

1                   **IN THE SUPREME COURT OF THE STATE OF NEVADA**

2           SCENIC NEVADA, INC.,  
3           Appellant,

4           vs.

5           CITY OF RENO, a political subdivision  
6           of the State of Nevada,  
7           Respondent.

**Supreme Court Case No. 65364**

District Court Case No. CV12-02863  
Electronically Filed  
Aug 18 2016 10:01 a.m.  
Tracie K. Lindeman  
Clerk of Supreme Court

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9                   **RESPONDENT'S ANSWER TO**  
10                  **APPELLANT'S PETITION FOR REHEARING**  
11                  **(City of Reno)**

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12                   Second Judicial District Court, County of Washoe  
13                   The Honorable Patrick Flanagan, District Judge

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1 Scenic Nevada's Petition for Rehearing (the "Petition") argues that the 2012  
2 Digital Ordinance did not reenact the Conforming and Banking Ordinances, and as  
3 a result, the Digital Ordinance is unconstitutional. The sole legal authority offered  
4 by Scenic Nevada supporting this argument is NRS 0.023 which states:

5 **NRS 0.023 Construction of reenacted, amended or revised laws**  
6 **as continuation of prior law; effect of reference to repealed law**  
7 **that is in substance reenacted.** The provisions of any law or statute  
8 which is reenacted, amended or revised, so far as they are the same as  
9 those of prior laws, shall be construed as a continuation of such laws  
and not as new enactments. If any provision of a law is repealed and in  
substance reenacted, a reference in any other law to the repealed  
provision shall be deemed to be a reference to the reenacted provision.

10 In the words of Scenic Nevada, "NRS 0.023 applies to 'any law or statute.'  
11 Therefore, it should apply to the ordinances of the City of Reno." See, Petition at 4.  
12 Based on this reasoning, Scenic Nevada argues that "the Banking and Relocation  
13 Ordinances were, and still are, unconstitutional, and thus, the 2012 Digital  
14 Ordinance, which is based on the Banking and Relocation Ordinances, also is  
15 unconstitutional." Id. at 6.

16 **1. NRS 0.023 does not apply to municipal ordinances**

17 The issue presented by the Petition is the meaning and legislative intent of  
18 the phrase "any law or statute" in NRS 0.023.

19 A statute's construction is governed by legislative intent, and we discern this  
20 intent from the entire statute, not from a single provision. Williams v. Clark County  
21 Dist. Attorney, 118 Nev. 473, 484, 50 P.3d 536, 543 (2002), as corrected (July 26,

2002). It is a well-recognized tenet of statutory construction that multiple legislative provisions be construed as a whole, and where possible, a statute should be read to give plain meaning to all its parts. Other words or phrases used in the statute or separate subsections of the statute can be reviewed to determine the meaning and purpose of the statute. Diamond v. Swick, 117 Nev. 671, 676, 28 P.3d 1087, 1090 (2001) (quoting Gaines v. State, 116 Nev. 359, 365, 998 P.2d 166, 169–70 (2000)).

Here, Scenic Nevada would have the Court believe that the scope of phrase “any law or statute” in NRS 0.023 is unlimited. It isn’t however. Instead, under the rules of statutory construction, NRS 0.023 must be understood in light of other provisions contained in NRS Chapter 0. In particular, NRS 0.010 expressly limits the scope and application of the phrase “any law or statute” in NRS 0.023; specifically:

**NRS 0.010 Scope.** This chapter provides definitions and declarations of legislative intent which *apply to Nevada Revised Statutes as a whole*. [Italics added.]

Municipal legislation and the Nevada Revised Statutes are two completely different bodies of law. The city council enacts municipal ordinances. See, Reno City Charter § 2.080(1)([t]he City Council may make and pass all ordinances, resolutions and orders not repugnant to the Constitution of the United States or the Constitution of the State of Nevada, or to the provisions of Nevada Revised Statutes

1 or of this Charter, necessary for the municipal government and the management of  
2 the affairs of the City, and for the execution of all the powers vested in the City).

