDING AND ADMINISTRATIVE ISSUES
PERTAINING TO THE 2016 ONE TRUCKEE RIVER
MANAGEMENT PLAN**



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PERTAINING TO THE 2016 ONE TRUCKEE RIVER
MANAGEMENT PLAN**

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TABLE OF CONTENTS

Table of Contents	iv
1.0 Introduction	1
1.1 Overview	1
2.0 Evaluation of Existing River Management Plans	5
2.1 Comprehensive River and Watershed Management Plans Selected by University Center for Economic Development Faculty	5
2.2 Comprehensive River and Watershed Management Plans Selected by Members of the Sustainable Funding Working Group	8
3.0 Overview of Existing Funding and Administrative Tools in Nevada	11
3.1 The Carson Water Subconservancy Act, Nevada Revised Statute Chapter 621	11
3.2 Redevelopment of Communities, Nevada Revised Statute Chapter 279	13
3.3 Local Improvements (Special Assessment Districts), Nevada Revised Statute Chapter 271	14
3.4 General Improvement Districts, Nevada Revised Statute Chapter 318	16
3.5 Tax Increment Areas, Nevada Revised Statute Chapter 278C	18
3.6 Conservation Districts, Nevada Revised Statute Chapter 548	19
4.0 Summary	22
4.1 Conclusions and Observations	22

1.0 Introduction

In December 2015, the University Center for Economic Development was contracted by CFA, Inc. to examine potential funding and administrative options in relation to the development of the 2016 One Truckee River Management Plan. As part of this planning effort, University Center for Economic Development faculty evaluated several existing comprehensive river management plans in jurisdictions located outside Nevada. University Center for Economic Development faculty further evaluated various funding and administrative tools provided to local government in Nevada through the Nevada Revised Statutes. University Center for Economic Development faculty concluded this analysis by developing a series of potential funding and administrative approaches that the organization(s) ultimately responsible for adoption, administration and implementation of the 2016 One Truckee River Management Plan may consider.

1.1 Overview

Seven existing comprehensive river management plans were surveyed. These plans were selected based upon three separate criteria. First, the river management plan needed to cover several jurisdictions including, but not limited to, municipalities, counties, and lands administered and managed by a U.S. federal agency. Second, the river management plan needed to identify a clear financial and administrative model, clearly identifying the source of funds needed to implement stated action items identified within the plan. Third, the river management plan must identify more than one action item. The seven separate existing comprehensive river management plans surveyed were:

- “Tuloumne Wild and Scenic River Management Plan”; Revised by the U.S. Department of Agriculture Forest Service (Pacific Southwest Region) in May 1988 and reprinted in April 2002.
- “Ashuelot River Corridor Management Plan”; Adopted by the Ashuelot River Local Advisory Committee for Winter 2001 to 2002.
- “Wild and Scenic River Comprehensive River Management Plan”; Adopted by the U.S. Department of Agriculture Forest Service (Eastern Region) in July 2007.
- “Intermunicipal Watershed Management Program”; Adopted by the State of New York Department of State in February 2010.
- “2014 Yakima River Basin Integrated Water Resource Management Plan”; Adopted by the State of Washington Department of Ecology in 2014.

- “Oyster River Management Plan”; Adopted by the State of New Hampshire Department of Environmental Services, Oyster River Local Advisory Committee, Strafford Local Advisory Committee in 2014.
- “Lakes Buchanan and Travis Water Management Plan and Drought Contingency Plans”; Adopted by the State of Texas Commission on Environmental Quality, Lower Colorado River Authority in November 2015.

Three additional river management plans were also reviewed. These plans were suggested by members of the Sustainable Funding working group as part of the One Truckee River Management Plan core group. The three separate existing river management plans surveyed were:

- “River South Area Coordinated Plan”; Adopted by the Bexar County (Texas) County Commissioners Court, the San Antonio River Authority, and the City Council of San Antonio, and the U.S. National Park Services in 2010.
- “Riverwalk 2020: A Sustainability Framework”; Adopted by the Riverwalk Trust and Riverwalk Fort Lauderdale (Florida), Inc. in 2009 and 2010.
- “Boise River Resource: Management & Master Plan”; Developed by the City of Boise (Idaho) Parks & Recreation Department and Adopted by the City of Boise City Council in 1999, updated in 2014.

University Center for Economic Development faculty also reviewed appropriate state law for Nevada regarding the creation of special districts to assist in the administration and management of critical watersheds. Existing state of Nevada precedent can provide a general legal and legislative framework for the establishment of similar conservation and natural resource management for the One Truckee River Management plan region. Particular focus on the following chapters of the Nevada Revised Statutes include:

- Nevada Revised Statute Chapter 621, Water and Sewer Districts, Systems and Projects. Carson Water Subconservancy District Act; Adopted by the Nevada State Legislature in 1989.
- Nevada Revised Statute Chapter 279, Redevelopment of Communities.
- Nevada Revised Statute Chapter 271, Local Improvements (Special Assessment Districts).
- Nevada Revised Statute Chapter 318, General Improvement Districts.
- Nevada Revised Statute Chapter 278C, Tax Increment Areas.
- Nevada Revised Statute Chapter 548, Conservation; Nevada Senate Bill 476 (2015)

Based upon the review of the various comprehensive river management plans and the six separate local government financing tools evaluated by University Center for Economic Development, several different financing and administrative options for the 2016 One Truckee River Management Plan have been identified. Each option should be carefully weighed and evaluated by the organization(s) ultimately responsible for adoption, administration and implementation of the 2016 One Truckee River Management Plan. These options include:

- The 2016 One Truckee River Management Plan will require sustainable long-term funding to fund ongoing and recurring program and administrative costs. This will likely require the use of some public revenue stream in the form of fees and/or taxes. Adoption, and ultimate implementation, of the 2016 One Truckee River Management Plan by a local government entity should be considered in order to fund and administer the plan's long-term program, operational, and administrative requirements. The use of publically assessed, levied, and collected fees and/or taxes, used for ongoing and recurring program and administrative costs can be augmented and supported through the continued collection and use of grants, donations, and gifts collected by a non-profit or nongovernmental entity. However, grants, donations, and gifts should not be solely depended upon to fund ongoing and recurring program and administrative costs.
- The 2016 One Truckee River Management Plan will require a sustainable funding and administrative framework necessary to fund one-time capital improvement projects. Redevelopment, General Improvement Districts, Special Assessments Districts, and/or Tax Increment Areas, each defined by separate chapters of the Nevada Revised Statutes, could each potentially be used to fund various one-time capital improvement projects as identified in the plan. The use of grants, donations, and gifts collected by a non-profit or nongovernmental entity could and should be used to augment the use of Redevelopment, General Improvement Districts, Special Assessment districts, and/or Tax Increment Areas. The use of grants, donations, and gifts could potentially be used to directly fund one-time capital improvement projects.
- Special legislation, similar to that of the Carson Water Subconservancy District Act, adopted and passed by the Nevada State Legislature in 1989, could potentially be pursued to assist in the funding of both one-time capital improvement projects and ongoing and recurring program and administrative costs identified in the 2016 One Truckee River Management Plan. The Carson Water Subconservancy District Act created a special assessment district with the authority to assess, levy, and collect an ad valorem tax. This ad valorem tax was largely restricted to the use of acquiring water rights deemed necessary by the special district to improve the overall quality of the Carson River but can also be used to fund ongoing and recurring program and administrative costs deemed necessary by the special district. This special district further has the authority to apply for and receive grants and accept donations and gifts. This mixture of funding, for both one-time capital improvement costs and ongoing and recurring program and administrative costs, could potentially fund many of the projects and programs identified in the 2016 One Truckee River Management Plan.

- Conservation Districts, as outlined in NRS Chapter 548 and further amended in Nevada Senate Bill 476 (2015), could potentially be used to both fund and administer a variety of the one-time capital projects and ongoing and recurring program and administrative expenditures outlined in the 2016 One Truckee River Management Plan. The current and existing Washoe Storey Conservation District already provides an in-place administrative and management framework that could be used to administer and implement various aspects of the 2016 One Truckee River Management Plan. The ability of a Conservation District to apply for and receive grants and accept donations and gifts makes the Conservation District approach ideal for funding one-time capital improvement projects and the recently created authority to assess, levy, and collect a fee not to exceed \$25.00 per parcel (as outlined in Nevada Senate Bill 476 adopted and passed by the 2015 Nevada State Legislature) makes the Conservation District approach ideal for funding ongoing and recurring program and administrative costs.

2.0 Evaluation of Existing River Management Plans

University Center for Economic Development faculty surveyed several different existing comprehensive river and watershed management plans. These existing comprehensive river and watershed management plans were selected in order to evaluate potential funding and administrative options for future adoption, administration and implementation of the 2016 One Truckee River Management Plan. Seven separate comprehensive river and watershed management plans were selected by University Center for Economic Development faculty and three comprehensive river and watershed management plans were selected by the members of the Sustainable Funding working group, part of the One Truckee River Management Plan core planning group. The results of this survey and analysis are presented in this section.

2.1 Comprehensive River and Watershed Management Plans Selected by University Center for Economic Development Faculty

Each of the seven reviewed comprehensive river and watershed management plans surveyed and examined relied heavily on the formal authority of either a U.S. federal agency, a state agency, or local entity (county or municipality) for implementation and enforcement of the implementation measures identified in each plan. Typically, a regional authority, comprised of the represented and participating municipal, county, state, and/or federal agencies, was created to ensure implementation of the plan. The purpose of relying on a governmental entity enables the force of law to pursue implementation measures identified as required action steps needed in order to achieve the stated goals of each plan.

Primary funding sources for each of the seven reviewed comprehensive river and watershed management plans are generally provided by a federal, state, or local entity or some combination thereof. These primary funds are typically augmented by competitive or foundational grants. However, each of the seven reviewed comprehensive river and watershed management plans typically use these competitive or foundational grants for one-time capital improvements or non-recurring programs. Public sector funds, either general fund or special taxing district funds, are used for ongoing maintenance, staff costs, or other recurring costs that would require a sustainable and recurring funding source.

Each plan also contains a series of stated plan goals and objectives. For example, the “2014 Yakima River Basin Integrated Water Resource Management Plan” contains five primary goals: (1) to provide opportunities for comprehensive watershed protection, ecological restoration, and enhancement addressing instream flows, aquatic habitat, and fish passage, (2) improve water supply reliability during drought years for agricultural and municipal needs, (3) develop a

comprehensive approach for efficient management of water supplies for irrigated agriculture, municipal and domestic uses, and power generation, (4) improve the ability of water managers to respond to and adapt to the potential effects of climate change, and (5) contribute to the vitality of the regional economy and sustain the riverine environment.

