

Boulder Highway Corridor

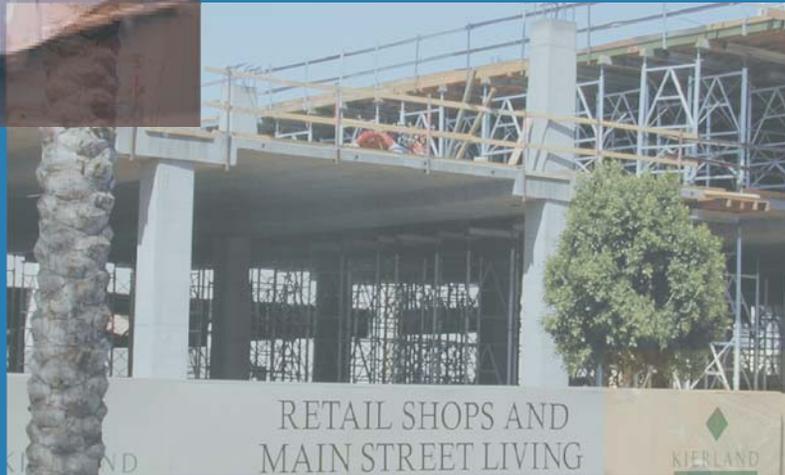


# Boulder Highway Corridor Investment Strategy

Adopted December 2008



***Connect***



***Reinvest***



***Transform***





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# Chapter 1: Introduction

## BACKGROUND

*In its early days, Boulder Highway served as the primary gateway between Las Vegas, Henderson, and points south, including Boulder City and the Hoover Dam. At that time, the corridor was distinguished by the Titanium Metals operation, which employed many Henderson residents and occupied a large tract of land north of Lake Mead Parkway east and west of the corridor. It was also characterized by the many small businesses—largely restaurants, motels, casinos—that popped up along the corridor, all hoping to capture some of the traffic passing through. As the Las Vegas Valley grew, the corridor began to lose its prominence as a regional corridor and many businesses began to decline. This transition was perhaps most pronounced when Interstate 515 was completed in the mid-1990s, shifting much of the corridor’s traffic volume to the west.*

*Today, the corridor tends to be characterized as a landscape of strip commercial, residential, industrial and casino uses, with frequent curb cuts and inconsistent signage. Titanium Metals remains a significant presence along the corridor, although its operation is now concentrated west of the highway. The gradual decline of the corridor has been exacerbated by the migration of commercial development to the city’s newer arterial roadway corridors and population centers. While this has greatly enhanced the quality and diversity of development elsewhere in the city, until recently market opportunities have tended to bypass the corridor.*

*Recent activities and trends have spurred the city to initiate this Investment Strategy:*

- ***The Corridor is Changing*** – *Although investment in the corridor had been relatively stagnant for many years, recent development activity in and around the corridor has spurred new interest in the area. Notable influences include the construction of the Tuscany Master Planned Community (2,400 units northeast of the corridor) and the commencement of planning and environmental cleanup for the 2,000+ acre LandWell property.*
- ***Downtown Redevelopment Taking Root*** – *After many years of planning and investment, both public and private reinvestment in downtown Henderson is showing signs of success, focusing more attention*



*Boulder Highway Corridor today.*

on this portion of the city. Downtown’s close proximity to the corridor presents an opportunity for the two areas to leverage ongoing investment and development activity.

- **Rapid Transit Investment** – The Regional Transportation Commission (RTC) is in the final design phase for a Bus Rapid Transit (BRT) system along Boulder Highway in Henderson, tentatively scheduled for completion in 2010. While initial transit service benefits to city residents will be modest, in the future the Boulder Highway BRT will be part of a much larger regional transit network.
- **Constrained Land Supply** – Years of rapid growth in the region have resulted in a growing shortage of raw developable land, generating new interest in the redevelopment of established, yet potentially underutilized areas, such as some portions of the Boulder Highway corridor.

### BOULDER HIGHWAY CORRIDOR RAPID TRANSIT

A major impetus of this strategy was the identification of Boulder Highway by the Regional Transportation Commission (RTC) as a future rapid transit corridor in 2002. Although RTC’s identification of the corridor as a future rapid transit corridor represents a significant opportunity in and of itself, the city recognized the need to not only establish a broader vision for the Henderson segment of the corridor, but to ensure that policies and regulations in place help leverage this significant investment and help transform it into a major asset and destination for the city.

The planned rapid transit system, illustrated in Figure 1, will include three transit stations located at major intersections along Boulder Highway. These stations, from north to south, are:

1. Sunset Road
2. Lake Mead Parkway
3. Horizon Drive

Additional stations may be added in the future. Boulder Highway was selected by the RTC as a rapid transit corridor because it met specific criteria that help achieve regional goals of improving mobility, transportation, and air quality in the Las Vegas valley (see Table 1 below):

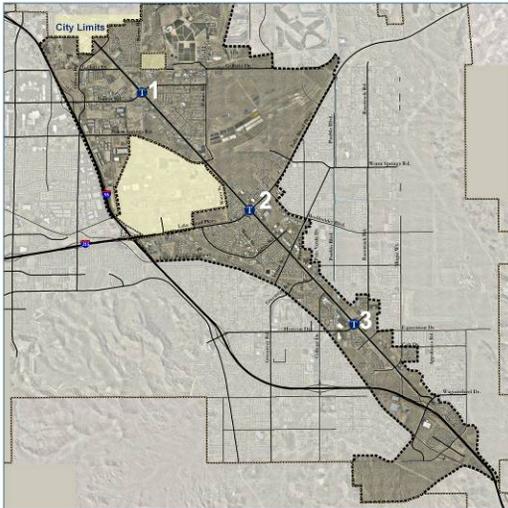


Figure 1: Planned Rapid Transit Station Locations

Table 1: Selection of the Boulder Highway Corridor

RTC Goal	How Does the Corridor Help Achieve the Goal?
Relieve traffic congestion and improve air quality.	Service along the corridor could increase ridership a projected 107% by the year 2020.
Increase transportation system capacity to meet needs of additional development.	Transit use in the corridor is already among the highest in the region, particularly during weekday commuting periods.
Increase use of transit by commuters.	An estimated 12% of all vehicle trips either originate from or are headed to the corridor. In 2020, this could be an estimated 1.3 million daily trips.
Provide mobility to those without access to a car; youth, elderly, modest income households	<ul style="list-style-type: none"> <li>▪ Over 20,000 persons under age 18 live along the corridor.</li> <li>▪ 13.5% of residents along the corridor are 65 years or older.</li> <li>▪ Approximately 20% of residents along the corridor have no car.</li> </ul>

## REGIONAL CONNECTIONS

The Boulder Highway rapid transit system is an important part of the long-term transit strategy for the region. RTC's plan includes the following elements (see Figure 2):

### Automated Guideway System

- Maryland Parkway

### Rapid Transit

- Sahara Avenue
- Boulder Highway
- Flamingo Road

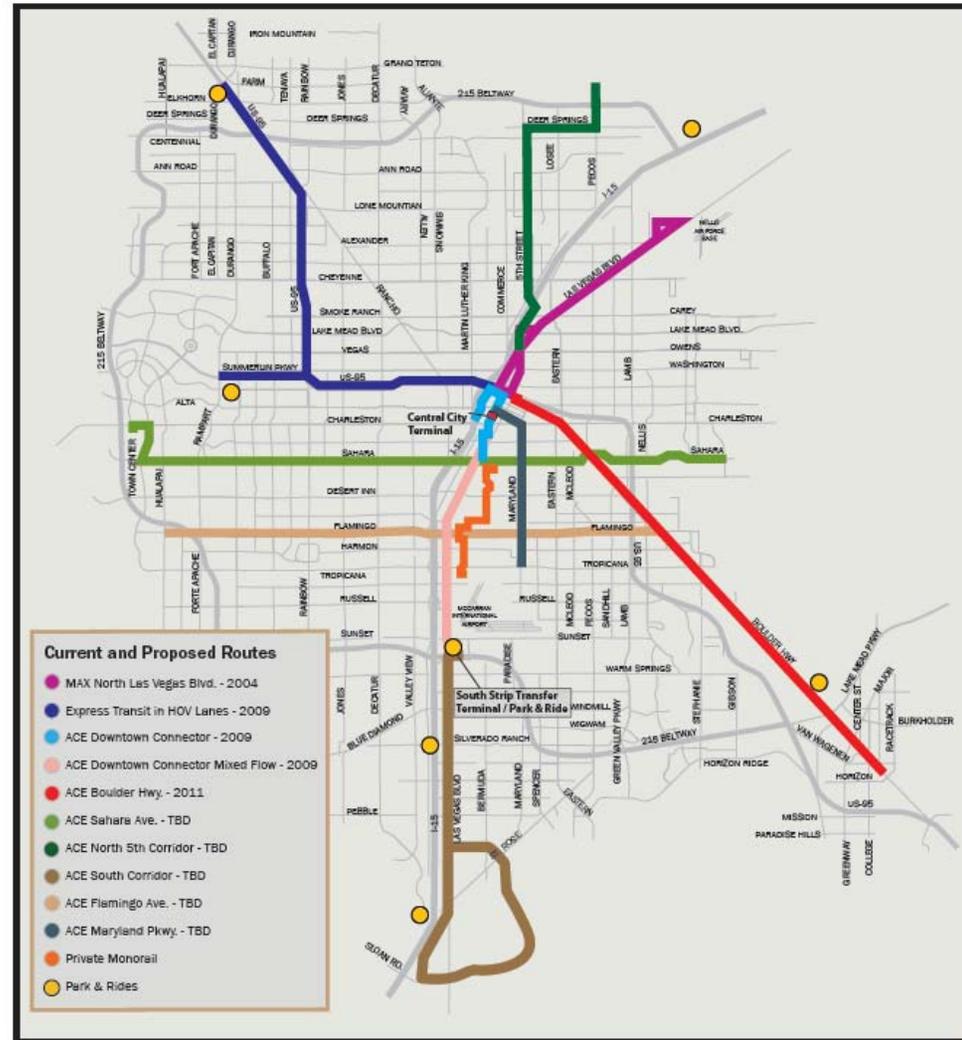
### Enhanced Bus Service

- I-215
- Desert Inn Road
- Rancho Drive
- Summerlin Parkway
- Tropicana Avenue



Figure 2: Current and Proposed Regional Transit Routes (Source: RTC, 2008)

# ACE System Map



## CITY OF HENDERSON COMPREHENSIVE PLAN

The city's recent Comprehensive Plan, adopted in early 2006, is based on five major themes;

1. Balanced land uses;
2. Quality development;
3. Integrated desert environment;
4. Connected places; and
5. Arts and culture.

Each of these themes provides guidance for the ideas in this Investment Strategy; however, two provide the basis for many of the specific concepts and directions it contains:

**Theme 2: Quality Development** states that Henderson will build community through quality development:

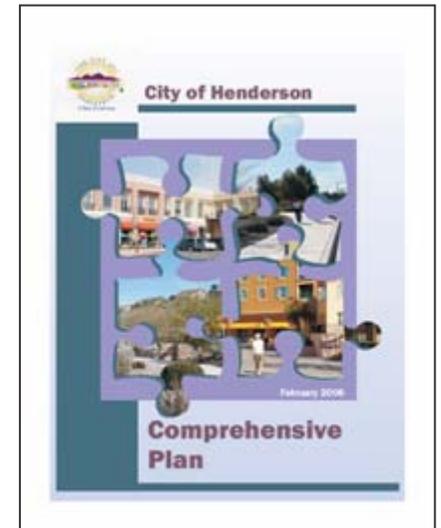
*This theme to build community aims to raise the bar higher on the quality of new design and development. By emphasizing quality development, the city will foster creativity and variety in development projects, promote stable neighborhoods that retain their quality over time, create beautiful public places within our city, and create variety rather than "sameness." Good design also adds economic value to neighborhoods and commercial areas and contributes to reinvestment.*

**Theme 4: Connected Places** states that Henderson will build community through connected places:

*"A connected community brings us together through a local and citywide system of pedestrian walkways, bike trails, equestrian trails, public transit opportunities, and functional streets for vehicles. In a connected community, the transportation system is designed in such a way that alternatives to automobile use are possible, and vehicular congestion throughout the community is minimized. Public transit is designed so citizens find it convenient and feel safe and comfortable using it. Connectivity also provides a means of linking neighborhoods and places to one another, and to open spaces, bike trails, to other desirable recreational/outdoor places, and to transit. "*

## BOULDER HIGHWAY INVESTMENT STRATEGY OBJECTIVES

The central feature of this planning effort was the creation of a vision for the corridor. The vision will help define what the corridor will look like in the future, what types of activities will be present, and how it will relate to the larger community framework and the region. To ensure the vision was grounded in reality, this investment strategy addresses the corridor from the perspective of four distinct, but inter-related factors:



### #1: Land Use

Many land uses that exist in the corridor today are likely to change over time. This investment strategy will help define and shape the intensity and type of uses that will exist within the corridor in the future.

### #2: Transportation

The corridor is slated for a significant rapid transit investment within the next two years, which will connect the area to downtown Las Vegas and beyond. This investment strategy identifies opportunities for the city to maximize the impact of this investment on surrounding land uses (both existing and future) and to ensure that it is accessible to those who will use it.

### #3: Urban Design

Transforming the “look and feel” of the corridor from a typical highway corridor into a true “destination” within the city and region is a critical component of the vision. The vision incorporates a variety of urban design and landscape elements that seek to transform the character of both the public and private realm over time.

### #4: Market

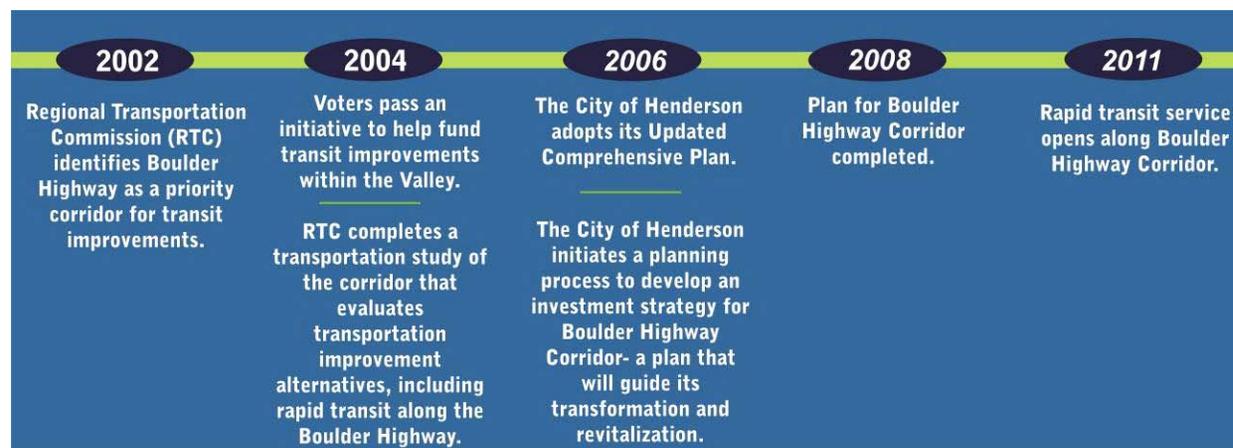
In order for any vision to be successful, it must be deeply rooted in market realities. Therefore, the corridor vision is based on a clear understanding of existing and projected market demand. In addition, the investment strategy clearly defines potential barriers to the implementation of the vision along with a set of strategies for overcoming these barriers.

The City of Henderson seeks to revitalize the Boulder Highway corridor by encouraging new investment and redevelopment in targeted locations. . This investment strategy establishes a long-term vision for the revitalization of the Boulder Highway Corridor and provides the direction to move this vision towards reality.



## BOULDER HIGHWAY CORRIDOR REVITALIZATION: A TIMELINE

This investment strategy represents the culmination of a number of policy decisions by RTC, the city, and voters at large. While revitalization of the corridor will be an ongoing process, the timeline below illustrates past events and future targets that represent major benchmarks in the formation and achievement of this investment strategy.



## PLANNING PROCESS

This investment strategy was developed by the City of Henderson in conjunction with a consultant planning team led by Clarion Associates and including Civitas (Urban Design), Fehr & Peers (Transportation), and Leland Consulting Group and Applied Analysis (Market Analysis). The planning team worked over the course of almost two years to develop the strategy with the feedback and input from a variety of participants, as described below.

### PUBLIC WORKSHOPS AND EVENTS

A series of public workshops and open houses were held at various locations during the planning process to provide opportunities for residents, business owners, and land owners to review concepts and provide input at key stages of the process.

### ADVISORY COMMITTEE AND STAFF WORKING GROUP MEETINGS

An Advisory Committee, with representatives from businesses, neighborhoods, and agencies within the corridor as well as real estate and development professionals, met throughout the process to provide advice and feedback to the planning team. A separate Staff Working Group also met to ensure coordination with all departments and service functions citywide.



*The public provided feedback at each stage of the process—the purpose of this workshop was to gather input on potential scenarios for the future of the corridor.*

## CITY ELECTED AND APPOINTED OFFICIALS

City Council and Planning Commission members met with planning team members throughout the process, to ensure that the concepts and strategies reflected their interests and desired direction as the city's policymakers.

## COORDINATION WITH RTC AND NEVADA DEPARTMENT OF TRANSPORTATION (NDOT)

Throughout the planning process, team members met with regional and state transportation officials to coordinate on rapid transit and roadway planning efforts.

## INVESTMENT STRATEGY OVERVIEW

In addition to this introduction, this investment strategy contains the following chapters:

- **Chapter 2: *The Corridor Today*.** Chapter 2 describes current land use, transportation, design, and market conditions in the corridor and discusses the opportunities and challenges each offer the long-term investment strategy.
- **Chapter 3: *Boulder Highway Corridor Vision*.** Chapter 3 establishes a vision for the revitalization of the Boulder Highway Corridor along with a series of Guiding Principles to support the vision.
- **Chapter 4: *“Green” Framework*.** Chapter 4 outlines key elements of the linear park and associated landscape elements that will comprise the corridor’s “green” framework.
- **Chapter 5: *Land Use and Urban Design Framework*.** Chapter 5 establishes goals and principles to guide future land use and urban design in the corridor along with a map identifying proposed land use changes for the corridor.
- **Chapter 6: *Multi-Modal Framework*.** Chapter 6 outlines key elements of the corridor’s circulation and access network, including feeder bus routes and future transit opportunities.
- **Chapter 7: *Corridor Opportunities*.** Chapter 7 identifies specific opportunities (or limitations) present within each activity center that may contribute to the implementation of the vision. In addition, it provides concepts for catalyst sites within the corridor intended to jump start future development.
- **Chapter 8: *Investment Strategy/Action Plan*.** Chapter 8 establishes a specific strategy for the implementation of the vision, including specific actions that will need to be taken and responsible parties.

## Chapter 2: The Corridor Today

*This chapter presents an overview of the corridor today from a land use, transportation, and market perspective. It defines a planning area boundary for the purposes of this investment strategy and explores the corridor's relationship to surrounding areas. Major destinations within and adjacent to the corridor are identified, along with current and planned improvements. A discussion of the corridor's current and projected demographic characteristics and overall market context is also provided. Key market opportunities for the corridor are also highlighted, serving as a foundation for subsequent chapters.*

### CORRIDOR STUDY AREA

Although the term “corridor” tends to convey an image of a long, linear area, the study area defined for this investment strategy encompasses an area much broader than the properties located immediately adjacent to the highway’s right-of-way. The boundary dimensions were established to capture those areas that most significantly influence travel and visitation to the corridor. The Boulder Highway Corridor, the focal point of the study area, can best be described as a mature transportation corridor, with limited new investment, fragmented ownership and distinct concentrations of commercial and service areas. Major factors that influence the Study area “address” today are presented in Figure 4.

### THE CORRIDOR TODAY

The Boulder Highway Corridor contains a number of resources and destinations that provide opportunities which can be leveraged in the context of advancing the investment strategy. Figures 5 and 6 on the following pages highlight the location of several:

1. **Current and Planned Centers of Activity.** This map and accompanying legend illustrate the locations of key employment centers, activity centers, and major developments planned or underway within the corridor study area.
2. **Current and Planned Transportation and Recreation.** This map and accompanying legend illustrate the locations of current and planned trail connections, major transportation features, and parks and recreation amenities within the corridor study area.

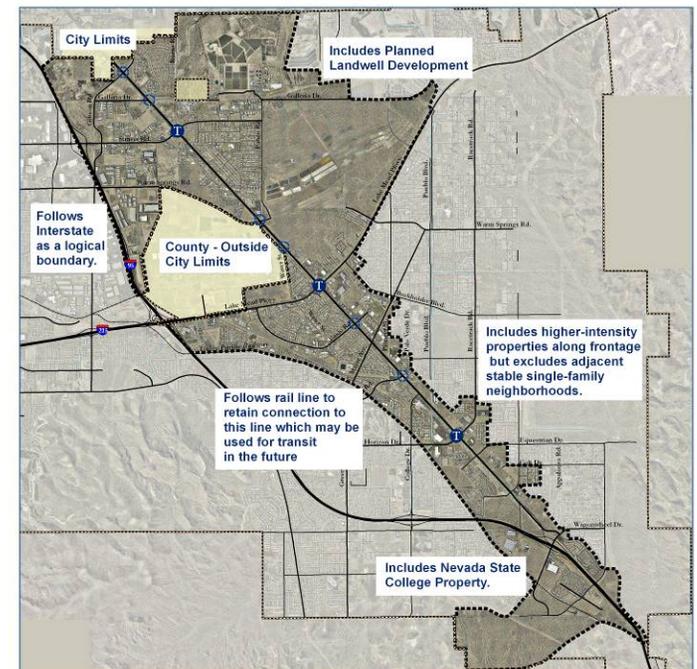


Figure 4: Corridor Study Area Diagram

**FIGURE 5: CURRENT AND PLANNED CENTERS OF ACTIVITY**

**Employment Centers**

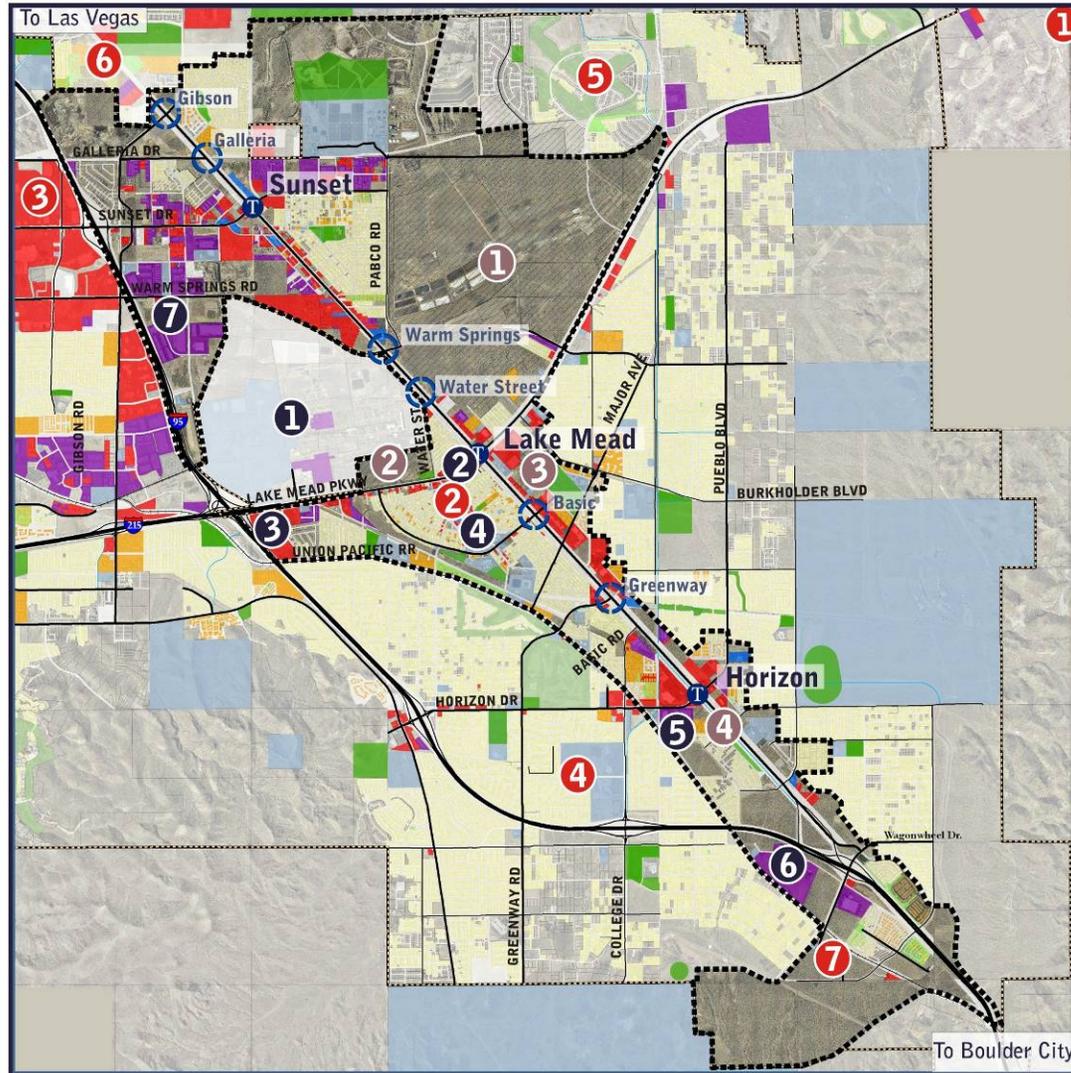
- 1 Titanium Metals (660 employees)
- 2 St. Rose Dominican Hospital/Medical Complex (1,700 employees)
- 3 Fiesta Henderson
- 4 City of Henderson (1,753 full-time/1,046 part-time employees)
- 5 Manufacturing/Cold Storage Cluster
- 6 Henderson Industrial Park
- 7 Emerging Industrial Area

**Key Activity Centers**

- 1 Lake Las Vegas
- 2 Downtown Henderson
- 3 Galleria Regional Retail Center
- 4 College of Southern Nevada (CSN)
- 5 Tuscany (2,400 units)
- 6 Whitney (Clark County TOD Planning Underway)
- 7 Nevada State College (2,000 students currently enrolled)

**Planned Development**

- 1 Future Residential/Mixed-Use (2,000+ acre planned development-currently in environmental cleanup phase)
- 2 Lake Mead Crossing (725,000 s.f. retail power center)
- 3 Victory Village (neighborhood shopping center)
- 4 Uptown Oldtown (mixed-use development)



**Legend**

**Existing Land Use**

**EMPLOYMENT**

- Commercial
- Industrial
- Casino

**RESIDENTIAL**

- Single-Family
- Multi-Family

**PARKS AND RECREATION**

- Park
- Golf Course

**OTHER**

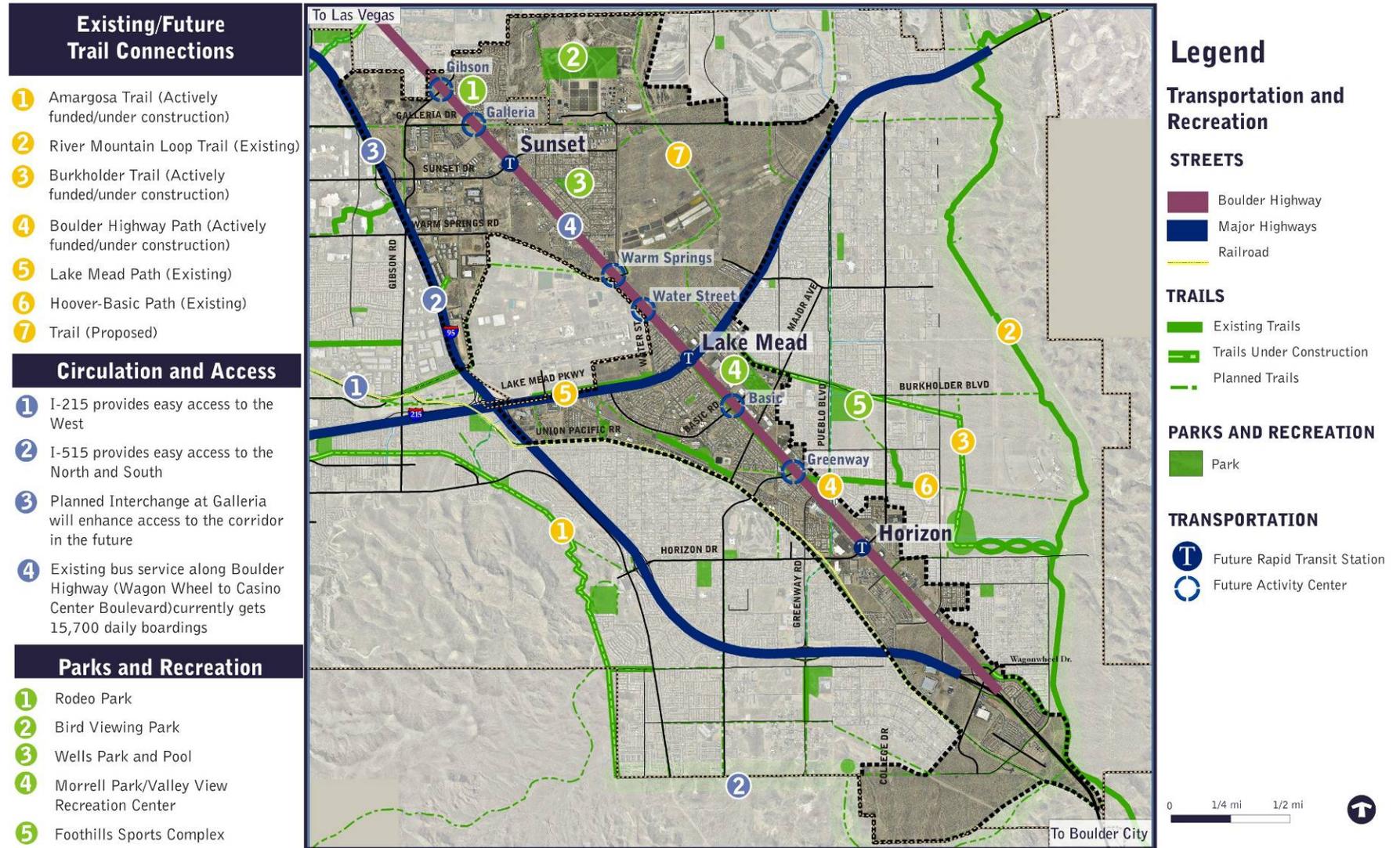
- Public/Quasi-Public
- Vacant
- Planned/Approved Development

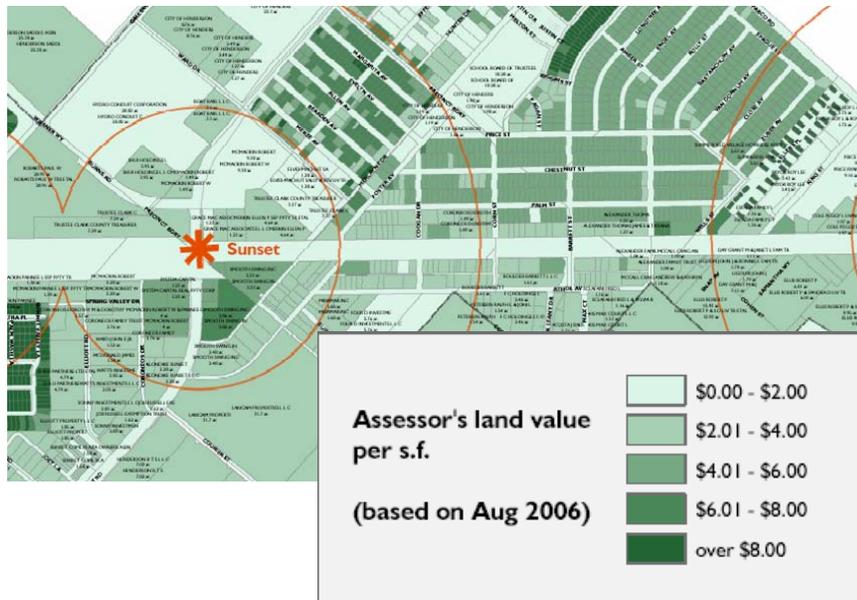
**TRANSPORTATION**

- Future Rapid Transit Station
- Future Activity Center



**FIGURE 6: CURRENT AND PLANNED TRANSPORTATION AND RECREATION**





Figures 7 & 8: Figure 7 illustrates a sample of an analysis completed for the corridor to demonstrate the comparative location of higher and lower value parcels. Figure 8 illustrates a similar analysis prepared to demonstrate concentrations of properties that may be under-developed, and thereby present opportunities for catalyst investment and reinvestment.