3 In contrast, the Nevada Legislature enacts the Nevada Revised Statutes. See,  
4 Nev. Const., art. 4, § 1 ([t]he Legislative authority of this State shall be vested in a  
5 Senate and Assembly which shall be designated “The Legislature of the State of  
6 Nevada” and the sessions of such Legislature shall be held at the seat of  
7 government of the State).

8 Because NRS 0.010 limits the construction of NRS Chapter 0 to the Nevada  
9 Revised Statutes as a whole, NRS 0.023 does not apply to municipal legislation like  
10 the Banking and Relocation Ordinances enacted by the Reno City Council. Based  
11 on the plain language NRS 0.010, it is clear that the Legislature never intended the  
12 definitions and declarations of legislative intent in NRS Chapter 0, including NRS  
13 0.023, to apply to municipal legislation or other bodies of law beyond the Nevada  
14 Revised Statutes as a whole.

15 Furthermore, nothing in the legislative history of AB 542 offered by Scenic  
16 Nevada indicates that the Legislature intended NRS 0.023 to apply to municipal  
17 legislation. Indeed, the testimony provided by Scenic Nevada shows just the  
18 opposite. In the Petition, Scenic Nevada quotes the testimony of Lorne  
19 Malkiewich, Director, Legislative Counsel Bureau, on April 2003 before the  
20 Assembly Committee:

1 There's a *bill in this session on Chapter 62 of NRS*. It's a huge bill  
2 that redoes the juvenile code. A lot of provisions are being *repealed*  
3 *and readopted as Chapter 62A and 62B*. If the *statute* is just being  
4 readopted in its entirety, with no change, what we want is for  
interpretation to go along with that section. [Emphasis and italics  
added.] See, Petition, at 5.

5 Here, Mr. Malkiewich's comments clearly indicate that AB 542 is aimed at  
6 the Legislature reenacting statutes and chapters of Nevada Revised Statutes, not  
7 municipal legislative bodies reenacting ordinances. The title of AB 542 further  
8 confirms this is the case: "AN ACT *relating to the Legislature*; making various  
9 changes relating to the *operation of the Legislature and the Legislative Counsel*  
10 *Bureau*; and providing other matters properly relating thereto." [Emphasis and  
11 italics added.] See, Roberts v. State, 104 Nev. 33, 37, 752 P.2d 221, 223 (1988) (the  
12 title of an act or statute may be considered in construing a statute) (internal citations  
13 omitted).

14 In conclusion, NRS 0.023 does not apply to municipal legislation like the  
15 Banking and Relocation Ordinance because NRS 0.010 limits its application to the  
16 Nevada Revised Statutes as a whole. Accordingly, Scenic Nevada's argument fails.

17 **2. Alternatively, Reno Municipal Code § 18.16.908 (billboard**  
18 **relocation and banking ordinance) does not amend, annul, repeal,**  
**set aside or suspend the Initiative.**

19 In November, 2000, the citizens of the City of Reno enacted the Initiative  
20 which states that "the construction of new off-premises advertising  
21

1 displays/billboards is prohibited, and the City of Reno may not issue permits for  
2 their construction.” See, RMC § 18.16.902 (codified).

3 Approximately seven months later, on June 6, 2001, the Nevada Legislature  
4 enacted NRS 278.0215:

5 **NRS 278.0215 Nonconforming outdoor advertising structures:**  
6 **City or county to pay just compensation or authorize relocation if**  
7 **it requires removal or prohibits routine maintenance; exceptions;**  
8 **required removal of structure pursuant to amortization schedule**  
9 **prohibited; public hearing required in certain circumstances;**  
10 **appeal of amount of just compensation.**

11 1. If a city or county, through the adoption, operation or  
12 enforcement of any ordinance or code, requires the removal of a  
13 nonconforming outdoor advertising structure, the city or county shall:

14 [...]