The “Ashuelot River Corridor Management Plan” identifies six Resource Conservation Issues and three Management Issues. The six Resource Conservation Issues in the “Ashuelot River Corridor Management Plan” include: (1) water quality protection and monitoring, (2) public access for recreation in the river and riparian lands, (3) conservation of soil potential, (4) conservation of plant and animal habitat, (5) conservation of green space, and (6) conservation of historic and archeological resources. The three Management Issues include: (1) potential for development of private property, (2) growth of the regional tourism industry, and (3) public access for recreation in the river and riparian lands. Twenty additional priority management issues are identified in the “Ashuelot River Corridor Management Plan”, ranging from accommodating public access to surveillance and enforcement regarding private septic system failure to enhancing cooperation among local government, private organizations, and academia to integrating the corridor management plan with local master plans.

Both the “2014 Yakima River Basin Integrated Water Resource Management Plan” and the “Ashuelot River Corridor Management Plan” are the closest in-terms of program goals and stated objectives for the proposed One Truckee River Management Plan. Both plans are also fairly recent in-terms of their development and adoption and most closely take into consideration existing federal law regarding the governance of navigable waterways and key watersheds that the One Truckee River Management Plan would likely be subject to in-terms of governance structure and financing.

The “Ashuelot River Corridor Management Plan” is currently administered by the Ashuelot River Local Advisory Committee (LAC). The Ashuelot River LAC and the “Ashuelot River Corridor Management Plan” was created and prepared in accordance with the New Hampshire Rivers Management and Protection Act (RSA 483:10), indicating that the organizers and advocates for this this river corridor management plan sought out support from the New Hampshire Legislature in order to provide the Ashuelot River LAC with the power of law in order to enforce and implement the plan. This finding is underscored by the current composition of the Ashuelot River LAC which includes ten municipalities, Conservation Commissions, Planning Boards, and Boards of Selectmen.

The efforts of the Ashuelot River LAC are funded through a variety of sources. Primary funds are provided, under the New Hampshire Rivers Management and Protection Act, by the participating municipalities and Conservation Commissions that form the Ashuelot River LAC. Additional funds are provided by the State of New Hampshire, again under the New Hampshire Rivers Management and Protection Act. Both the primary funds and additional funds are augmented through the Ashuelot River LAC’s ability to win and secure competitive or foundational grants. However, the “Ashuelot River Corridor Management Plan” indicates that competitive or foundational grants should be used for either one-time capital expenditures or non-recurring one-time programs or projects.

The “2014 Yakima River Basin Integrated Water Resource Management Plan”, and specifically the “2014 Yakima River Basin Integrated Water Resource Management Plan – Cost Estimate and Financing Plan”, was prepared and developed pursuant to the requirements of Second Substitute Senate Bill 5367, commonly known as the Yakima River Basin Water Resource Management Act. Currently, the State of Washington Department of Ecology and the Office of the Columbia River administers this integrated water resource management plan. As part of this legislation, the State of Washington Legislature, in 2013, found that:

“...the interests of the state will be served by developing programs, in cooperation with the United States and the various water users in the basin, that increase the overall ability to manage basin waters in order to better satisfy both present and future needs for water in the Yakima River Basin. The interests of the state will also be served through coordination of federal and state policies and procedures in order to develop and implement projects within the framework of the integrated water resource management Integrated Plan for the Yakima River Basin.”

More importantly, the State of Washington Legislature authorized the Department of Ecology to: (1) implement the Yakima River Basin Integrated Water Resource Management Plan through a coordinated effort of affected federal, state, and local agencies and resources, (2) develop water supply solutions that provide concurrent benefits to both instream and out-of-stream uses, and (3) address a variety of water resource and ecosystem problems affecting fish passage, habitat functions, and agricultural, municipal, and domestic water supply in the Yakima River Basin, consistent with the provisions of the Integrated Plan. Like the “Ashuelot River Corridor Management Plan”, the sponsors and advocates of this integrated water resource management plan sought out support from their respective state legislature in order to provide the responsible entity, in this case the State of Washington Department of Ecology and the Office of the Columbia River, with the power of law in order to enforce and implement the plan.

Primary funds are provided, under the Yakima River Basin Water Resource Management Act, by the Washington State Legislature through the Department of Ecology and the Office of the Columbia River. However, the Second Substitute Senate Bill 5367 stipulates that at least one-half of total costs to finance the implementation of the integrated water resource management plan must be funded through federal, private, and other non-state sources, including a significant contribution of funding from local project beneficiaries. The Second Substitute Senate Bill 5367 further states, “...in light of its substantial costs and the state’s limited capacity to absorb them within existing resources, there is a need to identify and evaluate potential new state and local revenue sources to assist in paying the state and local share of implementation costs.”

While primary funds are provided by the State of Washington Legislature, additional funds are provided by local government revenue sources as well as appropriate federal funding sources. Both the primary and additional funds are augmented through the Department of Ecology’s and the Office of the Columbia River’s ability to win and secure competitive or foundational grants. While these competitive and foundational grants are vital to funding the “2014 Yakima River Basin Integrated Water Resource Management Plan”, they are typically used for either one-time capital expenditures or non-recurring one-time programs or projects.

2.2 Comprehensive River and Watershed Management Plans Selected by Members of the Sustainable Funding Working Group

The “River South Area Coordinated Management Plan” was established via collaborative effort of the Bexar County (Texas) County Commissioners Court, the San Antonio River Authority (SARA), the City Council of the City of San Antonio, and the U.S. National Park Service and focuses on an eight mile stretch of the San Antonio River beginning in downtown San Antonio and extending southward to the city’s limits. The planning area of the “River South Area Coordinated Management Plan” consist of a narrow strip along the San Antonio River, extending approximately one-half of a block on either side of the San Antonio River. This coordinated management plan incorporates existing land use and zoning regulations as already developed by the City of San Antonio. The City of San Antonio’s current Master Plan (adopted 1997), the South Central San Antonio Community Plan (adopted in 1999 and updated in 2003), the Stinson Airport Vicinity Land Use Plan (adopted in 2009), and the Roosevelt Corridor Reinvestment Plan (adopted in 2009) each serve as the primary planning and policy guidelines for the “River South Area Coordinated Management Plan.

The “River South Area Coordinated Management Plan” established four primary goals, including (1) maximize the return on investment and promote economic development, (2) protect the community’s investment in the San Antonio River, (3) promote the National Parks Service boundary study and land use management plan, and (4) establish a coordinated framework among agencies for essential functions. This coordinated management plan established a number of separate public policy objectives for each of the plan’s four primary goals. While Bexar County and the U.S. National Parks Service are primary partners in achieving each of the plan’s four primary goals, supreme legislative and policy responsibility rests with the City Council of the City of San Antonio and the San Antonio River Authority. SARA, created in 1937, has a jurisdiction that covers approximately 3,658 square miles of the San Antonio River, including all of Bexar, Wilson, Karnes and Goliad Counties. SARA is a joint powers authority comprised of six directors who are elected from each of the participating counties. SARA has the authority to impose an ad valorem tax for the purpose of planning, operations, and maintenance activities and may asses, levy, and collect an ad valorem tax of no more than \$0.02 per \$100.00 of assessed value.

A series of recommendations and action steps are outlined in the “River South Area Coordinated Management Plan, including the establishment of a coordinated framework among participating agencies for essential functions and to ensure seamless, integrated management of the San Antonio river corridor and related areas as identified in the plan. The governance structure of this plan consists of an executive committee of eight appointees, including two (2) appointees from the Bexar County Commissioners Court, two (2) appointees from the City Council of the City of San Antonio, two (2) appointees from the SARA board of directors, two (2) federal Congressional appointees to represent the U.S. National Parks Service, and ex-officio representation by the co-chairs of the San Antonio River Oversight Committee (SAROC).

A series of eight additional assessments and action plans were further identified as critical to the management of the eight mile San Antonio River corridor, including (1) river maintenance

expectations and standards, (2) river recreational plan and implementation standard, (3) security needs assessment, (4) neighborhood needs assessment, (5) infrastructure needs assessment, (6) economic development, (7) educational plan, and (8) events marketing plan. Each of these eight additional assessments and action plans are consistent with the areas identified as part of the One Truckee River Management Plan, excluding sustainable funding. While the “River South Area Coordinated Management Plan” inventories past and existing funding levels and sources for several of these additional assessments and action plans, the plan itself does not identify any specific funding source. Instead, the “River South Area Coordinated Management Plan” is more of a coordinative effort by Bexar County, the City of San Antonio, the U.S. National Parks Service, and SARA.

The “Riverwalk 2020: A Sustainability Framework” was established by the Riverwalk Trust (Riverwalk Fort Lauderdale, Inc.) in 2009 and 2010 and is designed to serve as a framework for sustainability principles for Riverwalk Park in the City of Fort Lauderdale, Florida. While not specifically identifying a particular watershed, this plan would cover an area generally covering the confluence of the North Fork of the New River and the South Fork of the New River to form the Tarpon River including upstream and downstream portions of the watershed within the City of Fort Lauderdale, Florida.

A series of nine separate sustainability objectives are included in the “Riverwalk 2020: A Sustainability Framework”, including (1) implement a waste reduction and waste management system, (2) seek out sustainable materials and renewable energy, (3) expand natural urban greening, (4) increase the availability of innovative, interactive attractions, (5) increase user comfort, (6) activate the Park and the New River culturally, artistically, and recreationally, (7) develop a platform for the place-based economy, (8) promote alternative transportation modes for accessibility, and (9) build the Park’s brand equity through sustainability. The geographic scope of each of these nine objectives are primarily focused on Riverwalk Park in the City of Fort Lauderdale, Florida, a linear park consisting of just 18.2 acres of the river which is owned by the City of Fort Lauderdale but managed by the Riverwalk Fort Lauderdale Trust.

While the “Riverwalk 2020: A Sustainability Framework” plan is to be implemented by the Riverwalk Fort Lauderdale Trust, the plan itself does not identify a specific funding sources for implementation. While the Riverwalk Fort Lauderdale Trust does receive some small financial assistance from the City of Fort Lauderdale, the Downtown Development Authority, and Broward County, the Riverwalk Fort Lauderdale Trust is largely dependent on charitable contributions and donations, sponsorships, and grants to fund its operations and educational outreach, the development of new infrastructure within the Riverwalk Park, and to maintain Riverwalk Park as well.

The “Boise River Resource Management & Master Plan” was adopted by the City Council of the City of Boise, Idaho in 2014. The City of Boise Parks & Recreation Department is primarily responsible for the plan’s administration and implementation. The plan itself only covers that portion of the Boise River located within the jurisdiction of the City of Boise and does not cover portions of the Boise River located in unincorporated Ada County or other parts of the Treasure Valley region. The 2014 update to the “Boise River Resource Management & Master Plan” established a number of policy and administrative recommendations in four general areas,

including (1) public safety, (2) recreation, (3) natural resources, and (4) information and education.

A series of nine separate recommendations are made regarding public safety ranging from developing emergency access points that meet the requirements of the Boise Fire Department along the Boise River to evaluating whether a river ranger program is needed as recreation continues to expand along the river to coordinated with other groups such as the Volunteer Greenbelt patrol and bicycle advocates on various public safety issues and problem areas incorporating education and 'etiquette' events. Twenty-nine separate recreation policy and administrative recommendations are identified in the "Boise River Resource Management Plan". These 29 recreation policy and administrative recommendations are divided into six separate sub-areas including greenbelt and paths (six separate recommendations), river access (four separate recommendations), boating and floating (eight separate recommendations), recreation demand (five separate recommendations), restrooms (three separate recommendations), and litter management (two separate recommendations).