In addition to factors which promote investment, the corridor also suffers from conditions which limit its investment potential. Figures 7 and 8 provide an overview of these.

- **Parcel Developability Analysis: Improvement to Land Value Ratio.** This map demonstrates concentrations of properties that may be under-developed, and thereby present opportunities for catalyst investment and reinvestment.
- **Parcel Developability Analysis: Land Values (per s.f.).** This map illustrates the location of higher and lower value parcels comparatively (on a per square foot basis).

Conditions identified during the above analyses included high levels of property under-utilization as a ratio of land to improvement values and a pattern of property values which suggests higher value development tends to be located

away from the corridor frontage, which is exactly the opposite from patterns typically found along similar commercial corridors. The findings from this research informed the selection of catalyst locations, providing a measure of economic feasibility for future redevelopment projects.

## EXISTING TRANSPORTATION

As a mature transportation corridor, the study area is currently served by local roadways, regional highways, bus transit service, and a supporting network of sidewalks, trails, and bicycle facilities. This network provides access to local destinations as well as mobility for regional trips through the area.

### TRAFFIC VOLUMES AND PATTERNS

Traffic characteristics vary throughout the corridor, with the highest volumes of traffic on regional facilities like Boulder Highway and the supporting arterial roadways that connect to the Interstate. In the peak hour, traffic volumes on Boulder Highway range from 1,000 to 3,200 vehicles per hour. The highest volumes in the study area result in congested conditions during peak times of day at locations such as the intersections of Warm Springs and Lake Mead in both the AM and the PM peak hours. Traffic patterns also show a directional split with more people traveling north in the morning, and south in the evening.

### TRANSPORTATION PROVIDERS

The City of Henderson, the Nevada Department of Transportation (NDOT), and Regional Transportation Commission (RTC) all have a significant role in providing and maintaining an efficient and safe transportation system in the study area. RTC provides transit service with both local and regional connections in the study area, NDOT is responsible for the statewide transportation system which travels through the study area, and the City is primarily responsible for all local connections, including pedestrian and bicycle facilities.

In practice, each of these three organizations has distinct and sometimes conflicting priorities and objectives in serving the people traveling on their facilities. These conflicts are common in locations like the Boulder Highway corridor, where a significant regional mobility need can conflict with desires for increased local access, or where increased pedestrian and transit activity can conflict with high-speed traffic, high turning movement volumes, and wide roadway crossings. As demand grows for an enhanced transportation system to serve a growing population, increased attention to the management, operation, and ownership of these facilities will be needed.

### BOULDER HIGHWAY JURISDICTION

Boulder Highway, or State Route 582, is currently managed under NDOT jurisdiction. Accordingly it is subject to statewide design standards and policies that apply to all Nevada highways that emphasize the safe, efficient, and free movement of motor vehicles on the state roadway system. As part of the state highway system, it is also eligible for state and Federal funding for maintenance, resurfacing, and enhancements that cannot be used for local roadways. The planning for the Rapid Transit facilities within the SR 582 right of way has highlighted some of

the conflicts between the Regional Transportation Commission, the City of Henderson, and NDOT's priorities for multi-modal design in this corridor. The city, RTC, and NDOT will need to continue a dialogue about design priorities as the function of the corridor changes over time. Fully or partially shifting control and jurisdiction of the right-of-way from NDOT to the City has been discussed as one way to address these conflicts, allowing the City to implement standards and policies in the corridor that are more consistent with the City's priorities, if the city's priorities cannot be accomplished under NDOT jurisdiction.

## MARKET INDICATORS AND TRENDS

Economic and demographic characteristics in the market are indicators of overall trends and economic health which may affect private and public sector development. In the context of a corridor planning and redevelopment initiative, understanding these conditions:

- Provides a "reality check" for the conceptual planning effort;
- Ensures that recommendations are grounded in market and economic reality;
- Sets the stage for implementation; and
- Provides an accurate and independent "story" to inform potential development / investor audiences.

## CORRIDOR TRADE AREA

The market analysis, conducted by Leland Consulting Group (LCG) and summarized in the report, focused on identifying market opportunities within the City of Henderson and a representative project trade area. This trade area was defined based on the following factors:

- Location of the interstate highway system;
- Development growth patterns;
- Concentrations of housing and commercial development; and
- Jurisdictional boundaries.

Since the corridor and trade area (see Figure 9) represent sub-markets within a broader influence area (including the City of Henderson and the broader Las Vegas region), indicators and conditions for multiple geographies were analyzed where possible.

What the analysis showed was that the region offers unique opportunities for the corridor. There is market demand and Boulder Highway, with strategic public and private reinvestment and supportive policies, could be positioned to capitalize on select niche and destination opportunities.

### BOULDER HIGHWAY CORRIDOR CHARACTERISTICS

The following summarizes economic and demographic trends which will affect development demand within the Corridor Trade Area over the near- and long-term.

- **Diverse Socioeconomic Characteristics** - Almost 60% of Trade Area and Valley households are one- and two-person. Nearly one-quarter (22%) of Trade Area residents are age 55+ with an additional 14% in the 25 to 34 year age group. The majority of smaller households are headed by householders in the two principal age groups which prefer denser housing products (25 to 34 and 55+). The Trade Area is more ethnically diverse than the City of Henderson as a whole, but less so than the overall Valley.
- **Median Age Higher than Region** - The overall median age for the Trade Area and City is relatively high at 38.0, compared to the Valley median age of 36.0. The Trade Area has more seniors in the area south of Lake Mead Drive, in the vicinity of Major, as well as in Boulder City.
- **Increasing Demand for Retirement Housing** - The aging resident base of the Trade Area will increase demand for a range of retirement communities.
- **Rapid Growth Rates** - The Trade Area and City of Henderson are both growing at rates faster than the region at 4.8%, 5.2% and 4.7%, respectively. The most intense areas of growth in the Valley are located on the fringe.
- **Trade Area Incomes** - Despite the fact that the Trade Area includes a substantially lower income population, with 17% earning less than \$25,000; median household incomes in the Trade Area are moderately higher (at \$57,688), than in the Region (at \$55,324), but lower than those for the City of Henderson at \$67,874.

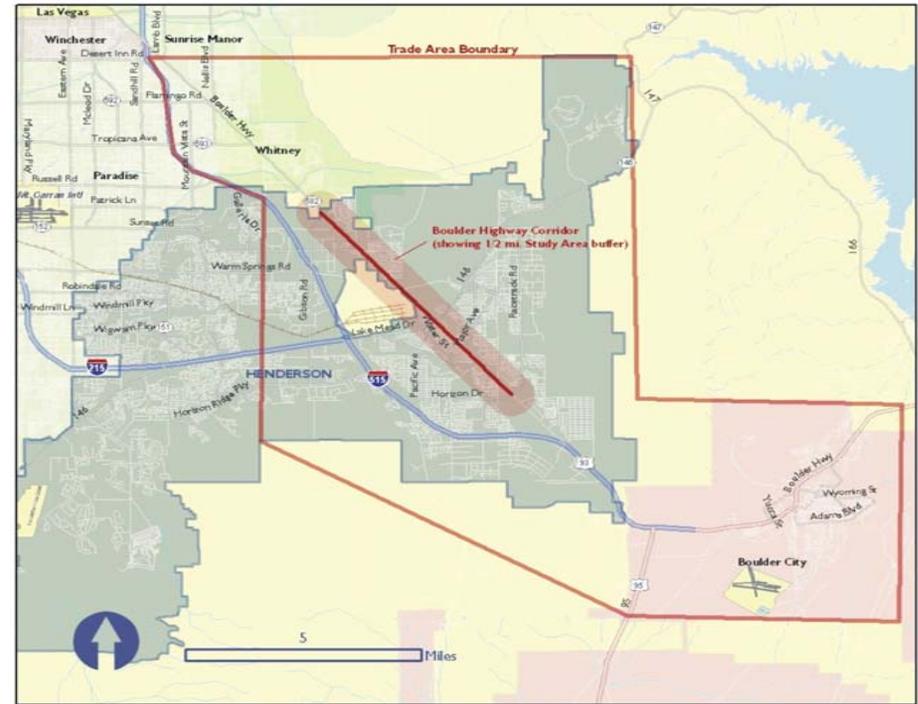


Figure 9: Corridor Trade Area.

- **Lifestyle Demographics** - In addition to economic and demographic indicators, retailers and employers are increasingly utilizing lifestyle demographics to target potential market segments. These “psychographic profiles” of a community attempt to predict lifestyle, social and psychological tendencies based on demographic characteristics. Among those categories which represent the largest concentrations in the Trade Area, more than 50% desire a higher density housing product. Among them are Up & Coming Families, Enterprising Professionals, Main Street, USA, Senior Sun Seekers, and Prosperous Empty Nesters.
- **Demand for Attached Housing Types** - There is demand in the Trade Area for attached products with nearly 50% priced between \$150 and \$250K. Total supportable demand in the Boulder Highway Corridor, at a modest 25% capture rate, could total approximately 2,157 new units over 10 years.

### NATIONAL TRENDS

Trends in the Trade Area and Region (Las Vegas Valley) reflect those in other communities with similar resident and household profiles, as well as regional growth trends (source: National Association of Homebuilders (NAHB) and American Association of Retired Persons (AARP)). Among these trends are:

- ***Decrease in Traditional Households*** - The Census Bureau categorizes households into two types – family (married couples, single parents and people who live with other relatives) and non-family (live alone or with non-relatives). Family households declined to 68% in 2000 from 70% in 1990 while non-family households rose 32% in 2000 (6 million increase) from 30% in 1990. In 2000 traditional families represented 27% of all suburban households, while people living alone represented 23.5%. By 2010, traditional families will represent 20% of all suburban households while persons living alone will represent 33.3%.
- ***Growing Demand for Smaller Homes*** – As noted in the preceding paragraph, for the first time, there are now more people living alone in households in the United States than there are traditional families of a husband, wife and children. This is resulting in an increased demand for smaller and non-traditional housing types (e.g., other than single family detached). Additionally, young professionals are delaying child-rearing, thus supporting demand for smaller housing products. While households are getting smaller, and many buyers are seeking to downsize, consumers are correspondingly demanding an upgrade in features.
- ***Affluent Elderly Lifestyle Choices*** - Affluent elderly are seeking more urban opportunities in either suburban or urban settings. The essence of what residents like about these living environments is elements of community and accessibility. According to AARP, 71% of elderly want transit options. Correspondingly, 50% of the public wants expanded transit investment, but only 25% want new roads. (National Association of Realtors).

- ***Changing Workplace Patterns*** - 10 million workers in the U.S. are self-employed as their primary job – 1.5 million workers are self-employed as a secondary job. These trends are driving demand for “offices in the home,” not just “home offices” and/or a home in close proximity of business services, such as are offered in Town Center and Lifestyle developments.
- ***Higher Density Housing Locational Criteria*** - Higher density product types tend to locate along commercial corridors with a high level of amenities, downtowns, and other infill locations. These product types include: condominiums, workforce housing, low-maintenance housing (zero lot, patio home), town centers and squares, and senior communities.

## CORRIDOR OPPORTUNITIES

Given this understanding of demographic and psychographic conditions and market demand, select development niches were identified which presented immediate and long-term investment potential within the study area. Redevelopment recommendations were based on these analyses, as well as input received from the community, and are presented in a manner believed to offer real solutions to significant conditions impacting the character and performance of properties and businesses within the study area.

## TRADE AREA SUPPLY AND DEMAND CHARACTERISTICS

The analysis showed that the trade area:

- Reflects an established population, with a high concentration of one- and two-person households;
- Has an established base of households with incomes higher than the Valley (overall median), yet lower than the City as a whole;
- Has a significant concentration of more traditional households with more conservative values and spending patterns; and
- Offers the potential to serve two significant psychographic segments of the population – “Enterprising Professionals” and “Prosperous Empty Nesters.”



## ESTIMATED MARKET CAPTURE

Forecasts indicate that, over the next ten to twenty years, the Boulder Highway trade area could potentially accommodate the following new development.

Table 2: Estimated Market Capture

Land Use Type	Trade Area Demand (2006-2026)	Market Share		20-Year Absorption (Units/SF)	
		Low	High	Low	High
<b>Residential (units)</b>					
Single-Family Attached	13,500	20%	25%	2,700	3,375
Multi-family Apartments	16,500	20%	25%	3,300	4,125
Single-Family Detached	22,900	10%	15%	2,290	3,435
<b>Residential Total</b>	<b>52,900</b>			<b>8,290</b>	<b>10,935</b>
<b>Non-Residential (SF)</b>					
Retail (s.f.)	4,500,000	30%	45%	1,350,000	2,025,000
Office (s.f.)	2,000,000	25%	35%	500,000	700,000
Industrial (s.f.)	3,300,000	25%	35%	825,000	1,155,000
<b>Non-Residential Total</b>	<b>9,800,000</b>			<b>2,675,000</b>	<b>3,880,000</b>

Source: Leland Consulting Group; and Applied Analysis.

Market conditions identified that:

- Opportunities exist for additional residential density (attached ownership units – condos / townhomes / rowhouses);
- Additional residential will grow and diversify the existing retail and restaurant base;
- The demographics of Henderson's population can support a higher-quality retail environment;
- New and existing residential densities can support additional retail, particularly convenience / service space;
- Aesthetics of a well-done mixed-use environment will also attract the attention of drive-by traffic;

- Creation of the corridor as a “place” will stimulate new and interesting retail environments and attract new businesses;
- There exists an under-served market for attached ownership units (condos / townhomes / rowhouses) and luxury rental units;
- “Premiums” associated with a quality mixed-use environment could command rates that are 10% to 20% above the market;
- Best opportunities for office development are for local-service users (realtors, accountants, insurance agents, etc.) in mixed-use products;
- Possibility exists to incorporate “live / work” units into residential products – addressing growing “lone eagle” or semi-retired markets;
- Aesthetics of well-done mixed-use environment will attract employers and entrepreneurs seeking new and interesting work environments; and
- Supporting retail located on-site and structured parking may allow for premiums in office rents.

The degree to which the corridor is able to capture new demand within the trade area (and beyond) will be a function of the redevelopment process itself. Given the highly competitive nature of new development, and the heightened challenges of developing in an urban infill environment, successful redevelopment of the Boulder Highway Corridor study area will depend on defining a “place” in the minds of the region’s residents. Redeveloping key catalyst areas as retail, residential, employment and community destinations will necessarily increase their ability to capture not only a greater share of its trade area demand, but also to reach beyond those boundaries. As redevelopment begins to take hold and land prices begin to rise, physical limitations which currently restrict the scale of redevelopment opportunities will lessen as low intensity uses succumb to market forces and land owners begin to seek the highest and best use for an increasingly valuable asset. This evolution will obviously be expedited if assisted by a favorable regulatory environment which encourages a denser development pattern, tighter building form, balanced parking requirements, and stronger connections between uses.

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# Chapter 3: Boulder Highway Corridor Vision

## VISION FOR THE CORRIDOR

*The Boulder Highway Corridor is a civic, entertainment, residential, employment, and transportation spine of the city that represents its past, present, and future in a seamlessly integrated and active environment. Quality building design, active civic spaces, a continuous green parkway, and coordinated transportation systems combine to offer a high-quality experience that distinguishes the City of Henderson within the region. While the corridor is coordinated to offer a unified sense of place, distinct areas offer very different experiences – downtown living, shopping, entertainment, and civic facilities and events; stable neighborhoods; destination commercial mixed-use nodes; and business and employment areas.*

## GUIDING PRINCIPLES

The overarching themes for the corridor – connect, reinvest, transform – are supported by the following five guiding principles:

### 1. The City Will Promote the Revitalization and Transformation of the Boulder Highway Corridor

*The revitalization of the Boulder Highway Corridor will occur incrementally over time. The city will promote this revitalization using a range of tools, strategies, and public/private partnerships.*

To achieve this guiding principle, the city will:

- Promote a diverse range of development and redevelopment options for the corridor.
- Pursue opportunities to implement one or more catalyst projects to illustrate its commitment to corridor revitalization and provide a model for future development.
- Promote the retention and enhancement of established employment centers within the corridor to promote a balanced pattern of land use within the city.



*Redevelopment projects can serve as a catalyst for corridor revitalization.*



*Rapid transit service is an integral part of the corridor strategy.*



*Green "oases" can create an inviting environment, image, and identity*

- Capitalize on the momentum of recent Downtown redevelopment activity.

## 2. The Boulder Highway Corridor Will Serve as a Major Multi-Modal Transportation Corridor within our City and Region

*The importance of the Boulder Highway Corridor extends far beyond just the City of Henderson. Ultimately, it will serve as one "leg" of a much larger regional system allowing the city to remain independent while providing its residents with easy access to other activity and employment centers throughout the valley.*

To support the establishment of Boulder Highway as a regional multi-modal corridor, the city will:

- Continue to coordinate closely with the RTC and other regional stakeholders to promote awareness of the system and ensure the compatibility of parallel planning efforts.
- Ensure that future development along the corridor provides a high level of pedestrian and vehicular connectivity both within an individual site and to adjoining developments and transit stops.
- Continue to work with RTC to develop a seamless system of roadways, bikeways, and transit connections that connect the city to Downtown Las Vegas, the Strip, and other regional employment centers.

## 3. The City and RTC Will Establish a Distinctive "Look and Feel" for the Boulder Highway Corridor that is Unique to Henderson

*Because the Boulder Highway Corridor extends far beyond the City of Henderson, it will be important to establish a distinctive image for the Henderson portion of the corridor that distinguishes it from its neighboring communities.*

To achieve the desired "look and feel," the city will work with the RTC and other stakeholders to:

- Develop a distinctive and attractive image for transit stations and shelters within the corridor that are unique to Henderson, featuring shade and comfortable gathering places.
- Establish clear gateways to distinguish the corridor from the north and south, as well as from adjacent neighborhoods to the east and west.
- Identify opportunities to integrate signature landscaping and public art within the center median in conjunction with the transit stations.

- Establish design standards and guidelines for the corridor that distinguishes future development from that occurring in other locations within the city.

#### 4. Mixed-Use Activity Centers Will Be Established at Key Nodes

*The Boulder Highway Corridor covers a very large area and existing land use patterns in most areas are fairly low density. At identified key opportunity nodes, future development will need to occur at significantly higher densities and be concentrated within walking distance of transit stations.*

To achieve this guiding principle, the city will:

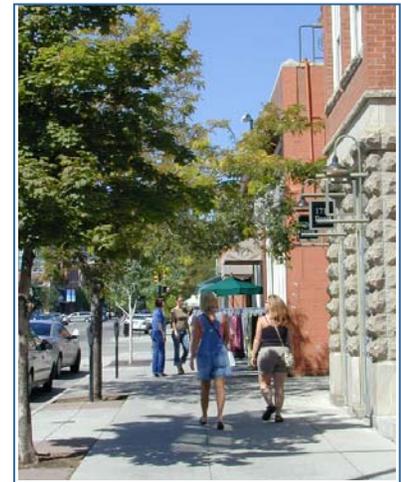
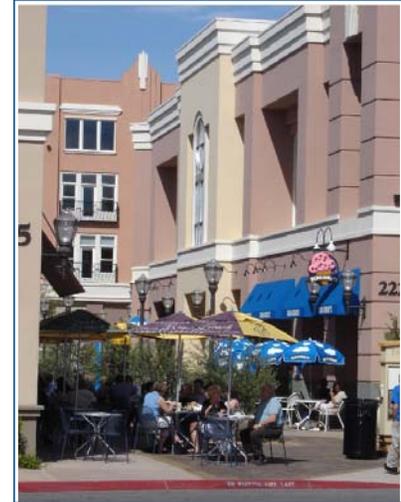
- Tailor the land use mix and intensity of activity nodes to reflect the surrounding development context and maintain a balance of uses within the corridor.
- Allow for single-use, high-density development (e.g., residential, employment) outside of designated activity centers, where access and visibility is more limited.

#### 5. The Boulder Highway Corridor Will Be Integrated with the Surrounding Community

*In order to reach its full potential, the Boulder Highway Corridor must be well-connected to the surrounding community and the region and must offer residents, employees, and visitors a variety of transportation options (auto/pedestrian/bicycle/transit).*

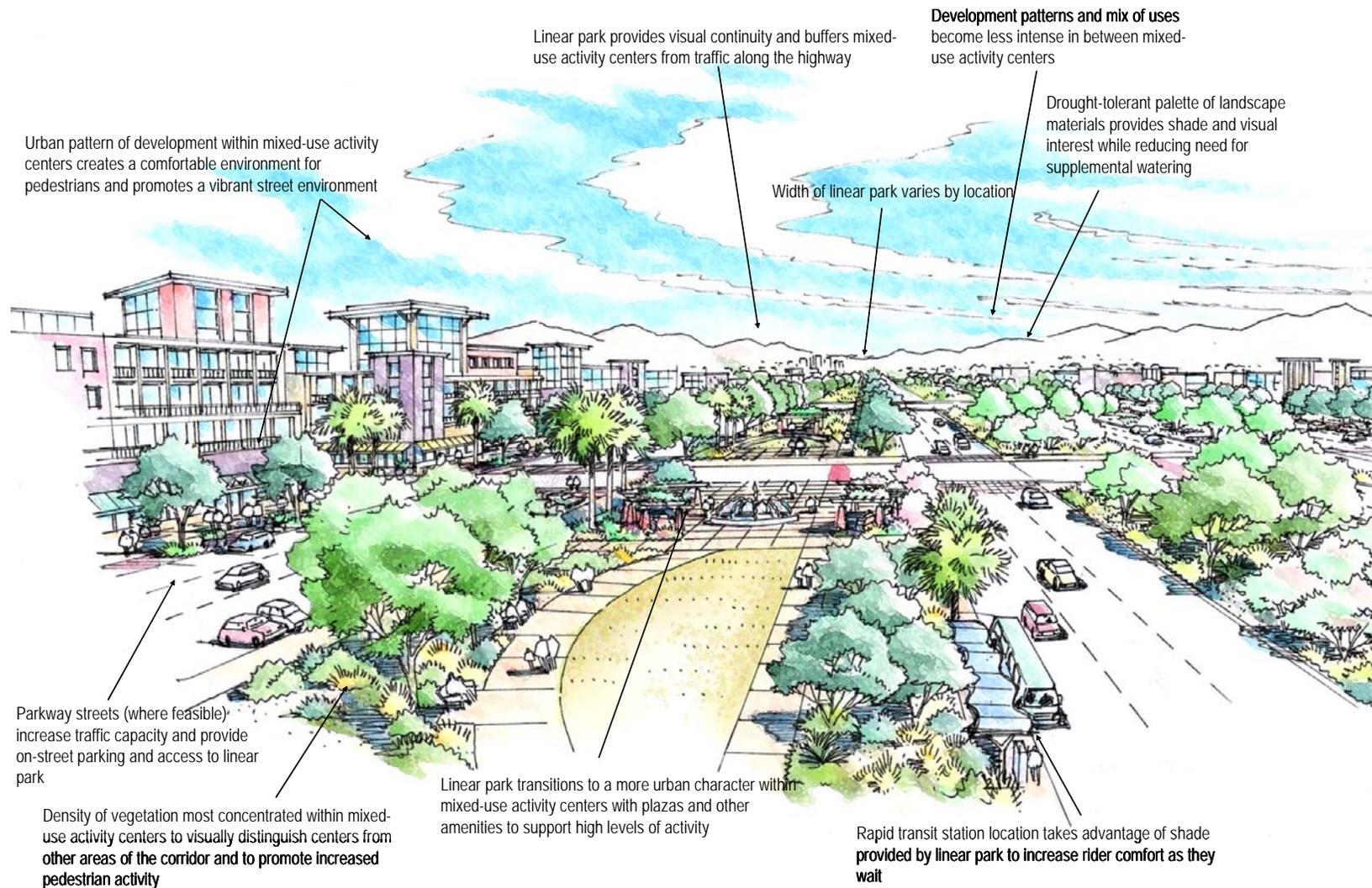
To achieve this guiding principle, the city will:

- Establish clear linkages to the corridor and its transportation systems from the east and west using a cohesive system of pedestrian, bicycle, and feeder bus connections.
- Strengthen connections to existing, stable neighborhoods.
- Ensure movement within and across the corridor can occur safely and efficiently.
- Establish a direct transit linkage between Downtown Henderson and the corridor.