15 (b) *Authorize the owner of the nonconforming outdoor*  
16 *advertising structure to relocate that structure to a site which is*  
17 *determined to be a comparable site by the owner of the*  
18 *nonconforming outdoor advertising structure and which is approved*  
19 *by the city or county as an appropriate site for the structure.*

20 2. If a city or county prohibits the owner of a nonconforming  
21 outdoor advertising structure from engaging in routine maintenance of  
the nonconforming outdoor advertising structure, the city or county  
shall provide just compensation or authorize a comparable alternative  
location for the nonconforming outdoor advertising structure in the  
same manner as if the city or county had required the removal of the  
nonconforming outdoor advertising structure pursuant to subsection 1.

3. A city or county shall not require the removal of a  
nonconforming outdoor advertising structure to occur pursuant to an  
amortization schedule, regardless of the length of the period set forth in  
the amortization schedule. [...]

6. [...]

(d) “Nonconforming outdoor advertising structure” means an  
outdoor advertising structure which is constructed or erected in  
conformance with all applicable local ordinances and codes in effect  
on the date a building permit is issued for the outdoor advertising  
structure and which does not conform subsequently because of a  
change to the local ordinances or codes. The term does not include an

1 outdoor advertising structure that is authorized by a special use permit,  
2 conditional use permit, variance, waiver, condition of zoning or other  
3 approval for the use of land if, when the special use permit, conditional  
4 use permit, variance, waiver, condition of zoning or other approval for  
5 the use of land was first approved, the special use permit, conditional  
6 use permit, variance, waiver, condition of zoning or other approval for  
7 the use of land was limited by a specific condition which allowed or  
8 required the governing body of the city or county to conduct a review  
9 of the structure.

10 (e) “Outdoor advertising structure” means any sign, display,  
11 billboard or other device that is designed, intended or used to advertise  
12 or inform readers about services rendered or goods produced or sold on  
13 property other than the property upon which the sign, display, billboard  
14 or other device is erected. [Emphasis and italics added.]  
15 (Added to NRS by 2001, 2281)

16 Black’s Law Dictionary defines “non-conforming use” as a land use that is  
17 impermissible under current zoning restrictions but that is allowed because the use  
18 existed lawfully before the restrictions took effect. See, USE, Black’s Law  
19 Dictionary (10th ed. 2014). In addition, Nevada recognizes the well-established  
20 maxim that the expression of “one thing is the exclusion of another,” or “*expressio*  
21 *unius est exclusion alterius*.” See, Galloway v. Truesdell, 83 Nev. 13, 26, 422 P.2d  
237, 246 (1967); see also State, Dep’t of Taxation v. DaimlerChrysler, 121 Nev.  
541, 548, 119 P.3d 135, 139 (2005) (stating that “omissions of subject matters from  
statutory provisions are presumed to have been intentional”). Hernandez v.  
Bennett-Haron, 128 Nev. Adv. Op. 54, 287 P.3d 305, 316 (2012).

19 Here, NRS 278.0215 addresses “nonconforming” outdoor advertising  
20 structures. When the citizens of Reno enacted the Initiative in 2000, the Initiative  
21 expressly modified City zoning law to prohibit **new** off-premises advertising

1 displays, and consequently, all existing, legally established, permanent off-premises  
2 advertising displays in the City of Reno immediately became “non-conforming”  
3 outdoor advertising structures. The Initiative itself had no bearing or impact on  
4 existing off-premises advertising displays. By operation of law, the Initiative  
5 allowed existing billboards to continue because they existed lawfully before the  
6 Initiative took effect.

7 NRS 278.0215 readily embraces the distinction between “new” and  
8 “nonconforming” outdoor advertising structures. Because the scope of NRS  
9 278.0215 is limited to “nonconforming” outdoor advertising structures, NRS  
10 278.0215 does not amend, annul, repeal, set aside or suspend the Initiative in any  
11 manner or fashion. If it did, it too would be void *ab initio* based upon the three year  
12 prohibition on amending, annulling, repealing, setting aside or suspending an  
13 initiative set forth in Nev. Const., art. 19, § 2(3).<sup>1</sup> But it doesn’t.