Twenty-two separate natural resource recommendations are identified in the "Boise River Resource Management Plan". The 22 natural resource policy and administrative recommendations are divided into three separate sub-issues including habitat management (11 separate recommendations), wetlands and water quality (six separate recommendations), and river dynamics (five separate recommendations). A total of 17 separate policy and administrative recommendations are made regarding education and information. The 17 recommendations are divided into three separate sub-areas including signs (four separate recommendations), education (five separate recommendations), and interpretation (eight separate recommendations).

The "Boise River Resource Management Plan" does not identify a specific source of funding. However, given that the City of Boise, a municipality, has formally adopted the plan via ordinance and that the City of Boise Parks & Recreation Department is responsible for administration of the plan, it is reasonable to assume that normal municipal revenue sources, including generally assessed and collected property tax and sales tax revenues, fines, fees, grants, donations, and revenues generated from the disposal of property by the City of Boise, with the use of general obligation and/or special use obligation bonds, can be used to support and fund the plan's implementation and administration.

3.0 Overview of Existing Funding and Administrative Tools in Nevada

Local governments in Nevada have a variety of options when it comes to the funding and administration of special projects and programs. The Nevada State Legislature has authorized local governments, including municipalities and counties, to form redevelopment districts, special assessment districts, general improvement districts, tax increment areas, and conservation districts, as a way of funding critical infrastructure development and maintenance and implement and complete critical programs and projects. This section outlines the use of these various funding and administrative tools as they pertain to the funding and administration of the 2016 One Truckee River Management Plan.

Each of the various local government funding and administrative tools outlined in this section could potentially be used to fund and administer different parts of the One Truckee River Management Plan. Similar legislation to Nevada Revised Statute Chapter 621, along with the use of a conservation district(s), could be used to fund and administer various projects and programs related to water quality and conservation along the Truckee River. A redevelopment district(s) or tax increment area(s) could be used to fund capital improvement or collaborative public-private partnership projects while a special assessment district(s) or general improvement district(s) could be used to fund the ongoing maintenance and management of these projects and other related programs.

3.1 The Carson Water Subconservancy District Act, Nevada Revised Statute Chapter 621

In 1989, the Nevada State Legislature approved Nevada Revised Statute Chapter 621 which authorized the creation of the Carson Water Subconservancy District Act. The Act revised existing provisions in Nevada state law including the appropriation of water by local governments and water companies as well as the process involved in the formation of different conservancy and subconservancy districts with particular focus on Carson City and within the existing Carson Water Subconservancy District. While the Act focuses primarily on the process by which a conservation or subconservancy district is formed and how these districts may acquire or dispose of water rights or water credits, the Act itself provides a unique precedence for establishing an administrative framework and a sustainable funding source that could potentially be customized to fit the needs of the geographic area outlined in the One Truckee River Management Plan.

Nevada Revised Statute (NRS) Chapter 621, Section 10 outlines the creation and expansion of the conservancy and subconservancy district, composition and powers of the board of directors, and the powers provided to these special districts. Specifically, NRS Chapter 621, Section 10

states that the Carson Water Subconservancy shall be granted the same powers and duties, as well as be subject to the same limitations as other water conservancy districts authorized by the Legislature in NRS Chapter 541. Eleven such powers are outlined in NRS Chapter 541, ranging from the ability to take by appropriation and any and all means any water, water rights and sources of water supply and any and all real personal property needed to fulfil the responsibilities of the established water conservancy district. Like most special districts, NRS Chapter 541 enables water conservancy districts to acquire and divest property, enter into contracts, and to construct and enforce special assessments levied on property.

NRS Chapter 621 Section 10 establishes an 11 member board for the Carson Water Subconservancy District consisting of two (2) members who are residents of Carson City appointed by the Board of Supervisors of Carson City, two (2) members who are residents of Lyon County appointed by the Board of County Commissioners of Lyon County, five (5) members who are residents of Douglas County (two (2) of which must represent agricultural interests in Douglas County) appointed by the Board of County Commissioners of Douglas County, and two (2) members who are residents of Churchill County appointed by the Board of County Commissioners of Churchill County.

NRS Chapter 621 Section 10 allows the Carson Water Subconservancy District to assess, levy and collect an ad valorem tax of no more than \$0.03 per \$100.00 of total assessed value for carrying out the activities of the district. This rate is in addition to the constitutional cap of \$3.64 per \$100.00 of total assessed value on ad valorem revenues. The Carson Water Subconservancy District may use these funds to issue general or special obligation bonds to carry out the activities of the district which may include the acquisition of water rights and the acquisition, construction or completion of waterworks, facilities, flood control or drainage projects or other projects as allowed for other municipal organizations (see NRS Chapter 350.500 through NRS Chapter 350.720 inclusively).

The city/county of Carson City may also establish their own special district within the Carson Water Subconservancy District. NRS Chapter 621 Section 10 permits this special sub-district within the Carson Water Subconservancy District to assess, levy and collect an ad valorem tax of no more than \$0.07 per \$100.00 of total assessed value. The revenue from this additional ad valorem tax may be used by the special sub-district to plan, construct, maintain and operate waterworks, facilities, flood control or drainage projects or other projects, and to obtain water and water rights for the benefit of the district. Like the primary Carson Water Subconservancy District, the special sub-district may issue general or special obligation bonds using revenues from the \$0.07 per \$100.00 of total assessed value ad valorem assessment to finance these debt instruments. This rate is in addition to the constitutional cap of \$3.64 per \$100.00 of total assessed value on ad valorem revenues.

For purposes of the One Truckee River Management Plan, NRS Chapter 621 provides a useful legislative precedent for establishing a separate authority with the responsibility of managing a water shed that crosses multiple political jurisdictions. NRS Chapter 621 also provides a useful legislative precedent for creating a sustainable funding sources via an ad valorem levy that is exempt from the constitutional cap of \$3.64 per \$100.00 of assessed value. However, NRS Chapter 621 specifically limits the authority of the Carson Water Subconservancy District to

flood control or drainage projects, other related projects, and to the acquisition of water and water rights. This scope of permitted authority is outside the range of desired projects and programs for the One Truckee River Management Plan.

3.2 Redevelopment of Communities, Nevada Revised Statute Chapter 279

NRS Chapter 279 authorizes local municipalities and counties to establish a redevelopment district for the purpose of mitigating and eliminating blight, as defined by NRS Chapter 279 Section 388, if the local jurisdiction finds that the establishment of a redevelopment district is in the interest of the health, safety, and general welfare of the public. As of fiscal year 2015-2016, according to the Nevada Department of Taxation (*Local Government Finance: Property Tax Rates for Nevada Local Governments Fiscal Year 2015-2016*), there are currently 14 separate redevelopment districts in operation throughout the state of Nevada. Two of those redevelopment districts, City of Reno Redevelopment District Number 1 and City of Reno Redevelopment District Number 2, currently operate in Reno, Nevada under the supervision and administration of the City of Reno. Two additional redevelopment districts, City of Sparks Redevelopment District Number 1 and City of Sparks Redevelopment District No. 2, currently operate in Sparks Nevada under the supervision and administration of the City of Sparks.

The southernmost boarder of City of Reno Redevelopment District Number 1 extends along the Truckee River, including both the northern and southern banks of the Truckee River beginning at Arlington Avenue, between Winter Street and Sutro Street. The East 4th Street corridor sub-area of City of Reno Redevelopment District Number 2 contains both the north and south bank of the Truckee River beginning at Sutro Street and ending at the municipal boundary between the City of Reno and the City of Sparks at the meeting of East 4th Street in Reno, Nevada and Prater Way in Sparks, Nevada. Only a small portion of the existing City of Sparks Redevelopment District Number 2 currently incorporates a portion of the Truckee River. The Southwest Industrial Area of City of Sparks Redevelopment District Number 2 includes a small southernmost boundary along the northern bank of the Truckee River between Greg Street and South Rock Boulevard.

NRS Chapter 279 Section 432, Section 470, and Section 486 outlines the various projects and programs that a redevelopment agency, responsible for the administration of a redevelopment district, may fund and undertake using its authority to collect incremental ad valorem (property tax) revenue from properties located within the redevelopment district. NRS Chapter 279 Section 432 permits other public bodies (a state agency, county or municipal government) may dedicate, sell, convey or lease any of its property to the redevelopment agency. Other public bodies may also cause parks, playgrounds, recreational, community, educational, water, sewer or drainage facilities, or any other works that it is otherwise empowered to undertake, to be furnished adjacent to or in connection with redevelopment projects. Public bodies may furnish, dedicate, close, pave, install, grade, regrade, plan or replan streets, roads, roadways, alleys, sidewalks or other places that it is otherwise empowered to undertake in the redevelopment district or plan, replan, zone or rezone any part of a redevelopment district and make any legal exceptions from building regulations and ordinances.

NRS Chapter 279 Section 470 permits a redevelopment district to purchase, lease, obtain option upon or acquire by gift, grant, bequest, devise or otherwise, any real or personal property and acquire any property by eminent domain. Redevelopment agencies may further clear buildings, structures or other improvements from any real property acquired by the redevelopment agency and sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage, deed or trust, or otherwise dispose of any real or personal property within the redevelopment district. Redevelopment agencies are also permitted to rent, maintain, manage, operate, repair and clear any real property either owned by the redevelopment agency or in partnership with any other public or private property owner of property located within the redevelopment district.

NRS Chapter 279 Section 486 contains various general provisions regarding the purchase and construction of certain buildings, facilities and improvements by the redevelopment agency or by any other public body in support of the redevelopment agency's efforts. Specifically, NRS Chapter 279 Section 486 states that, "An agency may, with the consent of the legislative body, pay all or part of the value of the land and the cost of the construction of any building, facility, structure or other improvement and the installation of any improvement which is publicly or privately owned and located within or without the redevelopment area."

As a redevelopment district already exists for much of the 2016 One Truckee River Management Plan's coverage of the Truckee River, a new redevelopment district could not be created nor would it be advisable to do so. Instead, the organization responsible for adoption, implementation and administration of the 2016 One Truckee River Management Plan should work collaboratively with the Reno Redevelopment Agency (the City of Reno) and the Sparks Redevelopment Agency (the City of Sparks) to assess the possibility of using existing redevelopment tax increment financing capacity to fund future programs and projects outlined in the 2016 One Truckee River Management Plan. As a matter of administrative procedure and state law, either the Reno Redevelopment Agency or the Sparks Redevelopment Agency could become the public entity responsible for adoption, implantation and administration of the 2016 One Truckee River Management Plan.

3.3 Local Improvements (Special Assessment Districts), Nevada Revised Statute Chapter 271

A Special Assessment District, as defined in NRS Chapter 271, is a broad financing tool that local county and municipal governments can use to fund a variety of infrastructure and improvement projects. The governing body of a county or municipal government may use future ad valorem (property tax) revenues, assessed at a rate that is above the state constitutionally set cap of \$3.64 per \$100.00 of assessed value, either through annual collections or through the issuance of ad valorem backed bonds or other securities, to finance different infrastructure and improvement projects that the governing body has determined necessary to support the development of the Special Assessment district and to provide necessary services to property owners and businesses located in the Special Assessment District.