*Mixed-use activity centers will be focused at key nodes within the corridor to create a more pedestrian-friendly environment and support the region's transit investment.*

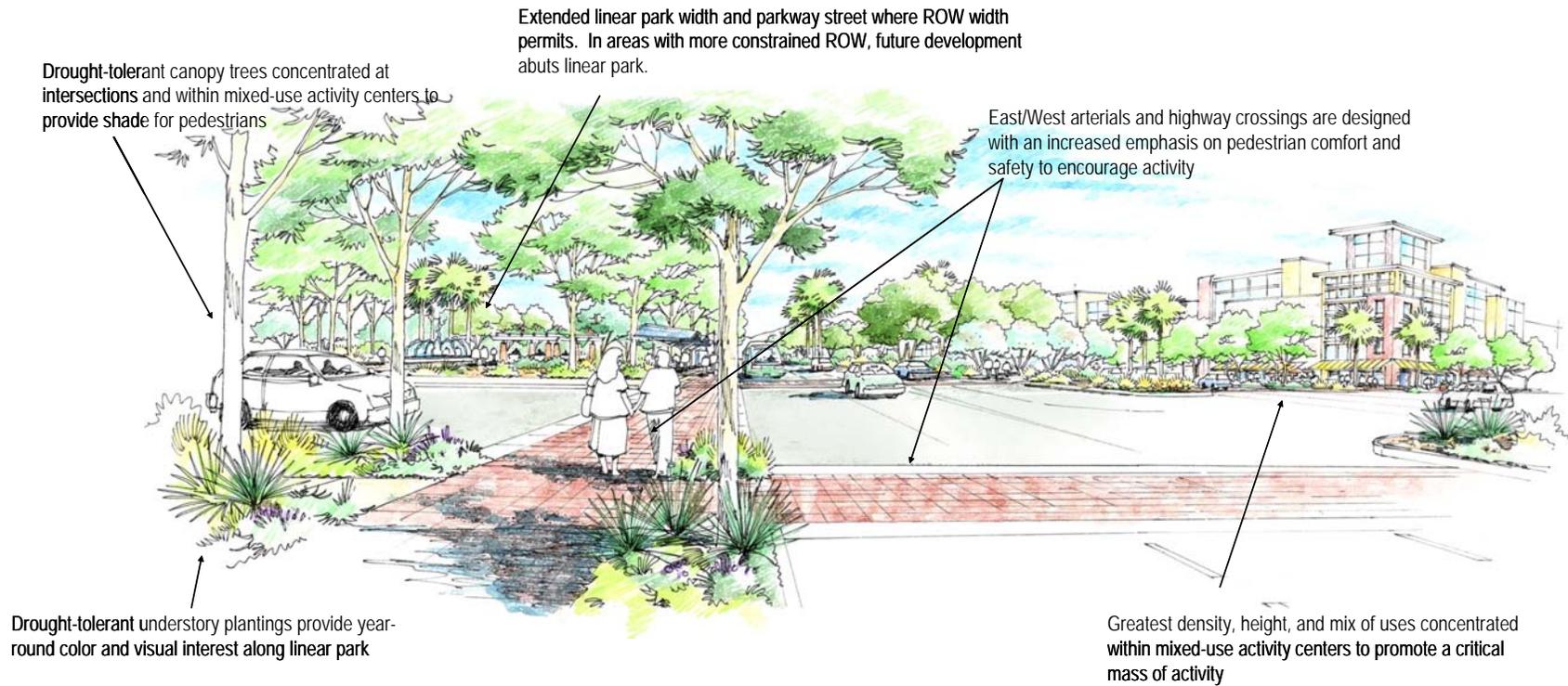
### Vision: North/South View Along Boulder Highway Corridor



*Note: Conditions along the Boulder Highway Corridor vary. Illustrative views are intended to represent key concepts of the overall vision established by the Boulder Highway Corridor Investment Strategy.*

*Illustration prepared by: Russell + Mills Studios*

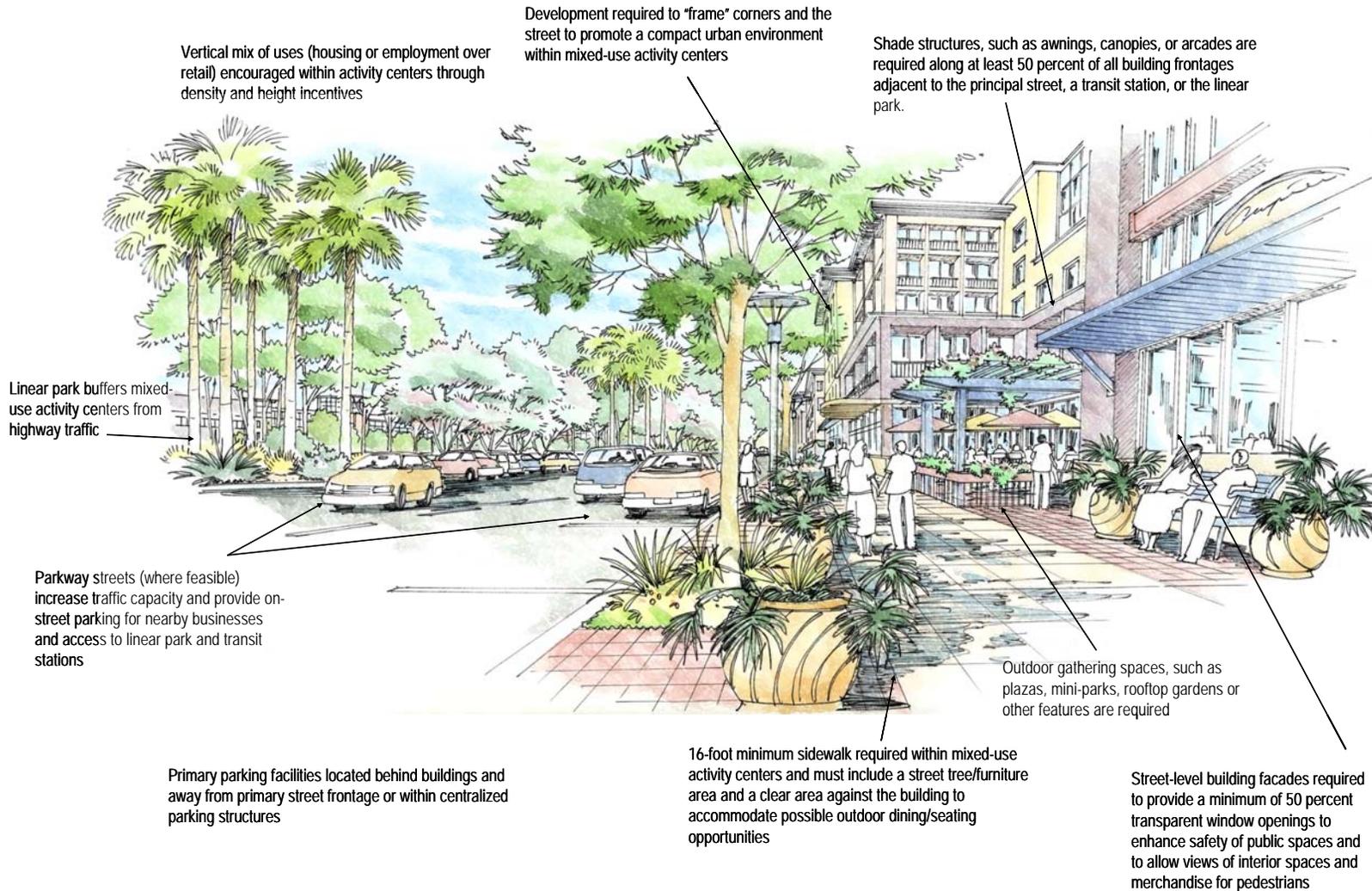
## Vision: View from Linear Park



*Note: Conditions along the Boulder Highway Corridor vary. Illustrative views are intended to represent key concepts of the overall vision established by the Boulder Highway Corridor Investment Strategy.*

*Illustration prepared by: Russell + Mills Studios*

**Vision: Typical Mixed-Use Activity Center-Street Level**



*Note: Conditions along the Boulder Highway Corridor vary. Illustrative views are intended to represent key concepts of the overall vision established by the Boulder Highway Corridor Investment Strategy.*

*Illustration prepared by: Russell + Mills Studios*

# Chapter 4: "Green" Framework

## INTRODUCTION

*Through its Parks and Recreation department and its Open Space and Trails Plan, the City of Henderson maintains and continually improves its system of parks, trails, and open space to meet the recreational needs of its residents. As the Boulder Highway corridor evolves over time, increased emphasis should be placed on enhancing connections between neighborhoods, parks, and other gathering places, particularly in areas of residential development. Over time, the city has been working towards the implementation of a "green parkway" along Boulder Highway, consisting of enhanced landscaping and a paved bike path. Construction of the parkway has occurred one segment at a time as funds and right-of-way become available. Several miles of parkway have been completed within the corridor, primarily south of Lake Mead Parkway. The completion of remaining sections of the parkway is a critical component of the corridor vision.*

*The primary role of the parkway is to establish a distinct and recognizable character and identity for the corridor. Shifting public perception of the corridor from that of an indistinctive commercial "strip" that people travel through or visit out of necessity to that of a true destination for the community in which people choose to visit, work, recreate, and live is an important first step in the implementation of the corridor vision. This shift is important not only as a means of attracting people to the corridor but also as a means of attracting investment to the corridor. Without continued public investment in the corridor, private investment of the quality and intensity necessary to achieve the vision will be difficult to attract and may continue to languish for many years to come.*

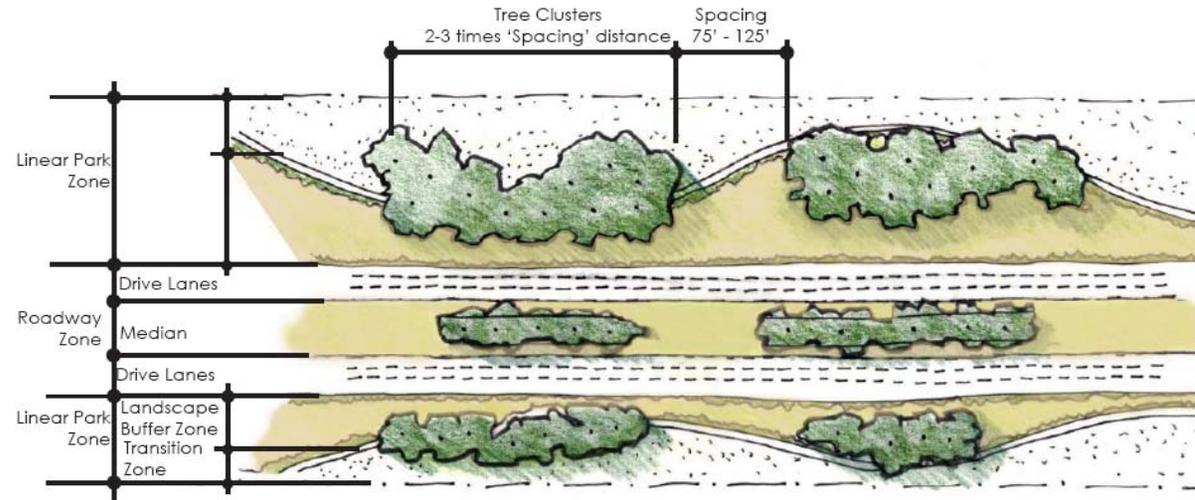
*This chapter establishes goals and principles to reinforce and expand upon the parkway concept— working towards the ultimate goal of establishing a continuous linear park for the corridor and an overall "green" framework for future development. Connections should be provided to and from this parkway to adjacent neighborhoods, commercial, and employment areas; civic areas; and to regional trails and open space areas. The Corridor Green Framework Plan, illustrates existing and future elements of the "green framework" for the corridor.*



*Establishing a linear park along the corridor will enhance its image and help attract people and investment to the corridor. This linear park example is from the Orange Line—a BRT system in Los Angeles.*



## GREEN FRAMEWORK GOALS



### GF1—Establish the corridor as a true linear park.

Efforts to establish a linear park along the Boulder Highway Corridor have been underway for a number of years, aided by the highway's ample right-of-way and a desire by the city to enhance the corridor's appearance. These efforts have resulted in the construction of several segments of landscaped pathways along the highway south of Lake Mead Parkway. One of the resulting benefits of the increase in "green" areas has been a reduction in the harsh asphalt environment of the corridor. This strategy envisions the completion of a much more comprehensive "green" framework for the corridor that sets the stage for the development of a much grander vision that includes a variety of new neighborhoods, employment areas, entertainment and activity centers, and recreational opportunities. Parking areas may ultimately need to be constructed to provide access to these amenities, along with pedestrian linkages to adjoining neighborhoods, activity centers, and to future rapid transit stations. Although right-of-way along most sections of the corridor is very generous (in some cases over 400 feet across), it is constrained in some locations and will limit the size of the parkway in those areas. In these locations, continuity of the linear park will be accomplished through a detached sidewalk and more modest landscape buffers (6-8 feet typically).

**GF2—Establish a hierarchy of landscape enhancements along the corridor.**

Although the linear park will be a major focus along the corridor, a hierarchy of additional landscape enhancements is also planned to help highlight key locations, define gateways and further enhance the corridor’s visual appeal (see Figure 10). Focus areas include:

- **Primary Intersections**—Primary intersection landscape treatments will have the most intense landscape treatments of any location within the corridor. These intersections correspond to all future rapid transit station locations as well as Lake Mead Parkway, Major Avenue, and College Drive / Pueblo Boulevard. Due to the nature of the bus rapid transit system, many intersections between Gibson Road and Horizon Drive along the corridor will be closed to through traffic. This means that primary intersections will have an increase in both pedestrian and automobile activity. It is therefore vital that these intersections be reinforced as a safe and pleasant environment for people. Landscape treatments at these intersections shall focus primarily on offering shade for pedestrians and creating a safe, inviting oasis-like environment. Primary intersections include: Gibson Road, Galleria Drive, Sunset Road, Warm Springs Road, Water Street, Lake Mead Parkway, Basic Road, Major Avenue, Greenway Road/Palo Verde Drive, College Drive/Pueblo Boulevard, and Horizon Drive.
  
- **Secondary Intersections**—Secondary intersections are defined as all other streets that intersect Boulder Highway not identified as primary intersections. There are two types of secondary intersections, those that penetrate the median and offer full traffic movement and those that “T” into the highway and only allow for right-in, right out traffic circulation. These intersections will play a major role in reinforcing the corridor’s role as a multi-modal parkway. They provide local connections to the linear park from surrounding neighborhoods, allow access to future parkway streets and many contain local bus stops. Landscaping at secondary intersections is less formal and extensive than primary intersections. However, it is imperative that these intersections also contain landscape treatments that create a pedestrian-friendly and human-scaled environment. Similar planting schemes will be utilized to maintain a cohesive “look” throughout the corridor for all secondary intersections. Secondary intersection landscape zones include all land between the Boulder Highway curb and the Boulder Highway Right-of-Way extending one hundred feet (100’) in either direction from the intersecting street, including: Sky Forest Drive, Elliot Road, Merlayne Drive, Foster Avenue, Coogan Drive, Corn Street, Barrett Street, Polly Street, Wells Street, Snap Avenue, King Street, Lowery Street, Texas Street, and San Jacinto Street.
  
- **Gateways: Boulder Highway Corridor**—Gateway landscaping is intended to create a sense of arrival for motorists, pedestrians, and transit riders when entering Henderson from the north and south. This can be achieved by dramatically changing the spatial character of the right-of-way from one side of the gateway feature to the other. Specific concepts to achieve this differentiation are outlined on pages 44 and 45 of this strategy.



- **Gateways: Linear Park**—Gateways to the linear park are intended to denote where existing or future regional bicycle trails and neighborhood connections intersect with the corridor.
- **Center Median**—Landscape enhancements should reinforce the vision for the corridor and reflect the character of the linear park.
- **Parkway Streets**—Parkway streets will have the most limited landscaping and the most urban character of any of the landscape elements due to the high level of pedestrian activity desired in these locations. Landscape enhancements will be limited to street trees in grates and small pockets of landscaping where feasible. The parkway street concept is described in detail in Chapter 6 of this Strategy.

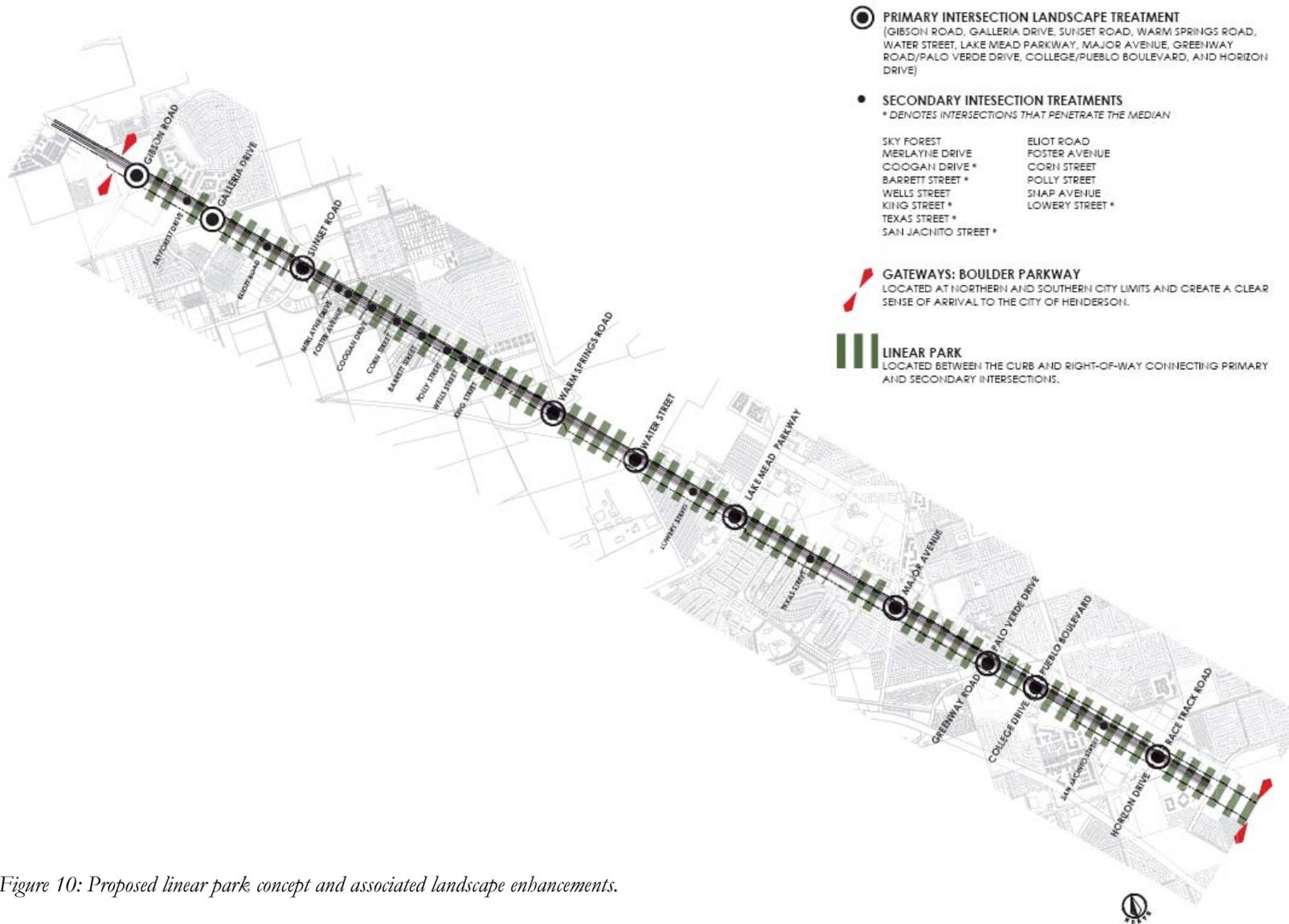


Figure 10: Proposed linear park concept and associated landscape enhancements.





*Establishing a "Green" Framework for the corridor will be achieved by integrating drought-tolerant plant species that reflect the surrounding desert environment.*



*Opportunities for east/west trail and pathway connections should be pursued to connect the corridor to surrounding neighborhoods and activity centers.*

### GF3—Integrate the desert environment into the corridor.

The notion of a linear park or a "green" framework may evoke images of expanses of manicured grass, large shade trees, and formal plantings of water-intensive ornamental flowers; however, this image could not be further from the intent of the corridor vision. The city's Comprehensive Plan promotes the concept of an integrated desert environment, outlining policies for the protection of its natural resources and the incorporation of drought-tolerant plant materials into the built environment. This concept is clearly conveyed in the sections of parkway that have been constructed along the corridor to date and will be carried forward in the design of future segments and other landscape enhancements along the corridor. Landscape design standards for the corridor have been in place for a number of years; these standards are being updated to more closely reflect this Strategy and will serve as a key component of the implementation strategy.

### GF4—Continue to expand trail and pathway linkages to the corridor.

Existing trails and open spaces within the corridor currently feature a strong east/west orientation, providing connections to many regional parks and trails such as the River Mountain Loop Trail, Amargosa Trail, the Bird Sanctuary, Foothills Sports Complex, Rodeo Park, and others. Opportunities to create open space "fingers" that extend into the surrounding neighborhoods should be pursued to further enhance multi-modal connections. Many of these opportunities (several of which already exist) have been identified as part of the city's Open Space and Trails Plan and are identified on figure 6 and on the "Green" Framework map. Key points of intersection include:

- ***BMCI Trail***—this proposed trail would extend from west of I-515, intersecting the corridor near Warm Springs, and would extend through the proposed LandWell development to the east and north to the City of Henderson Bird Sanctuary and the Las Vegas Wash Park.
- ***Lake Mead Path***—while this path is well established west of Boulder Highway, it should be extended further east as part of future improvements to Lake Mead Parkway to reinforce its function as a major conduit to the corridor and enhance connectivity to new growth areas;
- ***Hoover-Basic Path***—this existing path provides access to the corridor from eastern neighborhoods, intersecting just south of Greenway. Extension of the path is proposed to the west, providing a connection to Major Avenue and downtown.
- ***Burkholder Trail***—this trail is actively funded/under construction, loosely paralleling the corridor to the east and providing linkages to the BMCI Trail north of Lake Mead Parkway and to the River Mountain Loop Trail on the south. Although the trail is not proposed to directly intersect the corridor, east-west connections to/from the corridor could be provided at various points, particularly south of Lake Mead Parkway. The Open

Space and Trails Plan proposes connections at Pueblo Boulevard and from the Nevada State College south of Wagonwheel Drive; however, additional connections should be explored.

**GF5—Identify future park sites to serve corridor residents.**

Existing park space within the corridor is currently very limited, particularly north of Lake Mead Boulevard. This deficiency has largely been driven by the non-residential emphasis of historic land use patterns. A large portion of the study area’s northern land area has been dominated by industrial operations and small-scale commercial for many years. In recent years, the land supply in the Las Vegas Valley has become more constrained. As a result, demand for residential land within the corridor has begun to increase, despite its industrial character to the north. As future development occurs along the corridor and its residential population increases, demand for park space will also increase. Park sites should be identified and reserved as part of the master planning process, particularly for larger sites likely to develop over an extended period of time. While such factors shouldn’t be the only consideration in locating future parks, opportunities may arise on parcels determined to be unsuitable for development due to inadequate access, environmental constraints, or cost prohibitive mitigation requirements.

**GF6—Establish clear gateways to the corridor.**

Although the corridor is crisscrossed by major roadways in several places, very few visual cues currently exist to provide a sense of arrival in or sense of the corridor as a “destination.” The identification and clear definition of major gateways into the corridor should be approached from a variety of angles. Aside from traditional gateway monumentation, signage, public art, lighting, street and sidewalk treatments, landscaping, and even building massing can be used to define the public realm and foster a sense of arrival into the corridor. Gateway treatments should coincide with major points of entry (e.g., city limits on the north and south) and/or key centers of activity. An emphasis, although more discrete, should also be placed on secondary gateways to the corridor.



*Additional parks will be needed as the corridor is revitalized over time and its residential population increases.*

**“GREEN” FRAMEWORK MAP**

The “Green” Framework map illustrates the variable width of the linear park along the corridor, as well as its relationship to the many existing and proposed pathways, trails, and open space corridors that connect the corridor to the surrounding neighborhoods and the broader community.



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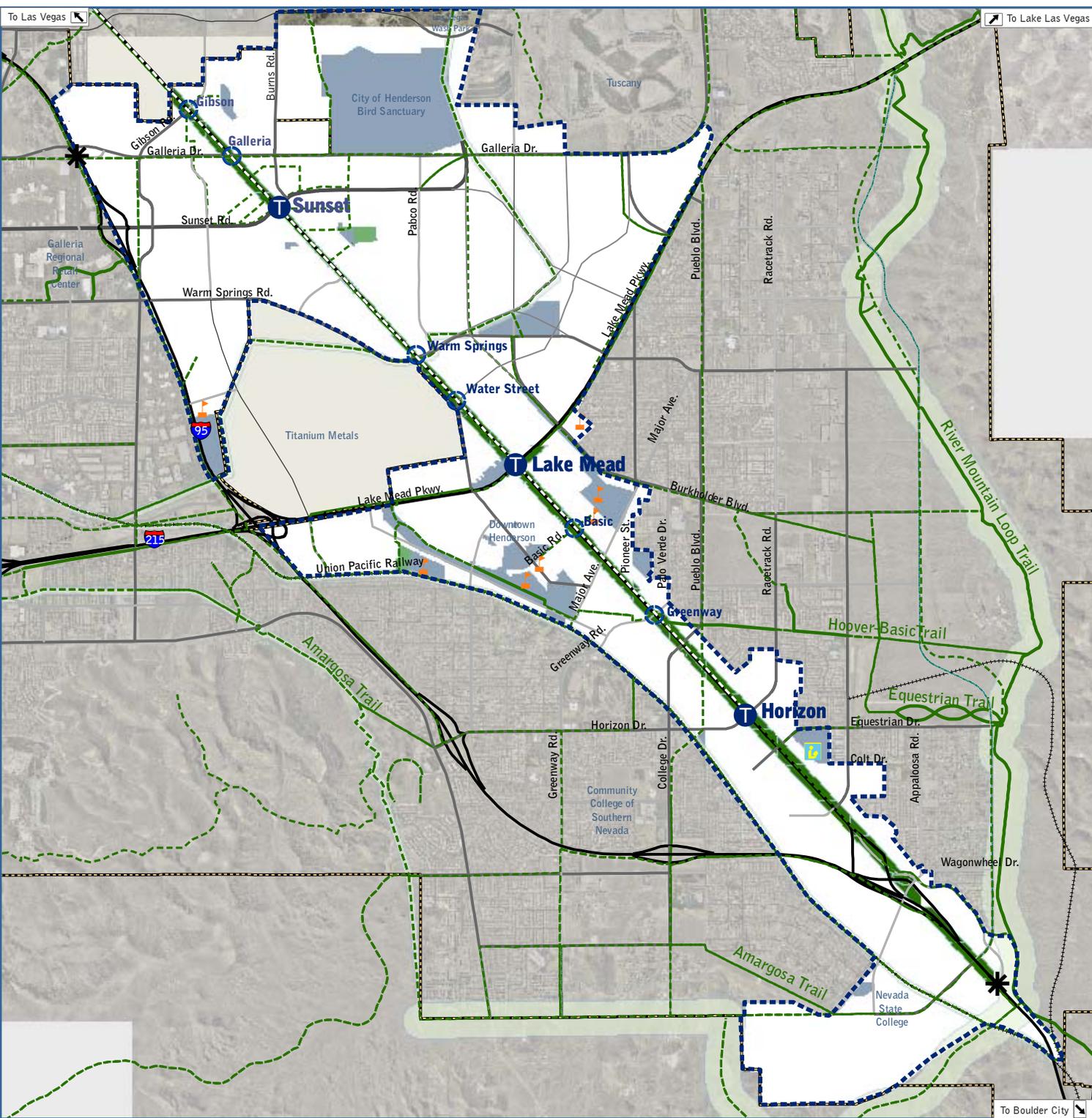
# "Green" Framework

## Boulder Highway Investment Strategy ■ Henderson, Nevada

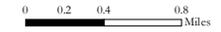


- Parks and Recreation**
- Park
  - Public Semi-Public
  - School
  - Library/Museum
- Pathways**
- Existing Pathways
  - Proposed Pathways
  - Open Space Corridors

- TOD Corridor**
- T Future Rapid Transit Station
  - C Future Activity Center
  - Corridor Boundary
  - City of Henderson
  - \* Future Interchange
  - Parkway



Source: City of Henderson, RTC, 2000 Census TIGER Files, Clarion Associates



To Boulder City

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## “GREEN” FRAMEWORK PRINCIPLES

The following principles convey key design concepts that support achievement of the vision and goals for the redevelopment of Boulder Highway, as identified above. These principles are intended to support the overall vision for the corridor and to serve as a foundation for the creation of detailed landscape design guidelines for the corridor.

### LANDSCAPING AND THE PUBLIC REALM

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**Principle LP1: Use a consistent palette of drought-resistant plants.**

---

To effectively use landscaping as a defining design element of the corridor, a consistent palette of plant materials will be used. Consistency in plant materials can help establish a sense of place while still providing variety through how the “palette” is applied in different locations along the corridor. The use of consistent plant materials also creates the opportunity to use specific variations in that palette to accentuate certain locations along the corridor, such as at primary intersections or at the corridor’s northern and southern gateways. Exceptions to the drought-tolerant plant list should be carefully planned and limited in use so that the effect is not diluted and so that the corridor upholds the city’s commitment to desert landscaping and sustainable water use. A plant palette for the corridor will be maintained as part of a separate landscape design manual for the corridor.

---

**Principle LP2: Limit curb cuts along the linear park.**

---

As development and redevelopment occurs along the corridor, curb cuts onto Boulder Highway should be limited in locations other than at intersections and major access points. Limiting vehicular access will help maintain the parkway as a “safe zone” for pedestrians and cyclists; preserve the visual integrity of the parkway; and maintain vehicle capacity and other operational characteristics of the roadway.