14 On January 22, 2002, approximately six months after the enactment of NRS  
15 278.0125, the City Council enacted RMC § 18.16.908, entitled, “Relocation of  
16 Existing, Legally Established Permanent Off-Premises Advertising Displays.”  
17 Consistent with NRS 278.0215, RMC § 18.16.908 reads as follows:

18 **Section 18.16.908. - Relocation of Existing, Legally Established**  
19 **Permanent Off-Premises Advertising Displays.**

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20  
21 <sup>1</sup> As an aside, NRS 0.023 does not apply because the Legislature enacted NRS 278.0215 in 2001.  
The Legislature did not amend or reenact NRS 278.0215 at any time after 2001.



- 1 (a) Except as otherwise provided in this chapter, an existing, legally  
2 established, permanent off-premises advertising display may be  
3 relocated to a permitted location as described in Section 18.16.904  
4 provided that such existing, legally established, permanent off-  
5 premises advertising display complies with all requirements of this  
6 chapter and Chapter 18.08, as amended.
- 7 (b) Two permits shall be required prior to relocation or banking of an  
8 existing, legally established, permanent off-premises advertising  
9 display, one to remove the existing off-premises advertising display  
10 from its current physical location and one to relocate the existing off-  
11 premises advertising display to a different physical location or to a  
12 bank of currently not erected but previously existing, legally-  
13 established, permanent off-premises advertising displays which are  
14 eligible to be erected on a physical location at a later date provided  
15 they comply with all requirements of this chapter, as amended.
- 16 (c) A person who is granted a permit to remove an off-premises  
17 advertising display proposed to be relocated under this section shall  
18 remove the existing, legally established, permanent off-premises  
19 advertising display in all visual respects from the original location  
20 and return the site to a condition consistent with immediately  
21 surrounding area, unless otherwise required by the permit, within the  
time set by the permit and prior to the issuance of the permit to  
relocate the existing, legally established, permanent off-premises  
advertising display. A letter of credit may be required to guarantee  
removal of the existing off-premises advertising displays, including  
any parts located below ground, on property in which any  
governmental entity has a property interest.
- (d) Existing, legally established, permanent off-premises advertising  
displays which have a display area less than the maximum allowed  
under Section 18.16.905 and are proposed to be increased in display  
area, shall require a two for one removal to relocation ratio prior to  
issuance of the permit for relocation. The number of allowed off-  
premises existing, legally established, permanent advertising  
displays under Section 18.16.902(b) will be reduced accordingly.
- (e) A person who requests a permit to relocate an existing, legally  
established, permanent off-premises advertising display shall:
- (1) Identify the existing, legally established, permanent advertising  
display to be relocated, by number assigned by the City of Reno.

1 (2) Present to the community development department a notarized  
2 statement from the owner(s) of the existing, legally established,  
3 permanent advertising display to be relocated that he/they  
4 has/have removed, or caused to be removed, the existing, legally  
5 established, permanent off-premises advertising display in  
6 accordance with subsection (c) above.

7 (3) The owner of an existing, legally established, permanent  
8 advertising display that has been removed and banked pursuant  
9 to subsection (b), prior to July 19, 2012, has 15 years in which to  
10 apply for and obtain a permit to relocate the existing, legally  
11 established, permanent advertising display. Any permanent  
12 advertising display that has been removed and banked pursuant  
13 to subsection (b), after July 18, 2012, has three years in which to  
14 apply for and obtain a permit to relocate the existing, legally  
15 established, permanent advertising display. The 15 or three years  
16 shall run from the date the city approves all work performed  
17 under subsection (c), in writing, and/or releases the letter of  
18 credit. The permit to relocate an existing, legally established,  
19 permanent off-premises advertising display may be sold or  
20 otherwise conveyed at the discretion of the owner. If the banked  
21 advertising displays are not used within the 15 or three years  
they will become unrelocatable.