As of Fiscal Year 2015-2016, there are a number of Special Assessment Districts whose geographic location encompass a large portion of the Truckee River covered by the 2016 One

Truckee River Management Plan. While a number of existing Special Assessment Districts currently exist, an existing Special Assessment District cannot be repurposed to fund any part of the 2016 One Truckee River Management Plan. However, a new Special Assessment District could be created and overlaid onto an existing Special Assessment District(s) with the purpose of funding the various programs and projects outlined in the 2016 One Truckee River Management Plan. The organization responsible for adopting, implementing and administering the 2016 One Truckee River Management Plan would need to work collaboratively with the City of Reno, the City of Sparks and/or Washoe County to establish a new Special Assessment District(s) designed to fund aspects of the plan. This process of creation is outlined in NRS Chapter 271 Section 275, which outlines two separate ways a Special Assessment District can be created: (1) by a provisional order of the local government authority, or (2) by petition of property owners or business owners located in the proposed Special Assessment District. According to the Nevada Department of Taxation, there were a total of 82 active Special Assessments Districts (including just one Commercial Area Vitalization Project) located throughout the State of Nevada.

NRS Chapter 271 Section 265 outlines the broad powers and authorities of a Special Assessment District. A Special Assessment District may acquire, improve, equip, operate and maintain a variety of projects including a Commercial Area Vitalization Project (NRS 271.063), a curb and gutter project, a drainage project, an energy-efficiency project, an off-street parking project, an overpass project, a park project, a public safety project, a renewable energy project, a sanitary sewer project, a security wall, a sidewalk project, a storm sewer project, a street project, a street-beautification project, a transportation project, an underpass project, a water project, or any combination of these projects. A Special Assessment District may also acquire, improve, equip, operate and maintain additional projects including an electric project, a telephone project, a combination of an electrical and telephone project, a combination of an electric and telephone project, or any combination of these projects. Special Assessment Districts may also finance an underground conversion project with the approval of each service provider that owns the overhead service facilities to be converted and, in municipalities in a county whose population is less than 700,000, acquire, improve, equip, operate and maintain an art project or a tourism and entertainment project.

NRS Chapter 271 Section 063 outlines the powers and authority of the Commercial Area Vitalization Project, a variant of the Special Assessment District that is oriented toward supporting various commercial and private-sector initiatives. As there is currently no authorizing Business Improvement District (BID) legislation in the Nevada Revised Statutes, the Commercial Area Vitalization Project is the closest to a Nevada-specific BID. In the case of a Commercial Area Vitalization Project, the local governing legislative body may authorize the creation of this variant Special Assessment District at the request of business owners within the proposed district and use either ad valorem or sales tax revenues (both assessed above the existing constitutional cap on ad valorem rates and above the current sales tax rate applicable to the county and/or municipal in which the district may operate in) to fund the district's activities.

Unlike the broad authorities of a typical Special Assessment District, NRS Chapter 271 Section 063 outlines specific powers and authorities granted to the Commercial Area Vitalization Project. A Commercial Area Vitalization Project may pursue projects and programs related to the beautification and improvement of the public portions of an area zoned primarily for business

or commercial purposes including, without limitation, public restrooms, facilities for outdoor lighting and heating, decorations, fountains, landscaping, facilities or equipment, or both, designed to enhance the protection of persons and property within the improvement district. A Commercial Area Vitalization Project may also fund the construction and maintenance of ramps, sidewalks, and plazas and rehabilitate or remove existing structures. The Commercial Area Vitalization Project may also improve an area zoned primarily for business or commercial purposes by providing promotional activities.

3.4 General Improvement Districts, Nevada Revised Statute Chapter 318

The primary purpose of a General Improvement District, as outlined in NRS Chapter 318, is to provide local county and municipal governments in Nevada a financing tool flexible enough and capable enough to finance a variety of infrastructure projects designed to encourage private sector investment. The local authorizing government legislative body, a county commission or city council, is responsible for the creation of the General Improvement District and a designated authority (in many cases a department or division of the county or municipality but may also include a non-profit organization or entity other than the county or municipality) to administer and manage the General Improvement District.

A General Improvement District may collect ad valorem (property tax) revenues, assessed at a rate that is above the state constitutionally set cap of \$3.64 per \$100.00 of assessed value, and issue debt for a wide range of projects ranging from the development and maintenance of cemeteries, swimming pools, streets, alleys, curbs, gutters, and sidewalks to the furnishing of fencing, facilities needs for the protection from fire, and the control and eradication of noxious weeds. A General Improvement District may also use tolls and charges for services as a way to fund various programs and projects, including the continued administration, operations, and maintenance of these programs and projects, as outlined in NRS Chapter 318.

The creation of a General Improvement District may be initiated by either a resolution adopted by the local governing body (a county commission or city council) or by petition submitted by any owner of property located within the proposed General Improvement District. Existing General Improvement Districts generally cannot be modified to cover new purposes or projects in addition to the initial purpose or project the existing General Improvement District was formed to fund, complete, and/or administer. General Improvement District can generally be laid one on top of the other to fund individual but multiple purposes within a defined geographic area.

A General Improvement District can only be used for the specific reasons as outlined in NRS Chapter 318 Section 116. NRS Chapter 318 Section 116 outlines the 21 specific powers and uses of a General Improvement District, including:

- Furnishing electric light and power (NRS 318.117).
- Extermination and abatement of mosquitoes, flies, other insects, rats and liver fluke (NRS 318.118).

- Furnishing facilities or services for public cemeteries (NRS 318.119).
- Furnishing facilities for swimming pools (NRS 318.1191).
- Furnishing facilities for television (NRS 318.1192).
- Furnishing facilities for FM radio (NRS 318.1187).
- Furnishing streets and alleys (NRS 318.120).
- Furnishing curbs, gutters and sidewalks (NRS 318.125).
- Furnishing sidewalks (NRS 318.130).
- Furnishing facilities for storm drainage or flood control (NRS 318.135).
- Furnishing sanitary facilities for sewage (NRS 318.140).
- Furnishing facilities for lighting streets (NRS 318.141).
- Furnishing facilities for the collection and disposal of garbage and refuse (NRS 318.142).
- Furnishing recreational facilities (NRS 318.143).
- Furnishing facilities for water (NRS 318.114).
- Furnishing fencing (NRS 318.1195).
- Furnishing facilities for protection from fire (NRS 318.1181).
- Furnishing energy for space heating (NRS 318.1175).
- Furnishing emergency medical services (NRS 318.1185).
- Control and eradication of noxious weeds (as defined in NRS 555).
- Establishing, controlling, managing and operating an area or zone for the preservation of one or more species or subspecies of wildlife that has been declared endangered or threatened pursuant to the federal Endangered Species Act (NRS 318.1177).

Based on a review of existing records provided by the Nevada Department of Taxation, there are no current existing General Improvement Districts covering any length of the area of the Truckee River to be incorporated into the 2016 One Truckee River Management Plan at the time of this publication. The organization responsible for adopting, implementing and administering the 2016 One Truckee River Management Plan would need to work collaboratively with the City of Reno, the City of Sparks and/or Washoe County to establish a new General Improvement District(s) designed to fund specific aspects of the plan.

3.5 Tax Increment Areas, Nevada Revised Statute Chapter 278C

NRS Chapter 278C permits local governments, counties or municipalities, to establish a tax increment area for the primary purpose of financing specific types of infrastructure projects that are determined to be critical to attracting new economic development projects to the community. Tax Increment Areas, similar to the use of redevelopment as outlined in NRS Chapter 278, use tax increment financing to support the development of new infrastructure projects within the defined boundaries of a Tax Increment Area.

Unlike the use of redevelopment as outlined in NRS Chapter 278, no finding of blight is required in order to create a Tax Increment Area and the Tax Increment Area is directly administered by the authorizing local government without establishing a separate governing board. NRS Chapter 278C only requires that the authorizing local government find that the establishment of a Tax Increment Area, needed in order to fund a specific type of infrastructure as permitted in the statutes, is necessary and will be created in an area largely dominated by undeveloped land where basic infrastructure improvements will make the undeveloped land within the Tax Increment Area more attractive to new business development.

NRS Chapter 278C Section 150 prohibits the creation of a Tax Increment Area in any area that is already defined as (1) the right-of-away of a railroad company that is under the jurisdiction of the state Surface Transportation Board *unless* the inclusion of the property is mutually agreed upon by the authorizing local government and the railroad company, (2) an existing and active redevelopment district as defined by NRS Chapter 278, and (3) any land that has, for the past 50 years, been included in another Tax Increment Area. If the area for consideration for inclusion into a new Tax Increment Area meets these three conditions, the authorizing local government may proceed with the establishment and administration of a new Tax Increment Area.

Tax Increment Areas can only be created and used to fund certain specific infrastructure projects as defined in NRS Chapter 278C Section 140. In the case of a county government establishing a Tax Increment Area, the Tax Increment Area may only be used to fund a drainage and flood-control project (as defined by NRS Chapter 244A Section 027), an overpass project (NRS 244A.037), a sewage project (NRS 244A.0505), a street project (NRS 244A.53), an underpass project (NRS 244A.055), or a water project (NRS 244A.056). In the case of a city or municipal government, the Tax Increment Area may only be used to fund a drainage and flood-control project (NRS 268.682), an overpass project (NRS 268.700), a sewage project (NRS 268.714), a street project (NRS 268.722), an underpass project (NRS 268.726), or a water project (NRS 268.728).

NRS Chapter 278C Section 155 outlines the special usage of a Tax Increment Area if created by a city or municipality created pursuant to a cooperative agreement between the authorizing local municipality and the Nevada System of Higher Education. A municipal government may, in addition to the projects described above for cities, create and use a Tax Increment Area to fund any other infrastructure project necessary or desirable for the principal campus of Nevada State College that is approved by the Board of Regents or for the University of Nevada.

Based on a review of existing records provided by the Nevada Department of Taxation, there are no current existing Tax Increment Areas covering any length of the area of the Truckee River to be incorporated into the 2016 One Truckee River Management Plan at the time of this publication. The organization responsible for adopting, implementing and administering the 2016 One Truckee River Management Plan would need to work collaboratively with the City of Reno, the City of Sparks and/or Washoe County to establish a new Tax Increment Area(s) designed to fund specific aspects of the plan.