*A consistent palette of drought-resistant plants will be used to bring visual interest and shade to the corridor.*



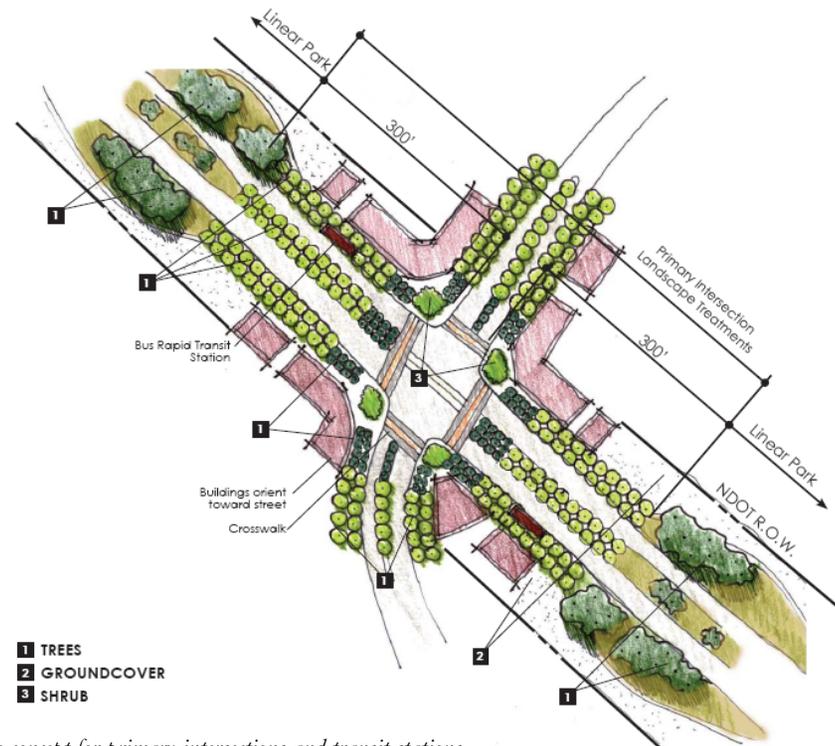


Figure 11: Formal landscape concept for primary intersections and transit stations.

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**Principle LP3: Concentrate formal landscaping and shade at and around transit stations and primary intersections.**

---

Landscape enhancements are intended to be most concentrated and most formal within activity centers, at primary intersections, and transit stops to help define and distinguish these landmarks from other areas in the corridor. Enhancements include concentrations of formal rows of trees designed to establish an identifiable character for these areas and to provide shade for pedestrians. Concentrating shade in these locations will also increase the comfort and enjoyment of transit riders as they make their way from adjacent activity centers to rapid transit stops in the center median or feeder bus stops along the corridor and east-west arterials.



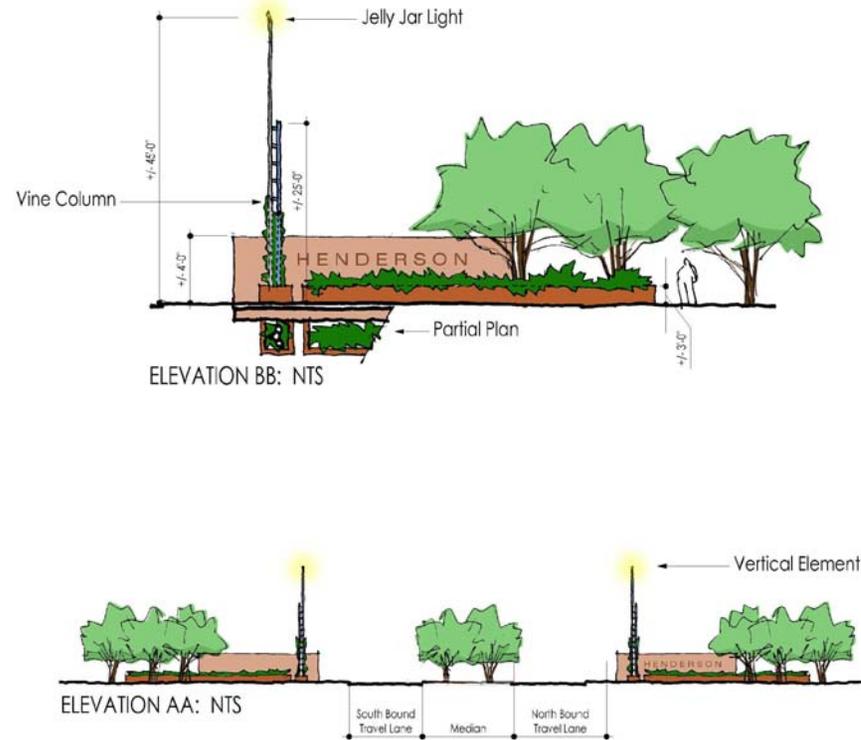


Figure 13: Proposed corridor gateway concept—Elevation View.

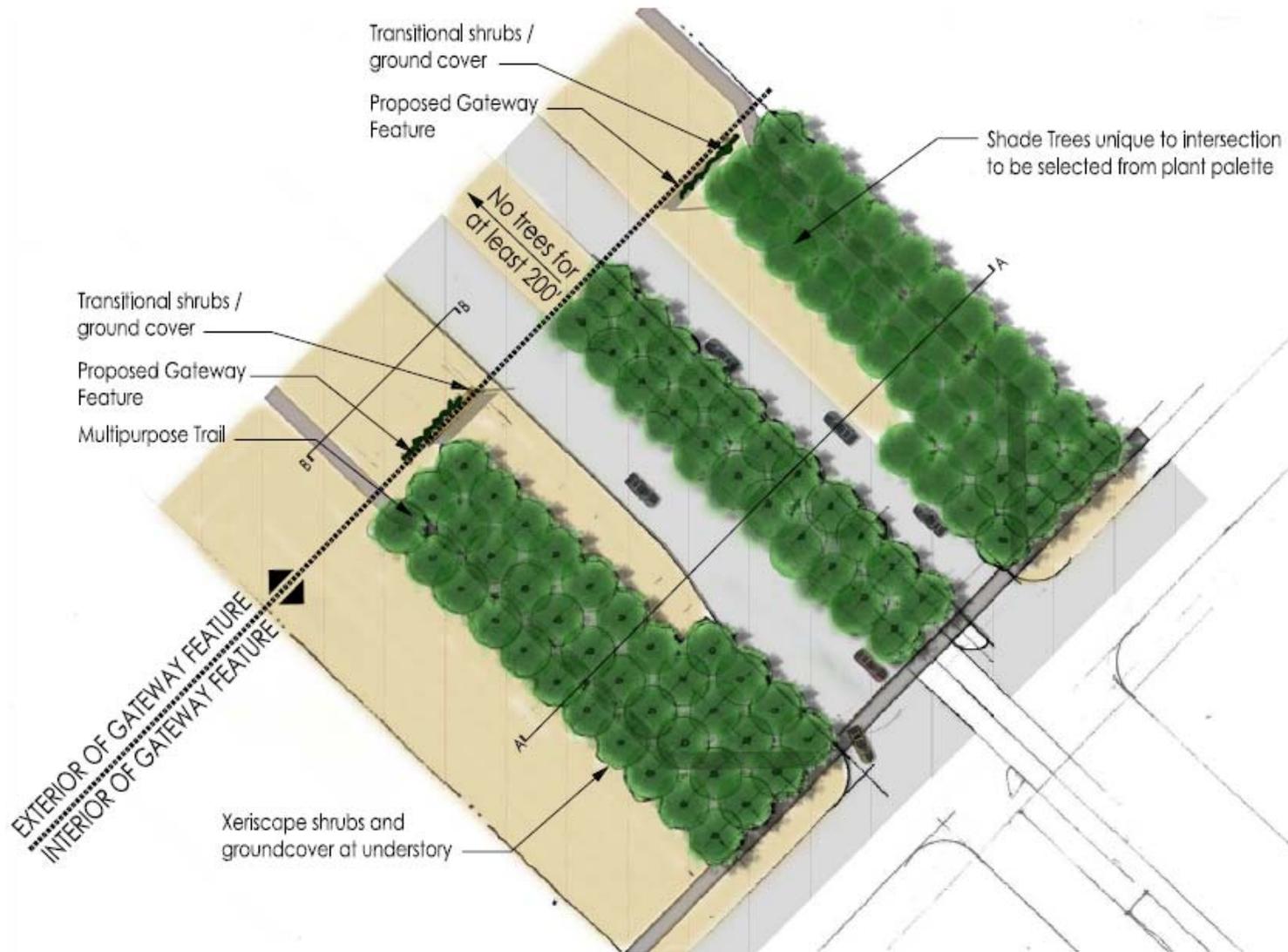
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**Principle LP5: Define entryways into the city with distinctive gateway features.**

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The corridor's northern and southern limits (just past Gibson on the north and near the intersection of I-95 and Boulder Highway on the south) should be defined by a distinctive gateway feature to clearly distinguish Henderson from its neighbors and provide visitors with a sense of arrival. The gateway should consist of a combination of a monument sculpture and sign combined with a formal landscape planting that quickly distinguishes the gateway from the more natural appearance of the parkway landscaping. This gateway monument should be a simple low wall with the city's name in raised reversed back-lit channel letters in keeping with the quiet, relaxed and comfortable feel of a residential garden. The walls and letters at both entry points should be large enough to be seen by passing traffic and to acknowledge the scale of the ROW, but be proportioned, lit and sized to express Henderson's dignified and low-key character.

Figure 14: Proposed corridor gateway concept—Plan View.





*The character of the corridor's "Green" Framework should be reflected in adjacent development.*

**Principle LP6: Reinforce the character of corridor landscape elements in adjacent development.**

To further reinforce the character of the corridor's "Green" Framework and help create a more seamless transition between the linear park and adjacent development, the character of corridor landscape enhancements should be reflected in landscaping for development adjacent to the linear park. The use of a similar plant palette and organization along the shared edge and along pedestrian corridors that serve the development can be used to create "fingers" of landscaping that extend to the east and west. This technique will not only enhance the character of the immediate area, but will help reinforce views of the corridor from taller buildings and higher elevations within the corridor

**Principle LP7: Incorporate public art in appropriate locations.**



*Examples of public art found at transit stations around the country.*

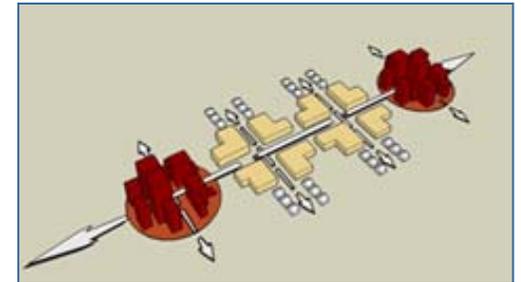
Public art, particularly sculpture, has an important role at BRT stations, and at the intersections that announce downtown, but not as an expression of the community's identity at its entry points. This is because a community's identity is a long term and rather neutral condition, while tastes and attitudes toward art can be controversial and changeable. A public process should be developed for the selection of public art at station locations and in other key areas, to engage the community in establishing an image and identity for the corridor.

# Chapter 5: Land Use & Urban Design Framework

## INTRODUCTION

The corridor consists of a diverse array of land uses, some stable and some likely to change as development and redevelopment occurs. This chapter illustrates how land use and urban design characteristics should be implemented through planning and investment decisions along the corridor to foster a vibrant built environment and broader mix of land uses. This is defined in the following ways:

- **Land Use and Design Goals**—the “big picture” goals to be accomplished as the corridor transitions over time.
- **Land Use Framework Map**—this map illustrates proposed future land use patterns along the corridor, including areas designated for a new land use category—Corridor Mixed-Use—as well as those areas not anticipated to change.
- **Land Use and Urban Design Principles**—provides general principles to guide the design and development of areas within the corridor. These principles will be supported by more specific zoning categories and design standards contained in the city’s updated Municipal Code.



Focused nodes of activity are planned along the corridor.

## LAND USE AND DESIGN GOALS

### LUD.1—Create focused “nodes” of activity.

Much of the existing development within the corridor is dispersed along Boulder Highway at fairly low densities. One of the key components of the corridor vision is to establish a series of mixed-use activity centers at key rapid transit station locations and other major intersections. While higher density and mixed-use development is generally desirable throughout the corridor, such characteristics are more effective when they are located in a concentrated area. Therefore, a policy of focused nodes allows new land uses to be incorporated where they will have the largest impact. Initial development activity should be focused in highly visible locations, providing access to existing services and a sense of comfort for investors, new businesses, and future residents that can increase the viability and marketability of early projects and help “jump start” future development activity within the corridor. Over time, the lines between new and old will begin to blur as areas that have long functioned independently are woven into a larger, more cohesive corridor community.



*The corridor will be home to a variety of housing types.*

### LUD.2—Establish appropriate locations for a variety of development types.

The corridor's length presents a unique challenge from a development perspective, considering that it is lined with many hundreds of acres of land and an equal number of potential "opportunities". Also challenging is the fact that the corridor encompasses a very diverse cross-section of land uses, ranging from established neighborhoods and small-scale commercial uses on the south, to large industrial areas near Lake Mead Parkway, to a combination of vacant parcels and rapidly developing residential areas on the north. Although a number of existing uses will change or evolve as the corridor matures over time, the diversity they represent is an asset that should be reflected in future development scenarios. It is anticipated that these recommendations may need to be adjusted periodically to meet the demands of a changing marketplace; however, the overall theme or development character will likely remain the same.

### LUD.3—Provide a variety of housing types.

Henderson residents have traditionally sought homes in master planned communities with detached housing and a variety of parks, trails, schools, and other amenities. In recent years, however, this trend has begun to shift. Dwindling land supplies and dramatic increases in housing costs have spurred a growing number of small lot single-family and multi-family homes. The corridor vision seeks to establish a range of housing types to address a variety of community needs. Attached and higher-density housing types, such as apartments, condominiums, and townhomes will be located along the corridor and in major activity centers within close proximity of rapid transit, jobs, and amenities. Higher-intensity uses will be balanced by the corridor's large existing supply of detached housing, as well as new areas of small lot single-family and more traditional single family. Providing a variety of housing types will help ensure the corridor evolves into a diverse, vibrant community.

### LUD.4—Strengthen and rejuvenate existing neighborhoods.

The corridor is home to many established neighborhoods, particularly south of Lake Mead Parkway. The protection and continued stability of these neighborhoods is not only vital to their residents, but to the corridor as a whole. The retention and addition of new households within the corridor's neighborhoods will ensure that the "critical mass" of people needed to support a broader range of retail and commercial services and enhanced transit will be achieved more quickly. In some locations, infill and redevelopment may be appropriate as a means of incorporating new housing and housing types into the existing neighborhood fabric. This process is already occurring on a limited basis in some downtown area neighborhoods.

### LUD.5—Maintain a broad employment base.

In the interest of maintaining a balanced economic base, the city will need to protect established or emerging manufacturing areas within the corridor. Clean manufacturing or light industrial uses are more easily integrated with commercial and residential uses and will be encouraged in the emerging industrial area west of Titanium Metals and south of Sunset Drive. Similar established uses located near Horizon Drive should also be protected

from conflicting uses. Heavy industrial areas, such as the LandWell property east of Boulder Highway, will be gradually transitioned to other uses as opportunities arise through voluntary property sales or attrition.

#### LUD.6—Establish a consistently high standard for development quality.

Development within the corridor should be of a consistently high quality. Although the scale and intensity of development will vary, there are a number of site design and architectural elements that should remain consistent. As part of the implementation program for this Investment Strategy, a detailed set of design standards will be prepared to help ensure that new projects are compatible with the vision. The design standards will be particularly important because the corridor is anticipated to develop in an incremental fashion over a period of ten or more years. The design standards will prevent development from occurring in a “piece-meal” fashion that fails to address the physical and visual relationships between individual developments and the corridor itself. They will also ensure that development constructed along the corridor, whether one or even ten years from now exhibits a unique, but complementary appearance.

#### LUD.7—Encourage development that supports and defines the public realm.

Historically, development within the corridor has occurred in isolated pockets, with little or no relationship to Boulder Highway or to surrounding streets and land uses. Many existing buildings and developments are set back from the corridor behind surface parking lots or turn their backs to the corridor, resulting in imposing views of blank building walls. With the implementation of the vision, a dramatic shift in existing development patterns will be encouraged. New buildings will be required to orient towards Boulder Highway and other streets and to front onto the corridor’s linear park where possible. In addition, development will be encouraged to have an “active” presence at the ground level. This can be accomplished by ensuring windows and balconies overlook streets and open spaces or by locating uses that attract a steady stream of people, such as retail shops and restaurants, at major intersections or adjacent to transit stations or other public spaces. Either approach helps to provide an informal means of surveillance and a sense of security for those living, working, and traveling through the corridor.

#### LUD.8—Establish a strong visual identity for the corridor that is unique to Henderson.

Urban design will play an important role in establishing the corridor as a true destination within the city, particularly within the public realm. The use of common urban design elements, such as station canopies, “themed” directional signage, street lighting, pedestrian crossings, and other elements can be used to establish a recognizable image for the corridor. Alternatively, variations in one or more of the urban design elements used can also be incorporated to distinguish one activity center or neighborhood within the corridor from another. The use of artwork to enhance and distinguish public areas of the corridor will also contribute to the corridor’s visual identity. Artwork may be incorporated into the corridor in a variety of forms, ranging from large, thematic sculptural elements to mosaic or embossed tiles or paving patterns in key areas, such as in and around rapid transit stations.

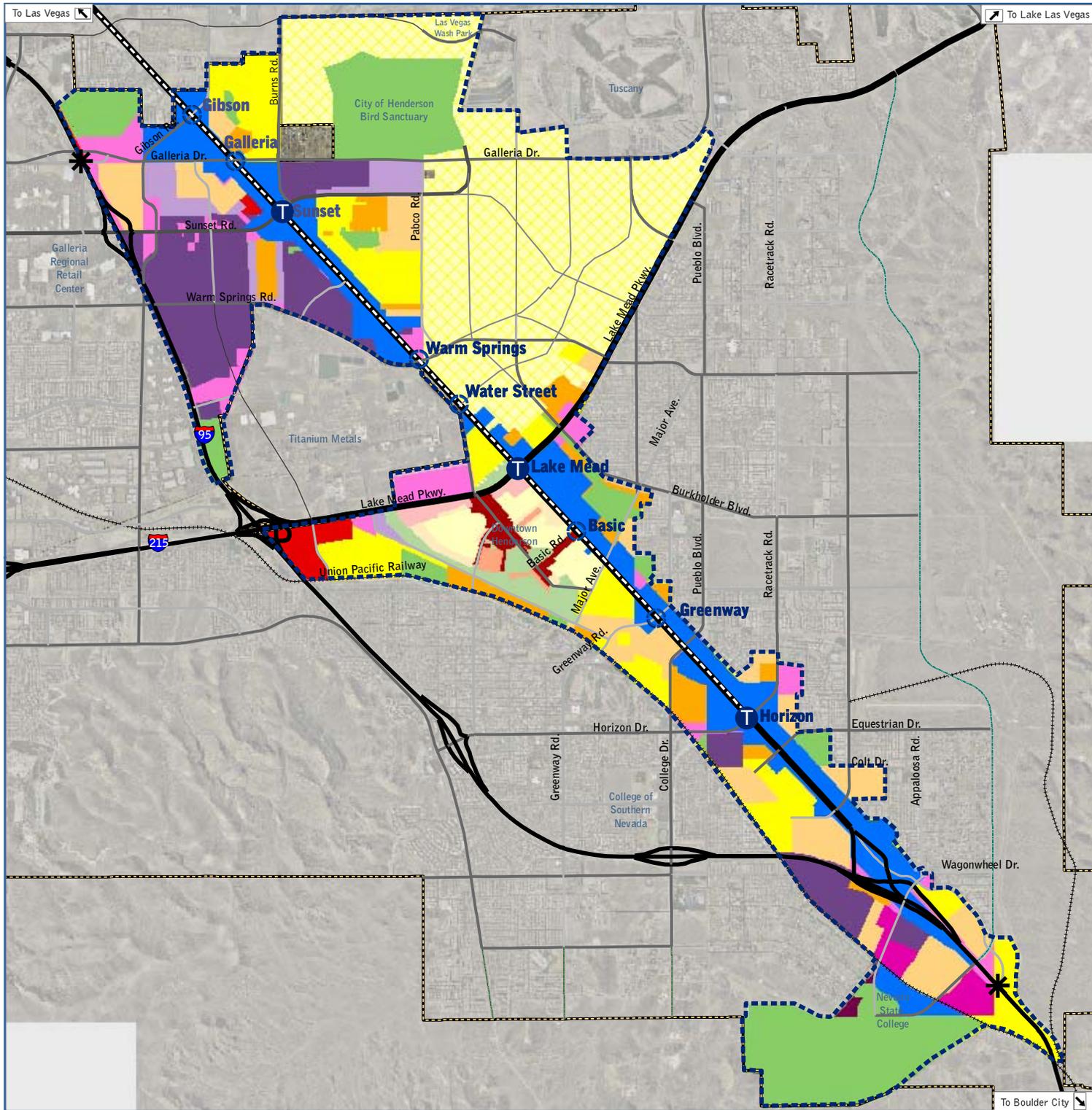


*Development within the corridor should place a strong emphasis on the character of the public realm and the comfort and safety of pedestrians.*

## LAND USE FRAMEWORK MAP

The Land Use Framework map applies the Transit-Oriented Development (TOD) land use category to parcels immediately adjacent to Boulder Highway to reinforce the vision set forth by this strategy. Most of the affected parcels are currently designated for Community Commercial and Highway Commercial, with limited areas of Tourist Commercial. Land use designations for all other parcels within the study area will not be changed at this time; however, future changes may be considered as opportunities arise. Future changes should be consistent with investment strategy and will be evaluated using the city's standard Comprehensive Plan amendment process.

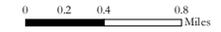




- Downtown**
- Low-Density Residential DRL
  - Medium-Density Residential DRM
  - High-Density Residential DRH
  - Highway Commercial DHC
  - Core Commercial DCC
  - Downtown Public/Semi Public DP
- Residential**
- Low Density Residential LDR
  - Medium Density Residential MDR
  - High Density Residential HDR
  - Planned Community PC
- Non-Residential**
- Public/Semi Public PS
  - Neighborhood Commercial NC
  - Community Commercial COM
  - Highway Commercial HC
  - Tourist Commercial TC
  - Office/Research & Development CO/RD
  - Industrial IND
  - Light Business & Industry LBI
  - Business & Industry BI
- Mixed-Use**
- Transit Oriented Development TOD
  - Gateway Mixed Use MU

- Future Mixed-Use Activity Center
- Future Rapid Transit Station
- Study Boundary
- City of Henderson
- Future Interchange

Source: City of Henderson, RTC,  
2000 Census TIGER Files,  
Clarion Associates



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## GENERAL LAND USE AND URBAN DESIGN PRINCIPLES

The Land Use Principles provided below are intended to serve as a guide for future land use decisions within the corridor, including the intensity, location, and mix of those uses, and their relationship to surrounding neighborhoods. The Urban Design Principles identify key urban design characteristics to be addressed by future development in order to support the implementation of the corridor vision. These principles are intentionally broad, key concepts outlined below will be refined and translated into regulations for the corridor.

### LAND USE

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**Principle LU1: Establish minimum densities that are supportive of the region’s transit investment and will help promote activity along the corridor.**

---

Densities along the corridor today vary considerably from location to location, but are generally much lower than is desirable to support transit and create concentrated “centers” of activity. A considerable change in land use patterns within the corridor will be necessary to fully leverage BRT service and to support future enhanced local and regional transit connections, particularly within major activity centers or “Station Areas.” Minimum densities will vary depending upon the size of the site and the surrounding development context; however, highest densities should generally be concentrated within activity centers where they may be readily served by transit:

- **Station Areas/Activity Centers:** Minimum 30 dwelling units/acre (residential) ; up to 3.0 FAR (non-residential/mixed-use)
- **Corridor (Areas in Between):** Minimum 15 dwelling units/acre (residential) ; up to 1.5 FAR (non-residential/mixed-use)

---

**Principle LU2: Tailor development intensity and mix of uses to site size and the surrounding development context.**

---

In general, uses along the corridor should be more urban in form and intensity than the pattern which exists today and the corridor should not be dominated by any particular use. However, the intensity and composition of mixed-use development along the corridor will vary. Residential, commercial, office, entertainment, institutional, and employment uses are all appropriate as part of an overall mix. In some locations, gaming, hotels, and other tourist-related activities may also be appropriate.



*The intensity and mix of uses found in each development will vary depending upon its location and the surrounding development context.*



The type and proportion of residential and non-residential uses will vary according to each site's location, size, and the surrounding development context. For example, a mixed-use development located on an individual parcel without direct access to the corridor may reasonably contain a lower percentage of non-residential development than one that is located with direct access and visibility from the corridor and is located within a station area. Alternatively, on some smaller parcels, integrating multiple uses may not be feasible or even desirable. This strategy is not intended to provide a "one-size-fits-all" approach; rather, it is intended to acknowledge and provide guidance on the range of scenarios likely to occur within the corridor. As a general rule, highest density and activity-generating uses should be concentrated near perimeter streets, outdoor gathering spaces, and within station areas.

---

**Principle LU3: Identify and secure future school sites to serve corridor residents.**

---

As the intensity of development increases along the corridor, so will the number of residents. Although the types of higher-density housing (e.g., apartments, condominiums) likely to occur within the corridor's future activity centers may not be desirable for most families, lower-intensity (e.g., townhomes, duplexes, small-lot single-family) housing types likely to occur in between activity centers and along the corridor will be. As a result, the need for additional schools may arise. The city should continue to coordinate with the Clark County School District as larger developments are planned to monitor impacts of corridor development on nearby school facilities and ensure that future school sites, if needed, can be located and secured concurrent with future development.

## URBAN DESIGN

---

**Principle UD1: Orient buildings towards the corridor to foster a stronger sense of place.**

---

Create an active atmosphere along the Highway by visually reducing the extensive width of the right-of-way by bringing buildings closer to the street. A spatial proportion of at least 5:1 (width to building height) at key nodes would dramatically change the visual character of the Highway from a low intensity auto-dominated highway into an active, pedestrian-friendly street.

---

**Principle UD2: Design all development with pedestrians in mind.**

---

Development should be designed to foster an inviting pedestrian environment along the corridor by orienting buildings to pedestrians rather than cars. This means shorter setbacks, wider sidewalks, parking located on the side or rear of a building, storefronts along sidewalks to create visual interest, and inclusion of a variety of



*Development should be designed to foster an inviting pedestrian environment.*

pedestrian amenities (e.g., benches, trees, trash receptacles, etc.). All contribute to a safe, interesting, and attractive environment scaled and oriented to the pedestrian.

---

**Principle UD3: Provide special paving treatments for pedestrian crosswalks to stations.**

---

Variations in paving materials will be used to help define pedestrian crossings to create a visual cue to drivers to watch for pedestrians. Paving variations could include texturing that provides audible as well as visual indication of pedestrian crossings.

---

**Principle UD4: Concentrate highest densities and building heights at primary intersections and within station areas.**

---

Strategically use the density and height of the built environment to accentuate and define activity centers along the corridor while providing necessary density to support transit ridership. This variation at key intersections and transit stops will help create a visual order to the corridor by establishing clear landmarks that can assist in wayfinding by clearly defining stops and centers.

---

**Principle UD5: Provide transitions in height and intensity between corridor development and established neighborhoods.**

---

Many of the parcels that abut the corridor are bounded on at least one side by established residential neighborhoods. Therefore, ensuring that appropriate transitions are provided between the higher-intensity development desired along the corridor and adjacent neighborhoods will be a key consideration. This will be particularly important on smaller, more constrained parcels sandwiched between the corridor and established residential areas. The following techniques should be employed as necessary to achieve this objective:

- Locating smaller-scale residential uses (e.g., townhomes, duplexes) along shared boundaries between corridor development and adjacent neighborhoods to promote a more seamless transition between uses;
- Clustering taller structures (e.g., five stories or more) against the corridor and at primary intersections, away from adjacent neighborhoods, maintaining rear-yard setbacks, and stepping down the height of structures as they approach these edges; and
- Locating large surface parking lots, loading areas, and other areas of potential friction away from adjacent residences.



*Higher density and mixed-use development will be most concentrated at station areas where a high level of pedestrian activity is desirable (top.) Transitions in height and intensity should be provided between corridor development and adjacent neighborhoods (bottom.)*



*The visual prominence of surface parking within the corridor should be minimized. In this example, parking is provided via on-street, diagonal parking and surface lots tucked behind a pedestrian-oriented street frontage.*

---

**Principle UD6: Reduce the visual prominence of surface parking within the corridor.**

---

The varied intensity of development along the corridor will warrant a balance of structured and surface parking (on and off-street.) Regardless of their configuration (e.g. structured vs. surface) parking facilities should be centrally-located and are shared between uses, where feasible. The amount of the corridor frontage devoted to surface parking should be limited. Surface parking should be located on the interior of the development where feasible and/or screened from adjacent residential neighborhoods. Structured parking should be integrated with the overall design of the development which it serves and should be wrapped with street-level retail space in high-activity locations, such as adjacent to transit stations, along parkway streets, and other highly visible locations.