(4) Nothing in this section shall be construed to mandate relocation  
of any existing, legally established, permanent off-premises  
advertising display.

(f) From and after the effective date of this ordinance and for a period of  
120 days, the city shall not file nor accept any applications nor issue  
permits to relocate any off-premises advertising display onto or off  
of property annexed subject to the stipulation in the "Verdi"  
litigation or the settlement agreement in the "Verdi" litigation or any  
interim stipulations in the Reno-Stead Corridor Plan or newly  
annexed properties subject to the settlement agreement in the  
regional planning litigation. Copies of these stipulations and/or  
settlement agreements shall be maintained by the city clerk.

RMC § 18.16.908 is very similar to NRS 278.0215 in its application and  
operation. Both NRS 278.0215 and RMC § 18.16.908 regulate existing, non-

1 conforming, permanent off-premises advertising displays. Neither pertains to  
2 “new” off-premises advertising displays/billboards prohibited by the Initiative.  
3 Both recognize “non-conforming” and “new” as mutually exclusive categories.  
4 Galloway, 83 Nev. at 26.

5 This legal distinction reflects the true reality of the situation. In Reno, “non-  
6 conforming” outdoor advertising structures are tangible and have existed since  
7 enactment of the Initiative in November, 2000. In contrast, “new” off-premises  
8 advertising structures have not existed since 2000 because the Initiative prohibits  
9 the construction of “new” off-premises advertising structures. Because the  
10 Initiative only prohibits the construction of “new” off-premises advertising  
11 structures, it does not prohibit the relocation or banking of existing, legally  
12 established, non-conforming outdoor advertising structures. Id.

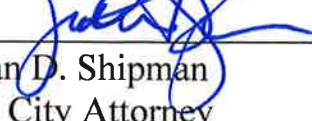
13 In conclusion, like NRS 278.0215, RMC § 18.16.908 only addresses  
14 “nonconforming” outdoor advertising structures. Because its scope is limited to  
15 “nonconforming” outdoor advertising structures, RMC § 18.16.908 does not amend,  
16 annul, repeal, set aside or suspend the Initiative in any manner or fashion. Thus, the  
17 City’s enactment of the Relocation and Banking Ordinances in 2002 did not violate  
18 the three year prohibition in Nev. Const., art. 19, § 2(3).

19 **AFFIRMATION PURSUANT TO NRS 239B.030**

20 The undersigned does hereby affirm that the preceding document filed in this  
21 court does not contain the social security number of any person.

1 Dated this 17<sup>th</sup> day of August, 2016.

2 KARE S. HALL  
3 Reno City Attorney

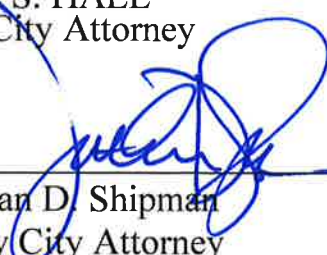
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1                                    **CERTIFICATE OF COMPLIANCE**

2            I hereby certify that I have read this Respondent's Answer to Appellant's  
3    Petition for Rehearing, and to the best of my knowledge, information, and belief, it  
4    is not frivolous or interposed for any improper purpose. I further certify that this  
5    response complies with all applicable Nevada Rules of Appellate Procedure, in  
6    particular NRAP 28(e), which requires every assertion in the brief regarding matters  
7    in the record to be supported by a reference to the page of the transcript of appendix  
8    where the matter relied on is to be found. I further certify that the brief complies  
9    with the typeface and type style requirements of Rule 32(a)(4)-(6) (14-point New  
10   Times Roman proportionally spaced typeface), as well as the page limitation under  
11   Rule 32(a)(7)(A)(i) (25 pages). I understand that I may be subject to sanctions in  
12   the event that the accompanying brief is not in conformity with the requirements of  
13   the Nevada Rules of Appellate Procedure.

14           Dated this 17<sup>th</sup> day of August, 2016.

15                                    KAREL S. HALL  
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