3.6 Conservation Districts, Nevada Revised Statute Chapter 548

NRS Chapter 548 outlines the general powers and duties of a local Conservation District established in the state of Nevada. NRS Chapter 548 Section 095 through NRS Chapter 548 Section 110 outlines the legislative rationale and intent behind the creation of a local Conservation District. NRS Chapter 548 Section 095 states that the renewable natural resources of the state of Nevada are basic assets and that they are being affected by the ever-increasing demands of farm and ranch operations and by changes in land use from agricultural to nonagricultural uses such as residential and commercial developments, highways, and other major infrastructure developments, and that the conservation, protection, and controlled development of these renewable natural resources are necessary at such a rate and at such levels of quality as they will continue to meet the needs of the people of Nevada. NRS Chapter 548 Section 105 further states that, as a matter of legislative determination, persons in local communities are best able to provide basic leadership and direction for the planning and accomplishment of the conservation and development of renewable natural resources through the creation, organization, and operation of a local Conservation District.

A local Conservation District, according to NRS Chapter 548 Section 340, is an independent governing authority separate from local counties and municipalities with the authority and responsibility to exercise Public Powers. Once established, members of the Conservation District's governing board are elected by residents and property owners residing and owning property within the Conservation District. Like other elected bodies, a local Conservation District has the authority, through its enumerated police powers, to pass and create laws through the ordinance creation process and enforce those laws and ordinances in cooperation with other local governing bodies such as a county or municipality.

NRS Chapter 548 Section 340 through NRS Chapter 548 Section 400 outlines the various powers and responsibilities of a local Conservation District in Nevada. A local Conservation District may conduct surveys, investigations, and research but no Conservation District shall

initiate any research program except in cooperation with the government of the state of Nevada or any of its agencies, or with the government of the United States or any of its agencies. A local Conservation District may also conduct demonstration projects within the geographic boundaries of the Conservation District in order to demonstrate the means, methods, and measures by which renewable natural resources may be conserved.

A local Conservation District may also initiate any preventative and control measure or measures and repair and restore property in order to conserve and protect existing renewable natural resources. These measures may include engineering operations, methods of cultivation, growing of vegetation, and even changes in existing land use. Conservation Districts may initiate these measures on any lands that include, but are not limited to, wetlands, stream corridors, and other riparian property(ies). A local Conservation District may also develop, implement, and administer their own cooperative agreements with other local, state, and federal government agencies and may provide agricultural and engineering machinery, fertilizer, and seeds to private property owners within the local district. A local Conservation District may further construct, operate, improve, and maintain facilities and structures identified by the local Conservation District as necessary in the performance of the local district.

A local Conservation District may also develop their own independent plans for the conservation of renewable natural resources within the local district and these plans may include any necessary acts, procedures, performances, and avoidances and identify specification of engineering operations, methods of cultivation, growing of vegetation, cropping programs, tillage practices, and changes in land use. A local Conservation District may administer any project initiated by the Conservation District, accept gifts, and participate in cost-sharing on federally financed projects. A local Conservation District may, as a separate and independent public body, acquire, dispose, maintain, and improve any real property within the local district and use the income received from the disposal of any real property within the local district to further implementation of the Conservation District's plan.

Specific to land use, land use planning, and land use controls, a local Conservation District may, according to NRS Chapter 548 Section 430, develop and adopt any provisions requiring the carrying out of necessary engineering operations, including the construction of terraces, terrace outlets, check dikes, dams, ponds, ditches, and other necessary structures. A local Conservation District may also develop and adopt any provisions requiring observance of particular methods of cultivation, including contour cultivating, contour furrowing, lister furrowing, sowing, planting, strip cropping, seeding, and planting of lands to water-conserving and erosion-preventing plants, trees and grasses, forestation, and reforestation. The local Conservation District may prepare and file a petition with the local Board of County Commissioners to formulate land use regulations applicable to the local district. The local Board of County Commissioners shall conduct public meetings and public hearings within the local district(s) regarding the proposed land use regulation(s) and any proposed land use regulation(s) adopted shall be embodied in an ordinance.

Historically, a local Conservation District had no authority to levy any fee or tax within the local district to finance the local district's operations. In 2015, during the 2015 session of the Nevada State Legislature, the Legislature passed Senate Bill 476 (2015), an act authorizing any local

Conservation District in Nevada to impose a fee on parcels within the local district and use those fee-based revenues to fund conservation efforts within the local district's jurisdiction. Section 4 of Senate Bill 476 (2015) authorizes a local Conservation District, to be imposed by the local Board of County Commissioners, an annual fee, not to exceed \$25.00, on each parcel in a Conservation District, if the imposition of the fee is approved at an election. The local Board of County Commissioners must submit to the voters within the local Conservation District the question of whether to impose the fee upon receipt of a petition signed by either a majority of the Supervisors of the Conservation District or at least ten percent of the registered voters eligible to vote within the Conservation District.

Based on a review of existing records provided by the Nevada Department of Conservation and Natural Resources, there is one current existing Conservation District covering the length of the area of the Truckee River to be incorporated into the 2016 One Truckee River Manager Plan at the time of this publication. The Washoe Storey Conservation District is the current existing Conservation District with authority over this stretch of the Truckee River.

4.0 Summary

The purpose of this University Center for Economic Development Technical Report is to provide the organization or organizations eventually responsible for implementation and administration of the 2016 One Truckee River Management Plan with a series of options for funding programs and projects enumerated in the plan. This University Center for Economic Development Technical Report further identifies potential administrative frameworks that could eventually be used to implement and administer implementation of the 2016 One Truckee River Management Plan.

4.1 Conclusions and Observations

The large scope of projects and programs identified in the 2016 One Truckee River Management Plan makes it difficult to identify a single funding source and administrative framework for the long-term implementation and management of the plan. The overall complexity and large scope of the 2016 One Truckee River Manager Plan suggests that several funding options and sources be considered and that different administrative frameworks be developed in order to successfully implement and manage the plan.

The various comprehensive river management plans reviewed in Section 2 of this University Center for Economic Development Technical Report indicate that a public entity, with the power to make and enforce laws via an ordinance creation process and with the power to levy and collect fees and/or tax revenues, will be needed in order to fund the operational requirements of the 2016 One Truckee River Management Plan. Of the various comprehensive river management plans reviewed in Section 2, the comprehensive river management plans that were ultimately adopted by a local or state government entity (a state government or agent of the state government, a county, or a municipality) were able to implement, administer, and fund the various operational activities identified within the plan. Comparatively, those comprehensive river management plans that were ultimately adopted by a nonprofit and/or nongovernmental entity suffered from a lack of administrative and enforcement authority and a lack of sustainable funding. For long-term implementation, administration, and sustainable funding of the 2016 One Truckee River Management Plan, coordination and support from Washoe County, the City of Reno, and the City of Sparks will be required at some level and for some aspects of the plan.

Nevada state law permits local governments, specifically counties and municipalities, to establish different special districts in defined geographic areas to fund various projects and programs. Redevelopment (NRS Chapter 278), General Improvement Districts (NRS Chapter 318), Special Assessment Districts (NRS Chapter 271), and Tax Increment Areas (NRS Chapter 278C) could each be used, either independently of each other or in some combination thereof, to fund various aspects of the 2016 One Truckee River Management Plan. However, except for redevelopment, each of these approaches are best suited for one-time capital improvement

projects such as the building of facilities, infrastructure, and other capital projects identified in the 2016 One Truckee River Management Plan. To a certain and limited extent, a General Improvement District and/or a Special Assessment District (or the specific use of a Commercial Area Vitalization Project as specifically defined in NRS Chapter 271 Section 063) may also be used to fund limited operational or program expenditures that may reoccur over multiple years and over an indefinite amount of time. Tax Increment Areas, however, may only be used to finance one-time capital infrastructure projects and may not be used to fund operational or program costs. Any use of any or all of these approaches will require the cooperation and support of Washoe County, the City of Reno, and/or the City of Sparks.

Sustainable funding and long-term administration of the 2016 One Truckee River Management Plan may require special authorizing legislation by the Nevada State Legislature. There is precedent for legislation that could potentially create a new special district that could be empowered to assess, levy, and collect fees and/or (likely ad valorem) tax revenue. In 1989, the Nevada State Legislature passed and adopted the Carson Water Subconservancy District Act (codified in Nevada state law in NRS Chapter 621). The Carson Water Subconservancy District Act authorized the creation of a new special district with the authority to assess, levy, and collect ad valorem revenues from properties located along the Carson River. While the Carson Water Subconservancy District currently has similar authority to develop and implement different programs and projects that are similar to some of the programs and projects within the 2016 One Truckee River Management Plan, the Carson Water Subconservancy District Act limits the use of assessed, levied, and collected ad valorem revenues largely to funding the acquisition of water rights needed to conserve and improve flows of the Carson River. While the Carson Water Subconservancy District Act is largely focused on acquiring water rights, it does serve as a basic template and precedent for possible future legislation that could be designed to support the sustainable funding and long-term administration of the 2016 One Truckee River Management Plan. Use of this approach will ultimately require a majority support of the Nevada State Assembly, the Nevada State Senate, the Governor of the State of Nevada, and the impacted local jurisdictions of Washoe County, the City of Reno, and/or the City of Sparks.

Conservation Districts, as outlined in NRS Chapter 548, represent a final sustainable funding and long-term administrative model that could potentially be used to fund and implement the 2016 One Truckee River Management Plan. A local Conservation District, as an independent public body separate from the local county or municipality in which the local district is located in, has the legal authority to develop, implement, and administer operational and land use plans deemed necessary for the conservation of various renewable natural resources including water sheds and riparian ecosystems. Local Conservation Districts, because of Nevada Senate Bill 476 passed by the 2015 Nevada State Legislature, now have the authority to assess, levy, and collect a fee on individual parcels located within the local district's geographic jurisdiction. The fee, not to exceed \$25.00 per parcel, can be used, at the discretion of the local Conservation District, to fund both one-time capital improvement programs as well as recurring projects and administrative or operational expenses. This approach, however, will require the cooperation of the Washoe Storey Conservation District, the State Conservation Commission, and the Nevada Department of Conservation and Natural Resources.

**TECHNICAL REPORT
UCED 2015/16-20**

**A SUMMARY OF SOCIAL ISSUES PERTAINING TO THE 2016
ONE TRUCKEE RIVER MANAGEMENT PLAN**



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TABLE OF CONTENTS

Table of Contents	iv
1.0 Introduction	1
1.1 Overview	1
1.2 Background	3
2.0 Local Progress in Managing Related Social Issues	5
2.1 Past Research and Program and Policy Recommendations	5
2.2 Current Program and Implementation of Past Research and Program and Policy Recommendations	7
3.0 Social Issues Recommendations for the 2016 One Truckee River Management Plan	11
3.1 Expand the Continuum of Housing Options	11
3.1.a Support Commitment to the Continuation of the Current Practice of Keeping the Overflow Shelter Open Year-Round	11
3.1.b Create Another Facility, like Crossroads, with Law Enforcement and Social Services Staff	12
3.1.c Support the City of Reno’s On-Going effort to Create More Scattered Sites for Permanent Supportive Housing Projects and Expansion to Other Jurisdictions	12
3.1.d Rapid Re-Housing	12
3.1.e Motels to Home	13
3.2 Continue to Coordinate with Washoe County Regional Animal Services to Care for Pets of the Homeless and Connect with Case Works	13
3.3 Create a Mental Health Facility that Provides Same-Day Access to Mental Health and Additional Services	14
3.4 Implement Multi-Jurisdictional Case Management to Assist Individuals with Access to Housing and Other Resources	14
3.5 Create a Collaborative Group to Focus Case Management and Law Enforcement on the Truckee River	15
3.6 Identify Specific Strategies to Address Youth Homelessness	15
3.7 Reno Works Program	15
4.0 Summary	17
4.1 Conclusions and Observations	17

1.0 Introduction

In December 2015, the University Center for Economic Development was contracted by CFA, Inc. to examine the various social issues pertaining to the development of the 2016 One Truckee River Management Plan. As part of this planning effort, University Center for Economic Development faculty examined various aspects of the social issues pertaining to the development of the 2016 One Truckee River Management Plan. Currently, the portion of the Truckee River corridor included into the first phase of the 2016 One Truckee River Management Plan contains a mix of uses. This corridor is used for recreation purposes by area residents and visitors, contains a mix of residential and commercial land uses, and is also populated by a number of encampments occupied by a significant number of the area's homeless population. The University Center for Economic Development was contracted by CFA, Inc. to (1) explore program and policy options designed to divert homeless individuals and families away from using this portion of the Truckee River corridor to supportive mental health, physical care, and housing services, and (2) report on the findings and recommendations of the Social Issues Committee formed as part of the 2016 One Truckee River Management Plan project.