# Chapter 6: Multi-Modal Framework

## INTRODUCTION

*As the corridor is revitalized over time, careful attention should be paid to creating a transportation system that is truly multi-modal – accommodating transit, auto, bicycle, and pedestrian travel in an integrated built environment. To achieve this goal, a multilayered transportation approach will be needed to serve both local and regional mobility.*

*Investments in supporting street networks, such as the enhanced parkway concept described in this plan, can help relieve major congestion points. Enhanced pedestrian and bicycle connections create walking and biking options for shorter trips. Rapid transit connections to local and regional destinations make riding a more viable alternative to driving and improve service for current transit customers. Together, with careful attention to the synergies and tradeoffs, these investments will result in enhanced mobility for a changing and growing population with less traffic growth and congestion than current trends would suggest.*

*A context sensitive approach that responds to local land uses and activities is essential to this multi-modal vision. Achieving this vision for key roadways in the study area will require new approaches and more flexibility in the design of all streets and intersections in the study area. The city should continue to work with NDOT and RTC to modify current design standards to allow for needed flexibility to support this multi-modal approach. If this flexibility is not achievable for streets outside of the City's jurisdiction such as the Boulder Highway, consideration should be given to establishing local control of the roadway.*

*This chapter illustrates how transportation infrastructure should be implemented through planning and investment decisions along the corridor to foster a multi-modal system. This is done in four parts:*

- **Circulation and Access Goals-** *the “big picture” transportation goals to be accomplished as the corridor transitions over time.*
- **Multi-Modal Framework map-** *this map illustrates how each of the transportation concepts outlined in this chapter relate and function as part of a larger multi-modal framework for the corridor. The location*



*A major component of the corridor's revitalization will be a greater emphasis on creating an environment that supports the use of alternative modes of transportation.*

and extent of the general concepts conveyed on the map will need to be confirmed and integrated with the city's Master Streets Plan, as appropriate, following the completion of this investment strategy.

- **Multi-Modal Design Principles** – provides principles to guide the development of each component of the multi-modal circulation system. Implementation of these principles will occur in two ways: 1) as part of the city's ongoing transportation planning and enhancement activities, and 2) as targeted opportunities for improvements arise as part of a specific development or redevelopment effort.
- **Transit Station Enhancement Concepts**—to help establish a unique identity for the Henderson portion of the Boulder Highway Corridor, the city worked with the Regional Transportation Commission to develop alternative station designs. A range of alternatives were considered and a final concept developed concurrent with this investment strategy process. The resulting station concept is similar to those that will be used in other locations along the Boulder Highway; however, it integrates several key objectives of this strategy. These objectives include the creation of a distinctive and attractive image for Henderson's transit stations, the integration of signature landscaping and public art, and the importance of creating comfortable spaces for transit patrons.



*The form of future development within the corridor must be purposefully designed to support transportation investments.*

## MULTI-MODAL GOALS

### CA.1—Establish an interconnected network of streets and blocks.

Many existing residential neighborhoods within the corridor are isolated from adjacent uses by fences or walls and lack direct vehicular or pedestrian connections to Boulder Highway. This pattern has been driven, in large part, by the presence of incompatible uses that exist along Boulder Highway today. However, in order to truly revitalize the corridor and promote increased transit ridership, new development must be well-connected to the surrounding area. Transportation network planning should emphasize how various roadway connections and improvements combine to form an overall circulation network, ensuring strong connections between Downtown and the various neighborhoods, activity centers, transit stations, and recreational amenities in the area. To serve new demand for connections to a revitalized corridor, the established pattern will need to shift to one that provides increased connectivity and access and promotes a more comfortable, pedestrian-oriented street environment.

### CA.2—Purposefully integrate urban form and transportation investments.

It is estimated that 55 to 65 percent of trips are less than 3 miles, and up to 80 percent are less than five miles. Many of these trips can be combined together or completed as a pedestrian if land uses and urban form are

purposefully integrated into the transportation and station area planning for the corridor. A number of factors are critical to achieving this goal, including:

- Provide a mix and variety of uses;
- Create attractive places;
- Manage parking resources;
- Ensure that the highest residential and employee densities served by transit stations are located within walking distance of the stations;
- Regional attractions should be located within a comfortable or short, frequent shuttle/transit ride from a major transit station;
- Transit stations should be surrounded by active, walkable, development that can support transit ridership growth with reduced reliance on surface parking; and
- Target growth to cores, corridors, and station areas.

### CA.3—Enhance and expand pedestrian and bicycle systems.

Development patterns in Henderson have forced residents to become reliant on their personal automobiles for transportation, whether for a trip across town or a 4-block trip to the grocery store. Many streets within the city have been constructed without crosswalks and with narrow, attached sidewalks, or even no sidewalks at all, creating an unsafe, uninviting environment for pedestrians and bicyclists. In recent years, however, this trend has begun to reverse. The vision for the corridor builds on this notion, incorporating pedestrian and bicycle systems into all future development as a general rule, rather than as an exception. With the continued expansion of the city's trail and bikeway system, opportunities for pedestrian and bicycle activity will expand infinitely. To increase opportunities for access to the corridor from surrounding neighborhoods, existing east/west arterials should be enhanced to include a safer, more inviting streetscape for pedestrians and bicyclists. The enhancements will provide physical and visual cues for automobiles, pedestrians, and bicyclists on the most direct, and scenic, routes on which to access or travel through the corridor.

### CA.4—Build on RTC transit investments to better serve the corridor and the region.

With the BRT improvements planned for the corridor, residents will experience increased opportunities to connect and expand transportation choices. Shared stop locations are encouraged between the BRT stations and fixed route bus service. When shared stops are not feasible, connections between stops should minimize distance and roadway crossings to provide for quick and convenient transfers between routes. Circulator service, including the routes currently serving Downtown, should be expanded and/or rerouted to incorporate service to new developments and major redevelopments around the Water Street station.



*Streets should be designed to balance the needs of pedestrians, automobiles, bicyclists, and transit vehicles. Examples: North Broadway Corridor, Boulder, CO (top); BRT system, Eugene, OR.*

### CA.5—Provide for safe and efficient travel by all modes.

Regardless of travel mode, the corridor should be characterized by transportation infrastructure that maximizes safety and minimizes hazards to users. All streets should be explicitly multi-modal, recognizing (1) access to adjacent land uses; and (2) serving multiple modes -- in addition to vehicular capacity. Multi-modal streets will be designed to give equal importance to pedestrians, bicyclists, and transit vehicles.

### CA.6—Reinforce linkages between the corridor and emerging activity centers.

The role of adjacent emerging activity centers on the future of the corridor should not be underestimated. Although other centers will likely emerge over time, establishing connections to these centers and leveraging potential activity generated by them should be a key consideration:

- ***Downtown***—the city's ongoing efforts to revitalize downtown and its surrounding neighborhoods have begun to pay off in recent years. As a result, numerous mixed-use and residential projects have been constructed or are currently in the planning stages. As momentum continues to increase in downtown and along the corridor a shuttle or similar service should be explored to link the two areas via Water Street.
- ***Nevada State College***—although current plans for rapid transit along Boulder Highway do not include a connection to the Nevada State College, a future connection should be explored. The State College is currently working with the city on an update to its master plan and anticipates substantial growth in its enrollment during the next ten to twenty years. In addition, on-campus housing is being considered which would greatly expand the amount and hours of activity in this southern portion of the corridor. With an efficient transit connection to the corridor, students and faculty would be able to use transit rather than drive.
- ***LandWell***—the sheer size of the LandWell property speaks volumes of its potential. Once developed, the project will occupy nearly ½ mile of Boulder Highway frontage and encompass more than 2,000 acres. At buildout, the project will be home to many residents and many jobs. Efforts should be made to explore the feasibility of a shuttle or similar service to connect activity centers within the development to the corridor as development intensity and demand warrants.

## MULTI-MODAL FRAMEWORK MAP

The Multi-Modal Framework map illustrates how each of the transportation concepts outlined above will work together within the corridor. Key elements include:

- Future roadway linkages, including a new interchange at Galleria Drive and a new grid network at the LandWell site;
- Future circulator and feeder bus routes connecting existing routes and linking regional destinations;
- Extension of existing pathways to create a linear park along Boulder Highway; and
- Enhanced pedestrian crossings at each station location.

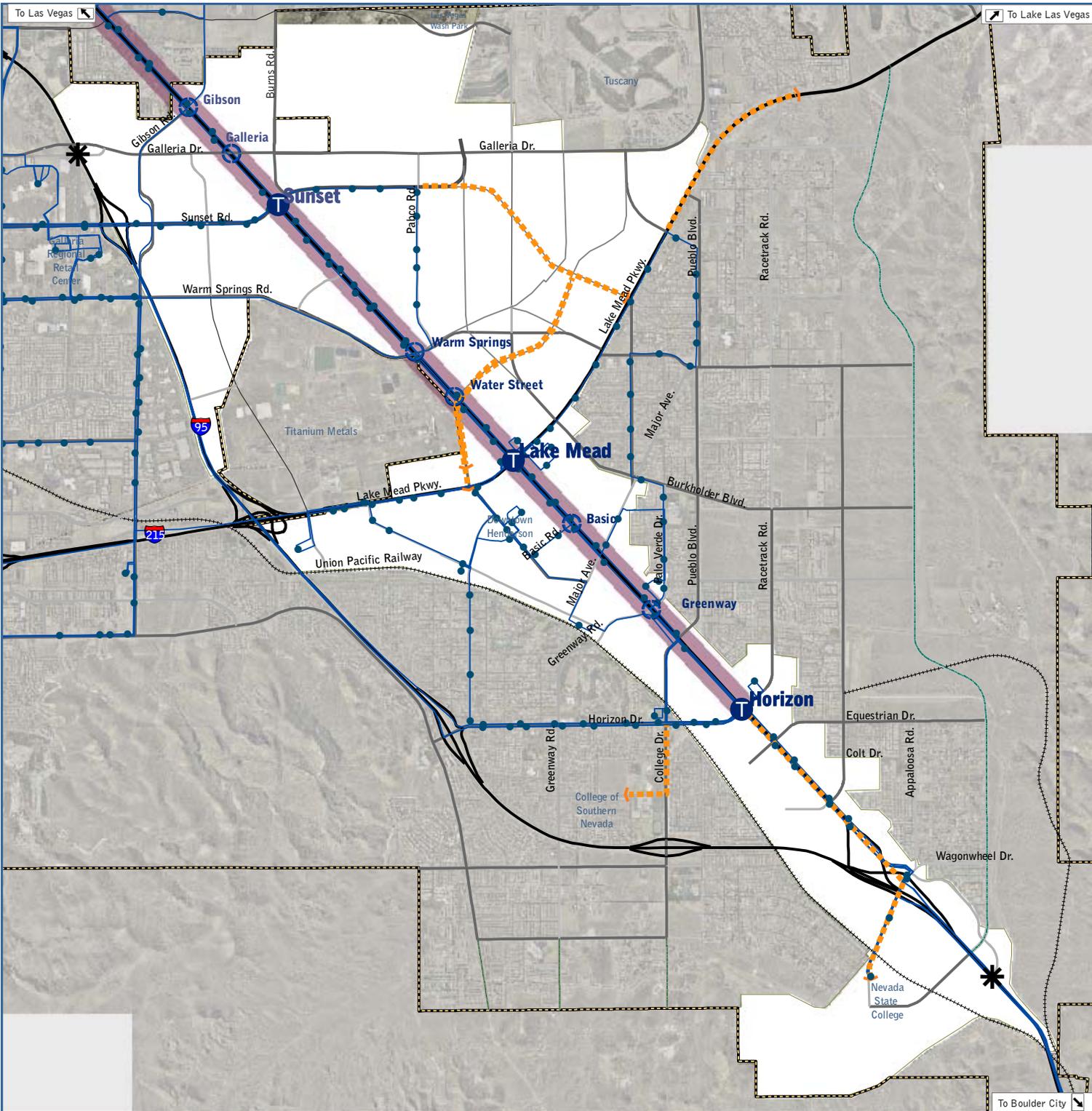


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### Multi-Modal Framework

- Future Rapid Transit Route
- Future Rapid Transit Station
- Future Activity Center
- Future Feeder Bus Route
- Existing Feeder Bus Stop
- Existing Feeder Bus Route
- Street with Bike Lane
- Street with Trail
- Future Interchange
- Study Boundary
- City of Henderson



**CLARION**

Source: City of Henderson, RTC,  
2000 Census TIGER Files,  
Clarion Associates

February 2008



To Boulder City

To Las Vegas

To Lake Las Vegas

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## MULTI-MODAL DESIGN PRINCIPLES

The quality and function of the transportation system is most directly influenced by the design of the individual elements that make up the multi-modal street network. The following set of Multi-Modal Design Principles can be used to assist in the preparation of street cross-sections and street improvement plans as the corridor develops. They can also be used to assess whether a particular design is consistent with the vision for transportation in the corridor. The extent to which the concepts can be applied will vary in different locations within the corridor, based on the established development context, projected traffic volumes, and other factors.

### Principle C1: Support multi-modal street and intersection design within the corridor.

Streets and intersections within the corridor should be designed as multi-modal facilities that consider the relationships between the needs of vehicles, bicycles, pedestrians, transit, as well as the needs of adjacent land uses. The history of roadway design in the corridor is heavily oriented to the motorist and high speed mobility. This design emphasis has resulted in tradeoffs for other users, including pedestrians, bicyclists and transit riders, making the corridor an unfriendly environment for anyone not traveling in a car. To shift the balance back toward a balanced multi-modal roadway and provide more travel choices, the following roadway and intersection design options should be considered:

- 10-12' travel lane widths, using narrower lane widths wherever possible;
- Sharper angle for dedicated lanes to calm turning movements;
- Single left turn lanes with longer storage rather than double left turn lanes;
- Median design with protected "nose" or curb extension;
- Replace corner curb ramps to directional curb ramps;
- Advance stop lines;
- Enhanced crosswalk markings; and
- Pedestrian signal timing enhancements.

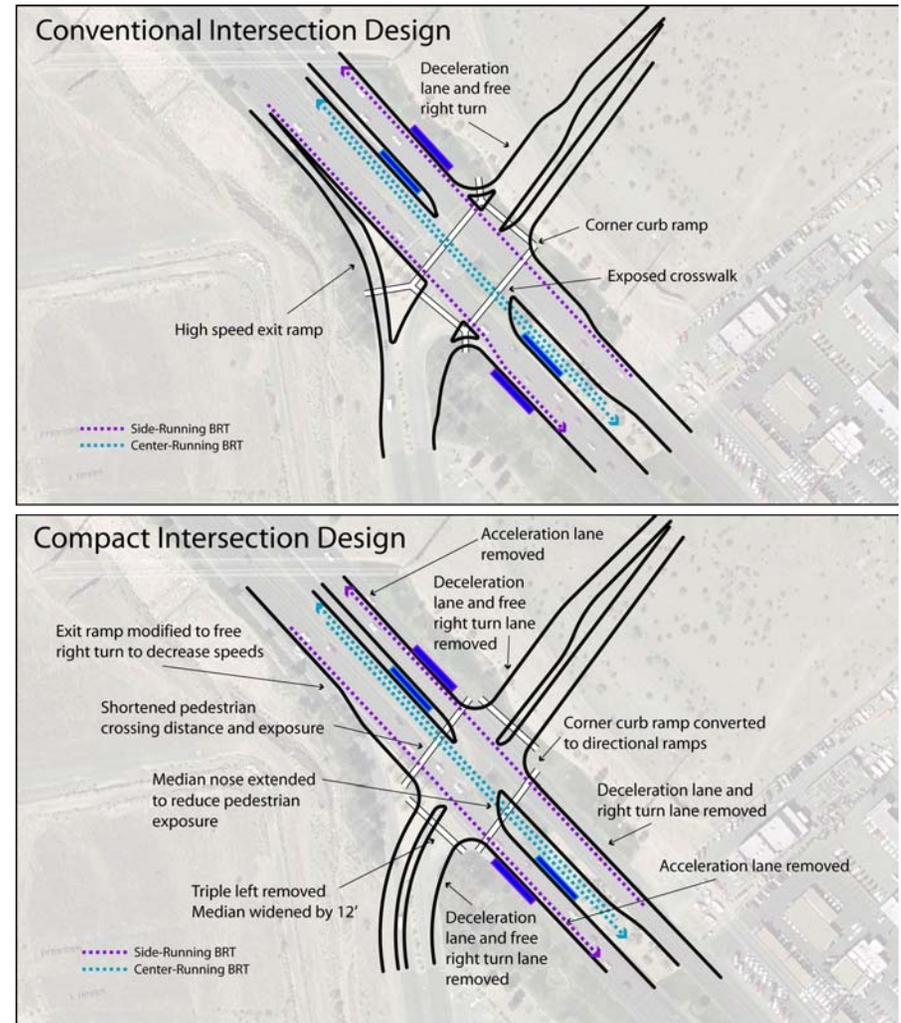


Figure 15 illustrates how compact intersection design differs from traditional intersection design.

**Principle C2: Incorporate parkway streets where ROW width and access constraints permit.**

Where the ROW width and existing development patterns allow, the highway should be reconfigured as a multi-way parkway/boulevard. This concept would reserve the center lanes for the bulk of the longer distance high-speed, high-volume traffic while separate outside lanes would be used by local traffic to access uses and buildings bordering Boulder Highway. This separation of traffic will allow the highway to continue to function as a regional thoroughfare while accomplishing more of a “Main Street” feel with on-street parking, wide medians, and linear parks along the lanes closest to businesses and other development along the corridor.



*Figure 16 illustrates key features of the parkway concept, highlighting the inter-relationship between the linear park, a conceptual parkway street and adjacent development.*

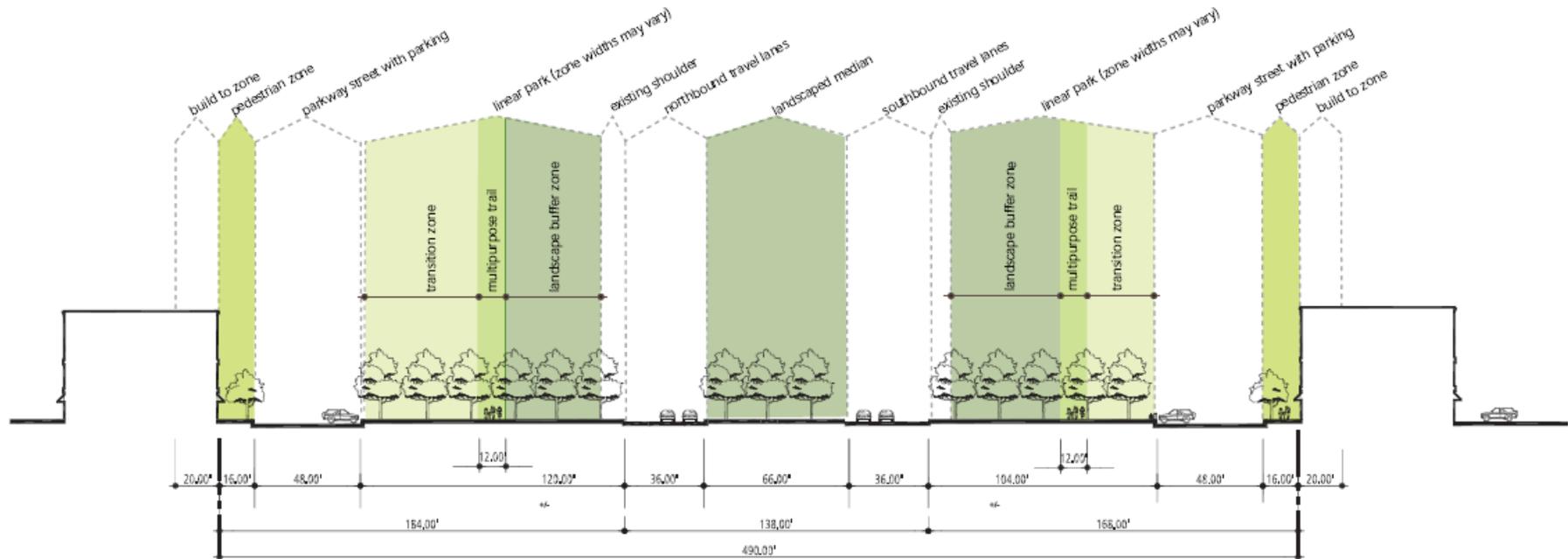
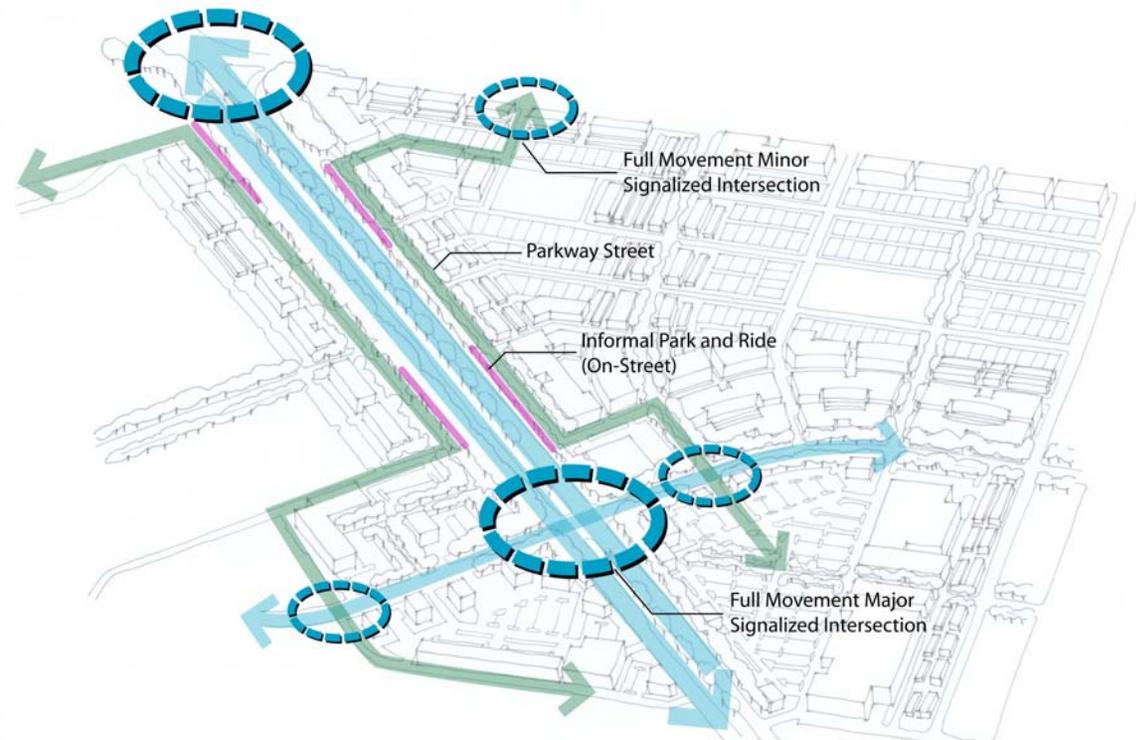


Figure 17 illustrates a conceptual cross-section for Boulder Highway where a generous ROW width allows for the incorporation of a broad linear park and parkway streets. Note the variation in the width of the linear park from one edge of the highway to the other. The actual width of these amenities will vary throughout the corridor based on the availability of ROW and the surrounding development concept. Note: Linear park widths will generally be 55 feet; however, additional width may be accommodated were higher levels of pedestrian activity are desired.

The parkway concept, illustrated in figures 16 and 17, incorporates the following features:

- Side-running bus rapid transit with stations at key intersections;
- North and southbound highway lanes (3 lanes in each direction with turn lanes);
- Linear park with pedestrian and bicycle facilities providing separation between highway lanes and local street;
- Local parkway street with on-street parking, adjacent to development sites, providing direct access to buildings with additional parking areas behind buildings; and
- Connections from parkway street to major east/west roadways via signalized intersections, with adequate spacing for signalized movements (see figure 18).



*Figure 18 illustrates how parkway streets would be connected to major east/west roadways via signalized intersections, with adequate spacing for signalized movements.*

Potential parkway street locations and concepts have been identified (see figure 19) for various locations along the corridor. While the feasibility of implementing parkway streets within the corridor will need to be evaluated on a site-by-site basis following the adoption of this investment strategy, these concepts represent a starting point for future discussion and more detailed planning. A brief discussion of these locations and concepts is provided below:

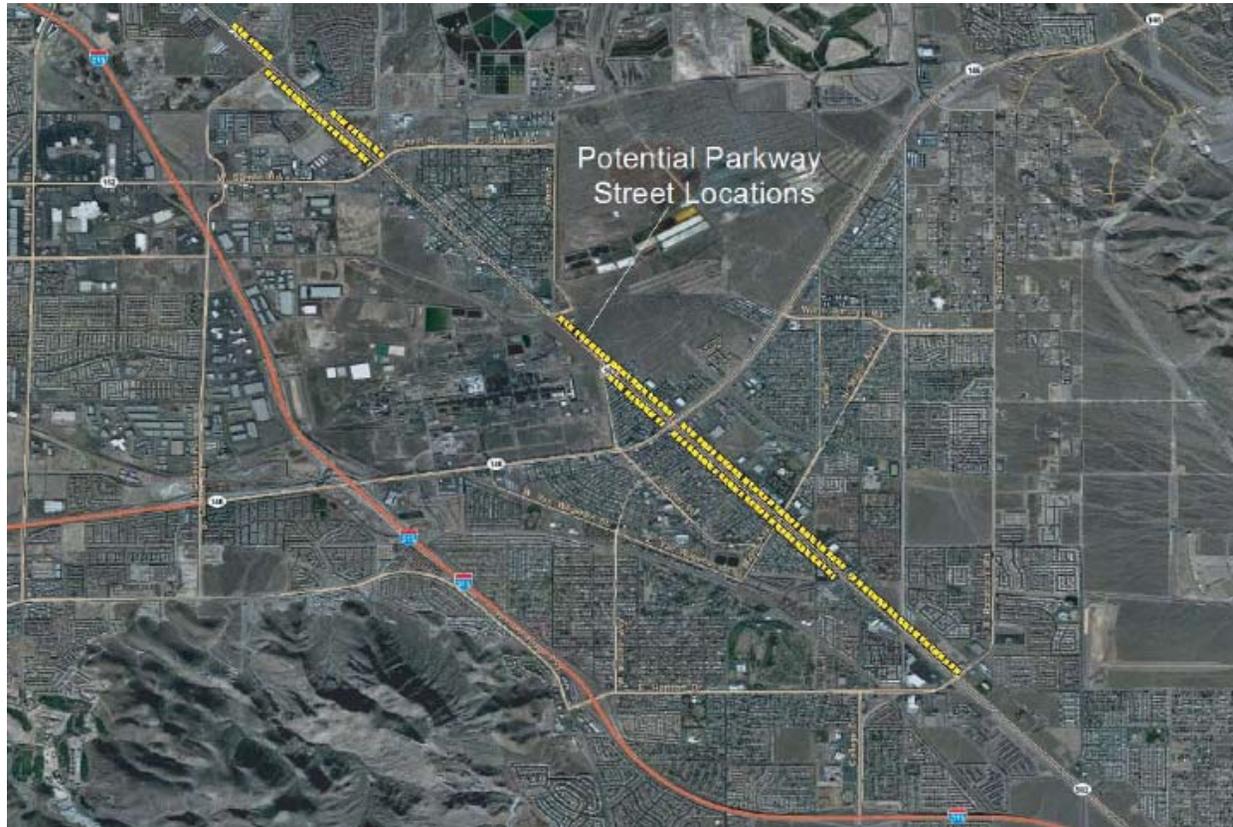


Figure 19 illustrates potential parkway locations within the corridor. A more detailed look at each segment is provided on the pages that follow (see figures 20 to 23.)