1.1 Overview

From the onset of the 2016 One Truckee River Management Plan initiative, beginning with the One Truckee River Management Plan Stakeholder Forum held on September 30, 2015, it has been apparent that social issues, perceived as primarily associated with homelessness, are central to the concerns surrounding the Truckee River corridor area identified in the 2016 One Truckee River Management Plan and throughout the Truckee Meadows.

The current organization of topics for the 2016 One Truckee River Management Plan includes:

1. Ensure and protect water quality and ecosystem health in the Truckee River.
2. Create and sustain a safe, beautiful and accessible Truckee River connecting people and places.
3. Build an aware and engaged community that protects and cares for the Truckee River.
4. Ensure the measurable, sustainable and collaborative management of the Truckee River for today and into the future.

Directly or indirectly, each of these categories involve addressing program and policy issues directed toward the region's homeless population and their continued use of the Truckee River as temporary housing, yet only one committee, Social Issues, specifically addressed homelessness. The Social Issues Committee, formed as part of the One Truckee River Management Plan

Stakeholder Forum held on September 30, 2015, identified four primary planning and policy areas directed toward the region's homeless population. These primary planning and policy areas included (1) an understanding of the underlying reasons for homelessness, (2) identification of the various cohorts of homeless people, (3) consideration of the complexity of the problem and, finally, (4) the efficacy of various homeless programs in the region and across the country.

From the start, it has been generally recognized that the 2016 One Truckee River Management Plan would not endeavor to directly manage or treat homelessness. The 2016 One Truckee River Management plan would, however, examine what was being done to provide appropriate supportive mental health, physical care, and housing services, what else might be done to improve the overall management and mitigation of homelessness along the Truckee River corridor and throughout the Truckee Meadows, the impacts of the homeless on the Truckee River corridor, and how adoption, implementation and administration of the 2016 One Truckee River Management Plan could support those entities that were directly and effectively working to provide comprehensive interventions.

University Center for Economic Development faculty began by investigating the efforts of other communities in addressing a population with comparable challenges regarding a homeless population with various mental and physical health concerns, substance abuse disorders, and various co-occurring disorders. This assessment of program and policy actions taken by other communities began with a review of best practices published by the National Alliance to End Homelessness (http://www.endhomelessness.org/pages/local_progress). Using this site as a general guide, University Center for Economic Development faculty examined the efforts of local governments, in partnership with various other local, state, and federal government agencies and various for-profit and non-profit entities and non-governmental agencies in Denver, Colorado, Hennepin County (Minneapolis), Minnesota, and Portland, Oregon. Two general insights were gained from this initial analysis, including:

1. These three ten-year plans to end homelessness, which have been in effect for ten years, have not resulted in the end of homelessness in these communities. Depending upon the underlying conditions and circumstances, homelessness can sometimes be quickly reversed, often mitigated, undoubtedly better managed, but probably not eliminated; and
2. The plans have been effective in reducing both homelessness and unsheltered populations. All three plans include a continuum of housing (typically consisting of a mixture of emergency shelters, transitional housing, permanent supportive housing, rapid rehousing, etc.) to address different cohorts and aspects of homelessness, in combination with supportive services.

While the "housing first" approach is included in all of the plans, each and every plan recognizes the need to combine housing with supportive services. Each plan includes an element for data collection and analysis. Examples from the three plans in Denver, Colorado, Hennepin County (Minneapolis), Minnesota, and Portland, Oregon regarding data collection, analysis, and evaluation include:

1. Denver, Colorado: “Evaluation – Accountability”.
2. Hennepin County (Minneapolis), Minnesota: “Develop a system to track and evaluate progress on the Ten-Year Plan”.
3. Portland, Oregon: “...implement new data collection technology throughout the homeless system”.

Current efforts in Washoe County, designed to provide the region’s homeless population with supportive mental health care, physical care, and supportive housing services, best aligns with the best practices of each of these three jurisdictions. One notable exception, unique to Washoe County’s current efforts, is the Crossroads program.

Washoe County’s Crossroads program is unique in three separate ways from the plans from Denver, Hennepin County, and Portland. First, Washoe County’s Crossroads program has an emphasis on personal safety and security for the clients. The Washoe County Sheriff’s Office has permanently assigned two Washoe County Sheriff’s Office Deputies to both patrol the Crossroads site and proactively and positively engage with the program’s residents. Second, the Washoe County Crossroads program emphasizes a personal accountability requirement of the Crossroads program residents in addition to holding partner service provider agencies accountable for their continued participation. Third, Washoe County’s Crossroads program has no specific time limit on the amount of time a Crossroads program client may spend at Crossroads. Typically, most “long-term” transitional programs limit an individual client’s stay to between six and 12 months. Crossroads has determined that the use of a specific time limit on the amount of time a client may stay at Crossroads does not work for people who have been homeless or without a permanent fixed address for extended periods of time. As a result of these three unique differences from other continuum of care or ten-year plans to end homelessness, Washoe County’s Crossroads program is being cited as a best practices model.

1.2 Background

If the use of law enforcement, river rangers and camping prohibitions along the Truckee River were the solution, there would not still be a problem with homelessness along the Truckee River corridor. River sweeps and clean-up programs designed to remove homeless encampments along the river are only temporary treatments. Unless individuals who are required to change their places of habitation are provided with alternative places to go with wrap-around supportive services to address the underlying reasons as to why they are homeless, using law enforcement, river arrangements and camping prohibitions merely result in temporary dislocations of the homeless population. Temporary dislocations simply shift the problems associated with homeless from the Truckee River corridor to other parts of the community or other parts of the Truckee River corridor. This temporary dislocation phenomenon is not unlike blowing the leaves from one persons’ yard onto the street or into a neighbors’ yard.

Chronically homeless individuals typically exhibit a combination of mental illness, addiction to gambling, drugs, alcohol, or most commonly, some combination of the above conditions. This

combination of conditions, known as a co-occurring disorder, often results in the loss of basic life skills needed to lead what might be described as a more normal lifestyle. Homeless individuals who are not classified as chronically homeless typically have milder degrees of some of these same issues and/or are financially illiterate. The working poor often live paycheck to paycheck, and it takes only one incident such as losing their job, having their car break down, or a sudden and significant health issue to trigger a homeless episode. Many individuals who currently use the region's weekly motels transition in and out of homelessness based upon their current week-to-week or day-to-day financial condition.

2.0 Local Progress in Managing Related Social Issues

Significant progress has been made in developing a variety of effective programs and policies for addressing homelessness in the Reno-Sparks-Washoe County region. Unfortunately, resource constraints have prevented the various local government and non-profit private sector and non-governmental service providers from expanding some of the programs that have shown to be successful in providing supportive mental health, physical care, and housing services as an intervention strategy.

2.1 Past Research and Program and Policy Recommendations

In a collaborative paper published in 2008 by the University of Nevada, Reno's Center for Regional Studies and the University of Nevada, Reno's Bureau of Business & Economic Research, based upon research completed in a 2007 regional homeless study for Washoe County, four primary program and policy recommendations were made, including:

- 1. Recommendation No. 1: Segmentation of the Homeless Population, with Separate Program Development, Service Delivery and with Results Reported by Segment**

This recommendation naturally follows the understanding that homelessness is a symptom of underlying problems and conditions, with substantially different desired outcomes and vastly different sets of resources and mitigating measures needed to address the various and different underlying problems. The 2007 University of Nevada, Reno interdisciplinary research team concluded that segregating the populations, based upon the identification of various underlying conditions, could vastly improve the understanding of homelessness and the homeless population within the region and the effectiveness of the program and policy solutions. This recommendation further recognized that this approach to segmentation of the population was desired by those homeless individuals and families who were not chronically homeless.

- 2. Recommendation No. 2: Complete and Add System Components Needed for Immediate Interventions**

This recommendation included several key program and policy actions including the completion of the Community Assistance Center, the provision of additional transitional supportive housing, and increased focused attention on and new program development targeting those homeless individuals who are high frequency users of services from various mental healthcare, physical healthcare, and housing service providers as well as high users of the area's first responder systems, judicial systems, and detention facility.

This recommendation further stated that certain new system components and services could have an immediate or short-term positive effect of relieving pressure on other public services.

3. **Recommendation No. 3: Make Needed “System-Level” Improvements**

This recommendation included several key program and policy actions including a recommendation to implement a data system for tracking individuals across all service providers or better integrating and connecting existing data systems, a requirement that service providers measure their performance in-terms of measurable outcomes, for example a reduction in the number of emergency shelter stays by an individual, as opposed to using inputs to measure performance, for example providing a certain number of available beds for homeless individual, and that system managers measure and continuously improve the effectiveness and strength of the linkages between various services providers operating through the region.

This recommendation is most targeted to the underlying purpose of developing cost-effective approaches to permanent supportive housing as part of the 2007 University of Nevada, Reno Center for Regional Studies and Bureau of Business & Economic Research study. It is applicable to the cost-effectiveness of all other components of the network of homeless service providers. To be able to measure cost-effectiveness, this recommendation must be implemented. This recommendation is critical to the ability of system managers to intelligently manage the programs and to effectively and efficiently allocate resources. Finally, in order to develop the political support needed to obtain additional resources, the public and their elected representatives need to know that resources are being efficiently utilized and are making a difference, which requires implementation of the measures included in this recommendation.

4. **Recommendation No. 4: Improve the Weekly Motel Environment for Safety and Security**

This recommendation included a series of program and policy actions including an expansion of the City of Reno’s Motel Interdiction Team, expansion of the City of Reno Police Department’s guest registration information process, required improvement in public lighting on the property of the weekly motels, the required installation and use of video security systems at the weekly motels including retention of the captured video for a certain period of time, and required City of Reno Police Department issued police cards for motel managers subject to background checks.

This recommendation was developed due to the absence of readily available standard affordable and/or supportive housing. While the area’s weekly motels are not transitional supportive housing, they continue to serve as de facto transitional housing to individuals and families who would otherwise be homeless at the time of this publication. Although this was not initially a recommendation, but given the unexpected findings of this study, the sheer number of weekly motel units, the indication of the low level of safety and security evidenced by the crime statistics compelled this recommendation. This

recommendation was made in order to help alleviate a major part of the problem facing those individuals who move in and out of homelessness and for whom the weekly motels may be the only option preventing them from living on the street or in homeless shelters. The safety and security of individuals living in weekly motels is a problem that needs to be addressed, and can be addressed with a relatively limited public resources.¹

2.2 Current Progress and Implementation of Past Research and Program and Policy Recommendations

During early One Truckee River project discussions, professional staff currently working in the Truckee Meadows for various public sector and non-profit private sector and non-governmental homeless-related service providers, upon review of the 2007 regional homeless study completed for Washoe County by the University of Nevada, Reno's Center for Regional Studies and the University of Nevada, Reno's Bureau of Business & Economic Research indicated that some of the most important and impactful recommendations had been or were being implemented and that some of the recommendations that had not yet been implemented should still be implemented. Current program on each of the recommendations listed in the above section include:

1. Recommendation No. 1: Segmentation of the Homeless Population, with Separate Program Development, Service Delivery and with Results Reported by Segment

While there is no segregation occurring at the emergency centers, specifically at the Community Assistance Center and the Overflow Shelter, the local entities and service providers have begun to recognize specific cohorts that are provided significantly different services and housing based upon needs, conditions and life-skills capacities of homeless individuals and families over the last few years. Examples of cohorts with specific intervention programs include the chronically homeless, those that have become recently homeless, and families living in weekly motels.

2. Recommendation No. 2: Complete and Add System Components Needed for Immediate Interventions

The Community Assistance Center has been completed. During its operation, management and staff have been engaged in a process of continuous improvement, which has included emulating programs and policies that have proven to be efficient and effective in other cities along with trial-and-error during program and policy implementation at the Community Assistance Center. One important lesson learned included the importance of having an overflow shelter year-round, and not for just those

¹ Bartholet, Richard, G. Atkinson, C. Gill, T. Harris, A. Hubbert, M. Nichols, F. Steinmann, "Examination of the Costs of Homelessness and Issues Related to Determining the Cost-Effectiveness of Supporting Services and Housing in Washoe County, NV: Study Overview & Synthesis," 2007, Center for Regional Studies and Bureau of Business & Economic Research, University of Nevada, Reno, p. 16-18, <http://unrbusinessresearch.org/representative-projects/>

periods of severe inclement weather, especially for chronically homeless men who would have used an alternative location to shelter such as an encampment along the river, in parks, and on other public and private properties. Unfortunately the Overflow Shelter used for the past few years was vandalized and can no longer be used. The City of Reno is searching for a new overflow shelter facility but has not yet found a suitable substitute.

Transitional supportive housing is one of the region's most notable successes. During the Great Recession of 2008 and 2009, Washoe County decided to redirect funds, which were being utilized to pay monthly stipends to registered indigents, into a program that provided these individuals with a roof and a bed in conjunction with wrap-around services. Wrap-around services is a broad term, which in the case of Crossroads, includes personal security that was perceived to not exist at other homeless facilities, mental-health and substance abuse/addiction counseling, training and support to help those capable to find employment, other life-skills training, all accompanied by monitoring for drug and alcohol usage. The objective is to start the clients along a pathway into a different lifestyle than they were experiencing during the most recent portion of their lives, sometimes measured in decades of homelessness. Catholic Charities, which owns and operates the Crossroads facilities, is a key partner. The Washoe County Sheriff's Office, the Municipal and County Specialty Courts, and a number of other entities participated in helping develop and evolve Crossroads into a cutting edge program that is being cited nationally as one of the best models for dealing with chronic homelessness.

The Crossroads program specifically sought to provide services to the "super utilizers" of services, which were those chronically homeless individuals with the most interaction with the region's criminal justice system and health-care system. This focus on super utilizers was made for two reasons. First, these individuals represented the toughest test of the efficacy of the program, and, second, government could achieve the greatest societal and monetary savings if interventions with these individuals could be successful.

Other supportive housing programs, which were not specifically included in the 2007 University of Nevada, Reno study recommendations, have since been developed, added, and implemented and are currently being administered by various public sector and non-profit private sector and non-governmental agencies and entities

3. Recommendation No. 3: Make Needed "System-Level" Improvements

The Homeless Management Information System has been fully implemented. All funded service providers are required to use the system. The City of Reno implemented the Homeless Management Information System in northern Nevada and, in 2015, contracted with Bitfocus, a firm headquartered in Las Vegas, Nevada, to administer the program. Clients are issued plastic cards, known as Clarity Cards, which contain the clients' personal identifier and information. All that is needed for data entry and for any client to access services is for the client to swipe their card when accessing those services. This process and procedure has dramatically reduced both the time and cost of data entry.

The U.S. Department of Housing and Urban Development, the City of Reno, Washoe County, the State of Nevada, and others now have real-time access to critical data regarding system and program implementation and administration, allowing for better analysis of aggregate demand loads for various services, which individuals are accessing which services, rates of recidivism, and other outcomes associated with program design and service delivery. The U.S. Department of Housing and Urban Development, and pertinent state and federal law, require that individual personal information be kept confidential. This, however, does not restrict those entitled to the data from developing more and better analyses of how the service delivery and provision system is working, where it is not working, and where and how it might be improved. It may be worthwhile for there to be a review of the analyses being done in order to determine if more sophisticated analyses could be helpful in resource allocation and/or improvements in the network of service providers.

4. Recommendation No. 4: Improve the Weekly Motel Environment for Safety and Security

The City of Reno Police Department's Motel Interdiction Team no longer exists due in large part to the budget considerations and realities of the Great Recession of 2008 and 2009. However, the issues related to weekly motels in the 2007 regional homeless study prepared for Washoe County has received increased attention from policy makers and government officials over the last couple of years.

Some of the individuals perceived as homeless by the general public may not be unsheltered but are, instead, using the weekly motels located throughout the region as a form of temporary, transitional or even permanent housing. Many of the perceptions about the prevalence of homelessness in the Truckee Meadows, and the impacts of homelessness, may be attributable to individuals who are residing in the weekly motels and also engage in panhandling and other behaviors typically attributed to homeless individuals. Additionally, some of the weekly rental properties, due to their either negligent or predatory management practices, make life more difficult for the vulnerable populations who make up their customer base.

The City of Reno has been examining the impact of some of the weekly motels on the City, on other property owners and businesses, and upon the motels' own customers. The City has been in an extended process of determining how code enforcement, law enforcement, and social service providers can help mitigate some of these circumstances. Additionally, the City of Reno is contracting with Catholic Charities on a program, currently known as Motels to Home, specifically designed to move families out of weekly motels into monthly rental housing.

It is important to note that the weekly motels, while generally considered substandard housing, serve as "shelter of last resort", used prior to the emergency shelter for many individuals, including the working poor. There is a great concern that the combination of requiring health and safety upgrades, as well as gentrification, may result in the elimination of some of these weekly motel units, or pricing them beyond the means of the

people who currently occupy those units. These changes could potentially exacerbate and increase the size and complexity of the region's existing homeless population. It is reported that there are now waiting lists for some of the weekly motels and that it is becoming harder for some of the "service providers" to find housing for the lowest of their low-income clients.

In short, much progress has been made since the 2007 regional homeless study for Washoe County was completed but much more needs to be done. Through emulating successful programs in other communities and through trial and error, the various public sector and non-profit private sector and non-governmental service providers in the Truckee Meadows are achieving increasingly better results with their homeless intervention efforts but additional resources are needed.

3.0 Social Issues Recommendations for the 2016 One Truckee River Management Plan

The Social Issues Committee of the One Truckee River Management Plan stakeholder group met and created a list of additional steps that should be taken, many in the short-term of one year or sooner. It is important to note that for each and every objective listed below, the appropriate role identified, relative to the 2016 One Truckee River Management Plan, is *support*, rather than any direct intervention, management, funding or equivalent levels of involvement. The envisioned involvement of the 2016 One Truckee River Management Plan will be to continue to monitor the successes and failures in managing homelessness and mitigating the impacts of homelessness along the impacted Truckee River corridor. Metrics that could be useful in monitoring success might include the point-in-time homeless census that occurs every January, numbers of arrests for offenses primarily associated with homelessness, counts of encampments along the Truckee River corridor, self-reported nights spent living along the Truckee River, and other similar types of measures that may be identified from time to time. The identified objectives are outlined in this section.

3.1 Expand the Continuum of Housing Options

Expansion of the continuum of housing options, which currently includes emergency shelters such as the Community Assistance Center and the Overflow Shelter, transitional housing, and permanent supportive housing, should be pursued. Efforts for expanding the continuum of supportive housing are currently ongoing. The three primary categories traditionally have been emergency shelter, including the Community Assistance Center and Overflow Shelter, transitional supportive housing, including Crossroads, and permanent supportive housing, including U.S. Department of Housing and Urban Development funded housing vouchers. Additionally, other programs that could be considered as elements of the continuum of supportive housing are Rapid Re-Housing and Motels to Homes. Each of these options is associated with one of the social issues objectives described below.

3.1.a Support Commitment to the Continuation of the Current Practice of Keeping the Overflow Shelter Open Year-Round

The City of Reno has learned that when the overflow shelter was not open, during the time of year when freezing temperatures were no longer an issue, those individuals that had been using the overflow shelter migrated to locations that were not suitable for habitation, including camping along the river. The community is better served by having the overflow shelter available year round. The local governments are also better able to enforce laws related to no-camping restrictions, no sleeping in public parks, and other established policies and procedures only when they can provide an alternative location. The current vandalism which made the recent Overflow Shelter uninhabitable has created a current crisis for the City of Reno. A

portion of a storage area at the Community Assistance Center is being used temporarily to meet overflow requirements but a new permanent overflow shelter facility is needed as soon as possible. Washoe County and the City of Reno and the City of Sparks are working collaboratively and individually to meet the need for a permanent overflow facility with some supportive services.

3.1.b Create Another Facility, like Crossroads, with Law Enforcement and Social Services Staff

Crossroads is a transitional housing facility and program. The efficacy of Crossroads is so compelling that most of the Social Issues Committee of the One Truckee River Management Plan stakeholder group believed that the community would benefit significantly if a way could be found to support twice as many beds with the appurtenant supportive services, accountability and security measures. A number of entities are actively working on the expansion of Crossroads-like transitional housing, with Washoe County taking the lead through the Washoe County Social Services Department and the Washoe County Sheriff's Office. Currently, there is no "new money" allocated in the Washoe County budget for expansion of Crossroads. Advocacy for a budget increase for Crossroads from the One Truckee River Management Plan stakeholder group could be very helpful in securing a budget increase approved by the Washoe County Board of County Commissioners. Past funding for Crossroads by Washoe County has resulted in significant savings in other services.