### GIBSON TO SUNSET

- Parkway Street cross section can help define the Northern Gateway to the corridor
- Potential for a new continuous Parkway Street on west side between Gibson and Sunset
- Potential for a new Parkway Street on east side between Galleria and Sunset
- Further definition is shown in the Catalyst Areas section of the report

### WARM SPRINGS TO LAKE MEAD

- Potential to enhance local street network with Parkway Street elements on west side between Water Street and Lake Mead
- Connection to Lake Mead on west side would require a new roadway
- Potential for a new Parkway Street on east side between Warm Springs and future Water Street alignment
- Potential for a new Parkway Street on east side between future Water Street alignment and Lake Mead via connection to Taylor Street

### LAKE MEAD TO MAJOR

- Potential to enhance local street network (Haynes Dr.) with Parkway Street elements on west side between Lake Mead and Major
- Potential to enhance existing frontage road with Parkway Street elements on east side, with intersection connections at Basic Road and Major Avenue

### GREENWAY TO HORIZON

- Limited potential on west side due to existing development patterns and lack of existing street connections, and limited spacing potential for new intersections
- Potential to enhance existing frontage road with Parkway Street elements and create a new continuous Parkway Street on east side, with intersection connections at Palo Verde Drive/Greenway Road, a future alignment of College Drive, and Sausalito Drive



FIGURE 20—PARKWAY STREET OPPORTUNITIES: GIBSON TO SUNSET



**FP**  
**FEHR & PEERS**  
 TRANSPORTATION CONSULTANTS  
 Dec. 6, 2007  
 ParkwaySchematic Sheet 2.4

**DRAFT**

Note: The proposed alignment is conceptual in nature and does not represent an approved or final design

Boulder Highway Investment Strategy

**PARKWAY STREETS  
 GIBSON TO SUNSET**

FIGURE 21—PARKWAY STREET OPPORTUNITIES: WARM SPRINGS TO LAKE MEAD



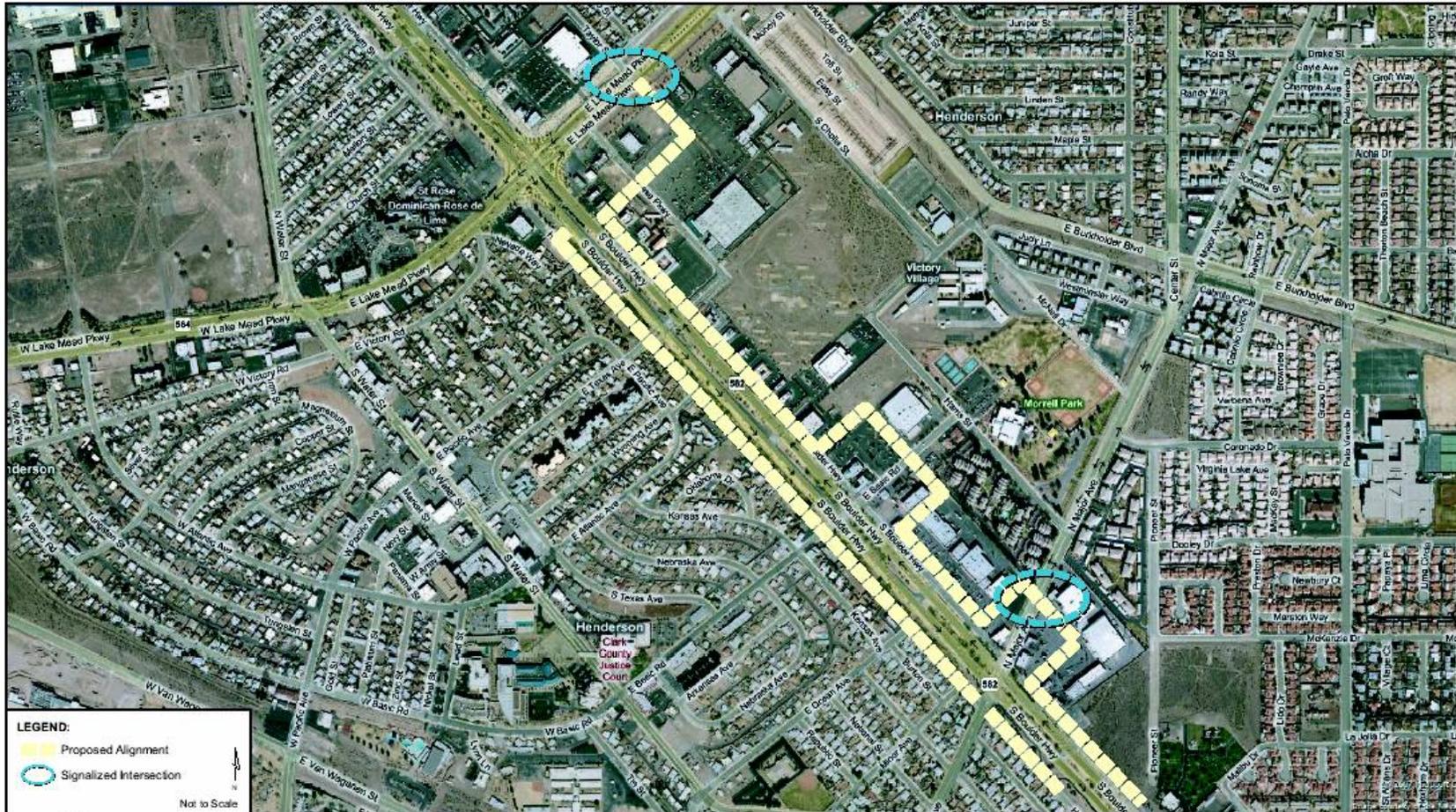
**fp**  
**FEHR & PEERS**  
 TRANSPORTATION CONSULTANTS  
 Oct. 8, 2009  
 Parkway Schematic Sheet 3 of 4

**DRAFT**

Note: The proposed alignment is conceptual in nature and does not represent an approved or final design

Boulder Highway Investment Strategy  
**PARKWAY STREETS**  
**WARM SPRINGS TO LAKE MEAD**

FIGURE 22—PARKWAY STREET OPPORTUNITIES: LAKE MEAD TO MAJOR



**fp**  
**FEHR & PEERS**  
 TRANSPORTATION CONSULTANTS  
 Date: 6, 2007  
 ParkwaySchematic Sheet 4 of 4

**DRAFT**

Note: The proposed alignment is conceptual in nature and does not represent an approved or final design

Boulder Highway Investment Strategy

**PARKWAY STREETS  
LAKE MEAD TO MAJOR**

FIGURE 23—PARKWAY OPPORTUNITIES: GREENWAY TO HORIZON



**fp**  
**FEHR & PEERS**  
 TRANSPORTATION CONSULTANTS  
 Oct. 6, 2008  
 Parkway Schematic Sheet 5.a

**DRAFT**

Note: The proposed alignment is conceptual in nature and does not represent an approved or final design

Boulder Highway Investment Strategy  
**PARKWAY STREETS**  
**GREENWAY TO HORIZON**

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**Principle C3: Design safe and convenient pedestrian crossings.**


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Pedestrian comfort and convenience and a sense of safety are essential to successful walking environments. With increasing activity in the corridor, the potential for walking trips and connections to destinations and transit stations becomes increasingly important. The history of pedestrian design in the corridor is utilitarian at best, with numerous gaps and barriers. In addition to completing a basic network of sidewalk access and intersection connections, the following crossing design options should be considered:

- Design accessible crossings for pedestrians that meet ADA guidelines for walking speeds, curb ramps, and detection technology;
- Design crosswalks and bicycle lanes to meet current AASHTO guidelines for key safety parameters such as sight distance;
- Consider special paving treatments or high visibility markings to define a new typology area or edge;
- Incorporate shade structures and other architectural features to enhance pedestrian comfort;
- Minimize curb return radii with special consideration for areas of high pedestrian traffic and high truck and bus turns; and
- Avoid use of channelized right turn islands.

---

**Principle C4: Provide direct connections between the corridor and existing neighborhoods.**


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Demand for travel to and from the surrounding residential areas in Henderson will increase as the corridor redevelops and revitalizes. Currently, few alternatives to driving exist, even though many of the short trips between adjacent neighborhoods and uses in the corridor could be accomplished as a pedestrian or on a bicycle. In addition, the lack of direct roadway connections and even physical barriers which have protected residential areas in past will become isolating elements for the elderly, the young, and others who either desire or need to walk to destinations in the corridor.

Concerns with new connections to existing neighborhoods can be addressed through resident involvement in the decision making process, physical design measures to calm traffic and provide enhanced streetscapes and gateways, and enforcement of existing regulations. Benefits of increased connectivity to existing neighborhoods include:

- Increased mobility for children and elderly;
- Reduced vehicle trips;



*Special materials and wide, clearly-marked pedestrian crossings enhance visibility and safety.*



*Feeder bus routes are an important element of a successful rapid transit system.*



*Small-scale park and ride facilities can greatly increase transit use while avoiding negative impacts associated with large parking areas.*

- Reduced vehicle miles traveled;
- Reduced greenhouse gas emissions; and
- Healthy transportation choices for active lifestyles.

---

**Principle C5: Provide high-frequency feeder buses to support rapid transit service.**

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The existing CAT routes in Henderson provide adequate transit connections for many users. However, with the planned rapid transit system and enhanced service hours and frequency, the potential to capture more “choice riders” will be increased. Choice riders could otherwise use a private vehicle for travel, but they choose to ride transit for reasons such as cost savings, opportunities to read or work on the commute trip, and travel time savings in congested corridors. Henderson is currently served by a number of fixed route buses that will support the BRT service in the Boulder Highway alignment. These routes include the 402, the 717, the 212, the 406, and the 716. Destinations served include Downtown, uses along Lake Mead Parkway, the College of Southern Nevada, and a number of existing neighborhoods.

Two of the CAT routes, the 406 and the 716 serve transit riders in a circulator pattern. These routes have the potential for enhanced circulator service through increased frequency, rerouting to better connect new destinations and developments, and improved stop and shelter amenities such as benches, shading, and landscaping.

With an enhanced circulator system, the BRT spine and the regional destinations it will serve becomes even more accessible to transit riders. Destinations that would benefit from enhanced connectivity to the corridor include the Downtown uses, the hospital redevelopment, new developments in the corridor such as LandWell, and the Nevada State College at the southern end of the BRT route.

Expansion and rerouting of circulator routes should balance the interests of serving multiple uses with the need to provide quick and direct connections for commute oriented trips. The time needed to transfer between circulator and local bus routes and the BRT service should be minimized wherever possible by sharing stop locations or providing direct pedestrian connections between transfer stop locations.

---

**Principle C6: Provide small-scale park and ride facilities along the corridor.**

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While large park and ride facilities are not part of the current RTC vision for the corridor, revitalization and creation of new activity nodes along the corridor will provide opportunities for small-scale park and ride locations. Small-scale parking can consist of shared parking arrangements in mixed use developments, on-street parking locations available to transit riders, and other small lots open to drive up transit patrons. These resources can

support commercial activity in the corridor and expand the ridership potential of the BRT system. Small-scale park and ride facilities would typically have the following characteristics:

- Fewer than 50 spaces;
- Convenient to surrounding land uses;
- Located on-street and in small lot configurations;
- Within a short walk of adjacent uses and transit facilities; and
- Connected with sidewalks to surrounding destinations.

---

**Principle C7: Provide reduced parking alternatives for transit-supportive development along the corridor**

---

Future development patterns along the corridor will be very different than those found in other areas of the city. Therefore, parking requirements will need to be adapted to support minimum development densities outlined above and promote the more compact pattern of development desired. Requirements should be tailored to the type, mix, and density of the uses being served, the surrounding development context, right-of-way constraints, and other factors. Shared parking and reduced parking requirements for transit-supportive development are all strategies that should be explored for inclusion in the city's updated Municipal Code. These approaches were implemented in Downtown and have been successful in supporting the city's vision for that area.

## TRANSIT STATION ENHANCEMENT CONCEPTS

As part of the rapid transit system design process, RTC has designed a prototype station, intended for use along the entire length of the Boulder Highway BRT system, which includes the City of Las Vegas and Clark County (see Figure 24, below). However, the long term vision for Boulder Highway is for the character and design of the corridor to transform from a typical highway to a boulevard or parkway. The design of the BRT station platforms and shelters along the corridor will be a major contributing feature of this transformation. Accordingly, RTC and City of Henderson staff worked closely together to modify the prototype to better achieve the goals and principles of this chapter. Key features of the resulting concept are provided on the pages that follow.



Figure 24: General RTC Rapid Transit Station Design.

## HENDERSON STATION CONCEPT

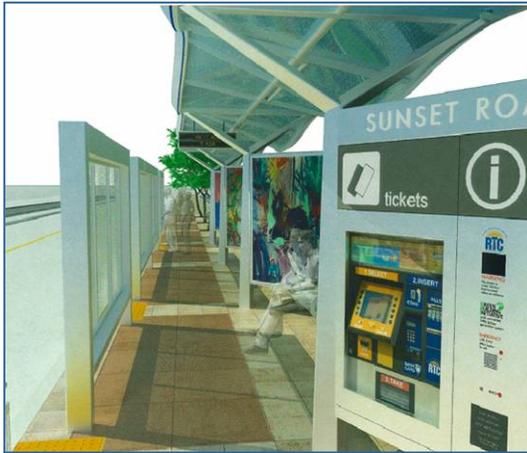


Figure 25: Illustrative view of Henderson Station Concept, expressing the character of the station platform (top); and the transparent character of the protective screens (right.)



The alternative station concept developed for the Henderson portion of the Boulder Highway corridor by the city and RTC builds on the concept of the corridor as a “parkway” as expressed in this investment strategy. This approach not only tailors the original concept to reflect Henderson’s character, but also attempts to increase the level of comfort and shade offered by a platform station located alongside a busy roadway.

### Station Platform View

- **Walls:** Mesh panels are also employed on segments of the walls to support plant growth within the station structure.
- **Seating:** A number of benches are provided in the shade for waiting transit riders.

- **Landscaping:** To support and blend with the parkway concept, the station integrates vegetation into the overall design. Vines climb the trellis walls behind benches. A cluster of low shrubs and trees to the side of the platform complete the station area while contributing to the corridor's overall "green" framework.
- **Pavement:** Platform design based on small scale unit pavers with intrinsic color to reduce glare and to increase psychological comfort.
- **Visual Interest:** Variations in the wall plane are enhanced by low-maintenance vines planted within the recesses.
- **Safety:** The station is protected from passing traffic by a simple, clean crash rail.
- **Art:** Art panels are incorporated into the station design in the form of poster-sized panels that frame each seating area.
- **BRT System Components:** While the design of some station components is quite different in character from the other, system-wide structures, a number of elements remain the same: the diagonal advertising panels, the station signage, and the tall BRT system identification sign.



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# Chapter 7: Corridor Opportunities

## INTRODUCTION

*Encouraging a compact environment that contains an appropriate mix of land uses and creates a unique sense of place has been identified as the central approach for the renaissance of the Boulder Highway Corridor. This chapter identifies strategic investment priorities and recommends revitalization focus its efforts on establishing primary “catalyst areas” that represent the design, land use, and transportation objectives of this strategy. A detailed overview of opportunities by area is presented below in four main sections:*

- **Market Conditions by Location** – *This section provides an overview of market potential by land use within each catalyst area, as well as at other locations within the corridor.*
- **Catalyst Sites as a Development Strategy** – *This section describes the rationale for establishing catalyst sites/ areas and details the factors and analysis that led to their identification within the corridor.*
- **Primary Catalyst Areas** – *This section highlights those catalyst areas identified as providing near-term opportunities for development/ redevelopment activity of a magnitude significant enough to possibly influence conditions throughout the corridor.*
- **Secondary Catalyst Areas** – *This section discusses those areas that provide near-to mid-term opportunities for development/ redevelopment activity at a more modest scale than the “primary areas”. These areas are often receiving locations for the success which occurs in the primary locations after they have effectively proven up the market for investment.*

## MARKET CONDITIONS BY LOCATION

Development opportunities within the corridor are influenced by a number of factors, including existing development momentum, favorable ownership patterns, and public investments in transportation and landscaping / trails. Conditions limiting the potential for development herein referred to as barriers, can be categorized as physical, financial, market, regulatory, and political. Given the length of the corridor and the size of the study area, these

factors vary widely among the various catalyst areas. As part of the planning process, once identified, each was programmed based on their unique set of circumstances – both opportunities and barriers.

As concluded in the market analysis completed for the study area, and taking into account future area improvements, coordinated planning efforts, and certain other catalyst events, the Boulder Highway Corridor could be positioned to capture a reasonable share of the region's projected traffic and business growth. Forecasts indicate that over the next 10 years the trade area for the Boulder Highway Corridor could generate new demand for more than 2.9 million square feet of commercial space, more than 3.0 million square feet of industrial employment space, approximately 1,640 single-family, and 1,480 multi-family dwelling units. Table 3 summarizes this estimate, expressed as a range (low / high) capture by location.

Table 3: Summary of Demand and Capture by Activity Center Location

Land Use Type	Trade Area Demand (2007-2017)	Corridor Capture	Activity Center Capture							
			Gibson-Galleria-Sunset		Water-Warm Springs		Lake Mead-Basic		Greenway-Horizon	
			Low	High	Low	High	Low	High	Low	High
<b>Residential</b>										
Apartment Units	10,500	3,000	450	600	600	700	300	400	200	300
Ownership Attached Units	7,400	2,200	350	475	450	550	200	300	200	300
Detached Units	17,000	2,000	275	375	425	525	0	100	100	200
<b>Residential Total</b>	<b>34,900</b>	<b>7,200</b>	<b>1075</b>	<b>1450</b>	<b>1475</b>	<b>1775</b>	<b>500</b>	<b>800</b>	<b>500</b>	<b>800</b>
<b>Non-Residential</b>										
Retail (s.f.)q	2,800,000	1,500,000	325,000	425,000	400,000	500,000	200,000	275,000	75,000	150,000
Office (s.f.)	1,175,000	400,000	35,000	55,000	70,000	90,000	110,000	160,000	18,000	35,000
Industrial (s.f.)	1,935,000	200,000	100,000	150,000	0	20,000	0	20,000	0	20,000
<b>Non-Residential Total</b>	<b>5,910,000</b>	<b>2,100,000</b>	<b>460,000</b>	<b>630,000</b>	<b>470,000</b>	<b>610,000</b>	<b>310,000</b>	<b>455,000</b>	<b>93,000</b>	<b>205,000</b>

Source: Leland Consulting Group; and Applied Analysis.

Notes: Activity center capture may not sum to total corridor demand; balance is assumed to be in remainder of corridor. Capture at Water/Warm Springs includes Landwell plans for their urban core only.

## CATALYST SITES AS A DEVELOPMENT STRATEGY

Encouraging strategic investment in a compact environment (catalyst areas) which contains an appropriate mix of land uses, gives greater emphasis to multiple forms of access, and creates a unique sense of place has been identified as the central approach for the renaissance of the study area. The premise behind the selection of investment areas and concepts assumes concentrating resources in select areas that will have a positive economic “ripple effect” along Boulder Highway and in surrounding neighborhoods. In this way, the City of Henderson (as a public partner) can effectively “leverage” investment efforts to overcome barriers and achieve desired outcomes.

Redevelopment and targeted investment in those areas which hold investment potential despite select economic and physical redevelopment challenges has been proven an effective strategy in corridors throughout the United States. These areas are defined as: a highly urbanized place that has a concentration of jobs, housing units, commercial use, public spaces, public transportation, pedestrian activity and a sense of place. Catalyst areas are frequently located at primary intersections or at existing or future rapid transit stops. Predominant land uses within them can be residential, commercial and public. Within a relatively compact geographic area, different land uses are found side by side or within the same structures. The mix of uses is located in developments with minimal setbacks, reduced parking requirements, and taller structures, all in an effort to achieve higher densities necessary to support transit, pedestrian activity, private investment and a sense of place. Each area serves as a catalyst for public and private investment and economic activity, effectively building off the strengths of the surrounding area and connecting to adjacent neighborhoods.

### WHAT IS A CATALYST AREA?

For the purposes of this effort, a catalyst investment area is defined as an opportunity area that has the potential to become a highly urbanized place that has a concentration of jobs, housing units, commercial uses, public spaces, public transportation, pedestrian activity and a sense of place. These areas are located at significant intersections. Predominant land uses within these compact areas could be residential, commercial and public. These areas are catalysts for public and private investment and economic activity, effectively building off the strengths of the surrounding area and connecting to surrounding uses. Implementation and management of catalyst areas is generally the responsibility of a combination of entities including business organizations, special districts, neighborhood and other interest groups, and individual property owners.



### Catalyst Screening Criteria

Criteria used to select these catalyst areas for detailed analysis included the following:

1. Presence of a market opportunity in the near- and long-term
2. Opportunities to strengthen and link existing activity centers
3. Ability to leverage existing or planned public investment
4. Physical environment including parks and open space, public improvements, etc.
5. Potential for creating key entryways or gateways into development areas
6. Ownership -- publicly-held properties, assemblages, and a manageable number of private interests
7. Presence of unified, energetic stakeholders
8. Upward trend in local investment
9. Ability to create mixed-use activity centers with multi-modal access
10. Demonstrated community need, both perceived and quantified
11. Compatibility with the character of area and ability to build on prevailing strengths

### HOW WERE THE CATALYST AREAS IDENTIFIED?

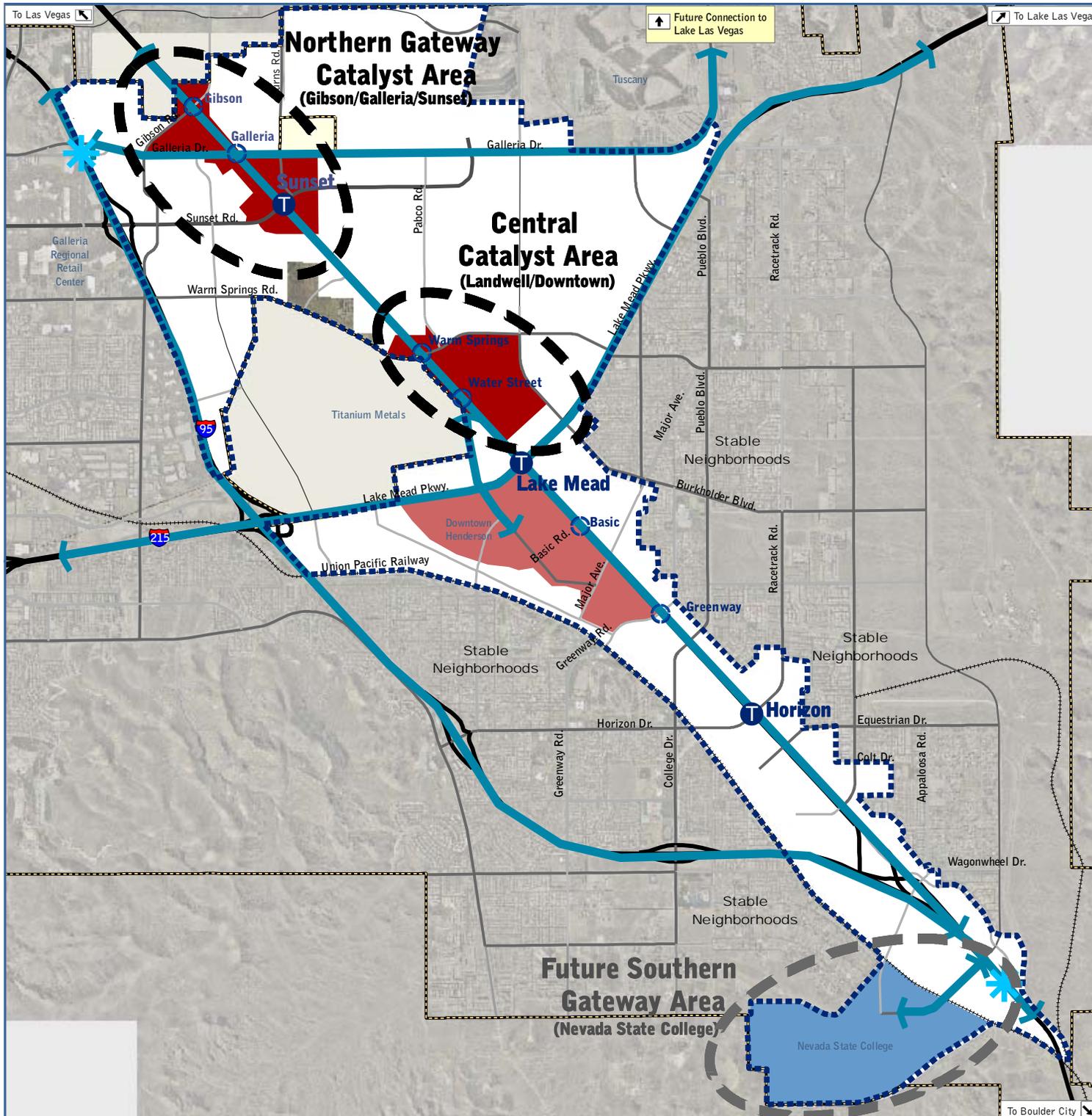
Using the Catalyst Screening Criteria at left, several mixed-use growth areas, or “Catalyst Areas”, were identified along the corridor. Catalyst Areas were generally identified and evaluated based on screening criteria, with guidance from stakeholders and community leaders. While an expressed interest in an immediate development or redevelopment project influenced the selection of certain areas, most were selected because they presented a compelling location or market advantage for future investment. However, experience has proven that implementable plans must maintain a high degree of flexibility. As markets change, the physical realm must change with them. Therefore, while these areas have been identified today as offering potential for leveraged investment, the criteria used to identify them will provide the city with the tools to evaluate future projects which might occur outside these areas, and which are still consistent with the vision for Boulder Highway.



### Catalyst Areas

- Priority Catalyst/Opportunity Areas
- Downtown/Civic Center
- Future Catalyst/Opportunity Area

- T Future Rapid Transit Station
- O Future Activity Center
- Circulation
- Future Interchange
- Corridor Boundary
- City of Henderson



Source: City of Henderson, RTC, 2000 Census TIGER Files, Clarion Associates



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## CATALYST AREAS

Three locations within the corridor were identified as potential Catalyst Areas (see map—Catalyst Areas, on page 85):

- *Northern Gateway* (Gibson/Galleria/Sunset);
- *Central Catalyst Area* (Warm Springs/Water Street); and
- *Future Southern Gateway Area* (Nevada State College).

A brief description of each area follows. Preliminary design concepts were prepared for the Northern Gateway and Central Catalyst Areas to help demonstrate how the goals and principles contained in Chapters 4 through 6 could be applied given each area's characteristics and influencing factors. The extent of these design concepts vary by area and are intended as a starting point for discussion as specific opportunities arise. They do not represent "approved" development concepts and what is ultimately built in these locations may vary. Design concepts were not prepared for the Future Southern Gateway Area, as a detailed master plan is currently being developed for this area by the Nevada State College, in cooperation with the City of Henderson.

### 1. NORTHERN GATEWAY (GIBSON/GALLERIA/SUNSET)

The northern gateway area contains significant opportunities for positive change, spurred by planned transportation improvements, the presence of city-owned land, and proximity to the Galleria mall area and the Sunset Road corridor. These areas are among the least developed within the corridor. The City of Henderson owns 34 acres surrounding the Gibson/Boulder Highway intersection. In addition, there are a number of larger properties with consolidated patterns of ownership. Together, they form the northern gateway into the corridor, and represent a significant opportunity to create a high-quality development area that establishes a new image for the corridor.

#### Development Concept

The concept drawing for this area (below) illustrates how a mix of uses could be accommodated applying the principles contained in this investment strategy.

#### How are the Land Use, Urban Design, and "Green" Framework Principles applied to the Catalyst Area?

- The highest intensity mixed-use buildings should be located at the intersections with rapid transit stations, with direct linkages to adjoining neighborhoods.
- The Gibson Activity Center has the opportunity to reinforce the gateway to Henderson, expressing the community's commitment to quality, and its efforts to change the image of the corridor.

- Establish a street grid that orients development towards the Boulder Highway corridor and provides access to and through the various neighborhoods and development areas.
- Provide direct connections to the linear park along Boulder Highway from neighborhoods, parks, employment areas, and other uses.

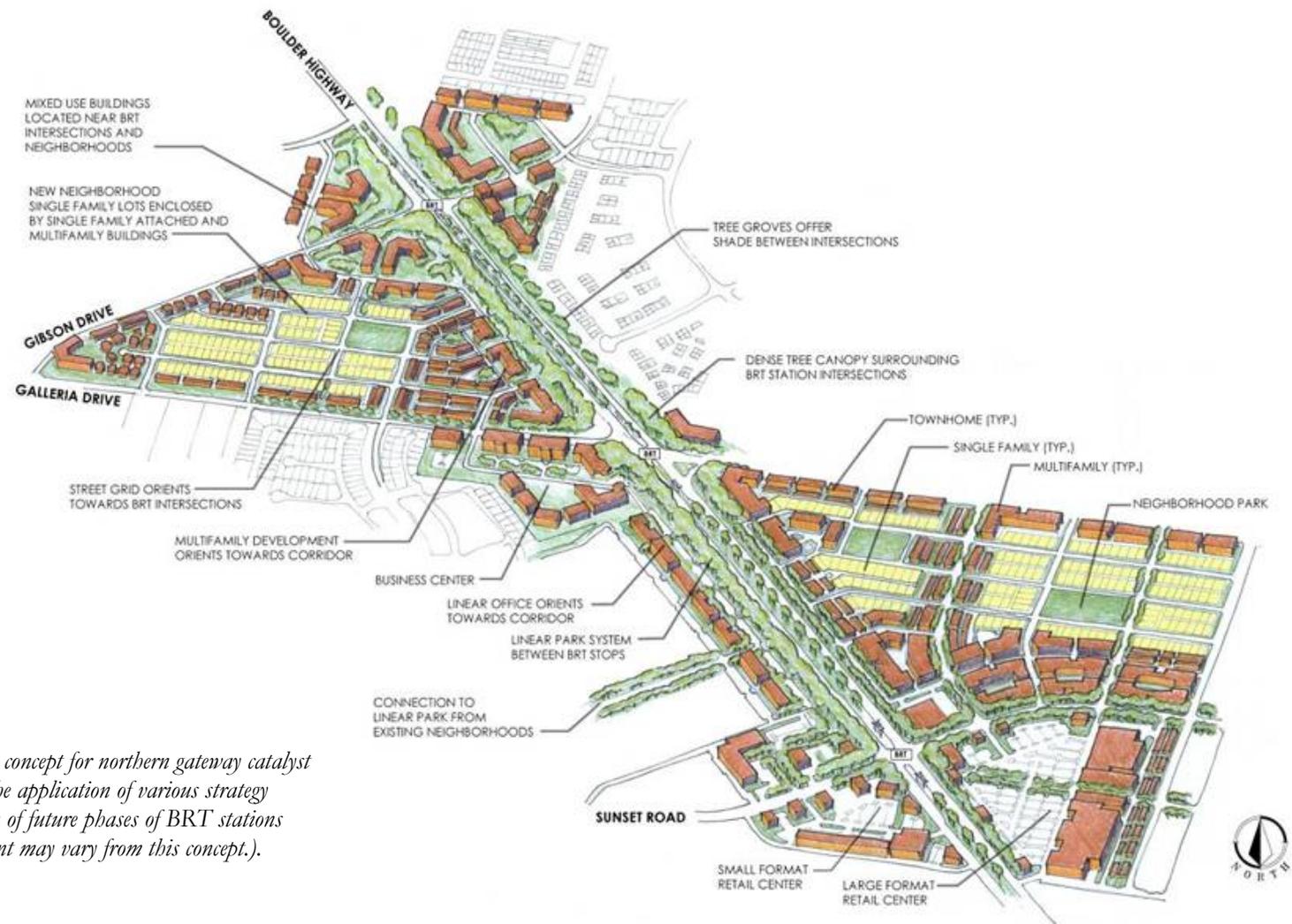


Figure 27—Development concept for northern gateway catalyst area created to illustrate the application of various strategy principles and construction of future phases of BRT stations (Note: Actual development may vary from this concept.).

### Circulation and Access Concept

With the large area available for development there is flexibility in the development of the supporting transportation network. The circulation and access concept for the Gibson/Galleria/Sunset area is for a grid of interconnected streets with commercial activity fronting the corridor with access via Parkway Streets running along the Boulder Highway corridor. Activity will be focused near rapid transit locations and along the corridor.

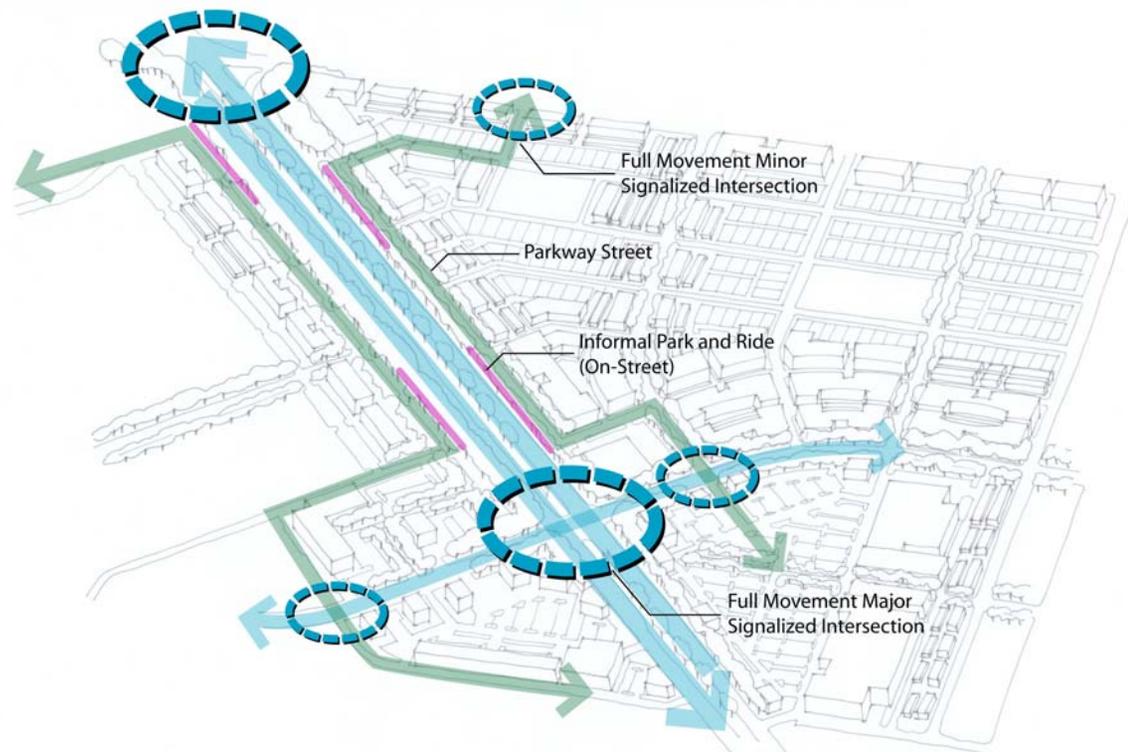


Figure 28: Diagram illustrating conceptual application of the Parkway Street concept within the Northern Gateway Area.

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### How are the Multi-Modal Principles applied to this Catalyst Area?

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Existing development in the corridor is typically set back so far from Boulder Highway that the uses are disconnected from the street, both visually, and in terms of pedestrian connections. In the past, frontage roads have been used to bring buildings and activity closer to the street and improve visibility, but conflicts with access and closely spaced intersections at side streets have been problematic. The Parkway Street concept creates opportunities for improved visibility and frontage along the corridor while addressing traffic operations and access concerns. This is accomplished by connecting Parkway Streets to intersecting streets like Sunset at a location that provides adequate spacing with the signal at Boulder Highway, preserving space for turn lanes and storage (see more information on the Parkway Street concept in Chapter 6 of this strategy).

Enhanced pedestrian crossings and multimodal roadway design should be incorporated into all streets serving the activity node, with the highest level of pedestrian emphasis along the Parkway Streets and the intersections at the rapid transit stations.

## 2. CENTRAL CATALYST AREA (WARM SPRINGS/WATER STREET)

The Warm Springs and Water Street Activity Centers will serve as gateways to future development that is proposed for the LandWell property northeast of Boulder Highway. Water Street also serves as one of the primary gateways into the Downtown area thus is poised to benefit from ongoing Downtown redevelopment. Therefore, a strong visual and physical linkage must be established between the proposed rapid transit stations and future development that occurs along the northeastern highway frontage. This linkage can be accomplished through the application of the following principles:

---

### How are the Land Use, Urban Design, and “Green” Framework Principles applied to the Catalyst Area?

---

As proposed, the northeastern highway frontage will be designed as an “urban core” as part of the LandWell project, to include a mix of retail, commercial, high density residential, and casino uses. Active, higher-intensity uses should be concentrated adjacent to the Water Street and Warm Springs station areas to ensure that pedestrians can safely and comfortably travel to the linear park along the corridor and the rapid transit stations. The presence of a generous right-of-way in this location allows for the continuation of the vision’s linear park concept.

---

### How Should the Multi-Modal Principles be applied to this Catalyst Area?

---

Since development plans currently under consideration in the Warm Springs/Water Street area have already provided a vision for the supporting transportation network, a detailed evaluation of a multi-modal roadway

design concept was prepared for the intersection of Boulder Highway and Water Street. This evaluation focused on the identification of trade-offs between changes to the intersection that would benefit pedestrians and transit riders and those that would affect the delay or convenience for motorists.

The intersection changes evaluated at this location can be incorporated along Boulder Highway at the other intersections with or without rapid transit stations and in locations where pedestrian crossing safety and comfort is a high priority.

### **Pedestrian-Oriented Intersection Design**

The vision for the intersection of Water Street/Boulder Highway initially included with the development plans recommended extensive widening of the roadway elements at the intersection and to accommodate high speed vehicular movement through the intersection. A number of these design decisions have direct negative impacts on the pedestrian access and safety at the intersection. Accordingly, the intersection concepts were re-evaluated in light of the new vision for land uses at the corners and an increased emphasis on a high quality pedestrian environment with good connections across the corridor and to the future rapid transit station (see Figure 29).

The proposed changes that were considered included efforts to shorten the pedestrian crossing distances, slow the speed of right turning traffic, and improve the quality and amount of space dedicated to the pedestrians and bicyclists at the intersection.

Examples of changes to the initial auto-oriented design included:

#### **Compact Intersection Design**

- Converting double left turn lanes into single left turns with more storage; and
- Converting triple left turn lanes into double left turn lanes with more storage.

#### **Slower Turning Movements Near Pedestrians**

- Removing the channelized free right turn lane;
- Removing deceleration and acceleration lanes; and
- Removing right turn pockets.

#### **Improved Pedestrian and Bicycle Facilities**

- Wider station platforms;
- Medians extending beyond the crosswalks; and
- Bike lanes extending to the intersection.



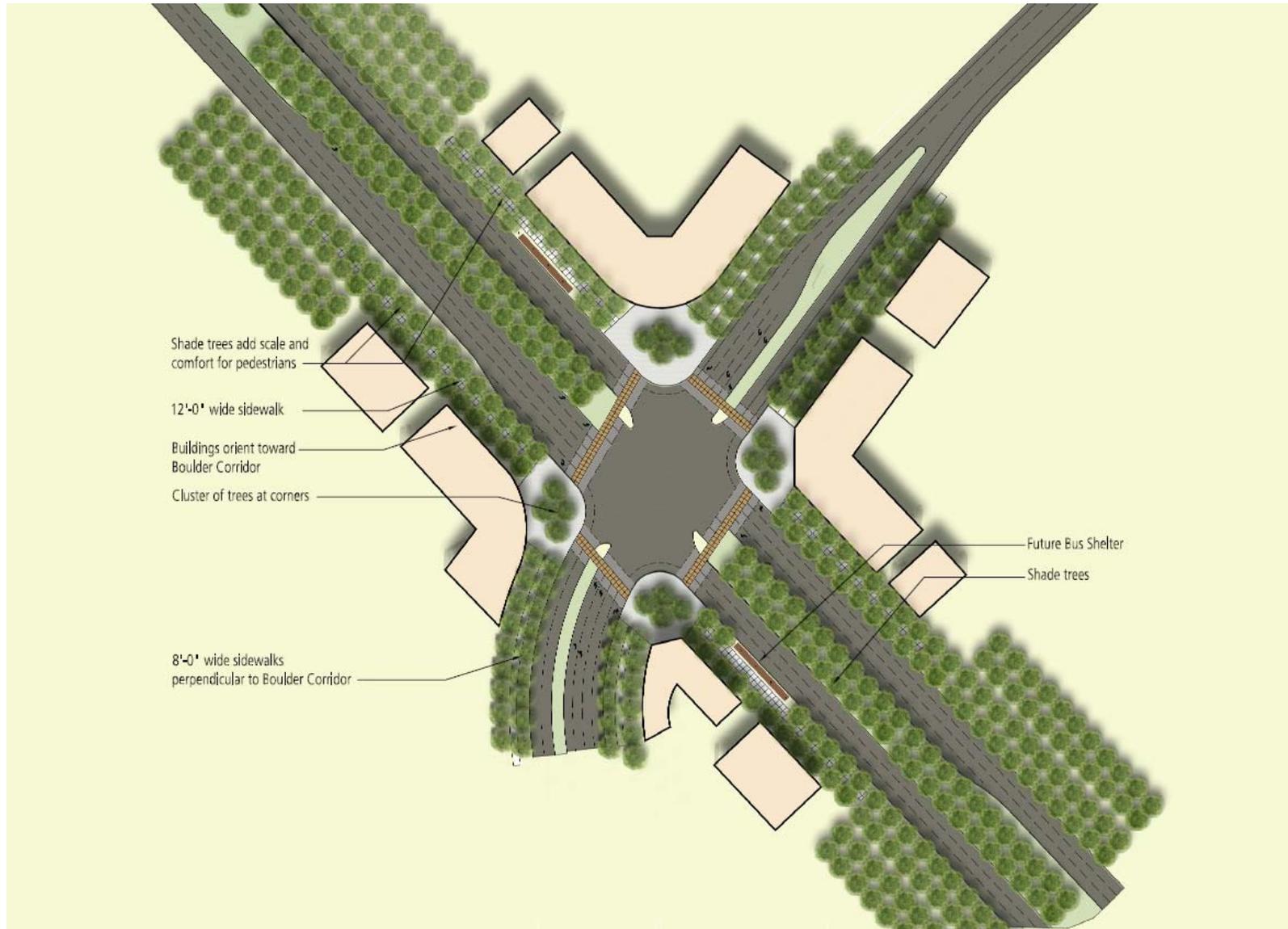


Figure 29: Conceptual compact intersection design for Water Street/Boulder Highway.

### Operational Trade-Offs

Like other high volume intersections in the corridor, this intersection is expected to experience delays in peak times of day, including periods of level of service D, even with an auto-oriented configuration. With the changes listed above, the delays for motorists could increase to LOS E in peak times of day. This may result in some motorists waiting through more than one signal cycle to travel through the intersection. While some motorists may wait through two cycles in the more pedestrian-oriented design, it is relevant to note that *every* pedestrian already waits through two cycles to cross the highway due to the width of the Highway and the need to cross in two stages (first to the median, then across the far lanes). Accordingly, some of the changes associated with the pedestrian-oriented design result in less convenience and more delay for motorists, and in return a number of benefits can be provided, including:

- Improved pedestrian safety (decreased exposure time to vehicle conflicts);
- Shorter distances to cross;
- Shorter time needed for pedestrian movements (can improve signal operations);
- Quicker transfers between transit routes;
- Improved bicycle connections; and
- Less pavement to construct and maintain.

### Applicability to Other Intersections in the Corridor

The characteristics of each intersection in the corridor will vary in terms of traffic volume, design speed, surrounding development context, operational constraints, among others. However, efforts should be made to tailor the concepts presented for the Water Street intersection to other primary intersections in the corridor using specific concepts tested in conjunction with the Multi-Modal Design Principles contained in Chapter 6.

### 3. FUTURE SOUTHERN GATEWAY AREA (NEVADA STATE COLLEGE)

In the longer-term, the college represents a key opportunity for this portion of the corridor. The College Area Master Plan currently provides guidance for this area; however, preparation of a detailed master plan is currently underway for the college's 100+ acre campus and will guide the types of uses and facilities needed to accommodate the school's significant growth over the next ten to twenty years. Enrollment during this period is planned to increase from 2,000+ today to more than 20,000. As the campus continues to evolve, the city should continue to work closely with the college to ensure future growth can be integrated with the corridor's overall land use and multi-modal framework. Key considerations include:

- ***Creation of a Southern Gateway for the Corridor***—although the creation of a gateway monument on the south end of the corridor is recommended as part of this implementation strategy, the continued expansion of the college provides an opportunity to create a more substantial gateway in the form of a significant “node” of activity. Uses located along the corridor should be consistent with the goals and policies contained in this investment strategy, with an emphasis on creating a pedestrian and transit-friendly environment.
- ***Future Extension of the Rapid Transit System***—when the 1<sup>st</sup> phase rapid transit system is completed in 2011, its southern terminus will be at Horizon Drive. Plans to extend rapid transit to serve the college should be explored as the campus expands. This will establish a clear physical link between the corridor and the college; encouraging students and employees to move freely between the two areas and the broader region.

While the potential impact of this site on the Boulder Highway Corridor is further off than the other two catalyst sites highlighted in this section, it is included as a catalyst area given the potential impact of the school’s expansion on the corridor and its prominent location at the study area’s southern terminus.

## SECONDARY ACTIVITY CENTERS

As mentioned previously, although the Catalyst Areas were identified based on their immediate development or redevelopment potential or because they presented a compelling location or market advantage for future investment, they will not be the only locations within the corridor that warrant public and private investment. Therefore, while the Catalyst Areas have been identified today as offering potential for leveraged investment, the criteria used to identify them will provide the city with the tools to evaluate future projects which might occur outside these areas, and which are still consistent with the vision for Boulder Highway.

As opportunities arise outside of the defined Catalyst Areas, consideration should be given to their consistency with corridor vision. Table 4, below, provides a summary of development drivers that may influence opportunities at each of the corridor’s station areas. Development drivers include long-term public or private catalysts, public investment (either planned or proposed), existing incentives or regulatory assistance, and market factors. Special opportunities unique to each station area are also identified. The table is intended to provide an overview of opportunities corridor wide “at a glance.”

Table 4: Development Drivers

Mixed-Use Activity Centers	Catalysts	Public Investment			Market Factors	
	Long-term (Public or Private)	Urban Design, Landscape & Open Space	Transportation & Multi-Modal Connectivity	Incentives & Regulatory Assistance	Development Momentum	Special Opportunities
Gibson/Galleria/ Sunset	<ul style="list-style-type: none"> <li>Galleria Interchange (major access enhancement)</li> <li>Landwell (potential to enhance corridor)</li> <li>Enhanced connection to Galleria Mall area</li> </ul>	<ul style="list-style-type: none"> <li>Ample ROW for linear park &amp; other ped-friendly design</li> </ul>	<ul style="list-style-type: none"> <li>Galleria Interchange to enhance northeast connectivity</li> <li>Opportunity for parkway streets</li> <li>Enhanced connection between Lake Las Vegas and Boulder Highway Corridor via Galleria Pkwy connection</li> <li>1 rapid transit station planned</li> </ul>	<ul style="list-style-type: none"> <li>Eastside Redevelopment Area (incl. TIF &amp; other incentive)</li> </ul>	<ul style="list-style-type: none"> <li>Development already occurring (off-corridor), but could be higher value, more coordinated &amp; consistent with vision</li> <li>Entitled horizontal mixed-use project @ NW Corner of Boulder and Galleria</li> </ul>	<ul style="list-style-type: none"> <li>Abundant underutilized &amp; vacant land</li> <li>City-owned parcels (esp. near Gibson)</li> <li>Several large parcels and some assembled ownership</li> </ul>
Warm Springs/Water Street	<ul style="list-style-type: none"> <li>Landwell (major direct catalyst for this section)</li> </ul>	<ul style="list-style-type: none"> <li>Opportunity for integration of private &amp; public design amenities</li> <li>"Blank slate" opportunity for Landwell to address street &amp; set tone for mixed-use, walkable environment</li> </ul>	<ul style="list-style-type: none"> <li>Opportunity for parkway streets on both sides of highway</li> <li>Opportunity to integrate compact intersection concepts at Water Street</li> <li>Potential for enhanced connection between downtown and the corridor and to Landwell development in the future</li> </ul>	<ul style="list-style-type: none"> <li>Eastside Redevelopment Area (incl. TIF &amp; other incentives)</li> </ul>	<ul style="list-style-type: none"> <li>Downtown reinvestment projects</li> <li>Planning for Landwell project underway</li> </ul>	<ul style="list-style-type: none"> <li>Landwell is the key assemblage</li> </ul>



Mixed-Use Activity Centers	Catalysts	Public Investment			Market Factors	
	Long-term (Public or Private)	Urban Design, Landscape & Open Space	Transportation & Multi-Modal Connectivity	Incentives & Regulatory Assistance	Development Momentum	Special Opportunities
Lake Mead	<ul style="list-style-type: none"> <li>LandWell (to somewhat lesser extent)</li> </ul>	<ul style="list-style-type: none"> <li>Opportunity to enhance Lake Mead/Boulder Highway intersection</li> </ul>	<ul style="list-style-type: none"> <li>Planned rapid transit station</li> <li>Lake Mead widening/intersection enhancements planned</li> <li>Some opportunity for parkway streets to south</li> </ul>	<ul style="list-style-type: none"> <li>Downtown Redevelopment Area (including TIF and other incentives)</li> </ul>	<ul style="list-style-type: none"> <li>Downtown redevelopment in SW quadrant</li> <li>Strong auto-oriented retail development (recent and planned/underway)</li> <li>Hospital as medical office catalyst</li> </ul>	<ul style="list-style-type: none"> <li>Hospital has some land assembly for office expansion</li> </ul>
Basic		<ul style="list-style-type: none"> <li>Ample ROW for linear park and other pedestrian-friendly design elements</li> </ul>	<ul style="list-style-type: none"> <li>Walking distance to downtown core</li> <li>Parkway street opportunity, particularly on the east side of the highway</li> </ul>			<ul style="list-style-type: none"> <li>Fragmented ownership, but generally low improvement to land values may help spur assembly in private market</li> </ul>
Greenway		<ul style="list-style-type: none"> <li>Ample ROW for linear park and other pedestrian-friendly design elements</li> </ul>				<ul style="list-style-type: none"> <li>Some underutilized parcels and pockets of city-owned land may present opportunity for assemblage</li> </ul>
Horizon	<ul style="list-style-type: none"> <li>State College (although primary influence is further south)</li> </ul>	<ul style="list-style-type: none"> <li>Ample ROW for linear park and other pedestrian-friendly design elements</li> </ul>	<ul style="list-style-type: none"> <li>Planned rapid transit station</li> </ul>			<ul style="list-style-type: none"> <li>Some trailer parks and pockets of city-owned land may present opportunity for assemblage</li> </ul>



# Chapter 8: Implementation/ Action Plan

## INTRODUCTION

Just as the challenges or barriers to investment are multi-faceted, so too must the solutions be. The national trend of stagnating and declining commercial corridors is evident not just in the Boulder Highway Corridor and Nevada, but also throughout the U.S. Facing increasing competition from development on the fringe, as well as in revitalizing downtowns, the corridor, as an “in between” location, could experience a heightened decline in commercial property values and market share unless specific actions are taken. Together, the public and private sectors, along with area stakeholders, face the challenge of revitalizing the Boulder Highway Corridor.

Experience has proven that infill, and particularly corridor areas, are at a distinct economic, social and market disadvantage compared to vacant “greenfield” sites. To this end, it is the municipality’s role to “level the investment and regulatory playing fields” through policy change and incentives, several of which are outlined in greater detail in the Action Plan Matrix presented at the end of this chapter. Without a public sector partner to share project risk, private investment will go elsewhere. There is market support for a range of development programs and product types and near-term opportunities where public investment could be leveraged to catalyze investment throughout the corridor. However, the city’s ability to capitalize on these opportunities will be contingent on their ability to establish the corridor as a “place” in the minds of the region’s residents, employers and visitors.

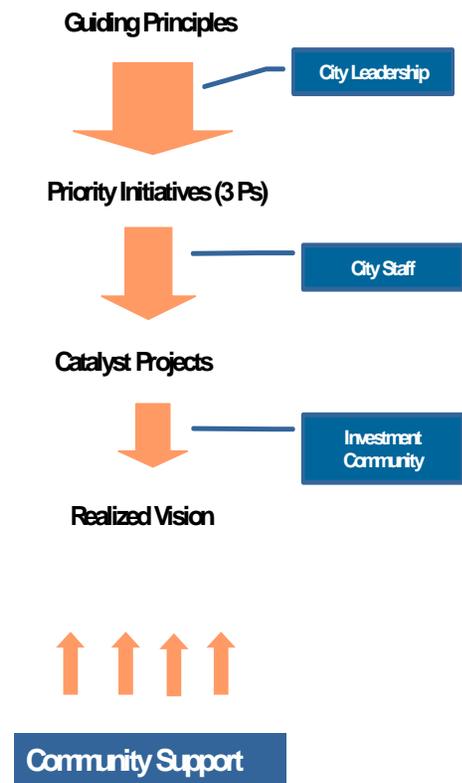
## IMPLEMENTATION FRAMEWORK

No one project will effectively revitalize the corridor and no single action will advance the larger vision. The revitalization and repositioning of properties within the study area will be dependent on a series of actions designed to capitalize on market opportunities and overcome barriers - effectively readying the environment for investment. Underlying this principle objective is the design of a corridor revitalization strategy that can ultimately accommodate transit improvements. Key to the successful implementation of this strategy will be the continued identification and implementation of actions tailored to the unique issues of the corridor and catalyst sites within it.

While most implementation tends to be transaction-based—or tied to a single project, public, private or public-private—this investment strategy recognizes the need for both transaction-based strategies, as well as an on-going

## Strategy Layers

### Implementation Framework



structure which assures that the strategy is moving continually forward. Transaction-based strategies are discussed in the context of potential catalyst concepts identified for development within the corridor (and presented later in this Chapter). What follows below is a discussion about creation of a structure that will support development and redevelopment over the near- and long-term.

To build a strategy framework for implementing corridor revitalization, it is useful to study the experiences of similar corridors in other markets. In 2001, the Urban Land Institute commissioned a study of three suburban commercial corridors, chosen as representative of different prototypes of commercial environments. The results of that study were principles of revitalization that apply to most suburban strips. These principles formed the foundation of the actions for change developed for the Boulder Highway Corridor.

**10 Principles of Corridor Revitalization**

1. Ignite Leadership and Nurture Partnership
2. Anticipate Evolution
3. Know the Market
4. Scale Commercial Land to the Market
5. Establish Pulse Nodes of Development
6. Tame the Traffic
7. Create the Place
8. Diversify the Character
9. Eradicate the Ugliness
10. Put Your Money (and Regulations) Where Your Policy Is

*Source: Urban Land Institute*

### STRATEGY LAYERS

The implementation strategy presented here is designed to outline an approach for promoting investment in catalyst areas and throughout the corridor. The strategy includes multiple “layers” and assumes the participation of multiple partners. Potential participants include: City leaders, City staff, various advocacy partners, investors—including property and business owners, and the community at-large. Each one of these groups has a role as illustrated in figure 30.

- **City Leadership**—the role of the city’s leaders is to uphold the strategy’s guiding principles through supportive policies and incentives.

Figure 30—Strategy Layers.

- **City Staff**—the role of city staff and its advocacy partners is to put into effect the actions (priority initiatives) identified for advancement of the corridor vision.
- **Investment Community**—the role of the investment community is to communicate with the city regarding their intentions, and commit to moving forward in partnership.
- **Community Support**—the role of the community is to stay visible during the implementation process, keeping their focus on the outcome and knowing that there will be successes and failures along the way.

The discussion, which follows, outlines the guiding principles for implementation.

### Guiding Principles for Implementation

The range of actions identified to move the corridor vision forward were selected based on a foundation of guiding principles. These guiding principles for implementation, while general in nature, are responsive to the conditions analyses, market opportunities, catalyst concepts and (re)development programs and stakeholder input. The guiding principles are listed at right, a detailed discussion of each is provided in Appendix A.

### Priority Initiatives (Projects, Programs and Policies - 3 Ps)

The City of Henderson has the largest and longest-term interest in the study area. To this end, it must be involved in advancing the vision and where appropriate, participate in new investment and reinvestment. The method by which a City participates in redevelopment efforts can be multi-faceted, ranging from marketing and promotion to financing and development. Following is a list of priority initiatives, each one identified to “ready the Boulder Highway Corridor environment for investment,” and position the city as a promoter, financier, facilitator, regulator, and/or partner. Each initiative was considered responsive to local issues learned during the discovery phase of this effort, and all represent essential elements of a strategy designed to overcome barriers inherent in corridor revitalization. The initiatives are organized in four categories that correspond to specific concepts they are intended to support and described in greater detail in the Action Plan Matrix presented at the end of this chapter. They include:

### Chapter 4: “Green” Framework

- Initiative #1: Prepare and implement a physical street enhancement program.

#### Guiding Principles for Implementation

- 1 Public-Private Partnerships
- 2 Advocacy Organization Participation
- 3 Holistic Approach to Economic Development
- 4 Programs, Policies and Projects (Action Plan)
- 5 Economic Diversification and Sustainability
- 6 Higher Standards With Off-Setting Incentives
- 7 Prioritized and Phased Improvements (Infrastructure)
- 8 Active Marketing and Promotion
- 9 Acquisition, Positioning and Disposition of Properties
- 10 Livability Through Community and Public Spaces
- 11 Regulatory Flexibility
- 12 Financial Creativity
- 13 Political Support



### Chapter 5: Land Use and Urban Design Framework

- Initiative #2: Adopt code revisions and design standards.

### Chapter 6: Multi-Modal Framework

- Initiative #3: Investigate the feasibility of city-control of portions of the Boulder Highway ROW.
- Initiative #4: Understand the economic impact of various roadway improvement forms and share this information with key property owners.
- Initiative #5: Continue to work with RTC to support transit locally.

### Chapter 7: Station Area Opportunities

- Initiative #6: Prepare an education “road show” regarding investment potential on the corridor.
- Initiative #7: Design an internal entitlement process review specifically for projects on the corridor.
- Initiative #8: Commit to participation in various “demonstration projects” within one or more of the identified catalyst areas.
- Initiative #9: Prepare an acquisition/disposition strategy for city-owned parcels.
- Initiative #10: Explore applications for future TIF dollars to fund infrastructure (possible bank participation.)
- Initiative #11: If determined feasible, amend existing urban renewal boundaries to include identified and future catalyst areas on the corridor.
- Initiative #12: Prepare an incentive policy with the corridor identified as a target investment area.
- Initiative #13: Complete sensitivity analyses / applications of existing housing policy mandates – modify where necessary.