3.1.c Support the City of Reno's On-Going effort to Create More Scattered Sites for Permanent Supportive Housing Projects and Expansion to Other Jurisdictions

The U.S. Department of Housing and Urban Development is focused entirely on permanent supportive housing rather than transitional housing. Through the U.S. Department of Housing and Urban Development, the City of Reno provides rental assistance programs and the Reno Housing Authority administers the Section 8 Housing Choice Voucher program, the Project Based Voucher program, and the Moderate Rehabilitation program.

These voucher programs offer various housing subsidies that are tied either to the tenant or directly to the housing unit. Operation Downtown, the City of Reno Mayor's blue ribbon task force, has begun discussions to expand case management services and to set aside units in new housing developments to be used for permanent supportive housing for those at the low income and chronically low income poverty levels. The U.S. Department of Housing and Urban Development recently amended the Reno Housing Authority's Annual Plan, allowing the Reno Housing Authority to allocate up to 50 Project Based Vouchers for homeless individuals and families, which will be coupled with case management services. Significant challenges for the voucher programs in finding housing for homeless individuals, for example the Housing Choice Program, include, first, that there is a long waiting list, and, second, while there is a homeless preference, anyone with a criminal history or a registered sex offender is not eligible.

3.1.d Rapid Re-Housing

One of the lessons learned from other communities is that when people, especially families, first become homeless, a relatively small amount of support is needed to put them back into a

permanent residence. The City of Reno started a homeless prevention and rapid rehousing program in 2009, using funds provided by the federal government via the American Recovery and Reinvestment Act. Once these federal funds had been depleted, the City of Reno began using Emergency Solutions Grant funding from the U.S. Department of Housing and Urban Development, leveraged with state Trust Fund money from the State of Nevada, to continue the program.

The U.S. Department of Housing and Urban Development determined, and the City of Reno has since confirmed, that people first entering homelessness, when provided some financial support and case management for about four to six months, will typically self-resolve. When people first apply for assistance, an assessment is done in order to determine if the individual is a good fit for the rapid rehousing program. Some people are assessed as needing permanent supportive housing due to underlying mental health and/or addiction issues. Those who are assessed as needing short-term case management and financial assistance are able to enter into the Rapid Re-Housing program. Since the City of Reno initiated this program in 2009, approximately 70 individuals have entered the rapid re-housing program. Of these, only two have regressed back into homelessness.

3.1.e Motels to Home

The Motels to Home program is a relatively new program created by the City of Reno. The City Council approved a contract with Catholic Charities with an expenditure of \$100,000 in June 2015. In October 2015, Catholic Charities began an outreach program for families living in weekly motels in order to help them transition to monthly rental affordable housing and case management. Since October 2015, Catholic Charities have helped over a dozen families make this transition. One of the lessons learned since implementation of the Motels to Home program is that the process should begin with case management while the families are still residing in the weekly motels rather than waiting until they have moved into the more permanent monthly rental affordable housing. While still in the early stages, this appears to be an effective program and an efficient use of resources for addressing homelessness. Because children residing in weekly motels are classified as homeless by the U.S. Department of Housing and Urban Development, the One Truckee River Management Plan implementation group should monitor the Motels to Home program and look for opportunities to support successes achieved by the program.

3.2 Continue to Coordinate with Washoe County Regional Animal Services to Care for Pets of the Homeless and Connect with Case Workers

In March 2016, Washoe County Regional Animal Services teamed with the Nevada Humane Society to provide free dog and cat vaccinations and microchips for pets of homeless residents of Washoe County. Pet licensing and registration was also provided for a fee in order to help reunite animals if lost and to provide proof of ownership. The Nevada Humane Society was available to hand out pet food and pet supplies. The only requirement to receive these services was proof of a Clarity Card. This was the first animal services outreach event for the region's homeless population and the feedback was well received. Records indicate that 86 pets received services in March 2016, including rabies shots, vaccinations and microchipping. Washoe

County Regional Animal Services plans to continue these efforts by providing similar clinics to the homeless population at least twice a year. In addition, Washoe County Regional Animal Services is teaming with other animal services providers and targeting coordinated outreach events to the homeless on a monthly basis

3.3 Create a Mental Health Facility that Provides Same-Day Access to Mental Health and Additional Services

The Community Assistance Center currently has a triage center that provides local law enforcement with an alternative to jail for people who seem to be suffering from a mental health episode, a substance abuse episode, or most commonly, both. The triage center at the Community Assistance Center has evolved into an inpatient stabilization facility but does not provide comprehensive same-day out-patient mental health and related services.

The purpose of a same-day access center is to provide out-patient services for people who need to connect with mental health services for any number of reasons including needing to refill a prescription or needing to get access to a mental health and/or substance abuse service provider. This facility would serve people who might be unable and/or unlikely to otherwise make a connection with a service provider. It is important to remember that people who are homeless or who have been homeless, who do not have an automobile, who if working may not have schedule flexibility during the day, and who are suffering from depression, bipolar, schizophrenia, anxiety or some other similar symptom of mental illness, will have an extremely difficult time making it to doctor appointments which are typically scheduled weeks in advance. A mental health facility that provides clients with same day access to mental health providers would eliminate many of the barriers faced by the homeless and working poor populations and would allow them to access immediate critical care services.

The target population can no longer utilize the Northern Nevada Adult Mental Health Services facility for same-day access to prescribed medications and mental health services. Under current Medicaid policy and program guidelines, the target population must go to one of two managed-care organizations currently located within the region. Generally, this population does not understand how insurance or managed care works. Understanding managed care and following the prescribed guidelines is especially difficult for mentally-ill homeless individuals to navigate and follow.

3.4 Implement Multi-Jurisdictional Case Management to Assist Individuals with Access to Housing and Other Resources

Washoe County is actively working on implementing a multi-jurisdictional case management system designed to assist individuals in need of housing assistance and other resources. Washoe County is redirecting existing Cooperative Agreement to Benefit Homeless Individuals grant dollars in order to create and implement a multi-jurisdictional case management system and anticipates getting approval from the Federal Program Officer. These case managers should

meet regularly with Washoe County staff responsible for adult services in order to ensure that the available resources are coordinated and to share information across multiple service providers. The goal will be to assist clients in navigating the system of the many service providers that provide critical mental health, physical care, and housing services. The City of Reno issued a Request for Proposal for Community Based Case Management Services and is awaiting proposals.

3.5 Create a Collaborative Group to Focus Case Management and Law Enforcement on the Truckee River

Washoe County is working to find funding to expand the Mobile Outreach Safety Team to include additional officers and deputies and case managers. Washoe County, together with the Cities of Reno and Sparks, recently submitted a grant proposal to the Bureau of Justice Assistance to fund expansion of the Mobile Outreach Safety Team program, plus development of a more robust effort for data collection and analysis. Officers, deputies, and case managers assigned to the Mobile Outreach Safety Team would be involved in regularly scheduled sweeps of the river corridor, creating opportunities to engage with homeless individuals in need, and to provide direction on other opportunities and services as they are instructed that camping along the river corridor is not permitted.

3.6 Identify Specific Strategies to Address Youth Homelessness

Homeless youths are not currently believed to be part of the Truckee River corridor encampment problem. Additionally, youth homelessness is significantly different from adult homelessness in a number of critical ways. The 2016 One Truckee River Management Plan will work with other entities, for example The Community Foundation of Western Nevada, to identify the best ways to improve services to homeless youth and work to support such efforts to better address youth homelessness.

3.7 Reno Works Program

Reno Works, created in August 2015, is a relatively new joint employment program by Volunteers of America and the City of Reno that has already provided 21 residents of the homeless shelters with nine-week sessions to address temporary employment including safety and work training, skills training, long-term employment support, wrap-around case management, and mentoring. Upon completion of the program, Reno Works Program crew members receive certification of program completion and a letter of recommendation. The goal is for each crew member to secure employment and permanent housing. More information about the Reno Works program can be found on the City of Reno's website at <http://www.reno.gov/home/showdocument?id=52142>[reno.gov]

Initial results of the Reno Works Program look promising and appear to have demonstrated an ability to provide employment and training to residents of the homeless shelter and to also help get other homeless individuals connected with services and programs. A side benefit is that the participants of the Reno Works Program seem to be able to identify with the homeless population because they have experienced a past recent episode of temporary or transitional homelessness or, in some cases, periods of long-term homelessness. The homeless population appears to be more receptive to talking to participants of the Reno Works Program rather than law enforcement officials. A critical missing piece from the Reno Works Program is case management personnel who can go out in the field and work alongside the Reno Works employees in order to better assess and address the homeless individuals' needs and to identify the appropriate programs and services that may be best suited for them. The One Truckee River Management Plan stakeholder group should continue to monitor the Reno Works Program and identify opportunities to support successes achieved by the program.

4.0 Summary

The purpose of this University Center for Economic Development Technical Report is to provide the organization or organizations eventually responsible for implementation and administration of the 2016 One Truckee River Management Plan with a series of options for addressing the various social issues enumerated in the plan. This University Center for Economic Development Technical Report further identifies the potential roles that the One Truckee River Management Plan stakeholder group, and the entities, organizations, and/or jurisdictions eventually responsible for adoption, implementation, and administration of the 2016 One Truckee River Management Plan, can play in addressing the various social issues enumerated in the plan and in this technical report.

4.1 Conclusions and Observations

The One Truckee River Management Plan, in order to be successful, will need to rely upon local government and non-governmental organization service providers in order to continue to provide a continuum of supportive housing options so that the homeless population has better alternatives than camping along the river. Periodic sweeps of the river corridor should be perceived as opportunities for case managers and law enforcement, working together, to interact and intercede with the homeless individuals. Interaction with homeless people at the downtown library, in emergency rooms, and at the emergency shelters can reduce the number of people who decide to camp along the river corridor.

For this plan to be effective, all three local governmental entities, including Washoe County, the City of Reno, and the City of Sparks, need to take ownership of the 2016 One Truckee River Management Plan. The Truckee River is a linear park running through the Truckee Meadows, connecting the many parks already dedicated along the Truckee River corridor. For local residents and visitors to fully enjoy the scenic and recreational opportunities associated with the Truckee River, there must be commitment to this effort.

As this applies to homelessness, proactive efforts by the local communities and the non-governmental organizations benefit the Truckee River corridor and spill over to improving other parts of each jurisdiction, individual communities, and the region as a whole.

An effective role for the One Truckee River Management Plan stakeholder group in regard to social issues along the Truckee River corridor, both as a stand-alone group and through working with other community partners, should include an educational role targeted towards the business and economic development communities as well as towards local citizens, on the following topics:

1. The complexities of homelessness;

2. The direct and indirect costs associated with not proactively addressing homelessness;
3. The efficacy of the range of supportive housing programs, ensuring understanding of the need for integration of the wrap-around services as key to these programs; and
4. The cost-effectiveness of allocating more resources to the mitigation and management of homelessness.

Successful engagement with the business and economic development communities, through an educational role, by the One Truckee River Management Plan stakeholder group on each of these issues will contribute to the successful implementation and administration of the 2016 One Truckee River Management Plan.