## PROJECTS – CATALYST CONCEPTS

The discussion presented above outlined an approach for the city to establish an on-going structure to support development and redevelopment in the study area over the near- and long-term. The premise behind the selection of catalyst investment areas and concepts assumes concentrating resources in select areas that will have a positive economic “ripple effect” throughout the study area and in surrounding neighborhoods. In this way, the City of



Henderson (as a public partner) can effectively “leverage” investment efforts to overcome barriers and achieve desired outcomes.

This investment strategy is a roadmap to move the City of Henderson’s and stakeholders’ vision towards reality and to ensure that redevelopment of the corridor can be accomplished in a way that balances private investment objectives with community sustainability. Appendix B contains a discussion of possible incentives to be used in the catalyst areas and throughout the corridor to advance the corridor vision. Projects will need to be evaluated on a case-by-case basis to determine which incentives—or packages of incentives—are most appropriate, given the project’s location (e.g., within a catalyst area or outside), potential impact on the corridor, ability to advance the vision, and other factors.

## CONCLUSION

Together, the public and private sectors face the challenge of revitalizing the Boulder Highway Corridor. The corridor’s competitive position will continue to be eroded unless there is a significant repositioning of its role in the market; restructuring of its physical layout; recognition of the economic challenges inherent in infill and corridor redevelopment; and, aggressive recruitment of niche opportunities. The Action Plan that follows outlines specific steps by which the city and its partners may strengthen the corridor’s role in the market and its image as a distinctive “place” within the community and region.



## ACTION PLAN MATRIX

Following is a matrix of priority initiatives necessary for the City of Henderson to advance the vision for the Boulder Highway Corridor. The actions listed represent a 5 to 10-year plan for implementation and are designed to be amended as new information is gained. The elements of the matrix include:

- **Initiative** – priority element of the implementation strategy
- **Action** – specific steps to advance the initiative
- **City Role** – role of any department of the City to advance the strategy
- **Implementation Lead** – department of the City to lead the action, including additional departments to support the lead. Implementation Lead Legend: Public Works (PW), Community Development (CD), Parks and Recreation (P&R), Utility Services (US), Legal (L), Property Management (PM), Redevelopment(RD), Economic Development (ED), Finance (F), City Management (CM), Neighborhood Services (NS), Environmental Programs Management (EP), Building and Fire Safety (BF)
- **Active** – signifies whether action is actively being implemented
- **Time Frame** – suggested time frame for initiating action, with consideration of the timing for other actions: Near Term = Immediate; Mid-Term = 2-5 Years.



	Action	City Role	Implementation		Time Frame		
			Lead	Support	Active	Near-Term (0-2 years)	Mid-Term (2-5 years)
<b>Chapter 4: "Green" Framework</b>							
<b>Initiative #1 Prepare and implement a physical street enhancement program</b>							
1.1	Require higher landscaping standards within catalyst areas and in key locations along the corridor to provide appropriate buffers and connections between commercial uses and adjacent neighborhoods.	Regulator	CD	P&R		Ongoing	
1.2	Contact the Federal Highway Administration regarding Transportation Enhancement dollars for sidewalk, lighting, streetscape and signage improvements with the study area; note: transportation enhancement dollars have been used in other communities to repair sidewalks, landscape, construct park features and pedestrian bridges, and develop trails to link neighborhoods to their open space amenities.	Financier	CD	PW, IGR		x	
1.3	Develop a "green the street" program which addresses: project timing and phasing; financing for construction and maintenance; active and passive public spaces; commercial needs (visibility, signage, seating); lighting; and, access to parking.	Facilitator	CD	P&R, PW, RD		x	
1.4	Upon adoption of this strategy, create a program to identify funding sources and prioritize construction projects for pedestrian enhancements and linkages in targeted locations.	Financier	PW	P&R, F		x	
<b>Chapter 5: Land Use and Urban Design Framework</b>							
<b>Initiative #2: Adopt code revisions and design standards (this initiative is being addressed in conjunction with this process)</b>							
2.1	Develop design / development standards that address land use mix, density, lot coverage, parking ratios, etc. and promote a pedestrian-friendly environment.	Regulator	CD		x		
2.2	Utilize measures in the Property Maintenance Code (Title 15) to deter landowners from letting their properties deteriorate.	Regulator	BF	CD			x
2.3	Work with design professionals to prepare a set of building concepts that could be accommodated within the catalyst areas and in conformance with the new standards; solicit the input of regional and national experts; entitle the concepts; provide a turn-key package which could be modified by a variety of users.	Promoter, Facilitator, Financier	CD	RD			x
2.4	Monitor regulations to ensure project feasibility and successful application of regulations and standards (once modified.)	Regulator	CD			Ongoing	
2.5	Provide entitlement support to projects (particularly within activity centers) consistent with the vision and which support desired densities, adjusted parking requirements, and a stronger building edge.	Promoter	CD			Ongoing	



	Action	City Role	Implementation		Time Frame		
			Lead	Support	Active	Near-Term (0-2 years)	Mid-Term (2-5 years)
<b>Chapter 6: Multi-Modal Framework</b>							
<b>Initiative #3: Investigate the feasibility of City-control of portions of the Boulder Highway ROW</b>							
3.1	Quantify the economic impact of owning and maintaining the highway; include in the calculations the ability of the city to influence development product types (lot depth, access, signage, improvements in right-of-way, etc.) under a city-ownership structure.	Facilitator	PW	CD			x
3.2	Research the possibility of NDOT assigning jurisdiction over excess right-of-way (beyond paved roadway areas) to the City. Consider possible legal issues, maintenance costs, enhanced development flexibility, etc. in the calculations.	Facilitator	PW	CD, PM			x
3.3	If necessary, prepare a strategy for approaching NDOT regarding the ownership issue - if positive - prepare a capital plan for maintenance of the entire right-of-way or just the improvements placed by the City if NDOT retains ownership. Consider the potential for a special district overlay which allows property owners to share in any extraordinary expenses related to "clean and safe" issues, streetscape, etc.	Facilitator	PW				x
<b>Initiative #4: Understand the economic impact of various roadway improvement forms and share this information with key property owners</b>							
4.1	Identify the range of roadway improvement designs which could ultimately be implemented within the corridor.	Facilitator	PW			x	
4.2	Identify the capital impact to the city and the potential quality of life impact to the community of the various enhancement alternatives.	Facilitator	PW			x	
4.3	Retain an economic / real estate consultant or identify models to be used by staff to quantify the potential impact to properties and businesses adjacent to planned roadway enhancements.	Facilitator	CD	ED, PW			x
4.4	Share the results of these analyses with city leadership and relevant property owners and stakeholders - particularly in the context of policy decisions.	Educator	PW				x
4.5	Develop design standards for enhanced pedestrian, bicycle, and transit facilities for catalyst areas within ½ mile of rapid transit stations.	Regulator	PW	CD		x	
4.6	Initiate a Boulder Highway Corridor Feasibility Study to evaluate roadway alternatives and define potential parkway street alignments, engage property owners and other stakeholders, address traffic operations, and develop a refined conceptual roadway layout for the corridor for inclusion in the Master Streets and Highways Plan.	Facilitator	PW	CD		x	
4.7	Solicit support from various groups including -- Chamber of Commerce, colleges and institutions, business and property owners, medical facilities, neighborhood organizations, RTC, and others - educate them about opportunities created by enhanced public improvements.	Facilitator	CD	PW		x	

	Action	City Role	Implementation		Time Frame		
			Lead	Support	Active	Near-Term (0-2 years)	Mid-Term (2-5 years)
<b>Initiative #5: Continue to work with RTC to support transit locally</b>							
5.1	Work with RTC on the location and alignment of connecting transit services in preparation for and following implementation of the rapid transit system.	Policy maker	PW	All depts.		Ongoing	
5.2	Monitor annual transit ridership and include the data as a guide for prioritizing transit-supportive investments in locations with the highest levels of activity	Policy maker	PW	CD		Ongoing	
5.3	Support future efforts by RTC and the Nevada State College to explore future extension of rapid transit service to the college.	Promoter	CD	PW		Ongoing	
<b>Chapter 7: Corridor Opportunities</b>							
<b>Initiative #6: Prepare an education "road show" regarding investment potential on the corridor (potential audiences -- developers, lenders, residents, RTC, leadership)</b>							
6.1	Keep property and business owners apprised of market opportunities (host property business owner round tables) and facilitate discussions among potential partners.	Promoter, Marketer	RD	ED	Ongoing		
6.2	Together with Corridor advocates, continue to monitor market conditions- changing demographics, lease rates, absorption- and the needs of merchants. Maintain a business database and update the market analysis presented herein.	Marketer	RD	ED, CD	Ongoing		
6.3	Develop targeted marketing materials which tell the "story" of the corridor and study area; coordinate these efforts with the Chamber and all departments of the city.	Marketer	ED	RD, NS, CD			x
6.4	Continue to solicit the input of property owners, residents, churches, colleges, hospitals and the neighborhoods, which have the most at stake and strongest vested interest in the corridor environment.	Promoter	CD			Ongoing	
<b>Initiative #7: Design an internal entitlement review process specifically for projects on the corridor - apply Council-adopted criteria, standards and incentives</b>							
7.1	Identify a committee of representatives from each department to serve as 'Boulder Highway experts' to shepherd adaptive reuse, conversion and development projects through financing and development approvals.	Facilitator	CD	All depts.		x	
7.2	Provide entitlement support to projects (particularly within catalyst areas) consistent with the corridor vision which support desired densities, adjusted parking requirements, and a stronger building edge.	Policy Maker	CM			Ongoing	
7.3	Prepare revised transportation impact study guidelines for developments within ½ mile of the BRT stations to define and standardize methodologies for vehicle trip reduction, evaluation of pedestrian and bicycle demands and facilities; expectations for connecting transit service and facilities; and consideration of alternative vehicle level of service standards.	Policy Maker	PW	CD		x	
7.4	Provide entitlement support to projects which reinforce the Parkway Street concept.	Policy Maker	CD			Ongoing	



	Action	City Role	Implementation		Time Frame		
			Lead	Support	Active	Near-Term (0-2 years)	Mid-Term (2-5 years)
<b>Initiative #8: Commit to participation in various "demonstration projects" within one or more of the identified catalyst areas</b>							
8.1	Assist with property assemblages working with the private sector to position opportunity sites in appropriate locations using strategies.	Financier, Facilitator	PM, RD	ED, CD, NS		Ongoing	
8.2	Promote development concepts (in general) identified herein; solicit national, regional and / or local interest (consider an open RFQ / RFP) for development.	Promoter	RD	CD, ED		x	
8.3	Offer incentives such as short-term financing, subsidies, or tax benefits to attract private investment and development and offset additional costs incurred and associated with property acquisition.	Financier	RD	ED, PM		Ongoing	
8.4	Work with local lenders to direct Community Reinvestment Act (CRA) dollars to strategic projects in the study area.	Promoter	NS		x		
8.5	Use Community Development Block Grant (CDBG), Low Income Housing Trust Fund, and other funding sources for land assembly and redevelopment.	Promoter	NS	RD		x	
8.6	Complete Economic Development Administration (EDA) grant applications (including those for predevelopment dollars) which administer funds for economic diversity and sustainability which could be used for projects in the corridor.	Financier	CD				x
8.7	Work with representatives of relevant organizations (public, private, non-profit) to identify the potential for creating home ownership programs for target audiences.	Promoter, Financier	NS		x		
8.8	Work with public, nonprofit, and private entities, such as developers and major employers, to explore other homeownership assistance programs including: home buying program, single family home credit, mortgage subsidies, and first-time buyers tax credit.	Promoter, Financier	NS		x		
8.9	Work with local lenders to establish a Location Efficient Mortgage Program to give "credit" to people whose household expenses are reduced by using public transportation; note: Chicago's Center for Neighborhood Technology sponsors a website about these mortgages.	Promoter	CD	NS			x
8.10	Support (financial incentives, marketing assistance) signature projects which promote attraction of primary industries and (re) development of existing facilities.	Financier	CM			Ongoing	
8.11	Meet with area lenders to discuss the potential for creation of a loan pool for demonstration projects (particularly within the catalyst areas); the net effect of this effort is an educated lender market, financial due diligence on behalf of potential developer partners, and sharing of risk, meetings could take the form of monthly luncheons targeted to a range of lender audiences.	Promoter, Financier	RD			x	
8.12	Require enhanced pedestrian, bicycle, and transit facilities for Catalyst areas within ½ mile of the BRT stations.	Promoter	CD			Ongoing	

Action	City Role	Implementation		Time Frame		
		Lead	Support	Active	Near-Term (0-2 years)	Mid-Term (2-5 years)
<b>Initiative #9: Implement principles of the Real Estate Management Strategy (this initiative commenced Fall 2007)</b>						
9.1	Consider the corridor a critical asset in the city's portfolio and to that end continue to understand the challenges of redevelopment and "level the playing field" for investment.	Policy Maker	CM		x	
9.2	Inventory available properties and know the market value for key properties; advertise market opportunities as appropriate.	Promoter	RD	PM, ED	x	
9.3	Strategically position real estate assets through public-private partnerships, sale-lease agreements, or other arrangements.	Promoter	PM	RD	x	Ongoing
<b>Initiative #10: Explore application for future TIF dollars to fund infrastructure</b>						
10.1	Quantify existing and future TIF revenues from existing district (s) which impact the corridor, as well as potential future districts.	Financier	PM&R			x
10.2	Prepare estimates in line with anticipated funding availability for capital expenditures necessary for consideration by the Redevelopment Agency Board to implement key elements of this strategy including right-of-way improvements, trail connections, alternative roadway designs, utility extensions, property acquisitions, etc.	Financier	PW			Ongoing
10.3	Compare costs and revenues and develop a funding program for improvements (near-term) which could be paid for with future TIF revenues; earmark dollars; consider the participation of local banks as subordinators of the debt.	Financier	RD			x
<b>Initiative #12: Prepare an incentive policy with the corridor identified as a target investment area</b>						
12.1	Apply principles of the recently commissioned City-Owned Property Real Estate Management Strategy and other planning efforts, including criteria for City participation in projects along the corridor, criteria for evaluating the City's desired level of involvement in public-private partnerships, identifying targeted investment areas, and utilizing available tools and strategies for meritorious projects and programs.		RD	CD, ED	x	
12.2	Use the new Corridor Mixed Use zoning district to provide additional incentives for desired development patterns and features.		CD		x	
<b>Initiative #13: Complete sensitivity analyses / applications of existing housing policy mandates - modify where necessary</b>						
13.1	Understand key requirements of the city's current housing policy and how they change across different projects (size, mix, etc.)	Regulator	NS			x
13.2	Identify a range of scenarios - product mix, project size, etc. and apply policy requirements to each to understand the implementation feasibility of each.	Regulator	NS			x



	Action	City Role	Implementation		Time Frame		
			Lead	Support	Active	Near-Term (0-2 years)	Mid-Term (2-5 years)
13.3	Where implementation "gaps" exist, prepare a range of alternative requirements for consideration by the city policy makers and staff.	Regulator	NS				X
13.4	Share the findings of the analysis with stakeholders in the community so they understand the city's intent with the policy, as well as its willingness to amend certain portions that may or may not be achievable given a range of market conditions.	Regulator	NS				X

# Appendix A: Guiding Principle Glossary

Following is a glossary of Guiding Principles provided in Chapter 8:

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## **Principle #1: Initiate Public-Private Partnerships**

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As the entity with the largest and longest-term interest and responsibility, the city (public sector) must have strong involvement and a visible presence, as well as offer continuing leadership, incentives and capital to future projects. The private sector will bring experience, access to private funding, and a willingness to balance risk and return. The City of Henderson will move forward in partnership with the private sector, and other advocacy partners in order to move the study area's vision towards reality. Through this approach, the City of Henderson will be in a much stronger position to ensure that development is accomplished in a way that balances private investment objectives with community sustainability.

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## **Principle #2: Foster Advocacy Organization Participation**

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The range of actions identified to ready the investment climate in the study area is broad and assumes participation by multiple entities or advocacy organizations. While the City of Henderson is the obvious group to lead redevelopment initiatives, their perspective and resources limit their capacity to implement all of the actions presented herein. Other groups will need to share in the responsibility of implementing the actions and strategies presented here, not the least of which is the Congress for New Urbanism which promotes and supports municipalities pursuing the transit-supportive, compact form of redevelopment proposed herein. Other communities, such as Portland, Oregon, Seattle, Washington, San Francisco, California, Dallas, Texas, Denver, Colorado and others have been successful in establishing transit advocacy groups.

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## **Principle #3: Maintain a Holistic Approach to Economic Development**

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Economic development "infrastructure" includes physical features (parks, open space, public improvements), public service organizations (schools, government offices), a mix of employers (retail, service government – large and small users), and non-physical features, such as community perceptions and attitudes. These are the assets which provide the impetus for investment and therefore; the City of Henderson should direct equal levels of resources to attraction, expansion, retention, preservation and enhancement initiatives the study area as directed to other areas of the city.

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**Principle #4: Implement Projects, Programs, and Policies (Action Plan)**

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One effort will not create or sustain a community, but rather a series of projects, programs and policies which occur simultaneously and serve to attract the interest of potential economic development partners. Many of these efforts have been identified and are presented in the Action Plan Matrix. The approach must be comprehensive, fluid and continually updated.

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**Principle#5: Expand Economic Diversification in the Study Area**

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The primary purpose behind economic development is to achieve new gains in the economic growth of the community. Any community dependent on a single industry or source of revenue for its sustainability will experience highly volatile economic cycles. Therefore, economic development initiatives must include the attraction of primary industries, expansion of revenue-generating industries and public support of the “economic development infrastructure.”

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**Principle#6: Require Higher Development Standards with Offsetting Incentives**

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Higher standards as a component of place-making comes with a price. Development costs are consistently higher in infill mixed-use projects, while project revenues (in early years) are often lower. Placing additional financial burdens associated with design standards on these pioneering initiatives can create a scenario whereby development economics render the project financially infeasible and prevent it from moving forward. Conversely, a declining corridor without minimum standards for development is a highly risky environment where new investment is largely unprotected. The City of Henderson must implement standards established through the strategy process, but also recognize the financial challenges of the private sector and make available offsetting financial solutions.

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**Principle #7: Prioritize and Phase Infrastructure Improvements**

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Given proposed densities within the catalyst areas, the City of Henderson will need to better understand the capacity of the existing infrastructure. To the extent that improvements are required (including water, waste water, electric, gas, cable, sidewalks and public spaces), a phasing plan should be developed and funding strategies researched.

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**Principle #8: Initiate Active Marketing and Promotion**

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A carefully designed and administered marketing program for the study area should be developed and promoted. Major components of this program could include renaming the study area to more appropriately match the vision, themeing districts within it, and/or designing a customized wayfinding program. Material preparation should incorporate the skills of the project management team and local officials, advocacy and marketing partners, brokers, businesses and property owners. These partner groups need to form cooperative consortiums and maintain autonomy in their objectives.



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**Principle #9: Develop a Plan for Land Acquisition and Disposition**

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Site control is the single greatest advantage an entity charged with revitalization can have when initiating a redevelopment effort. Through site control, these entities can exercise options related to assemblage, consolidation and disposition in order to position properties for private investment. Once acquired, disposition can be implemented by several methods. The City of Henderson needs to reflect on community interests, long-term goals, limitations and mandates when considering these methods and their application.

The city recently contracted for preparation of a City-Owned Property Real Estate Management Plan, which will include the preparation of analyses and materials related to acquisition, disposition and development strategies. Policy regarding the use of city owned lands will be addressed through this process.

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**Principle #10: Improve Livability through Community & Public Space Planning**

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Within a community, the public's role is often in defining the physical realm. When done strategically, and when packaged with the appropriate incentives, this presence can effectively leverage private investment thereby – readying the environment for investment. The recommended development concepts for the Boulder Highway Corridor include combinations of multi-use commercial, office, residential and civic spaces, supported by significantly (“greened”) improved public realm. As evidenced by other successful redevelopment initiatives, amenities and open spaces are critical as they communicate the identity of the place and enhance property values. The challenge is successfully encouraging private property owners to set aside otherwise income producing land for non-income generating uses. In the instance of the Boulder Highway Corridor, this also includes causing a paradigm shift in investment patterns which currently “repel” the street.

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**Principle #11: Establish and Continually Reinforce Policy Direction**

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The vision and objectives identified for the study area were developed from knowledge of current and forecasted future market conditions. As markets change, new land uses and products, consistent with the desired outcome, yet inconsistent with prevailing patterns of development, must be accommodated without time-intensive processing. To that end, policies associated with this strategy need to provide a consistent framework for project reviews, yet an understanding of changes in the market. The safety net for quality and character within projects will be the corridor design and development standards which accompany this report.

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**Principle #12: Utilize a Suite of Tools to Fill Financial “Gaps”**

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As demonstrated by the economic analyses prepared for the catalyst concepts, financial “gaps” resulting from the proposed market-supported programs will require multiple tools used in various combinations. The experience of redevelopment projects in other markets suggests project gaps of 20 to 40 percent can be the norm, and that the best strategy to address these deficiencies is through the application of multiple resources, thereby spreading risk and return among the partner entities. Each solution and implementation strategy will be as unique as the project being implemented. The most important quality among these projects will be a willingness on the part of the city, other partners and private sector, to be creative and flexible in their approach.

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**Principle #13: Continue to Build Political Support for the Vision**

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Part of the recommended revitalization strategy is the design of, and commitment to, a long-term vision for the Boulder Highway Corridor Study Area and the environment that supports its success. In the context of defining a strategy for this valued community asset, continued support for implementing a proactive program for reinvestment will be necessary.

# Appendix B: Incentives

## PRELIMINARY DEVELOPMENT ECONOMIC ANALYSES

Based on the market analysis, preliminary development economic analyses for each of the catalyst areas identified in Chapter 7 was completed to:

- Evaluate preliminary development alternatives/schemes from an economic perspective;
- Ascertain the initial economic feasibility of development concepts; and
- Determine the potential level of public financial support required for development feasibility (i.e., filling the economic “gap”).

Preparation of the development economic analyses included the following steps:

1. Formulate general assumptions regarding the following:
  - Development program (land use, density, parking)
  - Operating revenues and expenses
  - Stabilized level of operation
  - Capitalization rates
  - Land costs
  - Off-site/on-site development costs
  - Contingency/developer profit
2. Calculate stabilized project value and total project costs
3. Quantify surplus or “gap” between project value and project cost
4. Quantify potential public/private contributions to the “gap”

The ultimate success of a development project, e.g., the level of profit, is determined by the variability of the above components. Because there are many “moving parts” to development, the level of certainty in a project often determines its ultimate success. On the cost side of the equation, the following issues arise: land prices can vary significantly, depending on market conditions and property owner expectations; on-site development can be more difficult, if site conditions dictate; off-site development may be required to upgrade existing infrastructure; and financing costs may be higher because the risk associated with the project and/or the developer is perceived to be higher. On the revenue side, it may take longer to absorb space or achieve anticipated rents as market conditions change. All of these dynamics result in a relatively high-risk endeavor for a private developer. Therefore, the level to which public sector requirements assist or impede development projects can decrease or increase some of their inherent variability and uncertainty. The results of the development economic analyses are summarized in the table below.

Table 5: Preliminary Development Economic Analyses

Project Indicator	Catalyst Investment Areas			
	Gibson/Galleria/Sunset	Water/Warm Springs	Lake Mead/Basic	Greenway/ Horizon
<b>Private Sector Investment</b>				
<b>Development Sq Ft:</b>				
Project Land Area (Acres)	80.0	90.0	50.0	40.0
Retail/Restaurant	425,000	500,000	275,000	150,000
Office	55,000	90,000	160,000	35,000
Industrial	150,000	20,000	20,000	20,000
Residential (Rental)	480,000	560,000	320,000	240,000
Residential (For-Sale)	1,275,000	1,612,500	480,000	750,000
<b>Total Private Development</b>	<b>2,385,000</b>	<b>2,782,500</b>	<b>1,255,000</b>	<b>1,195,000</b>
<b>Floor Area Ratio</b>	<b>68%</b>	<b>71%</b>	<b>58%</b>	<b>69%</b>
<b>Total Project Value (@ Build-Out)</b>	<b>\$430,137,214</b>	<b>\$515,165,321</b>	<b>\$239,300,286</b>	<b>\$205,554,143</b>
<b>Total Project Costs (@ Build-Out)</b>	<b>\$470,882,438</b>	<b>\$559,133,633</b>	<b>\$258,849,408</b>	<b>\$241,235,507</b>
<b>Project Margin/(Gap)</b>	<b>(\$40,745,224)</b>	<b>(\$43,968,312)</b>	<b>(\$19,549,122)</b>	<b>(\$35,681,364)</b>
<b>Project Margin/(Gap) %</b>	<b>-9%</b>	<b>-8%</b>	<b>-8%</b>	<b>-15%</b>
<b>Potential Contributions to Gap</b>				
Land Writedown	\$0	\$0	\$0	\$0
Off-Site Improvements Contribution	\$11,123,600	\$9,973,290	\$3,549,437	\$7,462,950
Supportable TIF (20 Years)	\$65,900,000	\$79,800,000	\$35,800,000	\$31,200,000
Special Improvement District (20 Years)	\$6,000,000	\$7,200,000	\$3,400,000	\$2,900,000
Streamlined Development Approvals (6 mos)	\$2,439,360	\$2,744,280	\$1,524,600	\$1,219,680
<b>Total Contributions to Gap</b>	<b>\$85,462,960</b>	<b>\$99,717,570</b>	<b>\$44,274,037</b>	<b>\$42,782,630</b>

Source: Leland Consulting Group.

As shown, there are several variables which drive the economic analyses (e.g., rent/sale price levels, capitalization rates, surface vs. structured parking, etc.), so these pro formas reflect “orders of magnitude” as they relate to potential gaps and gap-filling measures. It is encouraging that, in all of the catalyst areas, it would appear that potential contributions could adequately fill the economic gaps associated with redevelopment initiatives.

## INCENTIVES

Corridor redevelopment is challenging, and as such requires higher levels of analysis, planning and assistance, in order to attract the right type of investment and developer interest. The corridor, while the spine of the community, is but one subset of a larger market. As a result, it has strengths which can be capitalized on and limitations which should be overcome. These limitations, commonly referred to in this report as barriers, pose unique obstacles which require unique solutions. The corridor has a tremendous influence on the economic well-being of the entire region. Regions with stronger commercial concentrations have stronger regional economies. Therefore, it is widely accepted that early projects in any revitalization effort should be assisted; at least until market conditions reach levels where new construction can more than support itself.

Incentives used for corridor revitalization fall into several broad categories including: assistance with site acquisition and building and facade improvements; start-up capital; operating assistance; and business counseling. Stakeholders will need to explore a variety of incentives and resources that can be packaged together with the intent of implementing a targeted investment and marketing strategy. Some of these include: matching funds to challenge the downtown community and establish a sustainable source of management funds; City funds leveraged with other sources to form a Henderson revolving loan fund for facade and building renovation; matching grants for repairs to buildings; grants to merchants for new signs and awnings; special code processes for older buildings or design assistance through the city planning office; and, zoning codes with provisions for a mix of uses. The table below summarizes potential economic tools which could leverage private investment in the Boulder Highway Corridor study area. The tools are organized based on their likely timing for application -- short- and long-term.

Again, the city and its leadership must accept that infill areas are at a distinct economic, social and market disadvantage compared to vacant “greenfield” sites. To that end, it is their responsibility to level the investment and regulatory playing fields. Private investment alone will not fill the financial “gap,” rather, it will move elsewhere.

Table 5: Economic Tools to Leverage Private Investment

Source: Leland Consulting Group

Mechanism	Short-Term 1 to 5 years	Long-term 5 to 10 years	Mechanism	Short-Term 1 to 5 years	Long-term 5 to 10 years
<b>Public Financing</b>			<b>Private Financing</b>		
<i>Local</i>			Lending Pools-Shared Risk		X
Tax Increment Financing	X		Community Reinvestment Act	X	
Land Donation/Write-Down	X		Land Donation (quasi)	X	
Development Fee Rebates	X		Business Improvement District (quasi)	X	
Infrastructure Cost Participation		X	<i>Development</i>		
Sales Tax Sharing	X		Demonstration Project	X	
Low Interest Loans/Subordination		X	Pedestrian Enhancements- Linkages	X	
Property Tax Abatement	X				
Tax Exempt Financing		X	<i>Programs</i>		
Leverage Infrastructure Funding	X		Government Liaison	X	
Façade Maintenance Loan Programs		X	Developer Education	X	
Predevelopment Funding Grants		X	Education Program	X	
			Developer/Lender Seminars	X	
			On-Going Communication Strategy	X	
<i>State</i>			Strategic Partners	X	
Low Income Housing Tax Credits	X		Elected Officials	X	
Historic Rehabilitation Tax Credits	X		Business Relocation Program		X
Community Development Tax		X	Business Recruitment/Retention Program		X
Community Dev Assist (CDA)					
<i>Federal</i>					
Community Development Block Grant	X				
Job Training Partnership Act (JTPA)		X	<b>Policies/Regulations</b>		
Economic Development Administration (EDA)	X		Enterprise Zone		X
			Parking District/Overlay Zone	X	
			Regulatory Reform	X	
			Streamlined Entitlements	X	
			Design Guidelines	X	



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